



Scottish Parliament People's Panel reviewing the Climate Change (Scotland) Act 2009

Pannal Lèirmheas Pannal Sluaigh Pàrlamaid na h-Alba air Achd Atharrachadh na Gnàth-shìde (Alba) 2009

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Contents

Executive Summary:

Page 2

Introduction:

Page 5

Section One: How the People's Panel was formed:

Page 7

Section Two: Evidence gathering and deliberation:

Page 16

Section Three: Recommendations:

Page 30



Executive Summary

Introduction

The Citizen Participation and Public Petitions (CPPP) Committee's September 2023 [report](#) recommended that the Scottish Parliament develop its use of deliberative democracy for scrutiny by undertaking two pilot people's panels, one of which focused on post-legislative scrutiny.

On October 25th 2023 the Conveners Group (made up of chairs of all the Parliamentary committees) endorsed the formation of a People's Panel to support the Net-Zero, Energy and Transport (NZET) Committee's post-legislative scrutiny of section 91 of the Climate Change (Scotland) Act 2009. Section 91 requires the Scottish Government to produce and periodically review a public engagement strategy for climate change.

The People's Panel was asked to develop recommendations in response to the following questions:

How effective has the Scottish Government been at engaging the public on climate change and Scotland's climate change targets?

What else (if anything) could the Scottish Government do to inform and involve the public to help meet Scotland's climate change targets?

The People's Panel, comprised of 23 randomly selected individuals, convened over two residential weekends and two online sessions in February and March 2024. The panel deliberated on the effectiveness of the Scottish Government's engagement strategy on climate change and made recommendations to enhance public involvement in meeting climate targets.

Stewarding Board

A Stewarding Board, comprising experts in relevant fields, was appointed to help ensure the fairness, credibility, and transparency of the process. Their expertise spanned behaviour change, business, climate change, community engagement, environmental governance, and post-legislative scrutiny.

The Stewarding Board approved the overarching questions posed to the People's Panel, supported the design of the session structure, determined the topics for discussion, and identified expert witnesses to provide insights on each subject.

Participant Recruitment

Recruitment of panel members was designed to achieve diversity and inclusion, with participants broadly reflecting Scotland's demographics across gender, age, region, ethnicity, disability, educational level, and attitudes towards climate change. While the panel's composition slightly varied from census data in some areas, stratified sampling ensured broad representation across demographic categories.

Facilitation

The People's Panel process involved a comprehensive series of activities to facilitate team building, learning, questioning witnesses, deliberation, and consensus-based decision-making. A team of nine facilitators from the Scottish Parliament supported the participants throughout, ensuring that everyone had the opportunity to contribute and engage in the process effectively.

Team Building and Learning

Participants engaged in various activities designed to foster cohesion and understanding of the topic. Participants agreed on conversation guidelines and received guidance on critical thinking from experts. Deliberation tips were developed based on experiences shared by visiting participants from previous deliberative panels.

Sessions were structured to allow participants to work in small groups, engage in whole group discussions, and reflect on information individually.

Opportunities were provided for participants to contribute to the design of some of the sessions and suggest types of witnesses they wanted to hear from.

An online platform, Your Priorities, was used for participants to reflect on information between sessions and identify priority issues.

Evidence Gathering and Deliberation

The effectiveness of the Public Engagement Strategy was explored through discussions with a range of expert witnesses and examination of international case studies. Sessions allowed witnesses to provide insights and answer questions on various aspects of the topic, including parliamentary awareness, scrutiny and legislation, climate science, climate change impacts in Scotland, climate change policy, and public engagement. Participants also questioned officials from the Scottish Government.

Decision-Making Process for Recommendations

The decision-making process involved drafting an overarching collective statement and detailed recommendations under thematic categories.

Participants drafted and refined recommendations in small groups, with two rounds of voting and amendment determining which recommendations went forward to the final plenary session. At the final stage, only recommendations which secured the support of 85% or more of participants were included in the final report.

Recommendations

The panel agreed a [collective statement and 18 recommendations](#) to answer the questions they were set about the effectiveness of the Scottish Government's engagement on climate change.

The inclusivity, transparency, and rigorous deliberation of the process aimed to ensure that the recommendations were informed, credible, and reflective of the diverse perspectives of the participants.

The panel's recommendations will be considered by the NZET Committee who will hear from members of the Panel and from the Cabinet Secretary. The recommendations will then be available for the Committee to consider in its future scrutiny of the Climate Change Act's implementation and the efficacy of the Public Engagement Strategy.



Image of the People's Panel reviewing the Climate Change (Scotland) Act on the second weekend

Introduction

The Citizen Participation and Public Petitions Committee's (CPPPC) report, [Embedding Public Participation in the Work of the Parliament](#), recommended that "the Parliament (should) commit itself to further embedding deliberative democracy within its scrutiny function."

One of the recommendations in the report was to run two further people's panels, including one panel that would specifically focus on post-legislative scrutiny.

On 25th October, the Conveners Group (made up of chairs of all the Parliamentary committees) agreed to the delivery of a people's panel to support the Net Zero, Energy and Transport (NZET) Committee's post-legislative scrutiny of section 91 of the Climate Change (Scotland) Act 2009.

The Act places a legal duty on the Scottish Government to publish a public engagement strategy for climate change and to review it every five years:

"The Scottish Ministers must prepare and publish a strategy (a "public engagement strategy") setting out the steps they intend to take to—

- (a)inform persons in Scotland about the targets specified by virtue of this Act;
- (b)encourage them to contribute to the achievement of those targets."

The current strategy, '[Net Zero Nation: Public Engagement Strategy for Climate Change](#)' was published in 2021 and sets out a commitment to an interim review of the strategy at the mid-way point of delivery in 2024.

The recommendations of the People's Panel will support the Committee's work to scrutinise the Scottish Government's implementation of the Act and the effectiveness of the Public Engagement Strategy.



The People's Panel met over two residential weekends at the Scottish Parliament on 2-4 February and 1-3 March 2024. The Panel also met online on the evenings of 14 and 21 February 2024.



The Panel was made up of 23 randomly selected individuals who were broadly representative of Scotland's population. The People's Panel was asked to develop recommendations in response to the following questions:

How effective has the Scottish Government been at engaging the public on climate change and Scotland's climate change targets?

What else (if anything) could the Scottish Government do to inform and involve the public to help meet Scotland's climate change targets?

The participants spoke to a range of expert witnesses to help them to consider the evidence and ideas that were relevant to answering this question¹. The participants used facilitated discussions, video conferencing and an online platform to deliberate over these issues and form their recommendations.

This report is divided into three sections. The [first section](#) provides background information on how the People's Panel was formed and who took part. The [second section](#) provides an overview of the Panel's sittings, including how evidence was presented to the participants and their process of deliberation. The [third section](#) sets out the Panel's recommendations.

¹ Slides and resources presented to the People's Panel are available on NZET's website: [https://www.parliament.scot/chamber-and-committees/committees/current-and-previous-committees/session-6-netzero-energy-and-transport-committee/business-items/climate-change-peoples-panel](https://www.parliament.scot/chamber-and-committees/committees/current-and-previous-committees/session-6-net-zero-energy-and-transport-committee/business-items/climate-change-peoples-panel)

Section One: How the People's Panel was formed

Choosing a topic

In September 2023 a call was issued to Committees to put forward areas of post-legislative scrutiny in their remit that could potentially benefit from the formation of a People's Panel.

