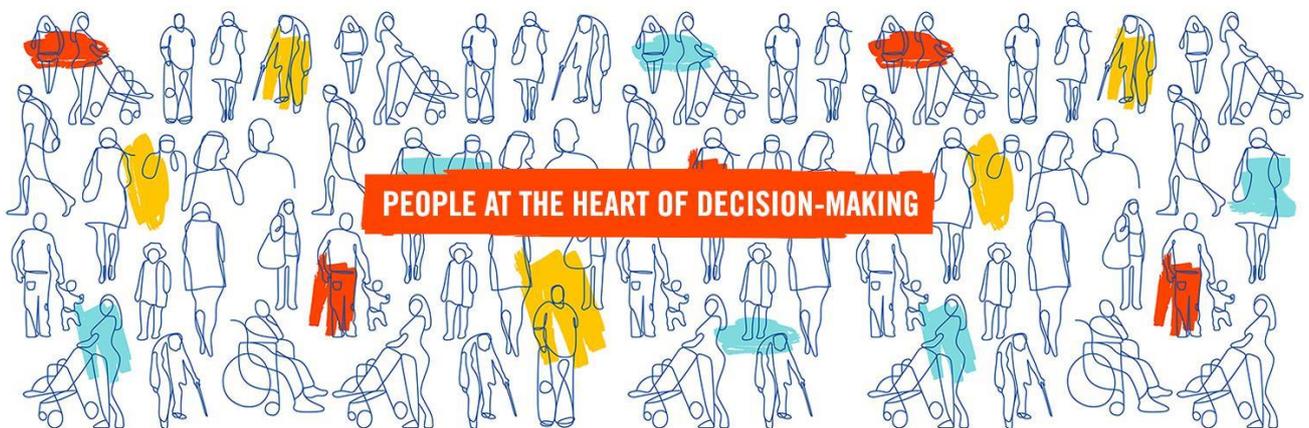




Greater London Authority/Royal Borough of Greenwich data trust pilot

Design of a decision-making process



Simon Burall, Suzannah Lansdell and Alex Prior

0.1 Funding and Acknowledgements

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0.2 Who we are

We're the UK's leading public participation charity, on a mission to put people at the heart of decision-making.

We're a small but passionate team focused on giving people more power over the decisions that affect their lives. We want to build a stronger democracy that works for everyone – that gives people real power to bring about change in their lives, communities and beyond.

Involve was founded in 2003 to “to create a new focus for thinking and action on the links between new forms of public participation and existing democratic institutions”. We've been promoting and practising participatory and deliberative decision-making ever since. We have worked with governments, parliaments, civil society organisations, academics and the public across the UK and internationally to put people at the heart of decision-making.

We believe that decision-making in the UK needs to be more:

- **Open** - so that people can understand, influence and hold decision-makers to account for the actions and inactions of their governments;
- **Participatory** - so that people have the freedom, support and opportunity to shape their communities and influence the decisions that affect their lives; and,
- **Deliberative** - so that people can exchange and acknowledge different perspectives, understand conflict and find common ground, and build a shared vision for society.

0.3 What we do

We demonstrate how citizens can help solve our biggest challenges.

Democracy isn't working as it should. Decision-makers are struggling to get things done. The public are frustrated that the system isn't working for them. And everywhere people are feeling divided, distrustful and powerless.

Our work seeks to create:

1. **New innovations** - to demonstrate better ways of doing democracy;
2. **New institutions** - to put people at the heart of decision-making;

3. **New norms** - to make democracy more open, participatory and deliberative.

We approach this in three ways:

1. **We set the agenda** - by developing a vision of a democracy that puts people at the heart of decision-making;
2. **We build coalitions** - by mobilising and partnering with broad, unexpected and powerful networks of allies; and,
3. **We make it happen** - by developing and supporting world-class participatory and deliberative processes.

Our recent projects have included:

- **The Citizens' Assembly on Social Care** - the first deliberative process commissioned by UK Parliament;
- **The Citizens' Assembly for Northern Ireland** - the first citizens' assembly to take place in Northern Ireland;
- **MH:2K** - a youth-led approach that has engaged over 3,400 young people in tackling mental ill-health.

Find out more about our work: www.involve.org.uk/our-work/

Our Values

- **Collaboration** – because change comes when broad coalitions of people work towards a common vision.
- **Equality** – because everyone in society has an equal right to be listened to and participate in decisions that affect their lives. No one should be held back by societal divisions or prejudice.
- **Purpose** – because participation must have an impact. We reject tokenistic or ineffectual engagement.



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1. Executive Summary

Involve was tasked with designing a decision-making process for the pilot data trust for the Greater London Authority (GLA)/ Royal Borough of Greenwich (RBG) as part of its Sharing Cities Programme use cases around energy and mobility.

Through desk research, workshops and interviews with the ODI and RBG/GLA and a small public participant workshop, we developed:

- A background assessment of deliberative decision-making for a data trust including exploring possible methods and techniques.
- Early insights into what the public think of data trusts as a concept, highlighting some key issues for consideration.
- A generic design of a data trust decision-making process for a data trust using data about, or generated by individual members of the public, with an emphasis on where deliberative methods might best be used.

Our key learnings and recommendations from this work include:

First define the problem and then consider the governance and architecture

- An organisation or group of organisations considering establishing a data trust must do so in response to a clear social or policy problem. The purpose of the data trust will flow from this. It is important that this stage is not skipped because agreement on both the problem statement and the trust purpose by all key parties will form the foundation of an effective data trust. Developing an effective governance and architecture to fit the purpose is the second step. There is a danger that the technical data solution runs ahead of defining what problem the trust is being set-up to solve.

Don't assume that if people know the benefits of data sharing they will share and accept those benefits

- The benefits and risks of data sharing will be seen very differently by the different groups with a stake in the data trust. For example, data producers are likely to identify benefits and risks which differ from data reusers and from the public who may ultimately be affected by any decisions taken. Smart application of deliberative methodologies at specific points in the decision-making cycle will be a critical tool for ensuring that these differences are made visible to everyone with a relationship to the trust. This will ensure that they can be dealt with openly and transparently.
- Our work with public participants suggests that public trust is likely to flow from two related features of a data trust. First, that they can see a clear benefit and purpose for the data trust. Second, that the data sharing is in pursuit of that purpose and benefit is clearly demonstrated. This finding in turn suggests there might be more public support for data trusts focused on solving a specific problem or issue, rather than trusts based on geography or ownership models.

Deliberative decision-making has a key role to play in developing trust, accountability and legitimacy

- A data trust derives its legitimacy and by extension the trust of stakeholders and the public from its capacity to enable, encourage and benefit from collective discussion, reasoning and decision making. From conception through to close down, we identified key points where a data trust would need to actively and deliberatively engage with its stakeholders and the public to confidently build trust and demonstrate benefit. Key deliberative points would be around:
 - people's expectations of the driving purpose for the trust and how public benefit is seen.

- the overarching guiding principles and criteria for a data trust to enable the data trustees to make good decisions that reflect the views, values and perspectives of the public.
- expectations around governance, accountability and transparency.

A data trust will need to meet high expectations

- The act of creating a data trust is a public statement about intent. Our work with public participants suggests that this will raise certain expectations which will need to be met if trust is to be built and maintained.
- Public participants highlighted their high expectations in relation to who will benefit, how the data trust will operate, and on levels of transparency. If these are not adequately addressed, the establishment of a data trust may, perhaps paradoxically for some, generate more public mistrust about the collection, sharing and use of data.
- Ensuring the trustworthiness of the data trust’s decision-making process will require meeting public expectations. Putting the required governance processes and systems into practice will require significant resource and skills.

Wider work on the GLA/Greenwich data trust pilot can be found in the [summary](#) and [legal](#) reports. In addition supplementary reading in relation to lessons drawn from all the data trust pilot activity can be found in the [generic decision-making report](#). Finally a report drawing together learning from all the data trust pilot activity can be found in the [synthesis](#) report.

2. What problem is a data trust trying to solve?

A data trust seeks to retain trust in how data is collected, maintained and shared in order to realise its full benefits and potential. The definition of a data trust throughout this project was:

“a legal structure that provides independent stewardship of data for the benefit of a group of organisations, communities or people”

The definition raises questions which need to be answered if it is to achieve the desire of retaining trust. “Independent” – how will this be demonstrated and to whom and independent of what? “Benefit” – how is that realised, what does benefit mean to the group, organisations, communities or people the data trust is representing? Within the context of the pilot Involve explored how that definition might begin to work in practice in relation to decision-making.

3. Our approach to the work

Involve’s schedule of work for this project encompassed the following stages:

1. Briefing, inception meeting and project management

Involve began the project with a briefing meeting which included all of the other successful bidders for the different activities of the data pilots. Subsequent work was undertaken collaboratively with ODI, pilot data trust stakeholders and partners delivering other activities as part of the pilots. This ensured that Involve’s work was suitably holistic and took account of broader activities. In particular,

this meant keeping in touch with Communications Chambers (working with other data trust pilots' decision-making) to compare and contrast learnings and to co-produce the generic learnings report. This liaison and project management took a larger portion of time than initially envisaged to enable the learning and sharing consistent with the working style adopted for the project.

2. Base research and prototype proposal development

In order to develop a foundation of information relating to the Royal Borough of Greenwich (RBG) / Greater London Authority (GLA) proposed data trust, Involve undertook the following activities:

- Participation in key workshops designed by the ODI to tackle the issues and options around a data trust for RBG/GLA
 - Service Mapping workshop – 9th January
 - Co-creation of data trust design – 5th March
 - Review of recommendations and findings meeting – 20th March
- Participation in key interviews with the GLA /RBG data trust stakeholders arranged by ODI covering specific decision-making questions. In addition a broad review of the transcripts and user research undertaken by ODI from these interviews was undertaken to extract key aspects relating to decision-making.
- Conversations, meetings and exchanges with key ODI staff and through sprint and activity planning meetings.

This contributed insight relating to:

- The context of the possible data trust, data type, purpose of the trust, value of the data it holds
- The core decisions a data trust is likely to make where a deliberative approach is useful
- Emergent expectations around the decision-making

Desk research was also undertaken in order to assess possible deliberative techniques and processes that could be adopted as a starting point for a decision-making process as well as a basic review of initiatives and activities happening in the smart city space in other countries.

