

Report of the Institutionalising Participatory and Deliberative Democracy Working Group

March 2022



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This report sets out how the Scottish Government's ambition for transformative change can be delivered to make Scotland's democracy more participative and inclusive.

It contains the views and recommendations of the Institutionalising Participatory and Deliberative Democracy (IPDD) Working Group, which was convened by the Scottish Government in Summer 2021. The recommendations in this report represent the next steps for Scotland as it incorporates processes for participatory and deliberative democracy into our democratic system.

The report provides definitions of key terms and sets out the benefits of participation for people and communities, government, and children and young people. It then summarises the headline recommendations of the Working Group.

The report goes on to provide background information on current issues with participation, what needs to change, and the skills, infrastructure and resources required to take an intersectional, equalities-focused approach.

The report then sets out full rationale and detail for each of the recommendations, and outlines steps to implement them.

This is to be considered alongside its supporting documents:

- Values, Principles and Standards for Participation, Democratic Innovations and Citizens' Assemblies

What is participatory and deliberative democracy and why do we need it?

How do we define participatory and deliberative democracy?

These definitions are ones that this Working Group has found most useful and relevant to describe the types of participatory and deliberative democracy that this report is interested in¹. They are not definitive - there are a number of perspectives on some of these - and should be understood as a starting point that can be reflected on and adapted if needed, provided the Principles, Values and Standards recommended by this Working Group are maintained.

Citizens' Assembly: A large-scale type of mini-public that usually brings together members of the public: around 100-150 people at national level, around 40-50 people at local level. These people are randomly selected to be representative of the broader population with respect to key demographics (e.g. age, gender, geographical location) and sometimes attitudes. A Citizens' Assembly often lasts for several months or more. It is a form of deliberative democracy (see below).

Mini-Public: 'carefully designed forums where a randomly selected representative subset of the wider population come together to engage in open, inclusive, informed, and consequential discussions on one or more issues' (Curato et al. 2019: 3).

Citizens' Jury: A small scale type of mini-public that usually brings together 12-25 members of the public, selected to be diverse with respect to key demographics and sometimes attitudes, for 2-5 days.

Deliberative Democracy: 'processes through which people can engage in open, respectful and informed discussion and debate with their peers on a given issue' (Electoral Reform Society, 2019: 1). Deliberative democracy:

- encourages people to reach a consensus view and make collective decisions, and is characterised by equal participation with the aim of changing preferences (Elstub 2006: 303)
- includes 'communication that... [supports] reflection upon preferences in a non-coercive fashion (Dryzek 2000: 2)

¹ **References:** Curato, N.; Farrell, D.M.; Geißel, B.; Grönlund, K.; Mockler, P.; Pilet, J.-B.; Renwick, A.; Rose, J.; Setälä, M.; and Suiter, J. (2021) *Deliberative Mini-Publics: Core Design Features*. Bristol University Press: Bristol, UK. Dryzek, J. (2000) *Deliberative Democracy and Beyond*, Oxford: Oxford University Press. Electoral Reform Society (2019), *What Are Citizens' Assemblies?*, (available at: [What-Are-Citizens'-Assemblies-Briefing-June-2019.pdf](https://www.electoral-reform.org.uk/what-are-citizens-assemblies-briefing-june-2019.pdf) ([electoral-reform.org.uk](https://www.electoral-reform.org.uk)))

Elstub, S. (2006) 'A Double Edged Sword: The Increasing Diversity of Deliberative Democracy', *Contemporary Politics*, 12(3-4): 301-320.

Elstub, S., Farrell, D., Carrick, J., and Mockler, P. (2021) *Evaluation of Climate Assembly UK*, Newcastle: Newcastle University (Available at: <https://www.parliament.uk/globalassets/documents/get-involved2/climate-assembly-uk/evaluation-of-climate-assembly-uk.pdf>).

Elstub, S. & Escobar, O. (2019) 'Defining and Typologising Democratic Innovations', in Elstub, S. & Escobar, O. *The Handbook of Democratic Innovation and Governance*, Cheltenham: Edward Elgar.

Held, D. (1996) *Models of Democracy*, Cambridge: Polity Press.

Hooghe, M., Hosch-Dayican, B., and van Deth, J. W. (2014) 'Conceptualizing political participation', *Acta Politica*, 49(3): 337-348.

Huntington, S.P. (1968) *Political Order in Changing Societies*, New Haven, Conn.: Yale University Press.

Schmidt and Aitken, (2022), Citizens' Assemblies - an international comparison, Scottish Parliament Information Centre (SPICe) Briefing, (available at: <https://sp-bpr-en-prod-cdneq.azureedge.net/published/2022/2/1/12a76138-5174-11ea-8828-000d3a23af40/SB%2022-07.pdf>)

- is ‘an inclusive approach to decision-making in which participants justify what they want with reasons and listen to each others’ justifications respectfully and with an open mind’ (Elstub et al. 2021: 14).

Democratic Innovation: ‘Reimagining and deepening citizen opportunities for part participation, deliberation and influence’ (Elstub & Escobar, 2019: 11). ‘Democratic innovations are processes or institutions that are new to a policy issue, policy role, or level of governance, and developed to reimagine and deepen the role of citizens in governance processes by increasing opportunities for participation, deliberation and influence’ (Elstub & Escobar, 2019: 11).

Institutionalisation: ‘The process by which organisations and procedures acquire value and stability’ (Huntington 1968: 12). In this instance the embedding of principles and practices of participatory and deliberative democracy into existing governance structures in such a way that they become a norm.

Participatory Democracy: allows for direct action with members of the public having some element of decision making: ‘direct participation of citizens in the regulation of key institutions of society, including the spheres of work and the community’ (Held 1996: 379).

Political Participation: ‘citizens’ activities affecting politics’ (Hooghe et al. 2014: 351).

Random Selection: Representatives appointed randomly through lottery where everyone has the same chance of getting selected (Curato et al. 2019: 36).

Why do we say ‘citizens’?

The term ‘Citizens’ Assembly’ has become the international norm for describing a large-scale type of mini-public - we use the term ‘Citizens’ Assembly’ because it is well established and understood. However, Scotland does not make citizenship a criteria for eligibility to participate in a Citizens’ Assembly or any of its participatory or democratic deliberation. In fact, we are keen to involve people who do not have citizenship status, and who may be refugees or asylum seekers - these are important perspectives that are often unheard.

What are the benefits of participatory and deliberative democracy?

Routine and inclusive use of participatory methods and deliberative democracy will provide opportunities for diverse and often unheard groups to be involved in decision-making and shaping policy. This will enhance policy making by creating a set of relationships and processes that lead to improved outcomes, meet a wider range of needs, and reduce the ‘cost of failure’².

