

Arrangements for the Administration and Operation of Citizens' Assembly of Scotland: Scotland's Climate Assembly

Laid before the Scottish Parliament by the Scottish Ministers under
section 32A (7) of the Climate Change (Scotland) Act 2009

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Introduction

1. Section 32A of the Climate Change (Scotland) Act 2009 introduced by section 2A of the Climate Change (Emissions Reduction Targets) (Scotland) Act 2019 (the 2019 Act) requires Scottish Ministers to establish a panel to be known as a 'citizens' assembly' to exercise the following functions:
 - a) consider how to prevent or minimise, or remedy or mitigate the effects of, climate change,
 - b) make recommendations on measures proposed to achieve the emissions reductions targets,
 - c) make recommendations about such other matters in relation to climate change as the Scottish Ministers may refer to the assembly (where approved by a Scottish Parliament resolution).
2. The 2019 Act also requires that, before the first meeting of the citizens' assembly, a report is laid before the Scottish Parliament on the arrangements for the administration and operation of the assembly.

Administrative Arrangements

Governance

3. The citizens' assembly will be independent of Scottish Ministers and the Scottish Parliament. A governance structure, comprising a secretariat, stewarding group and two conveners, will oversee and provide guidance to the assembly. In this document the citizens' assembly will be referred to as "*Scotland's Climate Assembly*" which is the name this organisation is operating under.

Secretariat

4. The secretariat's main purpose is to support the administrative functions of Scotland's Climate Assembly, its stewarding group and conveners, in particular:
 - a) providing the framework for experts to develop the process and evidence base;
 - b) ensuring Scotland's Climate Assembly is accessible and that members are adequately supported to participate;

- c) managing delivery of services through contracts for recruitment of Scotland's Climate Assembly members and for design and facilitation;
 - d) being responsible for project governance and resource management, including managing the Scotland's Climate Assembly budget;
 - e) ensuring record keeping and compliance;
 - f) providing advice and support to conveners to enable them to carry out their functions;
 - g) chairing and supporting meetings of the stewarding group; and
 - h) liaising with the Scottish Government, as and when required.
5. The secretariat is staffed by civil servants seconded from the Scottish Government and external appointees. While working in the secretariat, these civil servants will comply with the Civil Service Code, including impartiality.
6. The Scottish Government's Domestic Climate Change Division will provide a sponsorship function to the secretariat, acting as the liaison point between the Scottish Government and Scotland's Climate Assembly. Such advice could be in relation to: managing public finance; information management and data protection requirements; or public procurement rules. A memorandum of understanding will be agreed and published.

Stewarding Group

7. A stewarding group has been invited by the Cabinet Secretary for Environment, Climate Change and Land Reform to provide advice to the secretariat and conveners on matters relating to the design of Scotland's Climate Assembly sessions and the provision of information and evidence. The stewarding group's role is set out in the invitation letter (Annex A), which includes details on the transparency of the group's operations. The group represents a broad range of interests, including from all major political parties represented in the Scottish Parliament, stakeholders from a number of sectors, experts in deliberative processes and representatives of young people. Full membership of the stewarding group is listed in Annex B.

8. The stewarding group has already met on five occasions. Minutes from those meetings will be available on the Scotland's Climate Assembly website¹.

Conveners

9. The 2019 Act requires Scotland's Climate Assembly to have two conveners who are independent of the Scottish Ministers and the Scottish Parliament. The 2019 Act requires a gender balance between the conveners. The conveners will represent Scotland's Climate Assembly in the media and in public. They will amplify and support the voices of Scotland's Climate Assembly members, acting as their champion.
10. The Scottish Government, the secretariat and the stewarding group are currently discussing the process for appointing conveners. Further details will be provided in due course.

Resources

11. The Scottish Government will make available to Scotland's Climate Assembly the support and resources it reasonably requires to deliver its remit, including through the secondment of civil servants to the secretariat.
12. An indicative budget of up to £1.4 million has been provided to Scotland's Climate Assembly, which will be managed by the secretariat. The secretariat will manage the budget in line with the requirements of the Scottish Public Finance Manual. The secretariat will make financial reports to the Scottish Government monthly.

Operational Arrangements

Recruitment of Scotland's Climate Assembly members

13. The 2019 Act states that Scotland's Climate Assembly is a panel made up of such persons as the Scottish Ministers consider to be representative of the general populace of Scotland.