The interview data and desk research complemented Involve's expertise on deliberation and informed the development of a prototype decision-making process. The prototype covered the following:

- A recommended decision-making process
- Some initial ideas on how openness and transparency of the decision-making process would operate for that trust (including publication of information)
- Some initial ideas on what resources (staffing and effort) would be required in order to sustain the decision-making process

This naturally entailed describing a number of different possibilities for deliberative decision-making, since deliberation can be applied variously according to context and scale (time constraints, number of prospective participants etc.), and discussing their suitability for the project in question.

As the interviews only touched on decision-making and governance aspects, the prototype developed into one more generally based on a data trust using data about, or generated by

individual members of the public. We did not develop a model specific to the use cases as these were not developed fully enough in the timeframe of the pilot.

3. Prototype testing and refinement

The prototype was tested at two prototype workshop(s) planned by ODI and through a workshop with recruited public participants from London to explore their hopes, fears and expectations. This provided further perspectives on the decision-making process and recommendations around openness and transparency.

Draft and final reporting

Involve then produced two reports in draft and final form: the first report describing the process for the data trust pilot, and the second working with Communications Chambers (the contractor working on the decision-making for the other two pilots), drawing out the findings applicable to the general concept of data trusts more broadly.

4. Deliberative approaches to decision-making

WHAT IS A DECISION-MAKING PROCESS?

The following definition of a decision-making process was used for our work:

A process (policies, processes, tools etc.) by which a data trust makes deliberative decisions that reflect the wishes of the data trust beneficiaries and thereby maintains trust in data sharing and access in accordance with the purposes and values of the trust.

The definitions work undertaken as part of this project did not reach an agreed definition of a decision-making process and in the [generic decision-making report](#) a slightly different definition was taken that encompassed decision-making beyond that taken deliberatively:

“the set of policies, procedures and practices by which a data trust promotes the beneficial use of data and manages risks, balancing stakeholders’ interests in accordance with the purposes and values of the trust.”

The starting assumption from the ODI brief was that decisions should be made “openly and deliberatively” and the focus of our work was particularly on those decisions that best lend themselves to this approach.

Not all decisions taken by a data trust will (or should) be made deliberatively. However, there are some key points in the life cycle of a data trust that warrant a deliberative approach to build insight, value and trustworthiness into the data trust’s operation, practices and decisions.

WHAT IS DELIBERATION?

Deliberation is a participant-led approach to problem solving and public decision-making. It allows participants to make decisions or recommendations based on consideration of relevant information, and the collaborative discussion of issues and options.

Participants, depending on the situation, may include:

- stakeholders (from organisations involved in or affected by decisions)

- the public in their role as stakeholders for example in a community issue
- “mini publics” – recruited to represent the views of the public, for example in gaining views of a city or the UK.
- expert / specialist input.

These participants can come together separately or in different combinations depending on how the methods are applied.

The key aspect is that the results and findings are based on the participants’ own input and this forms part of the legitimacy of deliberative decision-making.

There are three requirements which must be involved in order for a process to be truly deliberative:

1. Discussion between participants at interactive meetings or events
 - These meetings, which may be supplemented by the use of online technologies, are designed to provide time and space for learning new information and discussing the significance of this knowledge (when considering existing attitudes, values and experience around a set topic).
 - The results of these discussions are *considered*; the results themselves may or may not be different from the original views of some/all of the participants, but they will have been arrived at through collective discussion and consideration.
2. Working with a range of people and information sources
 - The information within a deliberative project (some of which may have been specifically requested by participants) contributes to a clear context and the consideration of various factors within decision-making.
 - The participants themselves represent a diversity of perspectives and interests. Deliberative discussions can be managed to ensure that these perspectives and interests – even if they represent a minority – are included within a balanced discussion.
3. A clear task or purpose
 - Related to influencing a specific decision, policy, service, project or programme.

The ODI’s Invitation to Tender (ITT) specified that a “key motivation behind data trusts is their potential to increase trust in the way that data is shared and used. In some cases this will involve the trust of individuals whom the data might be about or otherwise have an interest in; in others it will involve the trust of organisations that hold data”. The process of deliberation is conducive to producing results that are legitimate and trustworthy.

This is especially pertinent to a topic such as data (specifically its storage and its use), which – evident through discussions of Cambridge Analytica and Facebook, for example, as well as electoral interference – remains a source of uncertainty and public distrust. The uses and misuses of data are often widely-discussed only in the context of scandals and ongoing investigations.

“no scandals – that’s the last thing I want..”

(Public participant in workshop on data trusts)

WHY DELIBERATION MATTERS

The ODI assumption in the tender was that a data trust (for simplicity when we refer to a data trust in terms of decision-making we are referring to those who are taking the decisions for the data trust – in a quasi-trustee role) must “[engage] and [make] decisions with different stakeholders so that the decisions it makes – such as who has access to the data, under what conditions and how the benefits of that use are distributed equitably – are made openly and deliberatively.” In doing so, a

data trust actively *increases* the trustworthiness of the way that data is shared and used. As also noted in the ITT, central to building trustworthiness is ensuring that different stakeholders (including the public) are engaged with as part of an inclusive, open and deliberative decision-making process.

The lessons from the pilot work support this approach – for stakeholders and the public to have trust in a data trust it has to reflect their issues, expectations and trade-offs; it has to build consensus, and has to be open, honest and accountable.

The *deliberative* element of this process is crucially important; it validates and strengthens the recommendations made, because they directly reflect the issues, hopes and concerns of the stakeholders, and the ways in which these priorities can be balanced.

“... give some benefit back to data giver, fully inform the public about benefits, purpose and uses... don’t misuse data ...allow data users to have some choices about like big decisions”
(Public participant in workshop on data trusts)

Deliberative methods provide a wealth of data on public and stakeholder attitudes and values. They also provide opportunities to explore *why* these attitudes and values are held. One practical reason is that deliberative techniques often allow more time to be spent with the participants.¹ In addition, the use of deliberative methods can (depending on the location) help to encourage a sense of community discussion and representation.

For this reason, deliberative methods often benefit the participants themselves. The experience provides opportunities for collective discussion and reflection in depth; sharing views and developing these collaboratively, and presenting them to experts and decision-makers. These experts can help participants to learn about the key issues in question, to talk about them with (not past) each other, and to benefit from diverse points of view, discussions and ideas.

The process of undertaking deliberative methods is in itself of importance to trust and legitimacy (in the results, the process, and the data trust itself). This legitimacy is derived from the participants, and the fact that their input is the basis of subsequent decision-making.

“I hope they will understand the public’s concerns in regards to privacy. But I hope they make sure it’s used for good rather than bad”
(Public participant evaluation form comment from workshop on data trusts)

In this context, a data trust would derive its legitimacy – and, by extension, the trust of stakeholders and the public – from its capacity to enable, encourage, and benefit from collective discussion, reasoning, and decision-making.

The benefits of using a deliberative approach more generally

Deliberative public engagement can be used across all levels of government: local, regional, national and international. It can be used across all types of services, delivered by public, private or voluntary sectors. Moreover, it can help to inform, consult, involve or empower, alongside other forms of participation (e.g. opinion polls, written consultations, community development, campaigning or lobbying) at any point in the policy cycle.

¹ See [Stoker et al. “Fast thinking: Implications for democratic politics”, European Journal of Political Research, Vol. 55, No. 1, September 2015, pp. 3-21](#). See also: [Kahneman, Daniel. Thinking, Fast and Slow. New York: Farrar, Straus and Giroux, 2011](#).

Below we have summarised some of the benefits² of deliberative processes; benefits which, are relevant to decision-makers, policy-makers, *and* the participants themselves:

| For decision and policy-makers | For participants |
|--|---|
| Better policy and service delivery options, grounded in better knowledge of public values and priorities | A chance to influence decisions on important issues that affect their lives |
| Greater transparency and accountability (and thus legitimacy) for decision-making, based on greater knowledge about the acceptability (or not) of specific policy options | Insight into the subject, decision and policymaking, and about participation itself |
| Opportunities to listen to public discussions about contentious issues, and to gain detailed first-hand knowledge of public priorities | An enjoyable and worthwhile way of being an active citizen, and increased confidence and willingness to take part again or in other decision-making processes |
| Greater public understanding of issues considered and, potentially, shared responsibility for successful policy and service delivery outcomes | The opportunity to meet and share views with other participants, stakeholders, technical specialists, policy makers, service providers and decision makers |
| Opportunities to build social cohesion by increasing understanding and mutual respect between people with diverse views, values and opinions from different sectors of society | A platform for increased understanding of the perspectives and views of others and mutual respect |
| Better relationships between government and the public/ citizens with the potential for more effective longer-term partnership | Empowerment, education and motivation of the public and service users |

However, the specific benefits of deliberation for stakeholders, the public (as stakeholders or a mini public) – and the promises that can therefore be made to them – depends on the dynamic between decision/policy-makers and participants. It is influenced by the level of commitment to involve participants in collective decision-making by those holding the power to make the decision. This goes beyond simply informing, for instance, and necessitates an involvement and *empowerment* of those taking part.³ This is visualised in the International Association for Public Participation Federation's [Spectrum of Public Participation](#):

² <https://www.involve.org.uk/sites/default/files/field/attachemnt/Deliberative-public-engagement-nine-principles.pdf>

³ See: [Arnstein, Sherry R. "A Ladder of Citizen Participation", JAIP, Vol. 35, No. 4, July 1969, pp. 216-224.](#)

IAP2's Public Participation Spectrum

The IAP2 Federation has developed the Spectrum to help groups define the public's role in any public participation process. The IAP2 Spectrum is quickly becoming an international standard.

Increasing impact on the decision 

| | Inform | Consult | Engage | Coproduce | Empower |
|---------------------------|--|--|---|---|--|
| Participation goal | To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions. | To obtain public feedback on analysis, alternatives and/or decisions. | To work directly with the public throughout the process to ensure that public concerns and aspirations 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 public | We will keep you informed. | We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. | We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision. | We will look to you for 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. |

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Deliberation and trust

The concept of *trust* is crucial to the success of a data trust, especially at a time when confusion, distrust and uncertainty on this topic is widespread and pervasive.

As argued in a recent article by Nesta, “trust has to be continually earned, and is not generic: it is trust to do particular things and at particular times.”⁴ The importance of trust underlines the potential of data trusts as new, accountable institutions that can manage data security and maximise the value of data.