The Conveners Group on 20th September endorsed the following principles to guide the choice of topic for deliberative panels.

The endorsed principles were:

- 1. Problem:** The topic focuses on an issue that needs solved and would benefit from deliberative input. In the context of post-legislative scrutiny this means assessing if a review of the implementation and impact of an Act would benefit from consideration by a panel of informed and broadly representative members of the public.
- 2. Scope:** The topic is sufficiently broad in scope; it is an issue that will affect various members of the public and have an impact on broader society.
- 3. Framing:** the topic can be posed as a question or in the form of a problem to solve. For example, is an Act achieving its intended purpose? Is it benefitting people in the way originally intended by lawmakers?
- 4. Timing:** It is a timely topic; both the public and politicians are still in the process of forming opinions on the issue. In the context of post-legislative scrutiny, it would mean that the Act being scrutinised has the potential to be considered for amendment in the near future.
- 5. Impact:** The topic is relevant to a current or forthcoming committee inquiry, committee members and staff see potential benefit from a deliberative panel and there is a commitment to considering and responding to the panel recommendations as part of the committee's inquiry.

Staff from the Parliament's Participation and Communities Team (PACT) met on the 21st September to assess topics put forward by Committees against the agreed principles and identify the topic which fitted best with the principles and could be delivered in February and March 2024.

On 4th October the CPPP Committee endorsed PACT's recommendation, favouring the proposal by the NZET Committee for a Panel to inform post-legislative scrutiny of section 91 of the Climate Change (Scotland) Act 2009.

The topic was selected because climate change, and the steps taken to meet climate change targets, impacts broader Scottish society. Furthermore, the topic is



particularly timely as the Scottish Government is due to undertake a review of the current Public Engagement Strategy in 2024. The topic could also impact upon wider-ranging areas of scrutiny including the Scottish Government's forthcoming Climate Change Plan.

On 25th October, the Conveners Group agreed that this was a suitable topic for a People's Panel.

Another important element of the Scottish Parliament's deliberative engagement processes is the appointment of an independent external evaluator. The successful bidders were Dr Eugenia Rodrigues, Elisabet Vives and Iñaki Goñi of the University of Edinburgh. They observed in-person and online sessions of the Panel and interviewed staff and participants to inform an interim report that will be provided to the CPPPC in April 2024. The external evaluators will also evaluate the next People's Panel in order to inform future delivery of deliberative engagement by the Parliament.

Choosing a question, evidence, and witnesses

On 31st October the NZET Committee agreed to the formation of a Stewarding Board that would have responsibility for overseeing the Panel process.

Members of the Stewarding Board were chosen to form a relevant and balanced group of experts to support the process. Their expertise covered behaviour change, business, climate change, community engagement, environmental governance, and, post-legislative scrutiny.

The Stewarding Board Members were:

- **Andy Yuill**, Senior Research Associate: Climate Citizens Research Group, University of Lancaster
- **Jess Pepper**, Founder/Director, Climate Café
- **Lorraine Whitmarsh**, Professor of Environmental Psychology, University of Bath and Director of the Centre for Climate Change and Social Transformations
- **Rafael Jiménez-Aybar**, Environmental Democracy Adviser, Westminster Foundation for Democracy
- **Sam Gardner**, Head of Climate Change and Sustainability, Scottish Power

The role of the Stewarding Board is to help ensure that the process is conducted fairly, credibly, and transparently and that the information provided to the Panel is fair and balanced and of a high standard. The Stewarding Board approved the questions set for the Panel, advised on the design of the sessions, the topics to be discussed, and the types of expert witnesses to be invited to present on each topic.

The Stewarding Board met on 23rd November, 13th December 2023 and 18th January 2024. Following each meeting PACT used its feedback to produce a delivery framework for the workshop sessions, topics and witnesses. We greatly appreciate the contributions and support from the Stewarding Board.

Participant recruitment

PACT worked with a not-for-profit organisation, the Sortition Foundation, to recruit a randomly selected and stratified sample of 25 people, based on Scottish Census, National Records of Scotland and Office of National Statistics data. Throughout this report the Panel members will be referred to as 'participants'.

Invitation letters from the NZET Committee Convener, Edward Mountain MSP, were sent in November 2023 to 6000 residential households across Scotland, selected at random from the Royal Mail's address database. Recipients were invited to register their interest in participating in a People's Panel reviewing the Climate Change (Scotland) Act. When registering their interest, potential panel members provided the following demographic information: gender, age, ethnicity, disability, educational attainment level and postcode. Potential participants were also asked an attitudinal question about climate change.

We received 296 responses, a 4.9% response rate, and the information provided by potential panel members was then used to randomly select a sample that was broadly representative of the Scottish population. People's Panel participants had their travel and accommodation costs covered and received a participation fee of £420 in recognition of the time and commitment they gave over the two weekends. The payment of expenses and the participation fee helps to remove barriers to participation and ensure that the process can include the voices of those who traditionally may not participate.

The Scottish Parliament liaised with the selected participants to support their participation in the process. If an initially selected individual no longer wished to take part, a replacement was found by selecting another respondent with similar demographic characteristics.

Due to personal circumstances, two participants had to pull out of the People's Panel at short notice and there was not enough time to find replacements. As a result the final panel was formed of 23 people and the demographic make-up of the Panel is outlined below.

A group of 23 people is too small to be entirely representative of the Scottish population across all categories, but the recruitment approach allowed us to create a diverse panel that is broadly representative of the Scottish population. In a group of this size losing a single person has a significant impact on the panel makeup and so it was not always possible to perfectly match the Census and Office of National Statistics data. Where this has happened, an explanation of the difference between the selected panel makeup and the data is provided below.

The data below illustrates the diversity of the group and the benefits of random stratified selection methods so that the group includes a balanced selection of participants across a range of demographic characteristics.

Gender

The participants were 44% women, 47% men, and 9% non-binary.

Target



Selected

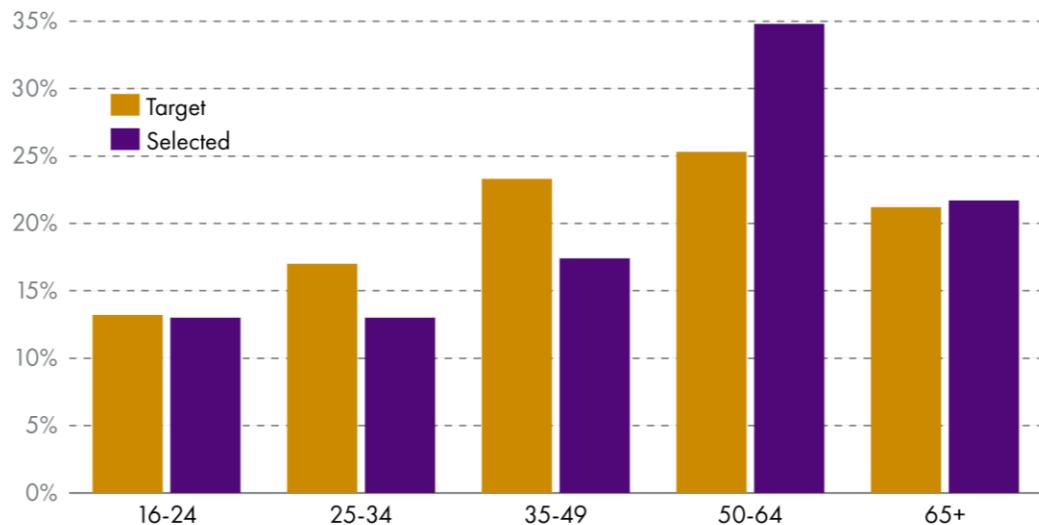


1 Gender of Panel vs [National Records of Scotland Data](#)

Both of the original participants who dropped out at short notice were women and as a result the panel included more men than women. Census data is not currently available for non-binary individuals (this is expected in May 2024).