¹ <https://www.climateassembly.scot/>

14. The stewarding group has agreed that 100 people will make up Scotland's Climate Assembly's membership. The Sortition Foundation has been appointed to recruit members via a postal civic lottery method of selection, following international best practice. In mid-September, 20,000 letters of invitation will be sent to randomly selected households across Scotland. Individuals living at those addresses during the registration period can register to become an assembly member online or by phone.
15. Members will then be selected to ensure Scotland's Climate Assembly is broadly representative of the Scottish populace. The Scottish Government, Scottish Parliament and Scottish Ministers will have no involvement in the selection of assembly members.
16. A number of criteria will be used, including:
- a) age
 - b) gender
 - c) ethnicity
 - d) people living with a disability
 - e) location, including rurality
 - f) attitudes to climate change
 - g) household income
17. People over the age of 16 and who are resident in Scotland, irrespective of nationality or eligibility to vote, will be able to become an assembly member. A permanent address is not a requirement to take part, and people living in insecure housing, or people who are staying at an address during the registration window, but who normally have no fixed abode, can apply.
18. Elected representatives from any level of government, paid employees of any political party, public appointees or public and civil servants whose job restricts them from participating in this kind of activity, and any individual who has sat on a similar panel or assembly in the previous two years will be excluded from taking part.

19. In line with arrangements for the Citizens' Assembly of Scotland the stewarding group has agreed that members will receive £200 per weekend to recognise their time and contribution. Reasonable costs of caring and travel (if required) will also be reimbursed.

Scotland's Climate Assembly meetings

20. Within the remit of the functions included in the 2019 Act, members of Scotland's Climate Assembly will be free to explore the matters entrusted to them as they decide is appropriate. The secretariat, stewarding group and conveners will support assembly members throughout this process.

21. The stewarding group has agreed that the initial question Scotland's Climate Assembly will consider is: "How should Scotland change to tackle the climate emergency in an effective and fair way?" However, within the remit of the legislation, and with expert support, members of the assembly (once in place) will be able to shape the assembly's agenda.

22. Meetings will be held over six weekends. An additional weekend may be required, to be decided by Scotland's Climate Assembly members. It is the aim to have the first meeting of Scotland's Climate Assembly in November 2020 and for the meetings to conclude in March 2021.

23. Due to the Coronavirus pandemic, Scotland's Climate Assembly will begin online and will only move to meeting in person when it is safe to do so. If necessary, all learning, deliberation and agreement of recommendations will be held digitally. Meetings in person will only be arranged when Scottish Government guidance allows such gatherings and when members are comfortable with doing so. The assembly will take account of any particular guidance for vulnerable groups and requirements for venues to support Covid-19 restrictions such as physical distancing. Where required, equipment and training will be provided to those not digitally connected to enable them to take part.

24. Working with the secretariat, Involve and the Democratic Society have been procured to design Scotland's Climate Assembly's learning, deliberative and decision making process, and will act as hosts for Scotland's Climate Assembly and guide the members through the process.

Evidence base

25. Evidence and communication leads will also be appointed to ensure members have access to the necessary evidence base in an understandable and accessible format. These leads will work closely with the secretariat and facilitators to develop the evidence base and integrate this into the assembly process.

26. Evidence leads will work together to design the evidence base and ensure there is a balance of different perspectives. Their role is to create a learning pathway which will allow members to make important and credible decisions.

27. The communications lead will help develop the evidence base and learning process to ensure it is accessible and engaging for all members. They will attend all assembly meetings, ensuring that Members understand the evidence that has been presented, providing clarification where required.

28. The secretariat will work with the stewarding group and evidence and communication leads to identify speakers and other methods of learning to present a balanced evidence base to the assembly. All evidence will be commissioned by the secretariat, in consultation with the evidence and communication leads, with scrutiny from the stewarding group. Evidence will be tailored to the needs of the members and the secretariat and advisers will account for different requirements of assembly members in accessing evidence.

Public engagement

29. The secretariat will manage Scotland's Climate Assembly's website² and social media accounts, all of which are now active. The materials provided to inform assembly meetings will be made available on the website and plenary sessions livestreamed where possible.

² <https://www.climateassembly.scot/>

30. In October, in advance of the first assembly meeting, the secretariat will also run a national digital engagement exercise. This will provide an opportunity for those who are not invited to become assembly members to shape the assembly's deliberations.

Principles

31. In making decisions about the design and delivery of Scotland's Climate Assembly, the conveners and those that advise and support it must take account of the principles of Scotland's Climate Assembly, set out in Annex C.