These observations are relevant to the transparency and visibility of the decisions made, but also the processes by which those decisions were made. By extension the representativeness of the participant base can directly benefit the representativeness of the findings and decisions, and therefore the representativeness of the trust itself.

Ultimately it is a judgement as to when and where a data trust uses deliberative approaches, though in this report we have indicated key points at which it would appear most valuable. To maintain trust, decision-making needs to align with stakeholder and public views – where this diverges decision-making is likely to become unreflective of wider stakeholder views, lose support and ultimately lose trust.

WHEN TO USE DELIBERATIVE DECISION-MAKING

Whilst a collaborative and deliberative approach to decision-making has benefits, clearly not all decisions can (or should) be made deliberatively.

⁴ https://www.nesta.org.uk/blog/new-ecosystem-trust/?mc_cid=40fba0c2b4&mc_eid=fa0fa25816

Developing and instituting deliberative approaches, as with any other form of decision-making, brings its own set of costs. These include:

- The time needed to plan and design a deliberative approach, including engaging the right stakeholders, slowing down decision-making.
- Often increased direct costs compared to other more direct forms of decision-making.⁵

A choice needs to be made about where a deliberative approach will add most value to decision-making when balanced against the costs of using such an approach.

It is also important to consider the other side of the argument: what the cost of *not* applying deliberative approaches would be. For example, the costs of engaging the public are often overstated and exaggerated and, for more complex or controversial decisions, are overshadowed by the costs of 'non-engagement'.

For example, research findings from the Environment Agency on "the experience of two cities in trying to implement controlled parking schemes...found that non-engagement came with significant costs in the form of delays and conflict. Without considering the true costs of not engaging it is no wonder that engagement can seem expensive."⁶⁷

Extending this to a data trust, there is a risk that, without meaningful deliberative engagement with the public and stakeholders, trust in the mechanism is low. This in turn makes it more likely that the public and stakeholders won't consider giving permission for their data to be used or accessed, thus negating the potential benefits of data access.

There are multiple ways for deliberative approaches to be used. What is clear is that making the wrong choice of approach can cost time and money in failed implementation. Decisions which tend to benefit from a deliberative approach include those which:

- Require greater ownership of the outcomes by stakeholders.
- Need to demonstrate or would benefit from taking account of wider views, values, insights and experiences.
- Still have aspects that are open to formation, influence or change.
- Are contentious, have underlying or real conflict and/ or involve trade-offs which benefit from a greater understanding of what is driving those issues and the underlying values.
- Are at an impasse where wider perspectives can help break deadlock.

In Section 7 we have indicated where we believe a deliberative approach will be most useful for a data trust. Ultimately decisions about when to use this approach and using what techniques will be informed by:

- The context, purpose and values of the data trust and the stakeholders involved.
- The available resources to apply to deliberative approaches.
- The willingness of decision-makers to listen to and take account of the views as a contribution to their decision-making,
- The decision being open to influence and change; and
- The willingness of participants and the public to engage with the topic at hand.

⁵ Costs such as use of skilled practitioners to design/ facilitate the process, but also in venues and any incentive payments for recruited participants.

⁶ https://www.involve.org.uk/sites/default/files/field/attachemnt/From-Fairy-Tale-to-Reality_3.pdf, p.5.

⁷ See also <https://sciencewise.org.uk/wp-content/uploads/2018/12/Valuing-dialogue-2015.pdf>

Finally in choosing a particular method, part of the significance is the ‘message’ it sends. The method(s) used will be highly influential in the subsequent dynamic the data trust may then have with the immediate community (public/stakeholders).

As well as when to use a deliberative approach it is worth reiterating when it is damaging or ineffective. To use a deliberative approach effectively an organisation needs to:

- Be committed to using the results, clear how it will use the results, and have the authority to do so.
- Be clear about what is “up for grabs” – if key decisions have already been made and there is nothing to influence, a deliberative approach will be damaging to trust.

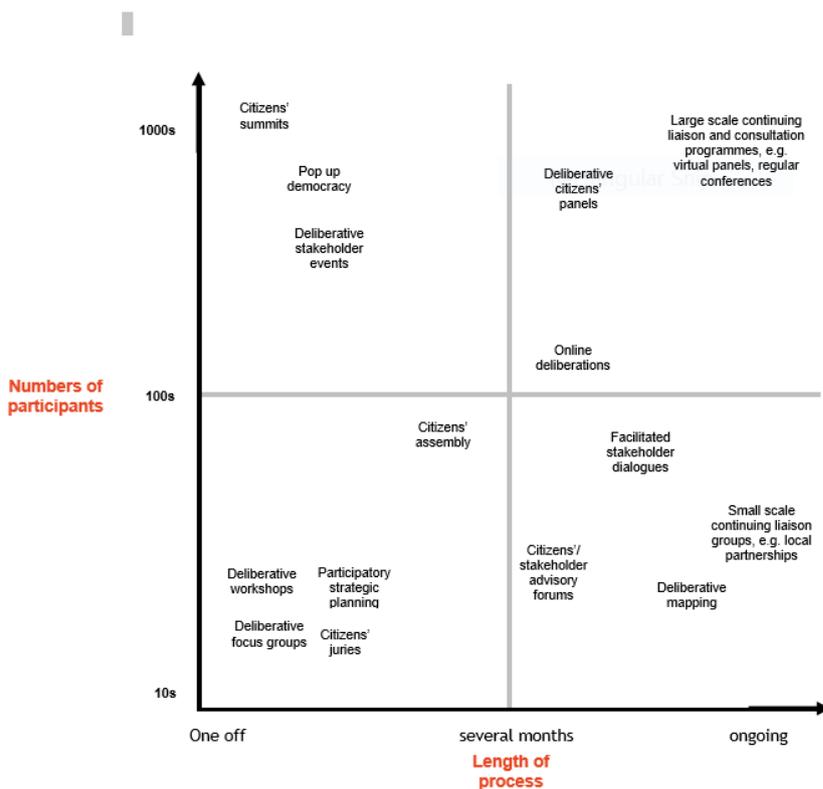
A deliberative approach exposes and asks questions – its job is to make better decisions with the insights gained. If it is used without integrity and impact then it is likely to be more damaging to the process of building trust.

RECOMMENDED DELIBERATIVE METHODS

There are a large number of deliberative methods which would be relevant to the data trusts generally and those data trust pilots under consideration.

The suitability of these methods depends to a great extent on purpose of the project and its scope (i.e. the number of public/groups/interests that the data trust would represent, and therefore what level of cost and energy would be reasonable within a deliberative process to design it).

The figure below⁸ shows a number of possible deliberative methods, the suitability of which are dependent on scope:



⁸ 'Deliberative public engagement: nine principles', p.4

The choice of deliberative method(s) is therefore dependent on a number of factors, including the prospective number of participants, the time that could be committed to the project, the available budget and probable benefit (compared to more traditional forms of engagement). It is also important to point out that a combination of methods is possible; for example, the use of face to face methods supplemented by online deliberation or a Citizen Assembly and ongoing public/stakeholder reference groups.

Further to the general 'map' of deliberative techniques, Appendix 1 provides a description of several relevant deliberative methods. It also gives an outline of their key strengths, and potential challenges in their implementation.

From the pilot work undertaken it is clear that there are some key points at which a deliberative approach will be necessary for a data trust. These are explored further later in this report.

5. The GLA/ Greenwich data trust pilot

Smart technology and city data are becoming increasingly prominent in urban planning discussions, including the Greater London Authority's (GLA) city policy strategy (encompassing transport, energy, social and infrastructure). The [London Infrastructure Plan 2050](#) focuses on how technology and data can influence the future design and efficient operation of the city's assets. The [London DataStore](#) is a hub for the city's growing ecosystem, which has generated numerous examples of how data can be used to manage and plan city operations (e.g. the [London Schools Atlas](#)).

The Royal Borough of Greenwich, one of 32 London boroughs, is implementing the [Sharing Cities](#) programme in London. The Royal Borough is recognised as a leading local council in the Smart City field, and was the first London Borough to introduce a Smart City Strategy. The Strategy has four key components, aiming to transform:

1. neighbourhoods and communities
2. infrastructure
3. public services
4. the Greenwich economy

Citizen engagement is a further priority across all four themes. The need for engagement is made even more pertinent by the Smart London's findings from polling Londoners about the use of data.⁹ The findings suggested that Londoners are more willing for their data to be used to benefit the planning and improvement of public services (like medical research or planning transport services) than for targeted advertising.

According to the research, very few Londoners professed knowledge about sensors and the data they collect on the physical environment. Nevertheless, the use of sensors for detection of air and light pollution typically produced positive responses (although responses were less positive on the issue of tracking mobile phone journeys to benefit advertising). Smart London concluded that this should encourage data users (e.g. public services, the tech sector) *to engage*; to make the case to Londoners about the application of their data, in terms of what data should be shared, and why.¹⁰

The two use cases explored through the pilot were:

⁹ <https://medium.com/@SmartLondon/your-commute-how-city-hall-used-oyster-card-data-to-gauge-citizen-views-on-the-use-of-personal-2b786ff01819>

¹⁰ <https://medium.com/@SmartLondon/how-do-londoners-feel-about-use-of-their-data-a2b6a0dbadec>

Mobility use case (parking) – This use case was to trial technology that increases available data on parking in the Borough in relation to coach parking and spaces that are reserved for electric vehicles and electric vehicle car clubs, with the aim being making less-polluting transport options more attractive.

Energy use case – This use case was to improve the energy efficiency of a council-owned social housing block through installing sensors to monitor and control the activity of a retrofitted communal heating system (a water sources heat pump).