This has a range of further benefits, including:

People and communities

- Policy and delivery can be informed by a rich and diverse range of evidence and perspectives, producing better policy that is bolder, more ambitious, and meets a fuller range of needs across individuals and communities
- People and communities engaged in these processes can develop active citizenship, democratic awareness, and an increased sense of belonging and connectedness - this can have personal development benefits, including increased confidence, self-esteem, competencies, skills and knowledge
- Trust in institutions can be (re-)built, demonstrating that decisions are made with openness

² [Wellbeing Economy Alliance, Failure Demand: Counting the true costs of an unjust and unsustainable economic system](#)

and transparency

- Polarisation can be reduced, building consensus and channelling conflict into solution building

Government

- Government can provide a positive and proactive response to public desire for having greater involvement in decision making
- Ministers and elected members can be better supported to take difficult decisions, leading to more credible policy outcomes and reducing the cost of failure
- Scotland can demonstrate itself to be an international leader on deliberative and participatory democratic approaches
- Commitments in the Programme for Government and Covid Recovery Strategy can be more effectively delivered
- Skills, experience and culture can be developed which equip Scottish Government and Scotland for current and future democratic governance and policy challenges
- A system can be built which evolves and adapts over time, incorporating learning from previous work into new processes and embracing innovation

Children and young people

Participation with children and young people can have specific benefits:

- Recognises that children and young people are rights holders, and contributes to the realisation of children's rights
 - Involving children and young people ensures the Scottish Government is meeting commitments to uphold children's rights as set out in the United Nations Convention on the Rights of the Child (UNCRC). Participation is one of [UNICEF's seven principles of a child rights-based approach](#) which states that "each child is heard in matters affecting them and participates in the lives of their family, community and wider society".
- Acknowledges the impact of policy decisions on children and young people, as recognised by the Children's Rights and Wellbeing Impact Assessment³ tool
- Taking into account the needs and concerns of children and young people, and giving children and young people a greater say in decision which affect their lives, can result in improvement and increased effectiveness of services and policy relevant to children and young people
- Supports the development of active citizenship, democratic awareness and skills in children and young people, which they will carry through life
- Increases a sense of belonging and connectedness, improving intergenerational relationships and perceptions of children and young people
- Offers new opportunities for children and young peoples' personal development, including Increased confidence, self-esteem, competencies, skills and knowledge

³ [Scottish Government, Children's Rights and Wellbeing Impact Assessment guidance](#)

Summary of Recommendations

The recommendations in this report relate to two themes:

1. developing a broad range of **participation and democratic innovations**
2. using this system as a basis to establish **routine use of Citizens' Assemblies** in Scotland

The recommendations offer a route to embed participatory and deliberative democracy across different time periods: early foundational actions, the current Parliament, and some longer term ambitions for consideration.

While the delivery of some of these recommendations will sit with Scottish Government, many of the longer-term recommendations will be collaboratively delivered across a broad range of stakeholders and public institutions.

The recommendations stress the importance of establishing and embedding dedicated support, expertise, processes and routes of investment for participation work and democratic innovations across Scotland. Notably, for the immediate development of Citizens' Assemblies this includes establishing a Unit with responsibility for participation to act as the driver of change and provide cost effective governance, act as a (co)sponsor of Assemblies, develop skills and training, and hold and share learning and evaluation.

Participatory and Democratic Innovations

Early foundational actions

1. Adopt values, principles and standards for institutionalising participatory and deliberative democracy in Scotland
2. Establish a Unit within Scottish Government with responsibility for Participation, including establishing Citizens' Assembly infrastructure
3. Organise a children and young people's democracy symposium to co-develop a Citizens' Assembly for under 16s
4. Organise a local government roundtable and work with local government to progress opportunities for participatory and deliberative democracy

Current Parliament

5. Support upcoming reviews and legislation to embed participatory and deliberation across the system
6. Initiate the co-creation of a National Participation Strategy
7. Work towards improving training provision, including by establishing Scotland's Participation Academy, in partnership with academia, the public sector, and civil society

Longer term ambition

8. Work towards establishing a National Centre for Participation in Scotland
9. Consider the proposals of the Citizens' Assembly on the Future of Scotland for new

infrastructure associated with the Scottish Parliament, including a Citizens' Chamber or Citizens' Committee

Citizens' Assemblies

1. Put in place infrastructure to deliver on commitments to run routine Citizens' Assemblies, starting with Citizens' Assemblies already scheduled by Scottish Government
2. Support further work to develop the Citizens' Assembly for under 16's⁴ building on the outcomes of a children and young people's democracy symposium
3. Adopt the values, principles and standards set out in this report to underpin all future Citizens' Assemblies, and work to build a trusted system that supports and understands these
4. Ensure development of annual Citizens' Assemblies is sponsored and organised by a practice-led Unit that has clear responsibility and can ensure continuity of approach across policy areas
5. Collaborate with local government, public services and Parliament to establish and agree clear agenda setting guidelines for all Citizens' Assemblies
6. Establish a common research framework to evaluate all future Citizens' Assemblies, identifying budget, commissioning and transparency
7. Connect to the Scottish Parliament Committee system for scrutiny of Citizens' Assembly processes and recommendations
8. Adopt the initial governance proposals set out in this report to provide reassurance on independence and an ethical and credible process, with commitment that governance for new democratic innovations will be set out in a National Participation Strategy
9. Establish an Oversight Board to bring external expertise in to review and guide democratic innovations
10. For each Citizens' Assembly process, establish an independent and practice-led Secretariat (within or close to the Participation Unit) with delegated authority to organise and deliver the process

Vision

The Working Group believes Scotland can be the first country in the UK and one of the first in the world to embed participatory and deliberative democracy into its decision-making, moving from one-off uses of deliberative processes to the routine use of processes that involve people in the decisions affecting their lives. In time, participatory and deliberative democracy should become an expectation not just for the Scottish Government, but for public services, local government and the communities they serve.

In recent years, Scotland has taken a number of positive steps to involve people in decision making. To date, two national Citizens' Assemblies have been held and the Scottish Government has now committed to participatory and deliberative democratic innovations, including a person-

⁴ [Scottish Government, A Fairer, Greener Scotland: Programme for Government 2021-22](#), page 106

centred Covid Recovery strategy⁵, annual Citizens' Assemblies⁶, Participatory Budgeting⁷, and Citizens' Assemblies for children and young people⁸. This builds on ongoing commitments to community empowerment, participatory budgeting, the use of mini-publics, and the Scottish Approach to Service Design. These innovations and their benefits can be seen in the work of the Scottish Parliament⁹, Scottish Government and innovative Local Authorities and public bodies, for example Audit Scotland's principles for community empowerment¹⁰.

In part, this Working Group was established to respond to the very clear message from our first Citizens' Assembly on the Future of Scotland that there should be a greater use of participation and deliberation across Scotland, including - but not limited to - Citizens' Assemblies. The political commitment and leadership to establish the two national Citizens' Assemblies has provided significant learning and has demonstrated the value of creating constructive public discourse in which it is possible to reach informed conclusions on complex and value-laden topics. There is now a broad spectrum of interest within the Scottish Parliament in the value of such innovations, and clear leadership from the Scottish Government, including through the Co-Operation Agreement with the Scottish Green Party.

What is the issue and what needs to change?

We live in a globalised world with societal and environmental issues that cannot be solved by governments alone. The experience of the last two years of a global pandemic has highlighted and exacerbated inequalities in our society, and has emphasised the importance of trust in government. The Working Group welcomes the Scottish Government's Covid Recovery Strategy, its commitment to focusing on tackling inequalities, and to doing so with the people who are impacted to build a better and fairer place. In the face of these challenges, there can too often be a tendency to rely on less effective or less inclusive modes of public engagement and participation, for example written consultations. The Scottish Government now needs to take a more inclusive, creative and ambitious approach.

For effective participation to support that work, there is a need to consider how to deliver commitments in a meaningful and sustainable way. Routinely using participatory and deliberative processes requires a supporting infrastructure and changed ways of working. A step change is needed if these are to be sufficient and focused.

Involving people in decision making can be a profound and rewarding experience for both the commissioners and the participants. Done well, it can help deliver improved outcomes and better policy, and can help fulfil the Government's commitments to equalities and human rights. It can also help counteract polarisation and disinformation - moving us away from adversarial debate to an approach which builds consensus, bridges divides and takes difficult decisions on complex issues. Done badly, it can undermine equalities and human rights, and damage trust in government.

⁵ [Scottish Government, Covid Recovery Strategy: for a fairer future](#)

⁶ [Scottish Government, Commitment to future Citizens' Assemblies](#)

⁷ [Scottish Government, Future of Participatory Budgeting in Scotland: framework](#)

⁸ [Scottish Parliament Information Centre \(SPICe\), Are citizens' assemblies in Scotland "here to stay"?](#)

⁹ [Elstob, S. & Carrick, J. \(2020\) Comparing Mini-Publics in the Scottish Parliament, Newcastle: Newcastle University](#)

¹⁰ [Audit Scotland, Principles for community empowerment](#)

Without changing the current ways of resourcing, designing and undertaking participatory and deliberative work, we risk doing this badly.