Age

The participants closely matched National Records of Scotland data in most age categories.



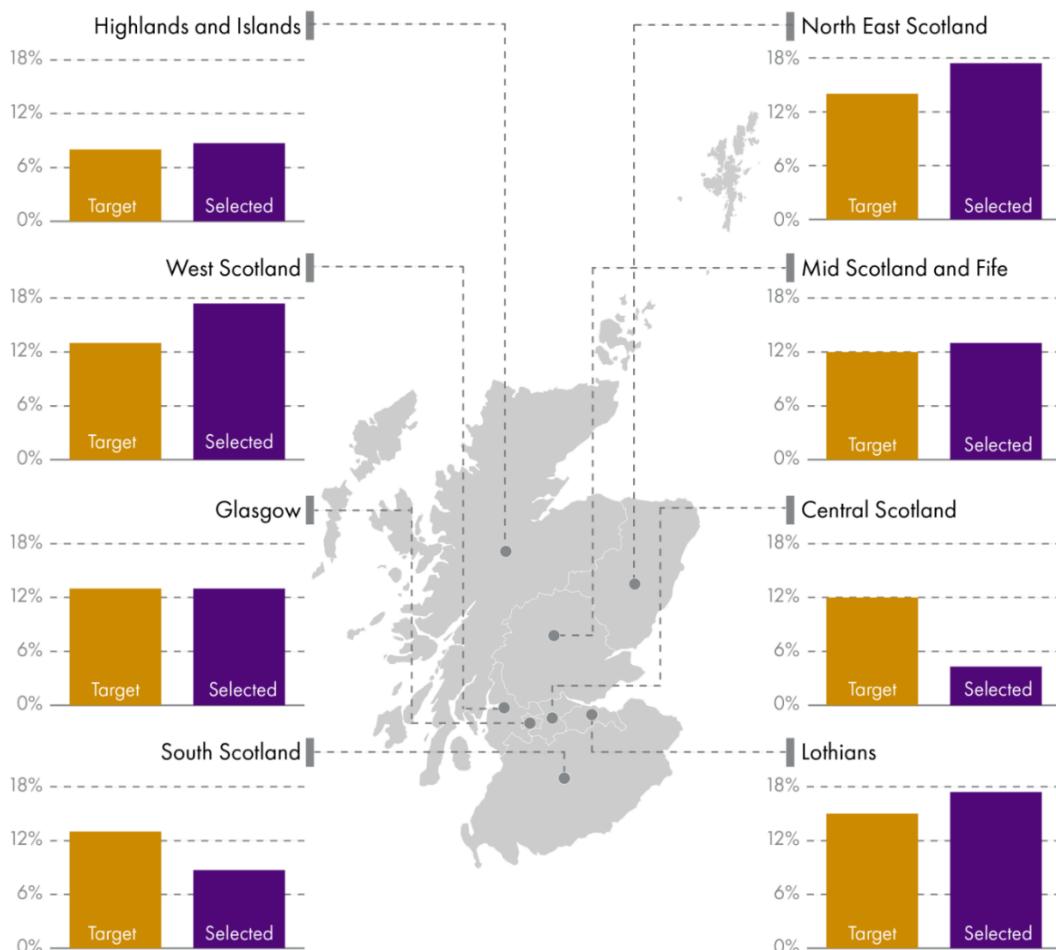
2 Age of Panel vs [National Records of Scotland Data](#)

- Age 16-24 years - broadly representative
- Age 25-34 years - 4% underrepresented
- Age 35-49 years – 6% underrepresented
- Age 50-64 years – 10% overrepresented.
- Age 65+ years - broadly representative

16-24 year olds and over 65s are within $\pm 0.5\%$ of census data. However, 50-64 year olds are over represented in relation to other age categories, again this is in part due to the age demographics of those who dropped out being aged between 25-49.

Region

We aimed to have participants from every parliamentary region broadly in proportion to their population size. Some areas were slightly overrepresented including North East Scotland (+3.5%), West Scotland (+4.5%), and, mid Scotland and Fife (+4%). Other areas were underrepresented including Central Scotland (-8%) and South Scotland (-4%) (where the two participants who dropped out resided). Nevertheless, the panel consisted of people from all over Scotland, and all eight Parliamentary regions were represented.



3 Location of Panel members vs [National Records of Scotland](#) data

Ethnicity

Participants' ethnicity was considered when selecting the panel. We followed good practice as recommended in the recent report to the Scottish Government from the [Institutionalising Participatory and Deliberative Democracy Working Group](#). This recommended that participants from minority groups, such as minority ethnic people, should be slightly over-represented in smaller sized citizens' panels. Otherwise, if the panel was selected in line with [current census data](#), there would be only 1 participant representing minority ethnic communities. In the final panel, 18 of the recruited participants described their ethnicity as 'White Scottish/ British' (78%); two as 'White Other'; two participants described their ethnicity as Asian and one described their ethnicity as from 'mixed or multiple ethnic groups'.

Disability

Number of participants with disabilities was broadly representative of the Scottish population

To make sure that those with disabilities were represented on the panel, participants were asked if they were living with a long term physical or mental health condition. Participants were then selected in order to be broadly representative of data in the [Scottish Households Survey](#).

- 17% of the panel said they lived with a long term physical or mental health condition that was limiting their everyday life – this is 7% lower than the population as a whole
- 9% said they lived with a long term physical or mental health condition that was not limiting – this is 3% higher than the population as whole
- 74% said they had no long term physical or mental health conditions – this is 4% higher than the population as whole

Educational Level

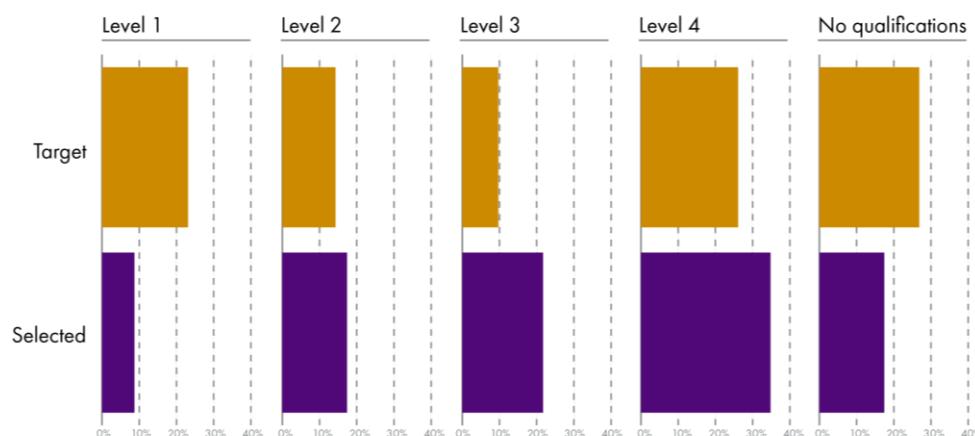
Participants with no and level 1 qualifications were under-represented

Educational attainment was defined by the levels set out in the 2011 Census questionnaire:

- No Qualifications
- Level 1: National 4 or 5, Standard Grades, O Grades, or equivalent
- Level 2: Higher, Advanced Higher, A Level, or equivalent
- Level 3: HNC, HND, SVQ level 4 or equivalent
- Level 4 and above: Degree, Postgraduate qualifications, Masters, PhD, or equivalent

People with higher levels of education tend to be more likely to respond to the initial invitation to take part. However, the use of stratified sampling meant that the final panel included participants from different educational attainment levels to make sure that people with all levels of education were represented.

