SOCIAL-COMPUTATIONAL SUPPORTS FOR ONLINE CIVIC ENGAGEMENT
Designing an Online Public Participation Platform for U.S. Agency Rulemakings

March 4, 2014
Elizabeth L. Murnane
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Today’s Presentation

• Introduction

• eGovernment & eRulemaking background

• Cornell e-Rulemaking Initiative, RegulationRoom
  • Recruitment of (under-represented) stakeholders
  • Facilitating engagement & collaboration
  • Assessing quality & value of participation
About Me

Research
• *Interests*: Personalization; IR/NLP; Personal Informatics; Affective-, Semantic-, Social- Computing
• *Domains*: Online Communities & Contribution, Personalized IR, Personal Informatics & Coaching

Background
• MIT S.B. in Mathematics with Computer Science, 2007
• Co-founder of MIT CSAIL startup, 2007-2011
• NSF Graduate Research Fellow, 2011

Current
• Cornell Information Science
• 2011-present (3rd year PhD)
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• “e-Government”, “Open Government”

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  • alert and engage citizens
  • increase information access
  • provide interactive discussion spaces with lowered barriers for engagement that welcome diverse opinions

• In practice
  • redundant, irrelevant, polarized content
  • policymakers & citizens frustrated
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Rulemaking

• **Rulemaking**: process federal agencies use to create regulations ("rules")
  • Public notice → open comment period → agency evaluation
  • 2001-2010 saw over 38,000 rules finalized
  • 2003-2010 568 major rules with $100 million economic effect
  • Traditionally dominated by sophisticated and resourced entities

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  • Still poses barriers that prevent effective, broad engagement from citizens
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- **e-Rulemaking**: the use of digital technologies to support this process
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CeRI: Cornell eRulemaking Initiative

• Multi-disciplinary team
  • Law school, Legal Information Institute, Scheinman Institute on Conflict Resolution, Communication, Information Science, Computer Science

• Addressing behavioral & technical challenges
  • Social + behavioral sciences, NLP, HCI
Open Rules

Consumer Debt Collection Practices (ANPRM) 1207™
The Consumer Financial Protection Bureau (CFPB) might propose new federal rules on how creditors and debt collectors can act to get consumers to pay overdue credit card, medical, student loan, auto or
Since 2010 launch:

- 5 rulemakings
- DOT, CFPB partnerships
- Recognition
Civic Engagement Cycle

1. Recruitment
   - Identify stakeholders
   - Target
   - Motivate

2. Deliberative Discussion

3. Consensus-building
   - Collaboration
   - Summarization
   - Consensus

• Learn
• Question
• Contribute

• Collaboration
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Participation Patterns

Since 2010:

• 40,500 visitors made 60,000 site visits
• 1,566 registered users
• 5 separate hosted rulemakings
• 1,544 individuals participated in various forms
• 609 actively engaged in deliberation
• 1,537 total comments generated
• 80% of participants never took part in a rulemaking prior
Hurdles to civic engagement

1. Motivated awareness barrier
2. Information barrier
3. Participation literacy barrier
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- NLP techniques to support effective civic engagement (Computer Science)
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Motivated Awareness

• **Communications outreach plan**
  - Identify stakeholders
  - Outreach – email, phone, online communication
  - Social & online media – Twitter, Facebook, Google ads

• **Coordinated media outreach**

• **Framing (pos vs. neg; loss vs. gain; episodic vs. thematic)**
  - Personal stake
  - Participation efficacy

• **Leveraging existing social networks**
  - Peer referencing
  - Peer generated invites vs. authority figure invites
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Accessibility

- Notices of proposed rulemaking (NPRMs)
- Economic analyses

- Triage
- Translation
- Layering
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Accessibility

• Notices of proposed rulemaking (NPRMs)
• Economic analyses

Regulation Room

➢ Triage
➢ Translation
➢ Layering
Triage

Discussion | When consumers dispute a debt - 133

Select other topics

Subtopics

1 | What’s going on now with consumer disputes? - 41

2 | What should count as a “dispute?” - 38

3 | How should collectors investigate and “verify” the debt? - 38

4 | What should happen with unverified debts? - 16
**Translation**

- Airline regulation = 25,000 word Notice of Proposed Rulemaking (NPRM) + 34,000 word Cost-Benefit Analysis
- Home mortgage NPRM > 800 manuscript pages
- Graduate school level readability score