The changes recommended in this report will also make it more likely that the people furthest away from power and decision making will be included in participation. Proactively applying the values, principles and standards recommended will lead to more inclusive practice and greater involvement of marginalised communities. Doing this may require different methods and approaches, but listening to marginalised voices means that policies can meet the fullest range of needs of the people of Scotland and can improve outcomes for everyone.

Participation, democratic innovations, and Citizens' Assemblies

The latter part of this report responds to the Government's commitments to Citizens' Assemblies. As a process Citizens' Assemblies offer great potential to involve people in taking big decisions that affect Scotland as a nation, and the introduction of their routine use creates a new and innovative part of our democratic infrastructure. But we also recognise that Citizens' Assemblies are not the answer to every problem. They require significant time and resource commitment, and are likely to remain a process to be used judiciously and with a view to strategic decision-making on complex issues.

The benefits of democratic innovation go well beyond one type of process and will be more effectively delivered if this work takes place in a system that values and uses participation as a core part of its operation. The Working Group identifies that it is a priority to make routine use of smaller-scale methods of participation across the system in Scotland. It is in smaller-scale and local processes that shifts in the way decisions are made can reach larger numbers of people who are currently unheard, and can have the greatest impacts. While it is not for this report to detail how that can be achieved, in our recommendations we have made links to broader government commitments to community empowerment, local governance and rights-based working that can embed participation, and that will be improved by modelling high quality participation in their development.

We also recognise that public participation will not be suitable for or resolve every issue, and will be one of many evidence sources used to make decisions. In these situations, credibility and trust can be maintained by being open and transparent about how decisions are made. Building accountability mechanisms throughout all parts of the system will be key to this.

Skills, infrastructure and resources

In order to deliver participation across the system, skills, infrastructure and resources are needed within and beyond government. Building a community of practice with external capacity and networks will ensure participation has fairness and equalities at its core. New processes also require institutional infrastructure that can provide clear governance, accountable independence and measurable impact on outcomes for the investment made. This will take time, investment and commitment to achieve.

The development of national infrastructure, bodies, skills, programmes and resources will need investment to ensure that participation is valued and supported at all levels, and that communities can lead on participation rather than relying on national or local government to raise the issues they see as important. Local government will play a vital role in supporting new participatory forms of governance and decision-making at the local level, providing communities with opportunities to be involved in shaping the places they live in. This could include responding to local governance challenges led by communities themselves, and considering options for skilled support for communities to engage with these processes, especially those experiencing exclusion and the worst impacts of social and economic inequalities. This will take time and a collaborative approach to achieve - there is a need for collective buy-in and agreement across different parts of the system, as well as clear guidance for when and how participation happens. To do this, we can build on the Scottish Government's Participation Framework, National Standards for Community Engagement, and the Scottish Approach to Service Design. In addition this report recommends common values, principles, standards for participatory work across Scotland.

Without these things, there is a risk that participation is low quality, not properly considered, or favours ill-suited options or methods on the basis of low cost or ease. Too often, approaches like this do not extend participation beyond 'already engaged' people, and do not produce the insight and outcomes required. Such participation would be unsuccessful, would fail to meet public expectations, and would ultimately damage trust in government.

Equalities

New processes for political participation should actively seek to change current inequalities. Democratic innovations aim to bring decision making closer to people, to enable more effective solutions, informed and shaped by those affected. However, evidence¹¹ shows that those facing the greatest inequalities in our society also face the greatest barriers to participating and having their voices heard. Participatory and deliberative democracy, in the context of ingrained, systemic inequalities, is likely to reproduce these inequalities by only empowering those who face the least barriers - unless a proactive equality and human rights based approach is taken from the outset, with leadership from those representing marginalised community voices.

The progression of equality and improvements in understanding human rights should be a natural by-product of public participation. To enable this, delivery methods should include space for participants to learn about the realities of systemic inequalities, how these present across policy formation and how these can be challenged to help create a fairer Scotland.

Equality and inclusivity needs to be at the heart of what we do. Unless we design and deliver participation to meaningfully include those furthest away from Government, with leadership from those representing marginalised communities, we will never hear the most marginalised voices and will not take decisions that meet the fullest range of needs. It is hoped that all parts of the system will see the benefits and work towards this. This will include recognition that communities need resources and support to challenge the system when it is not working and to initiate participatory processes which focus on the needs of marginalised communities.

¹¹ See: [Escobar, O., Morton, S., Lightbody, R., & Seditas, K. \(2017\). Hard to reach or easy to ignore: Promoting equality in community engagement. What Works Scotland.](#), Glasgow Disability Alliance; 2019

Next steps

The recommendations in this report represent the next steps for Scotland as participatory processes are incorporated into our democratic system. The recommendations have been guided by current national commitments, and learning and expertise from a wide range of sources. They aim to put into practice the ambition to put equality, inclusion and human rights at the heart of our approach to public policy, to the benefit of everyone in Scotland.

In summary, to institutionalise participatory and deliberative democracy, we need:

Empowering approaches that are intersectional and embed equalities and human rights from the start, favour co-design and co-production where possible, and use deliberative processes

Standards, principles and guidelines to guide our approaches and methods

Skills, knowledge and capacity across the system to enable high quality participation, make it visible to the wider public and involving of the public

Leadership and networks to drive and uphold innovation, standards and principles, and make connections between government and civil society

Accountability mechanisms through all parts of the system, equipped to value and respond to what people have said

Equalities, intersectionality and power dynamics

The purpose of deliberative democratic processes is to bring decision making closer to people and create decisions which are more likely to be evidence based and fit for purpose. These efforts do not exist in isolation from the realities of how systemic inequalities present themselves in society. If a proactive equalities and human rights approach is not taken then it is likely well-intentioned participatory processes will replicate the very same systemic inequalities.

Effective democracy hinges on the equality of each person's voice and their ability to influence through the democratic process. Our current democracy and any efforts to embed participation within it, are marred by ingrained inequalities across our society in Scotland. Barriers and inequalities are faced by Black, Asian and Minority Ethnic communities, women, disabled people, LGBT+ communities, carers and care experienced, those living in poverty and those who experience the intersecting inequalities of being in a number of these groups.

Each time a public policy decision is taken without the involvement and expertise of those living with ingrained inequalities, not only do we miss an opportunity to create solutions that might more effectively address these inequalities - we risk reinforcing the inequalities through our own processes and outcomes.

It is critical that there is policy coherence across Government. The Scottish Government has committed to delivering a Human Rights Based Approach¹² to the "day to day business of government" across all policy areas, and the delivery of all participatory methods should be no different. This, along with the National Standards for Community Engagement¹³ must not be ignored in how participatory methods, including Citizen's Assemblies, are designed and delivered.

There is no local or national decision making whether on climate justice, housing, transport or taxation that does not disproportionately influence the lives of already marginalised groups, specifically. Given this disproportionate impact, minoritised voices should be amplified and invested in across participatory work - one measure to counter systemic inequality is to over-represent from these communities across relevant deliberative processes. To assist in embedding equalities, it is imperative that the most appropriate participatory processes are used - in some cases this will be Citizens' Assemblies. However, Citizens' Assemblies should not be the default delivery of participation when other processes are more effective in providing the necessary space for minoritised voices, for example lived experience panels¹⁴.

The delivery of any participatory method must consider the environment created and the abilities of those involved (in particular the quality of the facilitators) to challenge discrimination and inequality when needed whilst ensuring the process remains inclusive and open to all.