Despite the use of stratified sampling, people with some of the lower levels of educational attainment were underrepresented compared to the overall population:



4 Panel educational attainment vs 2011 Census data

- People with no Qualifications – underrepresented by 9%
- People with Level 1 attainment (National 4/5 or equivalent) – underrepresented by 14%
- People with Level 2 attainment (Higher or equivalent) – underrepresented by 3%
- People with Level 3 attainment (SVQ level 4 or equivalent) – overrepresented by 12%
- People with Level 4 attainment (degree and above) – overrepresented by 9%

We note that updated Census data relating to educational attainment is due to be made available by the Scottish Government in May 2024. We plan to use this updated data for future People's Panels.

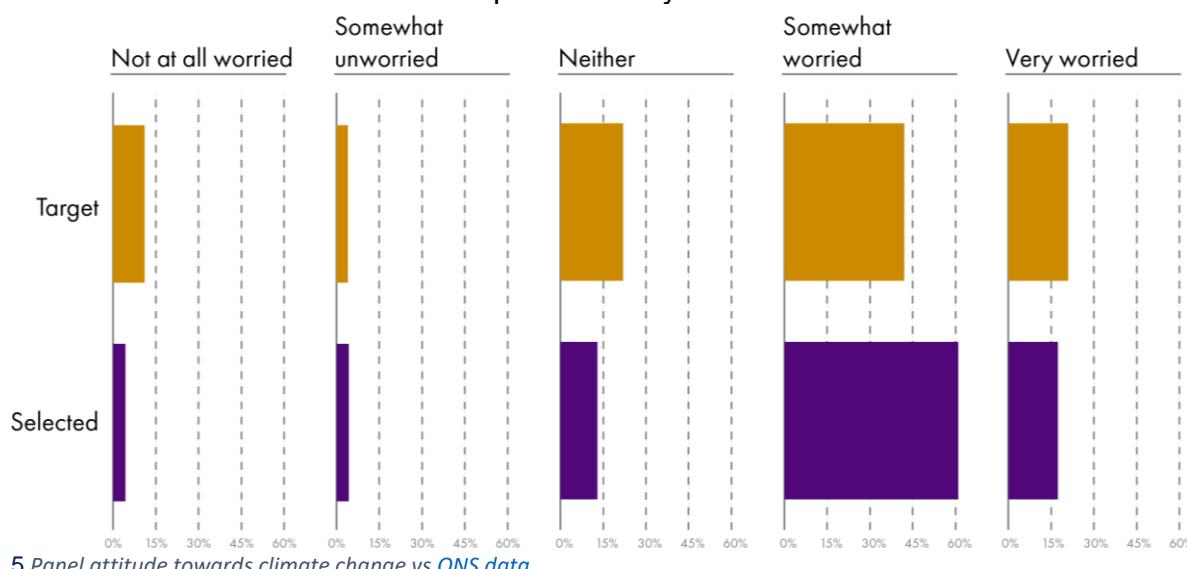
Attitude towards Climate Change

When conducting deliberative processes on issues relating to climate change, it is common practice to select participants based on their attitude, as well as broader demographic data. This ensures that a broad range of participants are selected, and that the process is not dominated by those with particularly strong feelings on the issues under discussion.

Potential participants were asked an attitudinal question about how worried they felt about Climate Change. Participants were selected based on the Scottish responses to the [Office for National Statistics Opinions and Lifestyle Survey: How worried or unworried are you about the impact of climate change?](#)

The make-up of the panel in relation to this data is set out below:

- Very worried – underrepresented by 4%
- Somewhat worried – overrepresented by 19%
- Neither worried nor unworried – underrepresented by 9%
- Somewhat unworried – broadly represented
- Not at all worried – underrepresented by 7%



While the final make up of the panel does over-represent those who are “somewhat worried” about climate change the use of stratified sampling has ensured that a range of attitudes to climate change were represented in the Panel.

Facilitation process



The People’s Panel process involved team building, learning about the topic, questioning witnesses, deliberation and consensus-based decision-making. A team of nine facilitators from the Scottish Parliament supported this, guiding the participants through the activities and ensuring that all participants had the opportunity to participate.

During all the sessions steps were taken to ensure that every participant had an opportunity to take part and contribute to discussions. Care was taken to design sessions that enabled participants to take in information and engage in the process in a variety of ways including:

- working in small groups to ensure participants had time to fully explore and make sense of evidence and provide reasons for their opinions in a relaxed environment;
- whole group discussions to ensure all participants were involved in key discussions and decisions at the same time;
- providing opportunities for participants to quietly reflect on the evidence they had heard before discussing issues with the wider group;
- ensuring the participants could contribute to the design of the second weekend of the Panel, including having the opportunity to suggest the types of witnesses they wanted to hear from to help them answer the question; and,
- providing an online platform where participants could reflect on the information provided between sittings, pose questions and identify priority issues to be explored in future sittings.

Facilitators also ensured participants worked in groups with as many different other participants as possible to expose them to a range of views and to prevent any individual voices dominating discussions; maintaining, as far as possible, a balance of gender and age in each group.

Facilitators supported participants during each session to capture information from discussions on flipcharts or cards. These were used to keep track of the issues raised and to prioritise questions and topics. An online platform, Your Priorities, was set up to document the issues and ideas that arose during sessions so that participants could review the evidence in between Panel meetings.

Each participant was provided with a log in and guidance to access the platform. A screenshot of the platform is available below:

6 Screenshot of online platform used by participants to review evidence

Section Two: Evidence gathering and deliberation

Friday 2 February 2024

Parliamentary awareness

Edward Mountain MSP, Convener of the Net Zero, Energy and Transport Committee welcomed participants at the start of the first weekend and explained the reasons why the Panel had been formed, the background to the Committee's inquiry and how the Panel's recommendations would be used by the Committee.

PACT facilitators then delivered interactive activities in different parts of the Parliament building to help participants learn about how the Scottish Parliament works. This included explaining the Scottish Parliament's role in holding the Scottish Government to account, as well as demonstrating how post-legislative scrutiny, committee meetings and chamber debates work.

Saturday 3 February 2024

Conversation guidelines & introduction to critical thinking

Participants were supported to agree conversation guidelines to underpin how they would work together. The agreed guidelines were displayed in the room and at tables throughout the process so they could be referred to by facilitators and participants if necessary.

Oliver Escobar, Professor of Democratic Innovation at the University of Edinburgh, then spoke to the participants about assessing evidence and applying critical thinking during the process.

The participants worked in small groups, each supported by visiting participants from previous deliberative panels run by the Scottish Parliament. The visitors shared their experiences of what had been helpful to them in working together as a panel. The output was a set of deliberation tips which the participants could refer to throughout the panel process.