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<th>From an original NPRM</th>
<th>vs.</th>
<th>From a translated NPRM</th>
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<td>In addition, the Bureau has the authority to, after considering enumerated factors, conditionally or unconditionally exempt any class of covered persons, service providers, or consumer financial products or services from any provision of this title, or from any rule issued under this title, as the Bureau determines necessary or appropriate to carry out the purposes and objectives of this title [title X of the Dodd-Frank Act].</td>
<td>Consumers have the right to dispute a debt in collection, and both FTC and CFPB get a lot of complaints that collectors have the wrong debtor or are trying to collect more than what's owed.</td>
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Layering

Regulation Room

Consumer Debt Collection Practice (ANPRM)

ANPRM (Advanced Notice of Proposed Rulemaking)

Advance Notice of Proposed Rulemaking, the document an agency uses to get public comment on ideas and questions about possible new federal regulations before the agency is far enough along to have a specific proposal in mind.

An agency publishes an "Advance Notice of Proposed Rulemaking," which outlines what it's working on and identifies important questions or areas where it needs more information. The idea is to get initial feedback and information from the public to help in drafting the proposal. For a quick look at how the ANPRM fits into the entire rulemaking process, see What is Rulemaking.

The Regulation Room team produced this hypertext version of the “Debt Collection (Regulation F)” ANPRM. You can also view and print the ANPRM in the Federal Register.

BILLING CODE: 4810-AM-P

BUREAU OF CONSUMER FINANCIAL PROTECTION

12 CFR Part 1006

[Docket No. CFPB-2013-0033]

RIN 3170-AA41

Debt Collection (Regulation F)

AGENCY: Bureau of Consumer Financial Protection.
Hurdles to civic engagement

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Facilitating Participation

• Educational materials
• Targeted commenting
• Facilitative moderation
• Site design
What is effective commenting?
Discover how to make comments that count—and maybe change the outcome!

The key to writing effective comments is understanding how rulemaking decisions are made. Unlike members of Congress or the President, agency rulemakers aren't allowed to decide based on majority vote. Instead, they are supposed to study the problem, collect information, and use expertise, experience, and good judgment to come up with the overall best answer. The courts would overturn a rule that the agency adopted just because a lot of people support it.

This means that the best comments explain not only what the agency should do, but why. One person with some new information, a relevant personal experience, or a good idea will have more impact on the outcome than 1,000 people who just say they are for or against the proposed rule.

So, how do you make comments that count?
Targeted Commenting

at the beginning of the sentence. Should read..."If the amount of the debt reverted back to what it was at the time of the default, you can bet citibank would be working hard to work with me".

tankheads

I have a 20 year plus debt. A couple of times I have refinanced and paid everything on my credit report. They never appear until it's over. Every year they get a judgement against me and freeze my bank account putting me behind on my bills.

Moderator

Hello tankheads, thanks for joining us on RegulationBoom. This sounds like a
Targeted Commenting

Discussion - 1205
Draft Discussion Summary - 51

- Telling consumers what's happening with their debts
- The "validation notice" sent to consumers
- When consumers dispute a debt
- Making sure debt collectors & buyers have info about the debt
- Unlawful collection practices
- ()
- Qu
# Facilitative Moderation

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- Supporting moderator efforts & communicating norms
  - “Endorse” function
  - “Recommend” function
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• Teaching community and commenting norms
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• Teaching community and commenting norms

• Increasing the visible value of contribution
  • Trivia challenges, points, badges, rewards
Editing Interfaces

- Writing support
- Collaboration
- Policymakers
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Mechanical Turk study

- **Members**: core, active, peripheral, outsiders
- Motivating peripheral members to increase activity
- Manipulate commenting interface to prompt contribution

- Study participants: Mechanical Turk Workers
- Opportunity
  - Worker challenges, motivations, communities
  - Experiences, attitudes regarding Amazon policies
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- Members: core, active, peripheral, outsiders
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Measuring Engagement

• Standard web analytics
  • # of visitors, comments, page views

• Volume of new voices
  • 64% < volume < 98%

• Civic education

• Value to policymakers
  • Public comments cited in both finalized rules
  • Incorporate public comments despite industry opposition
  • In airline rule, cited comments appear in almost 20 different sections of agency’s discussion of new rule
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Thank you!
Questions, feedback, guidance welcome

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