To competently deliver the vision the Scottish Government has for institutionalisation of deliberative democracy, these equalities and human rights considerations must be at the core of any strategy. To support the success of this, working collaboratively within and outside of Scottish

¹² [Scottish Government, Embedding human rights in our work](#)

¹³ [Scottish Community Development Centre, National Standards for Community Engagement](#)

¹⁴ [Scottish Government, Social Security Experience Panels: publications](#)

Government will be key. It is also vital that relevant participatory and deliberation skills and competencies are a requirement for any staff allocated to this area of work, and that there is regular outreach to equalities expertise from across the third sector.

Recommendations: Participation and Democratic Innovations

To deliver high quality participation routinely there is a need for action and change. The Working Group believes there is a need to develop the supporting skills and infrastructure that will ensure successful delivery of participation work, Citizens' Assemblies and other democratic innovations, in the timeline of this Parliament and beyond. Our voice builds on the contributions of numerous reports and current calls from groups before us, including:

- Covid Recovery Strategy: For a Fairer Future¹⁵
- Royal Society of Edinburgh (RSE) post-Covid 19 Futures Commission: Coming out of Covid-19: Reimagining Scotland¹⁶
- Recommendations from the report of Citizens' Assembly of Scotland: Doing Politics Differently¹⁷
- Christie Commission on the future delivery of public services¹⁸
- COSLA Blueprint for Local Government¹⁹
- Electoral Reform Society: Democracy Max: A Vision for Good Scottish Democracy²⁰
- The Jimmy Reid Foundation: Government by the People, the final report on the Commission of Fair Access to Political Influence²¹
- COSLA Commission on Strengthening Local Democracy - Effective Democracy: Reconnecting with Communities²²
- Inclusion Scotland People-Led Policy Panel²³
- Scottish Recovery Network - What Makes Engagement Meaningful?²⁴

1. Early, Foundational Actions

1.1 Adopt values, principles and standards for institutionalising participatory and deliberative democracy

Seek collective adoption of values, principles and standards for institutionalising participatory and deliberative democracy by Scottish Government, Scottish Parliament, local government and the Open Government steering group by summer 2022 and develop training options to embed these (see supporting document: *Values, Principles and Standards for Participation, Democratic Innovations and Citizens' Assemblies*).

The recommended values, principles and standards enable participation work to be done effectively, ethically, inclusively and sustainably. They draw on existing comparable work which

¹⁵ [Scottish Government, Covid Recovery Strategy: for a fairer future](#)

¹⁶ [RSE post-Covid 19 Futures Commission: Coming Out of Covid-19: Reimagining Scotland](#)

¹⁷ [Doing Politics Differently: the report of the Citizens' Assembly of Scotland](#)

¹⁸ [Report: Christie Commission on the future delivery of public services](#)

¹⁹ [COSLA, Blueprint for Local Government](#)

²⁰ [Electoral Reform Society, Democracy Max: A Vision for a Good Scottish Democracy](#)

²¹ [The Jimmy Reid Foundation, Government By The People](#)

²² [COSLA, Commission on Strengthening Local Democracy, Effective Democracy: Connecting With Communities](#)

²³ [Inclusion Scotland, People-Led Policy Panel \(Adult Social Care Support\)](#)

²⁴ [Scottish Recovery Network, What makes engagement meaningful?](#)

will keep the Scottish Government in step with other leaders in participation and deliberation. We see this as the beginning of a discussion, to evolve these so they can be adopted by stakeholders across the system.

The Scottish Parliament staff represented on the Working Group see the potential of system wide values, principles and standards in this area and wish to explore this issue further as part of the work of the Citizen Participation & Public Petitions Committee.

1.2 Establish a Unit within Scottish Government with responsibility for Participation, including establishing Citizens' Assembly infrastructure

Scottish Government will need to ensure there is a Unit within government with the skills and expertise to take responsibility for a range aspects of the work outlined in this report. This will include developing foundational processes, trusted governance and guidance, establishing benchmarks and evaluation, and taking forward recommendations of this working group.

Routine delivery of participatory processes requires focused resource and relies on dedicated expertise to be delivered effectively. There is currently no dedicated Scottish Government resource to deliver on the ambitions for participatory and deliberative democracy. There is a lack of specific participation skills within Government, including support, expertise or guidance for policy teams. There is also no infrastructure which could provide sustainable support for participation work. Current support for participation with policy teams is offered ad-hoc, inconsistent and in addition to existing job roles. This is inefficient and far from cost effective.

Without a Unit with skills and expertise to hold and drive the agenda there is a risk of failure to deliver effectively and of institutional learning being lost. A dedicated central Unit should have the capacity, skills and expertise to spread and embed development of participatory and deliberative democracy, drive standards, and offer coaching and support across policy teams. It should include the research work that is essential for continuous learning and monitoring the impact of the full range of democratic innovations, including but beyond evaluating Citizens' Assemblies. This research work will consider the needs of the wider evidence base on democratic innovations, and will include establishing a research route for external researchers to submit proposals or to be commissioned for different elements of research.

1.3 Organise a children and young people's democracy symposium to co-develop a Citizens' Assembly for under 16s

Scottish Government has committed to an Assembly for children and young people under the age of 16 ['CYP']. The creation of an assembly for CYP will need to be carefully co-developed with stakeholders, expert practitioners and CYP themselves. A democracy symposium should be convened in 2022 to shape what a CYP Assembly looks like and how it operates, and to make recommendations about routine inclusion of CYP in wider democratic processes.

Scotland has a wealth of expertise on involving CYP, and there has been a wide variety of work completed on standards and principles for CYP's participation. Despite this strong landscape and wealth of experience, a standalone CYP Assembly has not yet been convened. There are

preliminary questions which will need to be answered before an Assembly could be launched:

- How can we ensure CYP have a role in agenda setting, governance and scrutiny?
- How do we appropriately include and support CYP from 0-15 years?
- What would the recruitment process look like for a CYP Assembly?
- What skills and resources are needed to ensure inclusive and empowering democratic participation of CYP?
- What should the relationship be between a CYP Assembly and a 16+ Assembly?
- How do we ensure that CYP are empowered to guide participation processes without overburdening them with tasks?

To live by the established principles of CYP participation we must meaningfully and directly involve CYP in the establishment of new participatory processes, and hear the valuable contributions of Scotland's broad range of CYP practitioners. A symposium will provide appropriate time and support to properly co-create with CYP, with methods and approaches tailored to the ages and stages of the CYP taking part.

1.4 Organise a local government roundtable and work with local government to progress opportunities for participatory and deliberative democracy

A local government roundtable, led by COSLA in early 2022, could explore the broad ambition and principles for participatory and deliberative democracy with leaders and communities. This would also help to inform the delivery of the specific commitment for a Citizens' Assembly on local government funding.

Local government is an integral part of the system, and local government and communities should be more widely involved in the development of participatory and deliberative democracy at local levels. Participatory and deliberative democracy offer important opportunities for local and regional decision making.

2. Current Parliament

2.1 Support upcoming reviews and legislation to embed participation and deliberation across the system

Teams leading upcoming reviews and relevant legislation provide an opportunity to embed deliberative processes in our system and should be modelling the Government's commitment to involving people in the work. These teams should have access to participatory and deliberative expertise, advice and support within Government and from external experts. This can enhance collaborative working between Scottish Government, COSLA, public bodies, communities and the public.

There are a number of government commitments during this Parliament that offer the opportunity to embed inclusive participation. This includes the Local Democracy Bill, which will follow the conclusion of the Local Governance Review; the review of Community Empowerment legislation²⁵; and work to embed Human Rights and the rights of the child. These all seek to change the way that public and stakeholder views are understood and engaged with.

These reviews could inform the development of a National Participation Strategy (below) and provide consideration of how community-led and future generations participation is supported.

The newly formed Citizen Participation and Public Petitions Committee will explore how the Parliament continues to utilise deliberative engagement and encourage others to adopt it.