Conversation Guidelines	Deliberation Tips
Listen with care; let everyone finish, so everyone has a say	Focus on facts and evidence, not just opinions
Respect each other's views (doesn't mean you have to agree with it) and be open to learning from each other together	Challenge evidence and each other in a constructive way
	Compare evidence to help find common ground
Keep a relaxed, calm, informal, good-humoured atmosphere	Consider evidence with an open mind and remove pre-conceived ideas

Groups are well managed and everyone stays on topic; doesn't have to be a staff member/facilitator to lead/moderate/manage time	Keep in mind the question when considering evidence in order to come up with appropriate recommendations
	Consider a variety of evidence, including lived experience
Challenge each other positively and constructively – be empathetic and kind	Consider sources and be aware of bias
Know that facilitators will maintain a safe space	Avoid binary perspective

Introduction to Climate Change and its Impact on Scotland

Participants were joined by experts to learn about Climate Change and its impact on Scotland.

Professor Tamsin Edwards, Climate Scientist from Kings College London provided the participants with information about climate science, climate change and net-zero.

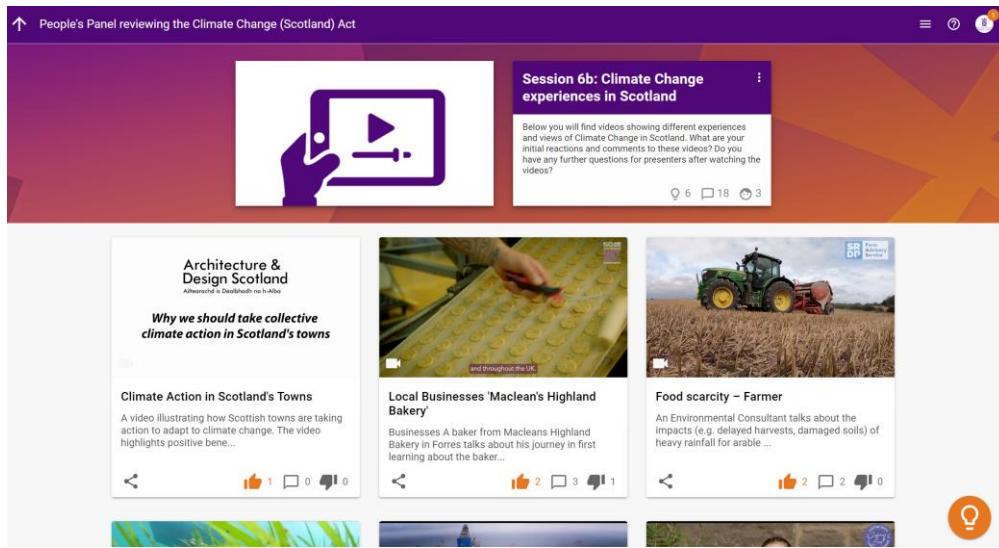
Iryna Zamurueva, Senior Climate Resilience Manager at climate adaptation organisation Sniffer, presented on the impacts of climate change in Scotland including environmental, economic, social, agricultural and community impacts.



7 Professor Tamsin Edwards speaks to the People's Panel alongside Iryna Zamurueva.

Participants also worked in small groups to view and discuss short videos that explored various aspects of climate change impact in Scotland such as:

- Net-Zero emissions in the context of the North East's fossil fuel industry
- Agriculture and the impact on food production due to increased heavy rainfall
- The changes a local business is making to reduce emissions
- Climate action in urban areas
- Community action in Argyll and Bute to support increase carbon capture via sea grass
- The impact of climate change on young people



8 Screenshot of Online Platform displaying videos about climate change experiences in Scotland

Participants discussed their initial reactions to the videos and then put questions to presenters on issues such as: CO2 emissions; community led climate action; food production; communication of complex data and the efficacy of individual climate actions.

The Climate Change Act, Climate Change Policy and Public Engagement

Senior Researchers from the Scottish Parliament Information Centre presented information about the Act, climate change policy, climate change targets, Section 91 of the Act relating to the legal requirement for the government to produce a Public Engagement Strategy to inform and involve the public in meeting climate change targets; and progress and challenges relating to encouraging climate change actions in areas such as heating, transport and electricity generation.

Participants then put questions to the researchers on issues including:

- The impact of devolved policy levers
- Renewable energy technology
- The cost of energy
- Heat pump installation
- Transport infrastructure
- Support for those on low income to contribute to climate change targets

Effective Public Engagement on Climate Change

Participants had discussions with a panel of experts with experience in conducting and reviewing public engagement relating to climate change. The experts were:

- **Sarah Allan**, Director of Climate Programmes, Involve
- **Rachael Orr**, CEO, Climate Outreach
- **Becky Willis**, Professor of Climate Governance, Lancaster University

- **Jason Chilvers**, Professor of Environment and Society, University of East Anglia

The experts each provided short opening statements exploring what they thought effective public engagement on climate change looks like.

The experts then joined the participants at their tables to support them to identify principles for good public engagement on climate change. These principles could then be used to evaluate ideas from future sessions and inform final recommendations.

For participants to hear as many perspectives as possible experts moved between tables building on previous discussions and supporting participants to identify any gaps as they built their lists of principles. The principles from each table were then compared and consolidated in plenary to form a final list of principles covering:

- The need for diverse methods of communication
- Supporting community led action
- Transparency and accountability
- Trust



9 Public engagement experts speak to the People's Panel

Sunday 4 February 2024

The Scottish Government's Public Engagement Strategy

Catriona Laing, Deputy Director of Energy and Climate Change and Matt Grady, Head of Behaviour Change and Engagement at the Scottish Government provided an overview of the Public Engagement Strategy; the key activities and programmes and the plans for a mid-term review of the Strategy.

Participants then asked questions on a range of issues including:

- Community installation of heat pumps

- The use of financial impact assessments in relation to the cost for individuals to take action to reduce emissions
- Climate Action Hubs
- Actions Government is taking to show it is leading by example

Questions not answered on the day were collated and received a written response from the Scottish Government following the session.

Perspectives on how well the Public Engagement Strategy is working

Participants took part in a series of discussions with witnesses exploring the effectiveness of the Public Engagement Strategy in realising the Government's strategic objectives. Participants moved in turn in smaller groups between the three different topics where they were given a short presentation and time to ask questions:

- To what extent are people aware of the action that all of Scotland is taking to tackle climate change and understand how it relates to their lives? *With Dr Emily Gray, Managing Director of Ipsos*
- To what extent do people actively participate in shaping just, fair and inclusive policies that promote mitigation of and adaptation to climate change? *With Joan Lawrie, Project Manager, Highlands and Islands Climate Hub and Stephen Elstub, Professor of Democratic Politics, Newcastle University*
- To what extent is taking action on climate change normalised and encouraged in households, communities and places across Scotland? *With Anne-Marte Bengseng, Project Manager - Climate resilience and social change, ClimateXChange*

At the end of each discussion participants recorded the key points raised which then informed the discussion of the following group.

International Case Studies

Isatis Cintron, Director of the Action for Climate Empowerment Observatory, joined the Panel remotely from New York to present international case studies showcasing innovative approaches to public engagement in climate change policy. Case studies presented covered:

- Dakar's Climate and Energy Action Plan (PCET)
- Brussels' Climate Action Plan
- Buenos Aries Citizen Monitoring and Climate Action Platform

Participants then chose one of the case studies to explore in more detail and worked in small groups to identify and feedback to the entire Panel:

- Main things they liked about the case study
- Main thing they thought could be improved

- Ideas for how the approach could be used in Scotland

Preparation for Weekend Two

At the end of the first weekend, participants were given the opportunity to recommend types of evidence that should be included in the second weekend to allow them to answer the question they had been set. Their feedback was used to shape the roster of witnesses for the second weekend.