6. Expectations and priorities around a decision-making process for a data trust

EXISTING VIEWS FROM LITERATURE

A previous report entitled [*Data for Public Benefit: Balancing the risks and benefits of data sharing*](#) – produced by Involve, Understanding Patient Data and the Carnegie UK Trust – identified three clear determiners for data-sharing effectiveness. These determiners were seen to be necessary in the achievement of a ‘social licence’ to share and use data more widely. In accordance with these findings, the report stated that data sharing should be:

1. Purposeful: clear, tangible and positive social outcomes which address fundamental problems and minimise adverse effects
2. Proportionate: clear parameters in terms of the purposes for which the data is used, while considering whether sensitive/personally identifiable data is needed to achieve an objective
3. Responsible: a ‘good’ use of data that is demonstrably secure, beneficial and justifiable

On the topic of data sharing to deliver public benefits, the report found that five additional factors should be demonstrated:

1. That data sharing enables high quality service delivery which produces better outcomes for people, enhancing their wellbeing
2. That it delivers positive outcomes for the wider public, not just individuals
3. That it uses data in ways that respect the individual, not just in the method of sharing but also in principle
4. That it represents, and supports, the effective use of public resources (money, time and staff) to enable the delivery of what people need/want from public services
5. That the benefits are tangible, recognised and valued by service providers and the wider public

Philadelphia’s outlining of guiding principles in its [*smart city roadmap*](#) – all underline the necessity of public engagement being locally inspired (i.e. contextualised by the needs of the locale), innovative (in response to ‘municipal challenges’), equitable (engaging diverse communities) and collaborative (high stage of engagement [mentioned in our graph on ‘levels’ of engagement]).

EXPECTATIONS, HOPES AND FEARS FROM GLA/ GREENWICH INTERVIEWS

From the review of interview transcripts review the following were drawn out as key themes relevant to the nature and type of decision-making for a data trust.

Expectations

It was expected that a data trust would represent a neutral part of the decision-making process, through providing impartial guidance. The interview participants consistently drew attention to the public benefits of a data trust, and the importance of communicating these benefits clearly to the public. This was seen as especially necessary given the perceived lack of understanding of data amongst the general public, and the relationship between greater understanding and greater public buy-in.

Participants therefore emphasised the need “*to increase the public understanding of the civic benefits of data because we think that that's one way that we can demonstrate...a benefit from the use of this data*”.¹¹ Public understanding of data, in other words, is seen to complement and encourage public support and trust, based on a greater visibility (and understanding) of benefits.

Hopes

One of the most consistent hopes expressed by the interview participants related to clarity. This hope for clarity (in communicating benefits to the public) was described as especially important when overtly personal data was involved. As described previously, the type of data in question (the degree to which it is recognised as 'personal', for example), and the degree of benefit seen to derive from its being shared, potentially influences attitudes towards its use.

This emphasis on clarity was particularly evident in the context of overall objectives; that they would be made clear to the public and stakeholders. Part of this rationale related to the necessity of clear benefits when gaining public support and buy-in. This, in turn, necessitated clarity in terms of public benefit (whether monetary, societal, or both) and accountability, rather than a data trust “*running free and finding...the best way*”.¹²

This note on accountability relates back to a recurring theme throughout this report; the need for ongoing dialogue and deliberation as effective engagement. One participant described “*the granting of access to data*”, for example, as “*not consensual, [but] consensus driven. That is...driven by a consensus. Instead of 'we have five people that sit on the board and it's a three to two vote that we grant access to it'*”.¹³

In discussing the decision-making process specifically, there was a consistent emphasis on representation. In other words, it was seen as essential for the decision-making process to take multiple voices into account. This was a means of addressing some of the ‘fears’ discussed below; especially the fear of unequally-distributed benefits based on over-representation of certain groups.

Fears

A number of anxieties raised by the interview participants related to the security of data, as well as the potentially pernicious uses of data. Specific examples included the possibility of discerning when a particular individual was out of the house, based on their electricity consumption¹⁴ or energy usage¹⁵ at different times of day. The existence (and possible motives) of “bad actors”¹⁶ was therefore a source of concern.

Another key theme was a fear of data being collected ‘for the sake of it’; in other words, for no discernible purpose. Part of this concern stemmed from the wish to avoid ‘waste’ with respect to the

¹¹ | participant interview

¹² | participant interview

¹³ | participant interview

¹⁴ | participant interview

¹⁵ | participant interview

¹⁶ | participant interview

collecting of data. It can also be attributed to a wish for clear accountability; the ability of a data trust to communicate, in every instance, precisely why a certain type of data is being collected.¹⁷

Interview participants emphasised the need for public engagement efforts to include input from sectors of society that might traditionally have been unengaged. Indeed, one participant mentioned a previous survey "*about sensor data and how much trust they had in...the data being held by sensors in the built environment*", and indicated that responses were dependent upon such factors as socio-economic background.¹⁸

This observation highlights a concern that a data trust may only gain support from an unrepresentative section of the local population based on digital literacy levels, for example. The benefits of a data trust may, as a result, be unevenly distributed. This is also relevant to a fear of 'free-riding' among the public; a "*have my cake and eat it*" mentality among those who may disapprove of their data being accessed but still wish to benefit from others' data being accessible.¹⁹

In terms of data access more broadly, participants also noted a widespread anxiety among the public relating to the use of data for private profit. One participant discussed the importance of "*consent for transparency understandable so it's not like the sort of things you get from Google or Facebook pages long and what they're really doing is hidden away*".²⁰ One key public fear therefore relates to high-profile public scandals and the corporate misuse of data.

These points relate back to the importance of "privacy and transparency" as public priorities. They also relate to '*surveillance*',²¹ a theme which appears, in some cases, to be an even greater fear than 'private profit'. This is a highly relevant theme within public concerns about data, confirmed in our work with public participants. It is also prevalent in discussions of smart cities, as the following case study of Sidewalk Toronto describes.

CASE STUDY – SIDEWALK TORONTO

The case of [Sidewalk Toronto](#) illustrates, in practice, many of the fears, hopes and expectations discussed in the previous section. It also illustrates the importance of clear communication to citizens in terms of how data can be (and is) used, by who, and on whose behalf.

In October 2017, Sidewalk Labs, a sister company of Google, announced – in partnership with Toronto and the Canadian Government – its plans to redevelop the Quayside area of Toronto as a 'neighbourhood of the future', utilising smart technology and big data. However, there were consistent public concerns relating to the possible motives of the organisers; particularly Alphabet, Sidewalk's parent company.

A recent article in *Prospect* magazine noted the concerns that were raised about Sidewalk's 196-page proposal. These concerns related to the proposal's lack of detail on decision-making:

*"Who would control the platform, own the algorithms and potentially profit from the knowledge gleaned? And who would decide what could get built, whether bricks and mortar or digital infrastructure? On these and other political questions the proposal was either silent or else reverted to the passive voice, sometimes wrapped in mystifying jargon."*²²

¹⁷ | participant interview

¹⁸ | participant interview

¹⁹ | participant interview

²⁰ | participant interview

²¹ | participant interview

²² *Prospect*, 2019. 'Would you let Google run your city?'

<https://www.prospectmagazine.co.uk/magazine/would-you-let-google-run-your-city>

Citizens were widely-described as feeling like ‘lab rats’ in an experiment, rather than genuinely spoken to, listened to, and informed. These anxieties were compounded by high-profile media coverage of the misuse of data for myriad private interests, examples being “Cambridge Analytica, Russian trolls, alt-right activists and Macedonian teenagers pumping out fake news”.²³

Public concerns were further intensified by leaked documents suggesting that Sidewalk Labs planned to develop a 350-acre area of land in Toronto rather than the 12-acre patch originally described. In early 2019, a campaign called #BlockSidewalk was set up in order to resist the Sidewalk Toronto project. At the time of writing the campaign consists of an online petition, although it may later encompass letter-writing, meetings and protests.

The use of data in a manner that respects the individual includes making it clear (to citizens) how data is used, and by whom. The case study of Sidewalk Toronto shows the consequences of a situation in which the public feel themselves to be excluded from deliberation. This is reflected in the eventual criticism of the project as ‘anti-democratic’.²⁴

WHAT DO THE PUBLIC THINK ABOUT DATA TRUSTS?

To understand further public views on data trusts and particularly what they might expect in terms of decision-making, a small focus group was held on 15th March, 2019. This sought to:

- Gain insight into public views on the concept of a data trust generally and what they might expect from one – in terms of safeguards and decision-making
- Explore the data trust concept in further detail in relation to the two use cases of mobility and energy

We worked with ICM Unlimited to recruit 15 public participants to reflect the London population. We ensured that the group had a level of digital literacy which was screened by ensuring they had an internet connection at home and owned a mobile phone. Participants with a good knowledge of computer programming or who worked in data governance were excluded. Participants were paid an incentive to attend the workshop of £85 which included £10 towards travel expenses.

Participants were split into groups of five with a table facilitator to guide their conversation using a pre-prepared plan. Visuals prepared by ODI to explain the concept of a data trust and the two use cases specific to this pilot were used to help discussions.

Clearly the workshop was not representative of London as a whole, but sought to extract some indicative themes and issues to give a context and flavour of views within the remit, budget and timescale of this project. In our recommendations we suggest that the notion of a data trust after these pilots may be something that ODI, GLA or Greenwich may wish to explore in greater depth with public participants.

Key themes from the public workshop on data trusts

We grouped and themed comments made by participants on post it notes, notes from the audio recordings and evaluation forms and combined with table facilitator feedback drew out the following summary points.

- Against a backdrop of data scandals - Facebook was repeatedly cited – participants had a greater awareness of the implications of their data use –this has likely driven some of the high expectations of data trusts and what they might deliver.

²³ Prospect, 2019. ‘Would you let Google run your city?’

<https://www.prospectmagazine.co.uk/magazine/would-you-let-google-run-your-city>

²⁴ <https://www.citylab.com/equity/2019/02/block-sidewalk-labs-quayside-toronto-smart-city-resistance/583477/>

“I think it can be possibly dangerous...Facebook collects so much personal data from you on your views, which can then be sold on to political groups who may target you as an individual”²⁵

- For participants to have trust in the data trust - it has to be watertight and squeaky clean, both in terms of those operating it and the safeguards and measures in place to assure security of data. People’s trust in a data trust was balanced on the purpose it served and the benefit it could give back generally and individually and that being proved on an ongoing basis.

“make sure the whole system is not hackable ...it’s watertight.. they have to seriously work on that..”²⁶

- Who should run trusts? There was a lack of trust in existing institutions, especially Councils or Government, to run data trusts driven by views on current performance, delivery and broken promises. There was a sense that because of the value of data the trustees might be open to corruption – trustees would need to be free from bias.

*“no agenda – if not profit from it then, no agenda.”²⁷
“Will money talk or will trustees say ‘no, you’re not going to have that?’”*

- Generally people were much more cautious about personal data being used in the data trust. That said many of the good uses for data collection related to the personalization they received (though this was sometimes seen as a downside). This seems to drive an expectation that a data trust (especially if it was using personal data), would provide personalized benefit back to them. The more 'personal' the data being discussed, the clearer the benefit had to be.
- Ultra-real time transparency was expected – what data is being held about them, what it is being used for, who has it been shared with, what is the benefit and can they opt out.
- Show the benefit (greater good, improved service), show the impact and prove it. People engaged with the idea of public benefit – they saw that if data was being shared for the greater good then that was broadly acceptable. But that needed to be proved.