To effectively fulfil the Scottish Government's commitment to mainstreaming human rights and equalities, upcoming reviews and the development of new legislation should use methods that ensure more inclusive engagement. This engagement should involve perspectives not currently heard during formal written consultation processes, particularly the views of marginalised groups who are often most impacted by the results of this work.

2.2 Initiate the co-creation of a National Participation Strategy

A National Participation Strategy could “set out a vision for how citizens could be engaged in development and delivery of public policy and public services in a way that puts citizens at the centre of decision making”²⁶.

The Strategy would outline how participation programmes should be person centred whether led by the Scottish Government or others.

This is a recommendation from both this working group and the RSE Post-Covid-19 Futures Commission. This aims to provide broader strategic planning and systemic approaches to changing the way in which people across Scotland are involved in decisions that affect their lives. A strategy of this nature is necessary to deliver the system-change that the Scottish Government has committed to undertaking.

A National Participation Strategy should be developed collaboratively with a wide range of stakeholders. It would provide strategic direction to the implementation of delivery programmes across government, local government, civil society, academia and communities. It would articulate how the system should build capacity and capability to support effective public participation and genuine involvement in decision-making.

Following the establishment of a National Participation Strategy, a set of national participation programmes could be scoped and costed for consideration by Government and other funders.

²⁵ [A Fairer, Greener Scotland: Programme for Government 2021-22 - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/programme-for-government-2021-22/pages/10.aspx)

²⁶ Royal Society of Edinburgh Post-Covid Futures Commission, (2021) *Coming out of Covid-19: Reimagining Scotland, 202110_Covid-Commission-Report_04-REPORT.pdf* (rsecovidcommission.org.uk) p. 9

2.3 Work towards improving training provision, including by establishing Scotland's Participation Academy, in partnership with academia, the public sector, and civil society

Building on existing provision, establish a Participation Academy, in partnership with academia, the public sector and civil society. The opportunity will be scoped by the Participation Unit, working with others, during this parliamentary term.

There is a clear need to build the skills and capabilities of people across both public services and civil society to realise the Scottish Government's ambitions for participatory and deliberative democracy. A Participation Academy that could routinely build the participation skills and capabilities of people in all parts of the system is needed to achieve this.

Investing in an Academy will result in high quality and ethical participation and deliberation becoming routine across public life in Scotland. By establishing a long term focal point and set of resources, like an Academy, expertise, experience and skills can be shared widely enough to achieve system change.

3. Longer term ambition

3.1 Work towards establishing a National Centre for Participation in Scotland

In this Parliament, develop costed proposals for an independent National Centre for Participation, that can be launched in the following Parliamentary term. An ambition for the next Parliamentary term is to then establish the National Centre for Participation in Scotland.

A Centre for Participation will represent the next step in institutionalising participatory and deliberative democracy in Scotland. It will be tasked with supporting effective participation, developing a knowledge base, providing guidance, and maintaining standards across Scotland. It will deliver research and training, drive innovation, and support capacity building. It will host a national community of practice to share good practice and build on insights to promote more participatory governance models. Its research and evaluation function will hold longer term learning from engagement and participation across Scotland.

A Centre for Participation (learning from the EU's recently established centre)²⁷ could play a leading role in guiding democratic initiatives across the system, driving development and experimentation with new public spaces for participation. It could align with and support the work of a Future Generations commission.

²⁷ [European Commission, Competence Centre on Participatory and Deliberative Democracy](#)

3.2 Consider the proposals of the Citizens' Assembly on the Future of Scotland for new infrastructure associated with the Scottish Parliament

The working group discussed the proposals from the Citizens' Assembly on the Future of Scotland, for a Citizen Chamber or a Citizen Committee to be added to the workings of the Scottish Parliament. It was felt that these would have significant constitutional and resource implications, around which the working group had a number of concerns - and that any initiative would need to be separately commissioned.

Recommendations: Citizens' Assemblies

Scottish Government has committed to delivering further Citizens' Assemblies, building on its trail-blazing efforts as one of only a small number of countries to have convened multiple Assemblies in succession. These have provided rich and valuable insights into the priorities of people from across Scotland and possible courses of action on complex issues. It is crucial to learn lessons across our different experiences, to draw on emerging international research, and to have in place the ongoing supporting infrastructure to do this.

The following arrangements will inform other organisations seeking to use Citizens' Assemblies and other deliberative engagement approaches, but are framed to ensure that commitments from Scottish Government to run routine Assemblies can be delivered.

Guiding Principles

We draw on the expertise of the working group and research reports from the Citizens' Assembly of Scotland²⁸ and Scotland's Climate Assembly in presenting our recommendations. For future processes and for movement towards routine and people-led processes we must adhere to these guiding principles:

- **Long-term investment and guidance for democratic innovation:** clear, long-term commitment to infrastructure and skilled resources to future-proof Citizens' Assemblies and enhance opportunities for other democratic innovations
- **Good governance:** with clear roles, responsibilities and lines of accountability that establish from the outset a degree of independence and who holds decision-making authority on different aspects and at different stages in setting topics and remits, as well as the delivery, design and research of Assemblies
- **A central source of knowledge and expertise:** with a body to uphold standards and continuously develop frameworks and processes in light of new learning²⁹
- **Clear expectations on required commitment of contributors:** moving away from the reliance on voluntary contributions to fulfil key functions, notably evidence and advisory roles. This is risky, unsustainable and has an impact on the quality of contributions.

1. Put in place infrastructure to deliver on commitments to run routine Citizens' Assemblies, starting with Citizens' Assemblies already scheduled by Scottish Government

There are commitments to three Citizens' Assemblies to be fulfilled during the current Parliamentary term: on local government funding; in support of actions to reduce harms from

²⁸ [Scottish Government, Citizens' Assembly of Scotland: research report](#)

²⁹ We note that a centre for expertise in democratic innovation in Scotland has previously been called for in the final report from the COSLA Commission on Strengthening Local Democracy (2014) and the post-Covid recovery report by Royal Society of Edinburgh (2021)

drugs; and a Citizens' Assembly for under 16's. This recommendation recognises the need to provide guidance, skills and resources, governance, and to undertake the foundational work required to deliver these commitments.

2. Support further work to develop the Citizens' Assembly for under 16's, building on the outcomes of a children and young people's democracy symposium

Take a co-design approach with young people and people with specialist experience, as outlined in Participation and Democratic Innovations recommendation 1.3. The work of Scotland's Climate Assembly with the Children's Parliament provides an example of a process that could ensure greater integration of children and young people.

3. Adopt the values, principles and standards set out in this report to underpin all future Citizens' Assemblies, and work to build a trusted system that supports and understands these

Work with COSLA, Scottish Parliament, Civil Society and others across the system to ensure our approach to Citizens' Assemblies and wider democratic innovation is coherent, understood, and supported.

The values, principles and standards set out in this report³⁰ represent a baseline for future participatory processes, particularly Citizens' Assemblies. Implementing these will require buy-in and support from key bodies. Flexibility is one of the principles in this report, which means that other parts of the system can build upon these foundations, and specific processes like Citizens' Assemblies can establish additional principles, values and standards to work from.

4. Ensure development of annual Citizens' Assemblies are sponsored and organised by a practice-led Unit that has clear responsibility and can ensure continuity of approach across policy areas

A specific Unit based in the Scottish Government is recommended, with its responsibilities including to deliver the Citizens' Assemblies of this parliament. The Unit would act as Sponsor to the Assemblies, working with policy teams to provide clear guidance on recruitment, governance, access to skilled practitioners and to ensure investment in practice expertise is not lost at the end of each Assembly.

Acting as Sponsor will include ensuring continuity of approach across directorates and policy areas, making the most of investment in research, skills and knowledge across the civil service, and enabling a focus on future innovations.