Between the two weekends, all the evidence to date was summarised on the online platform, Your Priorities, and the participants were encouraged to review and comment on the various ideas.

Wednesday 14 February 2024 (Online Session)

Participants came together for an online session to keep connected in between the two weekends, review the evidence and discuss emerging themes from the first weekend.

The Panel agreed a set of ten questions to put to the Scottish Government following their session with SG officials. The questions covered:

- How the Scottish Government is measuring and evaluating climate change engagement
- How the Scottish Government is funding and supporting community led engagement and action
- Promotion and sharing of learning
- What the Scottish Government is doing to ensure that all individuals and groups understand what actions they can take to help meet Scotland's climate change targets
- The actions the Scottish Government is taking to enable disadvantaged or vulnerable groups to act to help meet Scotland's climate change targets
- The approaches the Scottish Government is taking to ensure that climate policy is joined up across all departments
- What the Scottish Government is doing to promote climate action to groups who are not already engaged or interested in climate challenges
- Access to support for people to make climate friendly changes
- Public trust, feedback, and accountability

These questions were sent to the Scottish Government who provided a written response to participants ahead of the final weekend.

The group also discussed emerging themes from the first weekend and these themes were noted and uploaded on to the Your Priorities platform for participants to refer to ahead of the final weekend.

Wednesday 21 February 2024 (Online Session)

The second online session shifted focus onto the decision-making process and supported participants to agree on an appropriate recommendation template and shape the recommendation sifting process.

Participants were provided with examples of recommendation templates, used in similar processes around the world. They discussed the merits of each template and agreed on the template they wished to use.

There was also a discussion about ways to rate and sift emerging recommendations, using rating scales such as: “Love it” “Live with it” “Amend it” “Remove it”.

Finally, the group discussed what majority was appropriate when making decisions.

In the past the Parliament has used a consensus-based approach to forming deliberative panel recommendations. While this resulted in unanimous recommendations, feedback from experts in deliberative democracy suggested that this could lead to diluted recommendations and a longer decision making process.

The Panel agreed to test the use of a super majority to approve final recommendations including, where appropriate, the use of minority statements to ensure the views of the whole group were considered when producing recommendations.

The Panel agreed to use a super majority of 85% to approve final recommendations.

Unfortunately, due to personal circumstances, one participant could no longer attend the second weekend. The second weekend therefore began with 22 People's Panel members.

Friday 1 March 2024

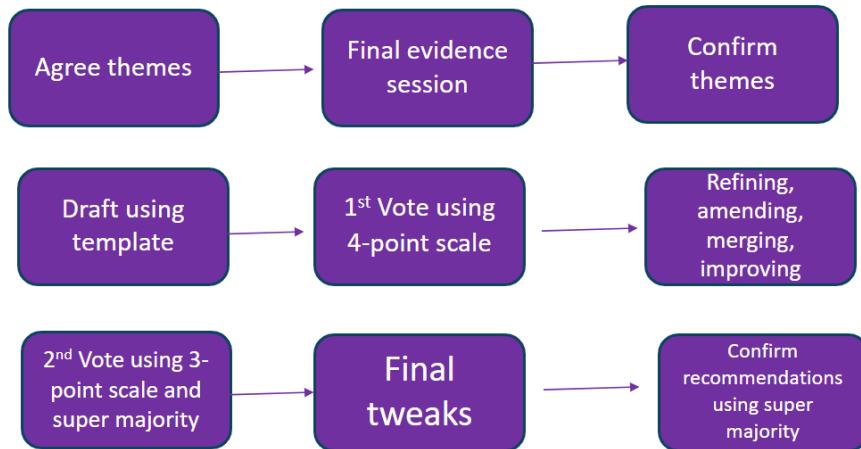
Review of evidence

A summary of the evidence heard to date was displayed in the room. Participants also had access to the Your Priorities platform and the written response to the questions put to the Scottish Government. Participants worked together to review the evidence and create a list of themes to support drafting of final recommendations during the final weekend.

Confirmation of the decision-making process

Participants were given a presentation on the final decision-making process, outlined below. This was done to ensure understanding and agreement on how the Panel were going to draft, refine, sift and decide on final recommendations.

Decision Making Process



10 Outline of the decision-making process

Saturday 2 March 2024

Marketplace: What other approaches are people taking to informing and involving citizens to help meet Scotland's climate change targets?

Following feedback from the participants and the Stewarding Board, PACT assembled a selection of experts for a final evidence session. The following witnesses were invited to participate:

Organisation	Witnesses
Scottish Youth Parliament (also representing the Children's Parliament)	Alasdair Marshall , MSYP Olivia Brown , MSYP Matt McDonald , Head of Policy and Public Affairs Rhona Malcom , Policy and Public Affairs Officer
Project Seagrass	Katy Waring , Senior Conservation Officer
Climate Action Hub North East (NESCAN)	Alison Stuart , Hub Manager Nicola Twine , Senior Project Officer
Scottish Southern Electric North Transmission	Kirstanne Land , Senior External Relations Manager
Creative Carbon Scotland	Ben Twist , Director
Poverty Alliance Scotland	David Reilly , Communities and Networks Manager
Dundee City Council	Viola Marx , Sustainability and Climate Change Officer Bruce Hosie , Community Learning and Development Worker

Langholm Initiative	Angela Williams , Director
National Farmers Union Scotland	Sarah Cowie , Policy Manager – Environmental Resources*
Fife Communities Climate Action Network (FCCAN)	Craig Leitch , Manager

**Due to a last minute change in circumstances the National Farmers Union Scotland were not able to attend the session and they were not able to field a replacement witness.*

The participants worked in pairs to speak to all the witnesses about their work and experiences as related to the overall panel question.

The witnesses discussed different approaches that could be taken to inform and involve the public to help meet Scotland's climate change targets and gave suggestions for what more the Scottish Government could do to support public engagement in meeting Scotland's climate change targets.

By the end of the session, the participants had captured key learning and discussion points for them to refer to in developing the Panel's final recommendations.

Reflections from MSPs

During the Marketplace session MSPs from the NZET and CPPP Committees joined participants to observe the process:

- **Ben MacPherson MSP**, Deputy Convener, NZET Committee
- **Monica Lennon MSP**, Member, NZET Committee
- **David Torrance, Deputy Convener**, CPPP Committee

The MSPs then spoke to the entire panel about what they consider makes a recommendation effective and likely to have an impact when it is presented to a Committee.



11MSPs speaking to the people's panel. (L-R, Ben MacPherson MSP; Monica Lennon MSP; David Torrance MSP)

Confirming themes

Ahead of drafting recommendations, participants worked in small groups to review the evidence they had considered during the marketplace session and amended and added to the themes created on Friday evening.

By the end of this process the Panel had produced the following list of themes:

- Business
- Children and Young People
- Communication
- Communities
- Culture
- Environment
- Inclusivity
- Innovation and Technology
- Making it easier for people to contribute
- Participation

Drafting recommendations

Participants worked in small groups, moving around a series of stations to draft recommendations under the agreed themes. To support the drafting of recommendations participants used the following template, agreed to during the online session:

1. There needs to be... (Action):

2. So that... (Outcome):

3. Because... (Evidence):

The participants also worked together on a collective statement to answer the overall question of the People's Panel about how effective the Scottish Government has been at engaging the public on Scotland's climate change targets.