“Common good purpose”²⁸

- People were less concerned about a monetary benefit for themselves, they wanted to see data used for better services if it was accessed. They did not want data accessed for revenue alone – it had to be serving the overall purpose of the trust.

“I would hope they would be able to...work out ways for us to be more efficient in what we use and what we consume, so that it can benefit the environment”²⁹

- There was real caution around bad actors and bad uses of the data – people did not want profiteering from their data. They saw the potential for corruption in the data trust and they

²⁵ Public participant from workshop on data trusts

²⁶ Public participant from workshop on data trusts

²⁷ Public participant from workshop on data trusts

²⁸ Public participant from workshop on data trusts

²⁹ Public participant from workshop on data trusts

did not want surveillance. In many cases the participants did not have a problem with profit per se, but specifically when the profit was at someone else's expense.

"No spying on people even if it's for good or not..."³⁰

- In terms of their role in decision-making participants did not necessarily see themselves as being active. They wanted the people making decisions in the data trust to be competent, trained, aware of the data they were dealing with and accountable –“voted in”. When the data trust context was closer to home – such as on an estate then they could see they might be involved more clearly. But they did want data trusts to make “good” decisions and for the greater good, for the public benefit and that were clearly relevant to the data trust purpose e.g. energy efficiency.

"Inform us of benefits"³¹

"Bearing good in mind"³²

- Perhaps inevitably when talking about data and futures, there was a worry about data being used for the wrong reasons – for surveillance, for assumptions being made about people, for taking away decision-making power, for controlling people. Whilst not the subject of the workshop these very real concerns came up unprompted in discussions on data and data trusts – data trusts need to not be seen as the thin end of the wedge towards those aspects becoming a reality.

Overall hopes and fears for a data trust

Overall participants hoped that the data trust could help keep data safe, protecting how it was used and ensuring that it was not misused:

"guardians of our data"³³

"provide me with peace of mind by being trustworthy and sharing it with the right people"³⁴

In addition they hoped that a data trust could provide additional benefit for them for the wider good.

"If it's being shared in the government towards good things...if they're doing something that I could possibly benefit from, the whole community, the whole city can benefit from, then it can be used to change things."³⁵

What they did not want a data trust to do was sell or overly profit from their data, enable corruption or misuse and create an additional system that was hackable.

Views on the use cases – Energy

Overall there were more concerns around the energy use case as it was seen as more personal and invasive, because it was based in the home.

"just being inside your house and still your data is being taken"³⁶

³⁰ Public participant from workshop on data trusts

³¹ Public participant from workshop on data trusts

³² Public participant from workshop on data trusts

³³ Public participant from workshop on data trusts

³⁴ Public participant from workshop on data trusts

³⁵ Public participant from workshop on data trusts

³⁶ Public participant from workshop on data trusts

It was presented as being used in council provided housing and this led to some questions around targeting. In terms of benefits, people saw the potential around more personalized services and improvements/cost savings especially to the vulnerable through, for example, controlling heating more effectively.

Data sharing was predicated on consistency with the purpose of the trust – saving energy and money and a better service or efficiency (reduced bills and environmental benefits) back to them as individuals. People wanted clear consent in place if the data was shared beyond the purpose of the trust and particularly if they were to be approached by other service providers – even if that was to give them a benefit.

*“ask your permission – notices a lot of heat has been lost..give you an option..
would you like us to refer on?”³⁷*

Views on the use cases – Mobility

Overall this case seemed less invasive, though issues of tracking and surveillance loomed through vehicle registration data being accessed. Benefits were seen in relation to planning and reducing congestion, even with an accepted annoyance at more possible fines. Access by insurance companies was mentioned as a red line and there was a questioning of why anyone else needed to access the data beyond those implementing a change or closely connected to the purpose of the trust.

This case seemed to present more desire to see the impact of data being shared and that its sharing was leading to a positive change.

*“The results of what’s happened with the data..if they’ve changed like 100 spaces..
if that’s in my local area I’d like to know.”³⁸*

*“There’s not enough electric points around..how could one person go out and buy an electric car,
where are you going to plug it in?”³⁹*

OPENNESS AND TRANSPARENCY

A requirement of this work was to consider issues around openness and transparency. As discussed in the report the process of deliberation itself is part of openness and transparency. Additionally a data trust needs to consider what information it makes available to a wider audience and how it makes that information available.

We would recommend the following minimum components. Developing what is fit for purpose for the data trust in question should be part of the initial decision-making steps.

- What classes of data is held
- How decisions on data access are made and who is making them.
- Decisions made around data access (who has had access and for what purposes, including any edge/exceptional cases
- Financial information/accounts
- Information on how to complain
- Details on complaints made and decisions taken as a result

³⁷ Public participant from workshop on data trusts

³⁸ Public participant from workshop on data trusts

³⁹ Public participant from workshop on data trusts

The purpose of the trust will also inform the approach to openness and transparency. For example if the purpose of the trust is for the public benefit then the trust needs to proactively demonstrate back to that public the results of the data sharing/access and how that has created benefit.

Often openness and transparency is seen as a purely logistical task – providing the information in a way that can be accessed should a person so wish to find it. A data trust should consider a more proactive approach to openness and transparency as part of demonstrating trustworthy behaviour, for example proactively taking information back to stakeholders and underrepresented groups.



Views from public participants on openness and transparency for a data trust

Public participants during the workshop were asked what they would want to know about a data trust's activities in terms of openness and transparency. The following key themes were recorded.

- Who is accessing the data and for what use
- Information about how the trust operates, how it is funded, who is running it, structures, people involved, what safeguards are in place and how it is regulated and what opt out they have.

"Will trustees be willing to say no to big business?"⁴⁰

"Who watches the watchers?"⁴¹

- The impact the trust is having

"What good has it achieved?"⁴²

- What data is being held

"I would like to know exactly what data is being used and how it will be used"⁴³

- What safeguards/controls are in place and the ability to opt out

"Opt out...if found out its not working can opt out"⁴⁴

⁴⁰ Public participant from workshop on data trusts

⁴¹ Public participant from workshop on data trusts

⁴² Public participant from workshop on data trusts

⁴³ Public participant from workshop on data trusts

⁴⁴ Public participant from workshop on data trusts

7. A decision-making process for a data trust

Work in the [generic decision-making](#) report lists decisions that a data trust will need to make. For this report we have focused on the decisions that lend themselves to a deliberative approach and suggested options for methods and processes, in the context of a data trust using data about, or generated by individual members of the public.

KEY DECISIONS BENEFITTING FROM A DELIBERATIVE APPROACH⁴⁵



At the outset of designing a decision-making process for a specific data trust there is a need to consider (and decide) the type of approach for the engagement of stakeholders and the development of the trust – this is one of the first decisions a trust will need to make. Will the approach be bottom up and co-created with stakeholders and the public or developed on a more consultative style?

The answer to this can only be determined with the knowledge of the context of the data trust and what is fit for purpose, considering:

- The scope of the trust – what the purpose of the trust is, whether it is issue or geographically based, who is leading the development of the trust, the problem it is trying to solve and the context of that problem.
- The nature of the data – whether it pertains to sensitive or personalised data;

⁴⁵ This work was prepared as an early input to the ODI's wider project, and differs slightly from the framework in the ODI's final report but can be seen to have broadly the same stages though labelled slightly differently

- The value of the data and therefore also the resources available for a trust to engage with its stakeholders deliberatively.
- Stakeholders (including public) – numbers as well as background context

Our recommendation for any data trust decision-making process is that it has a collaborative approach. The process by which decisions are made will in themselves be a foundation for the trust building process and embodiment of the data trust's trustworthiness.

“Smart city projects should be inclusive, participatory, and social. Residents of a smart city deserve a voice in the design process. A smart city listens to its citizens in order to arrive at better decision-making...”⁴⁶

Below is a diagrammatic representation of what a decision-making process using deliberative approaches might look like followed by a rationale for including deliberation for key stages of the decision-making process and some notes on resourcing factors⁴⁷.

⁴⁶ <https://medium.com/databrokerdao/smart-cities-citizens-engagement-at-least-as-important-as-smart-technology-4eabcf5ca04b>

⁴⁷ Note these resourcing cost estimates are indicative and will depend on factors such as scale, complexity and data value.

OVERVIEW MODEL OF PROPOSED DECISION-MAKING PROCESS FOR A DATA TRUST INVOLVING CITIZEN DATA

>>> Timeline of key decisions >>>

| | 1. Data Trust Formation & Design Decisions | | 2. Operational Decisions | | 3. Exceptional Decisions | | |
|--|--|--|---|---|---|---|---|
| | Decisions on formation, design, function and approach to decision-making | What governing and core operating principles should this trust have? | What criteria used to decide who has access to the data and under what conditions? | Decisions on granting access from the data trust | How is performance against purpose, principles and values? | Edge cases | What happens if the trust fails? |
| Purpose of engagement/ deliberative engagement  | * To gain buy into the overall purpose and approach of the trust. * To agree the framing of the trust - who it is driven by and who it is for? | * Build ownership amongst stakeholders at the outset. * Understand expectations of stakeholders/ public * Understand where trade-offs may be around data use | * Build agreement on the criteria. * Build trust that data shared for, reflecting public hopes and fears. * Gain insight into how people judge outcomes from data use | * Whether access is granted and under what conditions using the agreed criteria. | *To understand whether the trust is meeting expectations and if not, why? | * To review for cases challenging criteria | * What happens to the data accrued? What happens to the benefits accrued? |
| Who needs to be involved  | Funders, commissioners, Emergent data steward; legal input | Emergent data steward/ trustees; legal input, wider stakeholders, public | Emergent data steward/trustee; legal input, wider stakeholders, public | Data steward/ trustees, stakeholders, public | Data steward/trustees, stakeholders, public | Expert views (e.g. legal); Representation of key stakeholders. | Expert views (e.g. legal); Representation of key stakeholders. |
| Through what process  | Facilitated workshop(s) to make decisions | Core stakeholder group co-production process Mini public used to gain insights for core stakeholder group to develop Outreach to underrepresented groups Online engagement? | | Stakeholder/ public reference panel input | Review by stakeholder public/ reference panel; Mini public/ citizen jury or assembly feeding back to reference panel | Review by stakeholder /public reference panel; Mini public/ citizen jury or assembly feeding back to reference panel | Review by stakeholder /public reference panel; |
| | Core group helps co-design deliberative elements |  | |  | | | |
| | | Establish public /stakeholder reference panel as a touchstone and oversight of data trust operations | |  | | | |

THE VALUE AND POTENTIAL FOR DELIBERATION AT KEY STAGES OF A DATA TRUST

In the following section we describe the value and potential for deliberation at each of the key steps in the life cycle of a data trust and highlight some key resource considerations

Decisions at Scope, Formation and Design Stage for a Data Trust

All key steps in the scoping and formation of a data trust require investment in deliberation and engagement with stakeholders to set the foundation for the trust and the processes and principles that will build trustworthiness into the data trust's subsequent operations.