Reporting

32. The 2019 Act requires Scotland's Climate Assembly to set out its recommendations in a report, lay the report before the Scottish Parliament and send a copy of the report to the Scottish Ministers.

33. The 2019 Act requires Scotland's Climate Assembly to lay its report before the Scottish Parliament by 28 February 2021. The Coronavirus (Scotland) (No. 2) Act 2020 has amended this requirement by stating that, if for a reason relating to coronavirus the report is unable to be laid before Parliament by 28 February 2021, it should instead be laid as soon as reasonably practicable after that date.

34. The 2019 Act requires Scottish Ministers to, within six months of receiving a copy of the report, publish a statement setting out how the Scottish Government intends to respond to the recommendations made in it.

Annex A – Stewarding group – invitation letter as issued February 2020

Cabinet Secretary for Environment, Climate Change and
Land Reform
Ministerial Private Office



Scottish Government
Riaghaltas na h-Alba
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Dear

As you will be aware, the Climate Change Act passed by the Parliament on 25th September 2019 requires a Climate Citizens' Assembly to be established. The functions conferred on the Citizens' Assembly are to:

- a) consider how to prevent or minimise, or remedy or mitigate the effects of, climate change,
- (b) make recommendations on measures proposed to achieve the emissions reduction targets,
- (c) make recommendations about such other matters in relation to climate change as the Scottish Ministers may, in accordance with subsection (6), refer to the assembly.

The Citizens' Assembly is required to set out its recommendations in a report to the Scottish Parliament and Ministers by 28 February 2021.

I believe that the Citizens' Assembly on climate change can play an important role in informing decision making as we consider the far reaching changes that will be required across Scottish society to meet our ambitious climate change targets.

In line with the best practice in consultative democracy, I intend the following principles to apply to the Climate Citizens' Assembly:

- **Independent** of Ministers, Government and Parliament.
- Members are **representative** of the population.
- **Transparency** in the operation of the Assembly and materials provided to inform discussion, although deliberations are private
- A **Stewarding Group** is used to ensure balance and legitimacy in the establishment, conduct and reporting of the Citizens Assembly
- People are **financially compensated** for taking part
- Discussions are **professionally facilitated**
- **Experts** provide evidence and answer questions from the Assembly Members

To ensure the independence of the Citizens' Assembly the Climate Change Act requires *two conveners who are independent of the Scottish Ministers and the Scottish Parliament.*

To further ensure legitimacy, I have agreed that the Secretariat and all its functions operate at arm's length from Government and Parliament.

In common with other successful Citizens' Assemblies, I am proposing a Stewarding Group. The role of the Stewarding Group will be to advise the Conveners, when appointed, and the Secretariat acting on their behalf, to ensure that the planning, preparations and running of the Assembly proceed in accordance with the principles outlined above. Membership will be representative of a wide cross section of stakeholders and views on climate change as well as experts in the citizens' assembly process.

Participation will be on a voluntary basis and will not be remunerated, though reasonable expenses will be paid. Members will have a responsibility to and are expected to act in a cooperative and collegiate manner.

Stewarding Group members will support and scrutinise the delivery of the Assembly. This will include:

- advising on planning and preparations for Assembly meetings and reviewing Assembly meetings;
- advising on establishment of relevant governance arrangements, including in relation to members conduct, transparency and reporting and Assembly proceedings;
- quality assurance of the overall process of delivery and the evidence presented to the Assembly, to ensure the objectivity and impartiality of methods and structures and the evidence presented to the Assembly is relevant, accessible, balanced and proportionate;
- assisting with the identification of relevant experts to provide evidence to the Assembly;
- encouraging wider visibility and positive commentary about the Climate Citizens' Assembly, explaining the work of the Assembly and the evidence presented to it.

The Group will operate in an open and transparent manner. Terms of reference, names of Group members, minutes of meetings and details of the advice provided will be published on the Assembly website.

The Group will meet as required, with an expectation that meetings will be held at least monthly and members will provide such advice and commentary on an individual or collective basis between meetings as may be required and as other commitments permit.

I would be very pleased if you would agree to sit on the Stewarding Group. The first meeting will be held in the next few weeks and officials will be in touch to arrange details.

Yours

Roseanna Cunningham

Annex B – Stewarding group membership

Claudia Beamish MSP - Claudia is a Scottish Labour politician who has served as a Member of the Scottish Parliament for the South Scotland region since 2011. Claudia acts as the Scottish Labour representative on the stewarding group.