Throughout Saturday afternoon participants worked across 6 stations to draft the collective statement and recommendations. Facilitators were on hand at each station to support the participants to build on and add to previous contributions.

By the end of the day the participants had drafted 45 potential recommendations and a series of paragraphs for inclusion in their collective statement.

Facilitators then wrote up and printed all the draft recommendations for panel members to consider on the final day of the People's Panel.

Sunday 3 March 2024

Unfortunately, due to personal circumstances, one participant had to return home early on Sunday morning. The final day of the People's Panel therefore only involved 21 of the original 23 participants.

Initial rating of draft recommendations

During the morning the participants were given time to read and rate recommendations using a 4-point scale:

- Love it - I really want this to be a recommendation with no changes
- Live with it – I don't mind the recommendation, happy for it to remain
- Amend it - This recommendation needs changes and here is my suggested change
- Remove it – I really don't want this to be a recommendation

The scale was printed below each of the 45 recommendations. Participants were given sticky dots and asked to place one dot on the scale for each recommendation.



12 Participants reading, rating and suggesting amendments for draft recommendations

Station:	Theme:	Idea Number:	
There needs to be... (Action):			
So that... (Outcome):			
Because... (Evidence):			
VOTE 1			
Love it	Live with it	Amend it	Remove it
VOTE 2			
Love it	Amend it	Remove it	

13 Example of draft recommendation template with rating scales. Participants read each draft recommendation and placed a sticky dot on the rating scale to assist with sifting recommendations

Participants were also able to suggest improvements to the collective statement.

Amending of recommendations

On the basis of the first vote, the recommendations were organised to highlight recommendations that had general approval of the group (love it/live with it); recommendations that required changes (amend it) and recommendations that the group generally disapproved of (remove it).

The draft recommendations and any suggestions for amendments were then grouped at tables under themes. Participants worked in small groups to refine and improve recommendations and the collective statement.



People's Panel members and facilitator sitting around a table amending and rewriting recommendations

In some cases, ideas were merged together or rewritten. Any changes were documented by the facilitators and if necessary an amended draft produced. By the end of the amending process the group had reduced the number of recommendations to 25 amended and merged recommendations for consideration in the second rating process.

Rating amended recommendations

The amended recommendations were once again displayed on the wall under their respective theme. Participants were given time to read over and rate the amended recommendations using this time a 3-point scale:

- Love it - I really want this to be a recommendation with no changes
- Amend it - This recommendation needs changes before we can confirm it
- Remove it – I really don't want this to be a recommendation

The use of a 3-point scale at this stage was designed to encourage participants to make a clear commitment for or against each recommendation or propose specific amendments.

Again, the 3-point scale was visible below each of the 25 recommendations. Participants were given sticky dots and asked to place one dot on the scale under each of the recommendations.

Participants were informed that if more than 15% of participants (3 participants) voted to remove a recommendation at this stage it would not pass to the final stage of decision making as the recommendation would not have the 85% super-majority support required to pass.

Participants were also given the opportunity to check the collective statement ahead of the final decision-making process.

Preparing for final decision making

During the participants' lunch break facilitators recorded the result of each vote, removed recommendations that did not reach the super-majority threshold, typed up the collective statement and the recommendations with any final amendments into the final recommendation document.

Copies of the final recommendation document, with the collective statement and 22 recommendations, were printed off for consideration by participants during the final session.

Final decision making

The 21 People's Panel members met in plenary in a Committee Room to review and approve the final recommendation document.

Participants were given a green card and red card to assist with the final decision-making process.



14 People's Panel sitting around the Committee Table showing green cards to indicate agreement with final recommendations

The collective statement and recommendations were read out and participants were asked to raise a green card if they approved the recommendation, and to raise a red card if they wished to reject the recommendation.

Following each vote the results were recorded. If the recommendation reached the 85% super majority the recommendation was passed and there was an opportunity for those who rejected a recommendation to explain their views via a short minority statement.



If a recommendation did not reach the 85% super majority the participants discussed reasons for rejection and made suggestions for how to improve the recommendation in order to achieve enough support from the group. If a suitable amendment could be made, the changed recommendation was put to another vote. If at this point the super-majority could not be reached the recommendation was rejected.

At the end, the collective statement was discussed and final amendments were made to ensure the group were content with the statement and that it answered the question.

The final collective statement and 18 recommendations are outlined in the final section of this report and are designed to answer the set question of the People's Panel:

How effective has the Scottish Government been at engaging the public on climate change and Scotland's climate change targets?

What else (if anything) could the Scottish Government do to inform and involve the public to help meet Scotland's climate change targets?

Section Three: Recommendations

Collective Statement

Collective Statement from the People's Panel reviewing part 91 of the Climate Change (Scotland) Act 2009

As a panel we have evaluated how effective the Scottish Government has been at engaging the public on climate change and Scotland's Climate Change targets and we believe the Government could be more ambitious; delivering a positive narrative on climate change and enabling Scotland to set a standard of excellence. The panel have heard a range of evidence, including their collective lived experience, and feel the Government has not proven that it has effectively communicated to the public about climate change.

There needs to be truth and honesty from the Scottish Government about the scale of the challenge, and a compelling vision of the better world we are all aiming for. The panel feel that people need to know they are being told the truth in order to mobilise together on the challenge ahead. The public needs to trust in the Government and that everyone is tackling climate change together.

The panel have considered all evidence they have heard and concluded that collaboration with expert local and community led organisations is the key to success. We have learnt there is inconsistency in communication, education, evaluation, the allocation and amounts of funding and, ultimately, that there is an action gap across Scotland. There has clearly been a short-term approach to funding that has been creating barriers for organisations engaging the public to deliver their work, for example the Climate Hubs. We would like the Scottish Government to take responsibility for ensuring all projects are evaluated consistently, to collate that information and signpost it clearly to the public and to organisations.

The panel recognise that change is not easy but needs to happen; we have learnt about the urgency and need for immediate action. On learning that there is positive activity happening across the country, the panel believes that the Government needs to take bolder action on cultural change to ensure everyone is invested. The Scottish Government needs to support the sharing of stories and create accessible banks of resources, which can inspire action, hope and possibility.

The panel would like the Government to commit to understanding the action gap and barriers to participation – we've heard 85% of people are aware of climate change yet have barriers to taking action, particularly vulnerable people and communities. There needs be more support from the Scottish Government to enable businesses to communicate the action they are taking to address climate change. There is a need to show a commitment to a shared responsibility between governments, business and the public, and demonstrating this across all demographics.

There needs to be more opportunities for the Scottish Government to listen to the public and their experiences, so money spent addresses real need. The panel felt that there needed to be more detailed, transparent and holistic routes to take action.

Recommendations

Young People

Recommendation 1 – unanimous

There needs to be within the curriculum climate change as a compulsory subject from primary and into high school and children should be involved in developing this.

So that all children are made aware/have the opportunity to engage and talk to/influence their parents and help change within the home and at a local level.

Because this is only currently optional - it would ensure that all pupils gain a basic understanding of climate change, energy production, global concerns and green job opportunities.

Communication

Recommendation 2 – 95% support

The Scottish Government needs an accountable and transparent action plan. Communication needs to be adapted to different demographics. Any policy or strategy should be short and simple and understandable.

So that all people can understand the message but hear messages that are tailored to their demographic and the actions they can take.