It is our view that a co-production approach will result in greater trust in the process and the decisions. Whilst this is likely to be more time intensive at this stage, it is likely to build out risks which may otherwise arise at a later date. It will give the data trust a greater understanding of the issues and concerns at play and therefore design a trust and its processes and policies which are fit for its purpose.

Where data is shared for public benefit using data about or generated by individuals, the voice of the public needs to be represented. The more personal the data, the more personal the engagement needs to be.

Why deliberation at this stage?

Deliberation at the scoping, formation and design stage is valuable in discussing and substantiating 'public benefit' drawing on the direct input of the public themselves.

Deliberative processes are effective in establishing and discussing the publics' priorities with respect to criteria or principles for data access and sharing. An interviewee pointed out that *"if you're trying to make decisions about whether or not [data trusts] should be used for certain things...then you need to understand what 'good' is in the context."*⁴⁸

This captures the importance of establishing a clear context for the data trust, based on public benefit and reflecting the publics' priorities and understanding of benefit as well as criteria for how the data will be used (and by whom), for what purposes and under what conditions.

"Clarity" was described by the interviewees as an essential asset, especially since *"at the moment there's ambiguity...around what [data trusts] are and what they can do"*⁴⁹. Early engagement and deliberation would help to create a narrative of the trust's use of data; an alternative to narratives of 'surveillance' and 'private profit' that recent scandals have encouraged.

In terms of informing openness and transparency, this report has already outlined the value of deliberation as a 'message' in its own right. Therefore the visibility of an inclusive deliberative process can help to reinforce the data trust's agreed commitments to openness and transparency, through using an open and transparent process to make these decisions. As one interviewee observed, a data trust *"having that kind of relationship where, you know, they're not just...dictating"*⁵⁰ could effectively underpin its dynamic with the public; based on deliberation rather than top-down communication. *"Hav[ing] a very transparent permissions architecture where it's clear who's been able to access what service"*⁵¹ was described by another interviewee as beneficial to a data trust's functionality and accountability.

⁴⁸ Participant interview

⁴⁹ Participant interview

⁵⁰ Participant interview

⁵¹ Participant interview

Notes on resourcing factors for this stage

- This stage of a data trust will require the most intensive use of deliberative processes for decision-making.
- This phase of decision-making will require dedicated personnel to liaise with stakeholders and commission the deliberative elements suggested, unless this is all outsourced.
- Beyond staffing the success of this phase requires senior commitment in the organisations involved to be present and available.
- Our recommendation would be that early on a core group is established comprising representatives of the emergent data trust and representing key stakeholders to provide a reference point beyond the emergent data steward.
- We also recommend engaging an independent organisation/individual(s) experienced in facilitating and running deliberative processes to help design and run the deliberative processes suggested.
- Some of the phases of this work can be combined – for simplicity they have been presented separately but in detailed planning may overlap.
- In terms of costs for this phase of work – this is highly dependent on the context of the trust, the numbers of stakeholders and the ultimate approach that is taken to engaging with stakeholders. A ballpark estimate is that for this stage the deliberative element could cost in the region of: £120-220k. These are one off start-up costs.
- In terms of timescales for this phase of work – again this is highly dependent on the availability of senior decision makers, stakeholders and numbers involved as well as the size of the data trust. A ballpark estimate is that the setup stage for deliberative work would take in the region of 6-12 months.

Decisions at Operational Stage for a Data Trust

Why deliberation at this stage?

Once the data trust is up and running there is likely to be less need for intensive deliberative effort, though a review on a regular, perhaps annual, basis of performance would benefit from insight from wider perspectives as a data trust will be maintained by public trust and validation on an ongoing basis.

Deliberation at the stage of reviewing and evaluating decisions relating to data access and distribution of benefits, reflects the importance of ongoing engagement and a consistent feedback loop to public perceptions of the data trust, as well as wider understanding of its role and functions.

This was described in the research interviews as important not only for the data trust itself, but in *“influenc[ing] others to share the same ethos in terms of doing it for the right reasons...that's where concepts and structures around sharing the data can really help provide a framework.”*⁵²

Similarly, another interviewee emphasised that effective examples of data trusts could *“serve as a useful framework when starting a collaboration [with] the people”*⁵³. This was described as setting a useful precedent; for best practice, and for effective functioning. As they put it, *“we'd quite like to be able to understand what might happen in future given what's happened in the past”*⁵⁴. This was also described as a useful step towards standardisation; *“be able to go somewhere and read incredibly thorough documentation of what is available [and] the rules of engagement”*⁵⁵.

⁵² Participant interview

⁵³ Participant interview

⁵⁴ Participant interview

⁵⁵ Participant interview

Notes on resourcing factors for this stage

- Ongoing dedicated personnel to liaise with stakeholders and commission the deliberative elements as required will still be needed.
- In terms of costs for this phase of work the deliberative element could cost annually in the region of: £20-70k

Decisions for Exceptional Operational Occurrences in a Data Trust

Why deliberation at this stage?

Where there are exceptional decisions, a deliberative approach helps gain insight and views and therefore informs decision-making. If trust is to be maintained with the constituents of a data trust then decisions which stretch the authority given to the data steward/trustee (by way of agreed purpose or criteria for access) require a reference back to “authorise” the decision and maintain the legitimacy and trustworthiness of the data trust decision-making.

The conduct of a data trust in exceptional circumstances was acknowledged by the interviewees as crucial to public perceptions. One interviewee recommended “*significant consequences for [guarantees of service] being broken*⁵⁶”, which would “*hold the trust to quite stringent rules*⁵⁷” which, if they were shown to be consistent (i.e. followed by the data trust, even in exceptional circumstances), “*would give other people more faith in them*⁵⁸”.

Regarding decisions on if and when a trust fails, deliberation would be a means of including the perspectives of those who might have an input (and/or an interest) in discussing the failure of a data trust. In this sense ‘failure’ can be understood in legal and/or financial terms, or – more generally – in terms of a failure to fulfil basic objectives or adhere to key principles.

Notes on resourcing factors for this stage

- By their nature these are exceptional decisions and therefore one off deliberative engagements. As such it is difficult to predict the resourcing required but an estimate might be that each exceptional event may cost between £5-20k.
- Ongoing dedicated personnel to liaise with stakeholders and commission the deliberative elements as required will still be needed.
- Our recommendation would be to engage an independent organisation/individual(s) experienced in facilitating and running deliberative processes to help design and run the deliberative processes suggested. This is particularly important to inject a neutral convenor into exceptional decisions.

⁵⁶ Participant interview

⁵⁷ Participant interview

⁵⁸ Participant interview

8. Recommendations for the GLA/RBG Data Trust

Agree the overarching purpose and problem to be solved

- The initial step to establish a data trust for London/Greenwich would be to convene the senior decision makers driving a data trust forward. The purpose of this step would be to collectively agree the overarching purpose and approach for the data trust, the problem it is trying to solve, and the role that any deliberation will play in the development and design of the trust.
- Work with public participants indicated that to have trust in a data trust they would want to see clear benefit and purpose and for data sharing to be in pursuit of that purpose and benefit be demonstrated – this indicates greater traction for a problem or issue focused data trust rather than one based on geography or ownership models.

A data trust needs to meet high expectations

- There is evidently a widespread understanding of the importance of the trustworthiness of any decision-making process and the data trust from RBG/ GLA. Similarly, there is understanding of the importance of addressing pertinent questions such as ‘what could go wrong’, as well as public fears of data sharing, as an essential component of building trustworthiness.
- The work with public participants flagged key issues that would have to be addressed through any data trust. If these are not addressed then trust in data sharing and reputationally back to GLA/RBG will be detrimentally affected. If the wider benefits of data sharing are to be realised it has to be matched with a significant commitment to demonstrate benefit in line with public expectations.

Early engagement with stakeholders/ the public will be a core prerequisite as will ongoing engagement

- Whilst work is happening in Greenwich around the Sharing Cities, the focus appears largely to be on delivering the technology and whilst there is an aspiration to engage the public this has taken a more consultative approach (where should parking spaces be) rather than opening up the conversation to the concept of smart cities and data collection and sharing.
- Feedback from the public workshop has reaffirmed our assumption that early engagement would be a core prerequisite in the development of a data trust. In particular this would seek to ensure that the trust is informed by insight on:
 - people’s expectations around the driving purpose for the trust and how public benefit is seen.
 - the overarching guiding principles and criteria for a data trust to enable the trustees to make good decisions that reflect the views, values and perspectives of the public.
 - expectations around governance, accountability and transparency.
- Ways to represent and have a touchstone back to public views should be embedded in the data trust at key points and on an ongoing basis – this might include public panels and representation through trustees for example. This may also involve a backdoor/veto function - accountability to the public and public involvement is premised on their ability at any point to *refuse* and the ability to opt out was frequently mentioned. An example of this principle at work would be the [SAIL databank](#), for which the public (in the form of a ‘consumer panel’) can give advice,

recommendations on safeguarding, as well as ethical approval of research proposals. Their level of involvement is such that they have the power to prevent specific research proposals.

Data trust formation decisions will require requisite skills and resource at the outset and throughout

- At the scoping stage of a data trust an early decision will be where the data trust is situated (GLA/ RBG or co-owned) and to reflect whether existing democratic processes are sufficient for the type of trust-building expected of a data trust. The relationship between the governance of the trust and democratic structures at council and GLA level will need to be clarified during the scoping and design phase of the process.
- RBG/GLA need to spend time and resources working through the governance and decision-making aspects of a data trust if it is to engender trust and move beyond a technical fix to data sharing activity with a narrow focus.
- Any data trust from the outset will benefit from working with an organisation with the requisite skills in facilitation, stakeholder engagement and implementing deliberative approaches to help design a process and use deliberative methods to best effect at the outset and throughout.