³⁰ See supporting document: *Values, Principles and Standards for Participation, Democratic Innovations and Citizens' Assemblies*

5. Collaborate with local government, public services and Parliament to establish and agree clear agenda setting guidelines for all Citizens' Assemblies

The broad agendas and topics for the Citizens' Assemblies during this Parliament have already been decided.

During this Parliament, it will be important to work in partnership with local government, public services and Parliament to co-develop clear guidelines on the routine use of, and agenda setting for, Citizens' Assemblies beyond this Parliament. These guidelines would form a baseline for adoption by all partners. Longer term, public involvement in agenda setting is needed.

There should be a degree of flexibility within guidelines to ensure the agenda and composition of future Assemblies are appropriate for their context. All approaches should have clear routes for the outputs from the Assembly process and robust assessment of opportunities for their impact. To ensure ongoing trust and credibility, we emphasise that agendas are best co-produced with public input.

There are multiple ways to set agendas and there is international precedence for people-led approaches, for example in Paris and Ostbelgien³¹. The parameters of Scotland's Climate Assembly agenda were set in legislation and expanded in the governance report - questions were agreed through a deliberative process involving members of oversight bodies, but agendas could also be established in legislation.

The Secretariat of Scotland's Citizens' Assemblies each developed their guiding principles and there are international efforts to establish standards which can be drawn from. In the longer term, guidelines should aim to move towards public involvement in agenda setting. This recommendation would enable a flexible set of options for setting Assembly topics, questions and agenda parameters - ensuring choices are understood, trusted, coherent and within the government's competence.

Citizens' Assemblies work best when they tackle complex issues, but the extent to which different groups are impacted by the outcomes will differ. Careful consideration should be given to whether a Citizens' Assembly is the right approach in any given context, especially when equalities and inclusion are central. Guidance will aid decision making and highlight limitations.

³¹ [OECD, Eight Ways to Institutionalise Deliberative Democracy](#)

6. Establish a common research framework to apply to all future Citizens' Assemblies, and ensure research is at the core of learning, monitoring and supporting the impact of democratic innovations

Research is essential for continuous learning and monitoring the impact of all democratic innovations, and will support the systemic change that this report advocates for - including but beyond evaluating Citizens' Assemblies. A common research framework should be established to enable comparative approaches, with outputs held by the Participation Unit for continuity. This would also enable the broader approach to 'institutionalisation' to be assessed, rather than just each individual Assembly.

A core Research Group should be established at the start of an Assembly process, including academics, experts on Assemblies and deliberation, and social researchers, both from Scottish Government and externally.

With clear agreement on the research approach between the sponsors and Secretariat, the research group will have the autonomy to make decisions about research design and evaluation questions. Research Group representation should be embedded in the delivery team, to ensure there is appropriate access granted to key areas for data collection, and continuous improvement to ensure Assembly design and delivery can be supported. The Research Group should be independent from the delivery team, with distinct governance processes.

Research work should also openly track recommendations. This is a core part of a long-term commitment to research before, during and after Assemblies, and is key to ensuring that Citizens' Assemblies have demonstrable impact that is transparent to the general public. The responsibility for this should sit with the Participation Unit.

Open access datasets should be committed to where feasible, to enhance the contribution to the field, strengthen transparency and enable greater research support and insight.

7. Connect to the Scottish Parliament Committee system for scrutiny of Citizens' Assembly processes and recommendations

This working group welcomes the Scottish Parliament's interest in and scrutiny of the development and delivery of deliberative engagement, and monitoring of the Government's response to Citizens' Assembly recommendations via the Committee system. Steps should be taken to involve the general public and Citizens' Assembly participants in this scrutiny.

Scottish Government should undertake regular reviews and publication of progress on all recommendations that are developed through democratic processes including Citizens' Assemblies. Scottish Government should transparently communicate how these recommendations are being considered, the official response, key monitoring data and what has been achieved.

Publication of progress and responses to Citizens' Assemblies enables monitoring and scrutiny, ensuring that the general public and other stakeholders can openly and easily view progress and impact. This helps to build trust and adhere to principles of open governance.

The Scottish Parliament has a clear role to play in scrutiny and we welcome any efforts for the new Citizen Participation and Public Petitions Committee to explore this through their inquiry planned for 2022, which will take account of this report alongside other evidence.

8. Adopt the initial governance proposals set out in this report to provide reassurance on independence and an ethical and credible process, with commitment that governance for new democratic innovations will be set out in a National Participation Strategy

If Scottish Government is to deliver routine Citizens' Assemblies, clarification is needed of roles and responsibilities in relation to key functions. This includes governance, agenda setting, fair recruitment, organisation and delivery, oversight and advice, scrutiny, evaluation and learning. Scotland does not yet have a clear point of coordination for Assemblies or an established oversight mechanism to provide sufficient reassurance on independence.

There is a spectrum of options for governance, each with relative advantages and challenges. In considering appropriate arrangements, we highlight the stated principles of flexibility, innovation and learning. Ultimately, an approach is needed that centres inclusion, can adapt to context, and appropriately balance involvement of people most likely to experience the impact of decisions.

Governance arrangements for Scotland's recent Citizen's Assemblies learned from recent Assembly work in Ireland. Ideally, governance in Scotland will evolve towards a model of hybrid ownership between government and institutions, civil society, contributors and participants. This report draws on the learning from OECD³² and others and the spectrum of options include:

- more empowered, independent delivery organisations (see examples: Climate Assembly UK, Denmark)
- more empowered governance committee (see examples: French Convention)
- people-led agenda setting (see examples: Paris, Ostbelgien)
- citizen chamber attached to Parliament (see examples: Poland)

A number of commitments to Citizens' Assemblies have been made, to be delivered during the current Parliamentary term. It is proposed that these are delivered using the governance model set out below, and existing experience of delivering these. This will include research from Scotland's first two Citizens' Assemblies and international evidence, which will be used to build a more people-led model. Delivery of this will require leadership and may require legislation.

9. Establish an Oversight Board, bringing in external expertise to review and guide democratic innovations

The creation of an Oversight Board is a key scrutiny mechanism to ensure independence throughout the process and to uphold values, principles and standards in the running of Citizens' Assemblies. Its remit would include reviewing and guiding Citizens' Assembly proposals from an early stage, and adjudicating on disputes as Assembly processes are running. The Oversight

³² [OECD, Innovative Citizen Participation and New Democratic Institutions: Catching the Deliberative Wave](#), [OECD, Eight Ways to Institutionalise Deliberative Democracy](#)

Board would be appointed by Scottish Government for a two-year term.

The Oversight Board would be entirely independent of Government, being external experts drawn from the fields of deliberation, equalities and inclusion, research, auditing and data protection. The Board would have access to all other bodies involved in a Citizens' Assembly, would be involved from the start, and would take decisions on complaints.

10. For each Citizens' Assembly process, establish an independent and practice-led Secretariat with delegated authority to organise and deliver the process

The Secretariat will take decisions on a variety of matters which build on common frameworks, including establishing:

- A. Design and Evidence Group, with expertise and decision making authority in areas of competency and training all relevant staff
- B. A recruitment framework that allows for a range of approaches to representation and inclusion
- C. Governance, co-ordination and research mechanisms
- D. Evidence standards in addition to the common evidence standards developed by the Participation Unit
- E. transparent, accessible and engaging ways of communicating with and involving the wider public
- F. Setting out clear strategy for meaningful impact of and response to Assembly recommendations
- G. Ensuring member welfare, support and inclusion
- H. Commissioning support necessary for successful delivery of the process.

Assembly delivery teams should form a Secretariat. This should be transparently set up by the sponsor - a Participation Unit - and should be able to act independently from Government.