Because people (particularly young people) have told us that strategy and policy documents are too long, full of jargon and difficult to understand. Some actions are only relevant to some people/demographics (eg heat pumps: landlords and owners; fast fashion: young people).

Recommendation 3 – 90% support

There needs to be a consistent positive media campaign to share local and national success stories of tackling climate change across the whole country.

So that there are positive messages communicated to the public about what has been achieved and benefits to changes in lifestyle are apparent and easy to implement.

Because some people are worried and anxious about climate change. To alleviate anxiety provide evidence of solutions and that they are part of the solution. People are more motivated when they see that they are making a change.

Recommendation 4 – unanimous

There needs to be better information, communication and financial support from the Scottish Government on potential household actions to reach targets.

So that people can easily understand the benefits of, and implement changes to their homes to make them more energy efficient and understand how they can afford to make changes without putting themselves in debt.

Because it is currently confusing to navigate eg Home Energy Scotland website, and changes are generally seen as an unnecessary expense.

Business

Recommendation 5 – 86%

There needs to be Government regulation of business around climate targets and not subsidising companies with negative impact.

So that businesses are held accountable for meeting net zero alongside the government and the public.

Because we need every part of society, including big companies, to pull in the same direction or efforts feel futile. North East Scotland Climate Action Network highlighted the difference between the amount of money going to them for community action and the much larger amounts going to business.

MINORITY STATEMENT – a minority felt this recommendation was not realistic and not enough evidence had been provided to support it.

Recommendation 6 – 90% support

There needs to be a change to the way national capital projects like installation of heat pumps and home insulation are administered.

So that local businesses can be used to facilitate the capital projects. This should be resourced by the local authority which will result in better public engagement.

Because this would increase the investment in the local economy and ensure that this would improve value for money. Local people would benefit from national capital projects, rather than there being a huge waste of public funds with the current funding system.

MINORITY STATEMENT – a minority felt this recommendation while a good idea did not relate to the questions the panel had been asked to answer.

Recommendation 7 – unanimous

There must be a requirement that businesses and corporations that receive public funds from the Scottish Government need to invest in supporting the public and public services linked to climate action and the local community.

So that more projects will have the financial security to carry out and complete projects to both engage the public and to help the Scottish Government to meet Scotland's climate change targets.

Because we have not seen enough collaboration between business and corporations and the Scottish Government as well as local authorities. There are discrepancies in funding distribution and we have seen from international examples that business can contribute to local communities. The panel did not see this in Scotland.

Funding

Recommendation 8 – unanimous

There needs to be robust longer-term funding in a timely fashion to help the expansion and increase of climate hubs. This should guarantee secure funding to adequately resource climate hubs – with a minimum of 3-5 years.

So that there is an expansion of climate hubs country wide and resources are not wasted so climate hubs can have more confidence and stability and ensure engagement happens more regularly at a local level.

Because we've spoken with 3 climate change hubs and we see there is not enough integration between each of them and a general lack of resources. Short term funding does not lend itself to positive change and progress. There is a lot of research that proves local engagement and participation leads to more tangible outcomes.

Participation and Communities²

Recommendation 9 - unanimous

There needs to be a focus on local, community-focused work e.g. community wealth building, asset mapping and sharing good practice.

So that there is a more coordinated climate action approach that reflects the demographics of the area.

Because communities can build on existing strengths and learn from proven case studies, showcasing both rural and urban areas that are leading by example.

Recommendation 10 - unanimous

There needs to be a legal obligation on all local authorities to co-create local climate policy, supported by funding from the Scottish Government.

So that policy reflects the real needs of local communities and money isn't needlessly spent on unwanted projects.

Because actions and priorities will meet local needs and communities will have ownership over local policy, which is proven to encourage buy-in.

Recommendation 11 - 85% support

The Scottish Government should resource and implement face to face engagement, particularly with disengaged people and not just focus on social media.

So that we bring the disengaged to engaged.

Because of evidence we heard from a youth worker from Dundee City Council that face to face interaction was more effective than social media – example of organising a local meeting with an IPCC Scientist and the attention this brought. Engagement is not just face to face or online, it is a broader spectrum of tactics that can be used.

MINORITY STATEMENT – a minority felt this recommendation was less important than the panel's other proposals as it was already being done.

² Recommendations 9, 10 and 11 were agreed by 20 participants as one participant chose to leave the room for a short period

Recommendation 12 - 86% support

The Scottish Government needs to continue to develop a cultural programme to include those who are attracted to the arts, with a focus on grassroots and participatory cultural projects.

So that the Government is reaching a wide and diverse segment of society and reaching people where they are, not just middle-class audiences.

Because different groups consume information in different ways, as evidenced by Ben Twist of Creative Carbon Scotland. Collective thinking, as happens with many cultural projects, is a catalyst for social change.

Recommendation 13 – unanimous

There needs to be a commercial benefit for communities which have to host large scale renewable projects, for example, offshore wind farms.

So that areas which are adversely affected by the environmental and visual impact of such projects are compensated.

Because currently remote communities are disproportionately disadvantaged by projects that offer no commercial benefit to those communities, which have high incidence of fuel poverty.

Making it easier for people to contribute

Recommendation 14 – unanimous

There needs to be increased investment in and awareness of affordable climate friendly technology for people in lower income households.

So that people in lower income households are empowered to make changes that are more suitable for them.

Because we heard evidence that people in lower income households and, for example, the elderly and vulnerable people can't afford technology such as heat pumps.

Recommendation 15 - unanimous

There needs to be improvements made in enabling the general public to access loan/grant applications via support from existing organisations like climate hubs. This needs to cover everyone and not just those on low income.

So that it's more accessible to people, particularly the elderly.

Because the current systems are not very user friendly.

Recommendation 16 - 90% support

There needs to be a centralised climate data gathering process covering all demographics to be managed and publicly reported on annually by the Scottish Government.

So that the government and public are able to identify key areas to work on to maximise knowledge and action around climate change across all demographics in Scotland regardless of age, race, disabilities or socioeconomic status.

Because without tangible research evidence it is not possible to make reasonable recommendations for the public to follow – we need to identify areas for improvement and examples of good practice.

MINORITY STATEMENT – a minority felt this recommendation was too vague in terms of what data is to be collected



Recommendation 17 – 90% agreed

The Scottish Government needs to improve the efficiency and affordability of public transport nationwide, by enhancing timetables and listening to and taking action on local transport needs. We support free bus travel for all.

So that people have a fair choice about using public transport. The Scottish Government should demonstrate that they are taking action on climate change and allowing people to more easily attend and take part in community activities.

Because we heard evidence of the climate impact of the use of private vehicles and evidence about public transport particularly from young people, people from rural areas where services are poor and people on low income and disabilities. People can't contribute to climate change targets if they don't have access to climate friendly services.

Recommendation 18 – unanimous

There needs to be support and funding for the creation of community spaces and raised awareness of existing spaces. There needs to be better access to climate information and promotion of local opportunities to get involved in climate action in places such as Job Centres, libraries, Citizens Advice.

So that everyone can access tailored and informed advice, practical help and training and can raise issues and barriers that prevent them from tackling climate action which can be fed in to a standardised, open source national public database. It will also enable a broader awareness of action that can be taken to tackle climate change among sections of communities who have been most impacted by the cost of living crisis.

Because this will help identify patterns around barriers to climate action so they can be addressed, and to bring communities together to help mobilise them; the panel heard from Poverty Alliance about how it doesn't need to be a financial input to make a difference.