9. Learnings from the GLA/RBG data trust pilot

There is a lack of clarity on what problem a data trust is trying to solve

- Work to date in the pilot area has focused primarily on the technology of implementing smart city sensors and less on how that might fit in a governance and decision-making framework beyond the immediate needs of the project delivery. This is arguably the wrong way round as the architecture and governance processes should be designed with the problem and purpose in mind.
- A data trust seems to have more “legs” if it is delivering something collectively that none of the partners can achieve alone (e.g. meeting an ambition/greater purpose/ regulatory requirement) and a focus and purpose drives a clearer ability to show benefit. The clearer the purpose of the trust, the “easier” it will be for trustees to make decisions about whether enabling access will serve its purpose. This lends itself to data trust models that are more clearly bounded by a purpose rather than a geography or ownership model.

A key focus areas for deliberative effort will be at data trust formation and criteria development

- There is a case to be made for deliberative methods and techniques at many decision points in the life cycle of a data trust. However critical points in which deliberative effort will be required (in terms of collaborative working with key stakeholders and insight from wider stakeholders/public) will be:
 - gaining consensus on what the problem a trust is trying to solve, what a data trust’s purpose is, what is the public benefit and whether a data trust is the solution at the scoping stage
 - gaining ownership /consensus for the basis on which decisions are made on when data access is granted – with what criteria, for what use and how benefits are distributed.

- For data trusts utilising data about, or generated by individual members of the public, deliberative effort needs to focus on ensuring the contribution, representation, and involvement of all sections of the public; not just those who are easy to reach, but those who are most cautious about data sharing/access and those most vulnerable.

Don't assume that if people know the benefits of data sharing they will share and accept those benefits

- The benefits and risk of data sharing may well be seen very differently by different groups with a stake in the data trust. Data producers are likely to identify benefits and risks which differ from data reusers and from the public who may ultimately be affected by any decisions taken. Smart application of deliberative methodologies at specific points in the decision-making cycle will be a critical tool for ensuring that these differences are made visible to everyone with a relationship to the trust in a way that they can be dealt with openly and transparently.
- There should be caution around assuming that telling people about the benefit of data sharing and providing them with more information means they will accept it. As with the deficit model (now challenged around public understanding in science) public scepticism around new technologies is not solved by providing more information.
- The decision-making structures and processes adopted must ensure that the opportunity for input into decision-making is open to all. In particular, this means engaging those who may be most mistrustful of data sharing/access. Effectively engaging these groups is likely to require a proactive approach. Without the engagement and participation of these groups/individuals the resulting data collected will not be representative of the public population and therefore skew subsequent services /products developed from that data as well as benefits created or distributed.

How a data trust is managed, governed, takes decisions and feeds back benefits (reported or actual) will be a large part of its trustworthiness – this is not an area to under-resource

- Trust in a data trust's decision-making will be the foundation stone of the data trust – i.e. activities won't be able to operate effectively without it. This trust is built on the relationships and processes a data trust has around its decision-making and governance. As with all trust aspects, it is hard to build and easy to lose. Skills beyond data management will be needed to ensure these relationship and stakeholder management aspects are kept to the fore.
- Deliberative approaches require commitment of time, money and skills. They also require a commitment to use the results and being clear with stakeholders what is “up for grabs” – if key decisions have already been made and there is nothing to influence, a deliberative approach will be damaging to trust.

Deliberative methods and approaches have a role even if you are not using a data trust

- Even if a data trust model is not pursued, deliberative approaches are valuable to gain insight into public and stakeholder views on data sharing and benefit and therefore developing solutions that works in line with public views, values and expectations.

10. Generic decision-making learning and recommendations for data trusts

Involve worked with Communications Chambers on the [report](#) drawing on lessons from all three pilots as part of the wider ODI data trusts project. Further detail on generic learnings and recommendations can be found there, but some generated specifically from this pilot are listed below.

First define the problem and the purpose

- Data trusts should be developed from first clarifying and agreeing what the problem is that needs to be solved and the purpose of the trust. Initial collaborative agreement on that is the foundation. Then consider what governance and architecture fits that purpose. There is a danger that the technical data sharing solution is running ahead of defining what problem it is trying to solve.

The decisions a data trust makes have commonality but its approach to decision-making will be designed for the specific data trust context

- The categories of decision that were discussed appeared to show that whatever the data trust model the decisions are likely to be the same, though how they are approach will be contextual for each data trust.

Early stakeholder analysis will be required for a data trust to identify who it needs to engage with and in what way

- A data trust needs to consider who its stakeholders are and how it is going to engage them in the early work in forming a data trust. This has to go beyond the immediate stakeholders and consider those stakeholders impacted by the decisions a trust will make about access to data. This analysis will be the early factor in informing the deliberative approach taken by the trust.

Where does responsibility lie for decisions made with the data accessed from a trust?

- Consideration needs to be given to what happens if decisions are made with data accessed from a data trust which are considered unacceptable. How does this affect trust in the data trust? There are no easy answers and this may be a topic for further consideration in future pilot data trusts. For example, what if data accessed is used to make controversial decisions about a hospital closing or a new infrastructure being built. What implication back on the data trust do such decisions have? How far does a data trust need to know what use the data is being used for at the point of access? A data trust is unlikely to be able to absolve itself of decisions made with the data it provides access to.

Future work with the public on data trusts

- The concept of a data trust is a new one. During this project a very small piece of research was undertaken with a small number of London public participants. Those involved in the development of data trusts (for example ODI, the Office for AI or the GLA) should consider undertaking some wider public dialogue work on the concept of a data trust, to build up the evidence for public demand and expectations around a data trust. This would also help to shape the requirements around an open and deliberative approach to decision-making.

Learn from previous and ongoing work undertaken with the public on decision-making around data

- *There is an existing and growing body of literature around public views on data sharing, which can provide an initial starting point in terms of what the public find acceptable and unacceptable in terms of data access and sharing and in relation to conditionality*

The quality of deliberation is also a factor in trust

- A key factor in the success of any deliberative process is the quality of the engagement that takes place with the stakeholders and the public – attention should be paid to the quality of any contractors delivering the deliberative elements. A poorly run process will not help build trust in the decision-making processes.

Appendix 1: Assessment of deliberative methods and techniques

Further to the general ‘map’ of deliberative techniques provided earlier in Section 4, the table below provides a description of several relevant deliberative methods. It also gives an outline of their key strengths, and potential challenges in their implementation.

| Method & description | Strengths | Challenges |
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| <p>Citizens’ /stakeholder advisory forums</p> <p>Participants: 10-30 sitting as a committee to inform and advise decision-making over an extended period of time.</p> <p>Cost: Low Events usually not expensive, but costs of recruiting, supporting and rewarding participants can be high.</p> <p>Time expense: Medium Minimum 3 months to set-up and run group. Scale of the project and the level of expertise required can affect the time required.</p> | <p>Participants asked to complete ‘homework’ between meetings and come prepared to deliberate, making the best use of their time</p> <p>Provides early warning of potential problems and a useful sounding board to test plans and ideas</p> <p>Regular meetings over extended periods give participants a chance to get to know each other, aiding discussions</p> <p>Citizens/stakeholders introduce a fresh perspective to discussions, encouraging innovation</p> <p>Citizen/stakeholder involvement increases accountability in governance due to the transparency of the process</p> | <p>Meetings are usually quite short which can limit deliberation</p> <p>Because they are often not involved it is a challenge to ensure insights reach decision-makers</p> <p>Long-term commitment from participants makes recruiting and retaining participants difficult</p> <p>Can appear exclusive to those who are not included</p> <p>Small number of people involved so statistically significant data not generated</p> <p>Participants can become less representative over time; advisory groups may need to be renewed regularly</p> |
| <p>Deliberative focus groups</p> <p>Participants: 6-12 per group sharing views and attitudes on a subject, with a report produced and distributed to participants.</p> <p>Cost: Low-medium Generally not very high unless using random selection. May include incentives, venue hire, catering, etc.</p> <p>Time expense: Low Usually 1-2 hrs. Time required to plan, recruit participants, write up & respond to results. May require reading in advance.</p> | <p>Works well with small groups in short amounts of time (when the topic is clearly focused and a specific output has been identified)</p> <p>High level of participant interaction due to the small size of the group</p> <p>Can lead to a greater understanding of how people think about issues</p> <p>Members can be specially recruited to fit (demographic) profiles</p> <p>Good for getting opinions from people who would not be prepared to give written answers</p> | <p>Limits on how much information can be presented and absorbed in a limited time; can impact depth of deliberation</p> <p>Heavily dependent on a skilled facilitator</p> <p>Easily dominated by one or two strong opinions</p> <p>Some participants may feel inhibited to speak</p> <p>Responses are not quantitative and so cannot be used to gauge wider opinion</p> |

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| <p>Deliberative workshops and structured dialogues</p> <p>Participants: 8-12 in group discussion to explore an issue, challenge opinions and develop informed conclusion(s).</p> <p>Cost: Low-medium Stratified random selection can add significant costs. An incentive is sometimes offered. Additional costs include venue and catering. Must sometimes reconvene.</p> <p>Time expense: Variable A few hours or several days depending on topic and intended outcome.</p> | <p>Very flexible and versatile method, allowing for creativity in meeting the needs of the project</p> <p>The same workshop design can be used in a variety of locations, or with different groups</p> <p>Large numbers of people involved in addressing a single policy question without a large-scale event</p> <p>Time and resources to consider an issue in-depth</p> <p>Discussing with others gives participants an insight into alternative perspectives</p> <p>Can build relationships between participants</p> <p>It is a method that is rapidly acquiring increased social legitimacy and political buy-in</p> | <p>A representative sample of the population is important for the evidence to be generalisable</p> <p>Conclusions are not always clear and collective</p> <p>Open to manipulation: how discussions are framed; how the topic is introduced; the questions asked</p> <p>Involves small numbers of people and therefore can't gather statistically significant data on opinions</p> <p>Participants' views develop through deliberation; may mean that final views aren't representative of wider public, who haven't experienced deliberation</p> |
| <p>Facilitated stakeholder dialogues</p> <p>Participants: a handful of people to several hundred, defining the problem, devising methods and creating solutions, mainly through workshops and similar meetings.</p> <p>Cost: Medium Costs can increase for expert facilitation and numerous meetings.</p> <p>Time expense: Medium-high Most effective over a long period of time due to the slow process of building relationships and trust between groups.</p> | <p>Deals well with conflict, can help address low trust</p> <p>Ensures a balanced approach to decision-making, allowing all voices to be heard</p> <p>Develops jointly-owned and implemented solutions, often preventing the need for legal challenge or litigation</p> <p>Highly flexible and can be applied at all levels of government.</p> <p>Good in controversial or contested contexts; dialogue is one of the few practicable options once a conflict has reached a certain point</p> | <p>Extremely reliant on the skills of a facilitator or mediator; can be expensive and time consuming</p> <p>The need for participation by all stakeholders can slow progress or even render it impossible</p> <p>Challenging to ensure communication between stakeholder representatives and their constituencies</p> <p>A risk that organisational and individual positions may not be explicitly acknowledged</p> <p>May only highlight areas of agreement without other parts of the picture; problematic for campaigning organisations for which positions are important</p> |