Malcolm Cannon - Malcolm joined the Institute of Directors Scotland as National Director in September 2019.

Finlay Carson MSP - Finlay is a Scottish Conservative politician who has served as a Member of the Scottish Parliament for Galloway and West Dumfries since 2016. Finlay acts as the Scottish Conservative and Unionist representative on the stewarding group.

Bryce Cunningham - Bryce is a dairy farmer, distributor and owner of Mossgiel Organic Farm.

John Dickie - John is Director of Child Poverty Action Group (CPAG) in Scotland.

Iain Docherty - Professor Iain Docherty is Dean for the Institute of Advanced Studies. Iain joined the University of Stirling in April 2019.

Kate Dyer - Kate is a governance and accountability specialist and has worked at senior levels with NGOs, international donors, philanthropic foundations and governments. Kate is one of Extinction Rebellion Scotland's representatives on the stewarding group.

Oliver Escobar - Dr Oliver Escobar is a senior lecturer in Public Policy at the University of Edinburgh and Academic Lead on Democratic Innovation at the Edinburgh Futures Institute.

Liam Fowley - Liam was elected in June 2019 to represent Kilmarnock and Irvine Valley in the Scottish Youth Parliament. Liam represents young people on the stewarding group.

Doreen Grove - Doreen is a civil servant and leads the Scottish Government's involvement in the Open Government Partnership at both a national and international level.

Justin Kenrick - Justin is an activist anthropologist working in Africa and Scotland on community resilience and community lands. Justin is one of Extinction Rebellion Scotland's representatives on the steering group.

Paul de Leeuw - Paul is a senior industry leader and executive with over 30 years' experience in the global energy sector. Paul is currently Director of Robert Gordon University's Energy Transition Institute.

Kirsten Leggatt – Kirsten is an operational volunteer with the 2050 Climate Group and is Chair of their Leaders Network. Kirsten represents young people on the stewarding group.

Angus MacDonald MSP - Angus is a Scottish National Party politician who has served as a Member of the Scottish Parliament for Falkirk East since 2011. Angus acts as the Scottish National Party representative on the stewarding group.

Audrey MacDougall - Dr Audrey MacDougall is a civil servant and is the Scottish Government's Chief Social Researcher and Deputy Director in charge of the Communities Analysis Division.

Jenny Marr - Jenny is the Scottish Liberal Democrat spokesperson for Rural Affairs and the Natural Environment. Jenny acts as the Scottish Liberal Democrat representative on the stewarding group.

Andrew McCornick - Andrew is a farmer and was made President of the National Farmers Union Scotland in 2017.

Scott McGrane - Dr Scott McGrane is a lecturer in environmental change within the Department for Economics at the University of Strathclyde. Scott represents the Fraser of Allander Institute on the stewarding group.

Andrew McRae - Andrew is an Edinburgh retailer and represents the Federation of Small Businesses on the stewarding group.

Laura Moodie - Laura is the Scottish Green Party's lead candidate for the South Scotland region in the 2021 Holyrood elections. Laura represents the Scottish Green Party on the stewarding group.

Jess Pepper - Jess is a climate advocate and Climate Reality leader.

Mike Robinson - Mike is the Chief Executive of the Royal Scottish Geographical Society based in Perth, a role he has held since 2008.

Jane Suiter - Dr Jane Suiter is an Associate Professor at Dublin City University and has significant experience working with citizen assemblies and other deliberative democratic processes.

Sally Thomas - Sally is Chief Executive of the Scottish Federation of Housing Associations.

Annex C – Principles

The principles of Scotland's Climate Assembly that have been agreed with the stewarding group are:

- a) Scotland's Climate Assembly will be independent of Ministers, Government, and Parliament.
- b) Selected Assembly members will be broadly representative of the Scottish population.
- c) The operation of the Assembly will be transparent and the materials provided to inform discussion will be made public. Only the deliberative sessions of the Assembly will not be accessible to those outside of the Assembly itself.
- d) To ensure balance and legitimacy in the establishment, conduct, and reporting of the Scotland's Climate Assembly an independent Stewarding Group representing stakeholders has been appointed.
- e) People who take part in the Assembly will receive a monetary gift to compensate them for their time and any expenses incurred as a result of participating in the Assembly will be covered.
- f) Discussions that take place during the Assembly will be guided by independent, professional facilitators to ensure everyone has an equal opportunity to share their views.
- g) Throughout the Assembly, experts will provide evidence and answer questions from the Assembly members.



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