It should ensure that decisions on how Assemblies are delivered are practice-led. A Secretariat should include expertise in democratic and inclusive practice, power redistribution and empowering marginalised voices. This should include work to realise the ambition for Citizens' Assemblies to innovate and be more egalitarian in agenda setting. A Secretariat would hold ultimate authority to make decisions about delivery, and would work in collaboration with policy experts, policy teams and the Participation Unit as Sponsors of the process to ensure impact. A Secretariat is responsible for coordinating governance functions. There are a flexible range of options for the delivery team set-up and composition depending on needs of the process.

The Secretariat for previous Citizens' Assemblies has comprised a team led by seconded civil servants and externally commissioned support. While learning was passed from one Secretariat to the next, the expertise was then dissipated. This recommendation enables continued flexibility and learning, but establishes key principles of:

- operational independence from government

- embedded practitioner expertise that is not lost
- a clear coordinating body for governance functions
- transparency in using government systems and having arms-length support of Scottish Government in policy expertise and Sponsorship
- building towards an independent delivery function to connect across all levels of governance.

The capacity and infrastructure to move this function outside government will be a part of future democratic innovations supported by a community of practice of participatory and deliberative democracy. Such a body could be hosted in the National Centre for Participation.

Overall, increased independence and development of the Secretariat body will enhance innovative practice, and maximise ambitions for connected, multi-level participatory and deliberative democracy as a distinctive feature of governance in Scotland.

The operational detail for each of these recommendations should be published in advance of the next Citizens' Assembly.

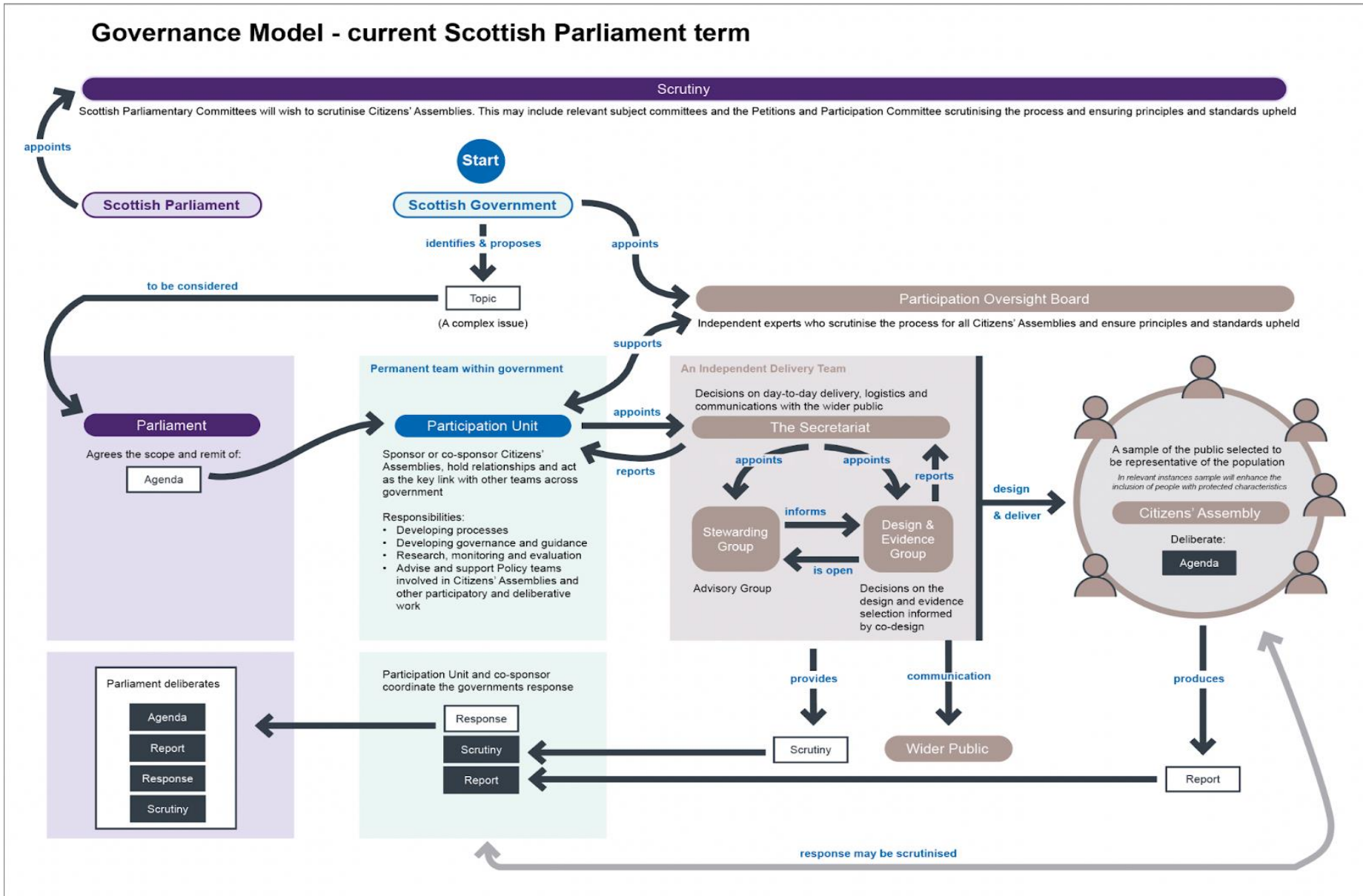
Citizens' Assemblies: Key bodies

The proposed key bodies involved in the governance and delivery of Citizens' Assemblies are presented in the table below. Each body has a brief description, list of members, who appoints the body, and what decision making power it has.

Secretariat	Oversight Board	Stewarding Group
Team established for each process, with overall responsibility for delivery of the assembly and commissioning external support. Supports the governance functions.	Independent experts who scrutinise the process and ensure principles and standards upheld. Comment on process disputes through Extraordinary Meetings.	Topic experts from range of interest groups and bodies, lending advice and connections to Design Group.
Mix of practitioners and seconded civil servants, including: <ul style="list-style-type: none"> • Chair • Member support • Embedded designer(s) • Embedded researcher(s) • Subject matter experts • Equalities and Inclusion • Communications and Digital • Finance & Operations 	At least one representative for each area of expertise, covering all processes during their term: <ul style="list-style-type: none"> • Deliberation • Equalities and inclusion • Research • Auditing • Data protection 	We recommend a small group, around 12 people, with a range of expertise and interest in the topic formed for each process. It should balance places for civil society, policy and other open places.
Appointed by Participation Unit	Appointed by Scottish Government for two year term	Appointed by Secretariat
Decisions on the day-to-day delivery and logistics. Administration for key governance bodies.	Decision making on complaints and disputes escalated to the Board. Reports to the Participation Unit.	This is an advisory group that does not have decision power, but can request review of decisions and escalate.