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| <p>Citizens' jury</p> <p>Participants: 12-24; representative of the demographic, deliberating on an issue (generally one clearly framed question).</p> <p>Cost: High Average: £15,000-£20,000 for two days; recruitment of jurors, venue hire/catering, facilitation, Per diem honorarium for jurors, accommodation and travel.</p> <p>Time expense: Low Mostly take place over two days, mainly because of time and cost constraints.</p> | <p>A recognised and proven method, with institutional legitimacy</p> <p>Can involve people who have previously not engaged with an issue</p> <p>Designed to deliver clear, agreed outputs, interrogating issues and experts/evidence</p> <p>Useful for controversial or sensitive policy issues that require careful weighing up of options</p> <p>Direct citizen input through extended deliberation and focused discussion</p> <p>Impartial, specific and objective decisions, delivered through a verdict</p> | <p>Usually requires participants to take in large amounts of information; can be challenging to present this in engaging ways</p> <p>The issue/decision can be highly specific</p> <p>The framing of the question, and the evaluation of the results, can be very 'top-down'</p> <p>High cost</p> <p>Small sample of citizens involved, although this should be highly representative of the demographics of the given area</p> |
| <p>Citizens' assembly</p> <p>Participants: 50-250 citizens deliberating an issue, or issues, of local, regional or national importance. Participants usually selected to create a 'mini-public' (broadly representative of the population).</p> <p>Cost: High Includes recruitment of participants, facilitation, participant expenses, planning, communication and promotion.</p> <p>Time expense: Medium Takes place over several weekends.</p> | <p>Can explore diverse perspectives on complex issues and reach consensual recommendations</p> <p>When run on a large scale they can bring a diverse array of opinions and experiences into one event</p> <p>Combines learning phase with deliberation; can help understand, develop and change initial views</p> <p>Brings decision-makers face-to-face with consumers with lived experience of the issues</p> <p>Can be a high profile process and provide an opportunity to draw wider attention to an issue</p> <p>Offers policy makers an insight on public opinion on a contested issue</p> | <p>Recruiting a representative group of people at this scale can be challenging and expensive</p> <p>Assemblies are very intensive and resource-demanding processes</p> <p>Running a Citizens Assembly is a highly complex process requiring significant expertise</p> <p>Risks being seen as a publicity exercise if not followed by real outcomes</p> |

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| <p>Citizens' panel/ Community panel</p> <p>Participants: 500-5,000 in a representative, consultative body of local residents, taking part in a rolling programme of research and consultation.</p> <p>Cost: Medium Depends on the size of the Panel, the methods in which the members are consulted and frequency of consultation.</p> <p>Time expense: Medium Time needed to keep the Panel database up to date, recruit new participants, and to run & analyse consultations.</p> | <p>Can be sponsored and used by a partnership of local agencies</p> <p>Allows for the targeting of specific groups if large enough</p> <p>Allows surveys or other research to be undertaken at short notice</p> <p>Useful in assessing local service needs & priorities</p> <p>Can determine appropriateness of developments within the area</p> <p>Can track local sentiments over time</p> | <p>Needs considerable staff support to establish and maintain the panel</p> <p>Can exclude non-native speakers and/or certain residents who do not feel comfortable participating in this way</p> <p>Responses to surveys often reduce over time, particularly among young people</p> <p>Should not be the only form of engagement</p> |
| <p>Distributed dialogue</p> <p>Participants: various, participating in dialogue events organised by interested parties (rather than centrally) in different areas and media (including online).</p> <p>Cost: Low-medium Planning and promotion; materials for workshops; communications. Depends on scope and breadth. Costs contained by local groups running their own events.</p> <p>Time expense: Varies Distributed dialogues take place at different times, organised by participants.</p> | <p>Ability to engage a large number of stakeholders and lay people in different locations</p> <p>Insights into concerns and aspirations in different localities around the same issues</p> <p>Indicates how priorities and opinions differ in different areas or between different groups</p> <p>Can be a cost effective way of enabling large numbers to participate, as costs and organisational tasks are decentralised</p> <p>Opportunities for continuous engagement integrated into the process</p> <p>Gives a high degree of autonomy and control to citizens</p> | <p>Distributed dialogues can take a long time to organise, not suitable when fast action is needed</p> <p>Encouraging others to run workshops can be time consuming and resource intensive</p> <p>The commissioning body retains little control of how discussions are framed or facilitated in practice</p> <p>Data collected can be inconsistent</p> <p>Difficult to ensure inclusiveness and transparency of local/stakeholder-led dialogues</p> <p>The process may produce contradictory or inconsistent data</p> |

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| <p>Deliberative mapping</p> <p>Participants: 20-40 citizens and topic experts consider complicated issues. Can show how support for a proposed action is weighed against economic, social, ethical and scientific criteria.</p> <p>Cost: Medium Numerous meetings and event costs, facilitation, expenses of citizens & experts.</p> <p>Time expense: Medium-high Requires several months for numerous meetings and workshops.</p> | <p>Gives consumers and experts the opportunity to learn from each other and work together</p> <p>Useful for understanding the differences between expert and public assessments of options</p> <p>Good for dealing with complicated issues where a range of different considerations must be balanced</p> <p>Can demonstrate values and concerns behind public preferences and acceptability of options</p> <p>Can deliver greater legitimacy for decisions and information about public preferences towards policy options.</p> <p>Experts take a more active role than in many engagement processes, but are prevented from dominating</p> | <p>Can only be used with quite small groups</p> <p>Findings can be inconclusive if there are difficulties finding common ground</p> <p>The results of the process can be contradictory, leaving decision-makers without clear guidance</p> <p>Can be high cost, with considerable time demands on expert participants</p> <p>Often difficult to ensure that experts buy in to the process and engage with public as equals</p> <p>Highly specialised expertise in running this process</p> <p>Often ineffective in building better relationships between groups</p> |
| <p>Participatory strategic planning</p> <p>Participants: 5-50 in a community, coming together in explaining how they would like their community or organisation to develop over the next few years.</p> <p>Cost: Medium Usually two trained and experienced facilitators for two-day event.</p> <p>Time expense: Low A two-day event with recommended follow-up after 6 months.</p> | <p>Effective in involving the public in meaningful policy/action planning, particularly on complex and technical issues</p> <p>Brings public and expert stakeholders together</p> <p>A cost-effective way of enabling a diverse group to identify common ground and reach agreement</p> <p>Can deliver clear, realistic policy recommendations</p> <p>Flexible and applicable to multiple settings</p> <p>Works for people with auditory/visual preferences</p> <p>Participants often find process & outcome inspiring</p> | <p>The demand of reaching agreement between stakeholders can weaken the ambition of policy recommendations</p> <p>Requires active participation of all stakeholders throughout the whole process</p> <p>Often difficult to ensure that experts buy in to the process and engage with public as equals</p> <p>Requires trained and experienced facilitators</p> <p>Requires all major stakeholders to be present in the room</p> |

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| <p>Online deliberations</p> <p>Participants: 1-500+, using software emulating face-to-face methods. Different templates allow participants to brainstorm ideas, identify issues, prioritise solutions, or comment on consultation documents.</p> <p>Cost: Medium Online consultation cuts costs for venues and postage. Costs include design, set up, and incentivising participation.</p> <p>Time expense: Medium Most exist for a few months to discuss a current event or situation.</p> | <p>Can be a cost-effective and time-efficient alternative to face-to-face workshops</p> <p>An effective way of presenting complex and technical information</p> <p>People can participate in their own time and at their own convenience</p> <p>Game design can engage participants interactively</p> <p>Allow large numbers of people to contribute equally</p> <p>Can reach people who are unlikely to respond to traditional engagement methods</p> <p>Anonymity can encourage open discussion</p> <p>Allows information gathering and giving without the constraints that group size or travel</p> | <p>Can be difficult or impossible to replicate the depth of deliberation in face-to-face engagement</p> <p>May alienate people with a lack of IT skills, people who don't/can't access or navigate the internet</p> <p>If not carefully planned, online consultations can generate unmanageable amounts of material</p> <p>Written communication can be a barrier for some already marginalised groups</p> <p>Any perceived complexity, such as registration, can be a barrier to participation</p> |
| <p>Pop up democracy</p> <p>Participants: 500+. Creates local participation spaces, enabling experimentation. Residents can reimagine spaces and existing power structures.</p> <p>Cost: Variable Depends on scope and timeframe. Using empty venues creatively can reduce costs. Costs include staff and props.</p> <p>Time expense: Variable As little as one day and as long as needed.</p> | <p>Can help reach out to people that might not otherwise participate</p> <p>Utilise a range of possible tools to gather people's views and ideas to tackle specific issues</p> <p>Can reinvigorate interest in political institutions by tailoring spaces to people's needs and interests</p> <p>Use spatial and cultural context of the site to build the core of the project around it, responding to specific local needs and enhancing local assets</p> | <p>Many installations tend to be aesthetic in nature, rather than transformational</p> <p>Many pop-up interventions lack a framework for measuring success</p> <p>Limited emphasis on collecting or disseminating data or feeding back to the community (during/after)</p> <p>Some projects demarcate, rather than bridge, the gap between practitioners ("creators") and participants ("receivers")</p> |