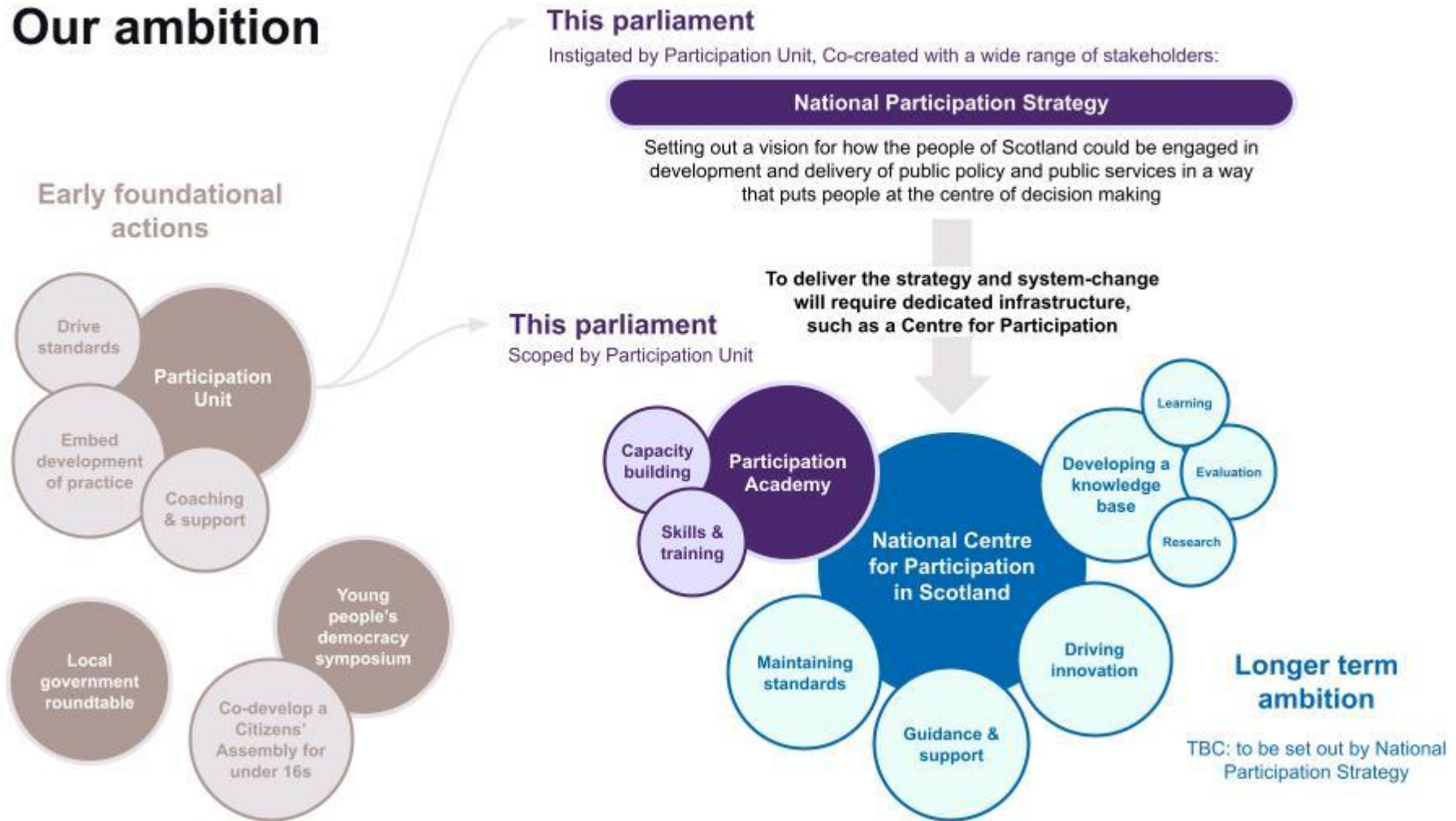
Design & Evidence Group	Scrutiny Committee	Participation Unit
Combines design and evidence functions, bringing together participation practitioners and experts in the field to design the process and review facilitation plans.	Independent experts who scrutinise the process and ensure principles and standards upheld. Comment on process disputes through Extraordinary Meetings.	Sponsors the citizens' assembly and is the key link to Scottish Government for the Secretariat and process.
<ul style="list-style-type: none"> • Embedded Designers • External Designers • Lead Facilitator • Subject Matter Experts • Equalities Lead
Appointed by Secretariat	Appointed by Scottish Parliament	Permanent team within Scottish Government
Decisions on the design and evidence selection, informed by co-design sessions and advice from Stewarding Group. Reports to the Secretariat.	...	Appoints the Secretariat.

Citizens' Assemblies Governance model



Longer term ambitions

Our ambition



Roadmap

To make progress over time

There will be opportunities to deliver this collaboratively with external stakeholders throughout the Parliament

	The Core	This Parliament	Longer Term
Governance and impact	Collective adoption of values, standards and principles > <i>Local Government roundtable; COSLA / Scottish Government working group</i>	Co-creation of a National Participation Strategy with a wide range of stakeholders and partners	Implementation of a National Participation Strategy
	Defining the approach to responsible governance, scrutiny and establishing the infrastructure and advisory groups that provides reassurance on independence	Input and add coherence to upcoming reviews and legislation, including the Local Democracy Bill, National Performance Framework, and Community Empowerment	Explore ambition to make Citizens' Assembly oversight person-centred e.g. Citizen Committee
Approaches	Put the infrastructure in place, to provide sponsorship of Citizens' Assemblies, apply principles and ensure independence and oversight	Scope national programmes of support for civil society and public sector development including development of a facilitators network	Proactive, responsive and skilled civil service and public sector leading international best practice
	Maturity assessment and action plan - working with partners	Build on existing commitments to transformation, including the Scottish Approach to Service Design, Centre for Expertise, and Community Empowerment	
Skills and practice	Citizens' Assembly roadmap (which the IPDD working group has started)	Establish Scotland's Participation Academy with partners	National Centre for Participation: driving standards, skills development and practice to deliver the national strategy
	Set out the benefit for participants	Scope and deliver a children & young people Democracy Symposium	

About the IPDD Working Group

The Institutionalising Participatory and Deliberative Democracy (IPDD) Working Group was convened in summer 2021.

The Working Group's objectives were:

- Define participatory and deliberative processes, including (but not limited to) Citizens' Assemblies
- Define standards, values and principles for their use
- Set out the aims, benefits and risks of using participatory and deliberative processes
- Identify methods of governance for delivering credible and trustworthy participatory and deliberative processes
- Set out for Ministers options for their routine use
- Provide an indication of the resources necessary (both within public services and in the wider community) to establish and deliver these routinely and sustainably

Workshops were designed and run, and outputs were collated into a report, by Kelly McBride.

The Group membership comprises relevant academics and practitioners, drawn together for their specific expertise on participatory democracy, deliberative methods, and the Scottish participatory context:

- Gillian Baxendine, Head of Participation and Communities Team, Scottish Parliament
- Simon Cameron, Chief Officer, Employers Team, COSLA
- Claudia Chwalisz, Head of Democratic Innovation, OECD
- Yves Dejaegher, Executive Director, Federation for Innovation in Democracy Europe
- Steven Elstub, Reader in Politics, Newcastle University
- Oliver Escobar, Senior Lecturer in Public Policy at the University of Edinburgh; Academic Lead on Democratic Innovation at the Edinburgh Futures Institute; and Co-director of CRITIQUE (Centre for Ethics and Critical Thought).
- Zoe Ferguson, Independent consultant
- Fiona Garven, Director, Scottish Community Development Centre
- Angus Hardie, Director, Scottish Community Alliance
- Kelly McBride, Deliberative Democracy Lead, TPX Impact
- Jonathan Moskovic, Democratic Innovation Adviser, Francophone Brussels Parliament
- Alan Renwick, Professor of Democratic Politics and Director of The Constitution Unit, UCL
- Kaela Scott, Head of Democratic Innovation - Scotland, Involve
- David Schechter, Democracy R&D Network Coordinator
- Alistair Stoddart, Senior Participation Specialist, Scottish Parliament
- Graham Smith, Professor of Politics and Director of the Centre for the Study of Democracy, University of Westminster
- Willie Sullivan, Scotland Director, Electoral Reform Society
- Talat Yaqoob, Independent equalities expert and consultant
- Anthony Zacharzewski, President and Director-General, Democratic Society

Scottish Government Officials:

- Doreen Grove, Head of Open Government
- Amy Watson, Principal Research Officer, Open Government
- Susie Townend, Head of Secretariat, Scotland's Climate Assembly (SCA)
- Ruth Mattock, Climate Assembly secretariat
- David Reilly, Participatory Budgeting Lead, Community Empowerment
- Niamh Webster, Digital Communications
- Eleanor Snape, Digital Communications
- Jen Swan, Digital Communications
- Nick Bland, strategic lead, research and evaluation of CAoS and SCA
- Paul Gorman, Empowered Children and Young People – Programme Lead



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