

Embedding deliberative democracy is the next step in Scotland's journey of democratic innovation



D Doreen Grove, Scottish Government
Prague, December 2022

Principles of Democratic Renewal

These principles set out a context and an expectation which underpins a programme of Public Service Reform to deliver the four pillars of reform

- *People*
- *Partnership*
- *Performance*
- *Prevention*

and the current Review of Local Governance, Democracy Matters

1. Subsidiarity & local decision making

- Decisions should be taken at the lowest possible level or at the level closest to the people they affect.

2. Simple, Open Democracy

- People should be able to influence decisions that affect them and their families, and trust the decisions made on their behalf by those they elect.

3. Personal & Empowering

- People should have equal opportunity to participate and have their voice heard in decisions shaping their local community and society.

4. Fairness & Equality of Outcomes

- Arrangements should be appropriate and tailored towards the needs and aspirations of people and places, to support the delivery of shared national outcomes.

5. Financially sustainable & preventative

- Arrangements should be effective, efficient and represent value for money for Scotland as a whole.

Open Government
 can set out **how**
 we work to deliver
 NPF/SDGS
 and build trust



Participation

Participation activities **initiated** by the public, civil society groups and other stakeholders

Voluntary individual and social participation

People voluntarily participate: around causes they believe in, to feel part of something, to improve their own circumstances and/or to give something back to their community.

Scottish Governments' role

- To promote and model a participative culture
- To support an active and engaged civil society
- To support the voluntary sector

Participation with government driven by the public

When individual members of the public or stakeholder groups initiate interaction with government in order to influence policies, services or decisions they have an interest in.

Scottish Governments' role

- To establish an enabling and responsive context that allows people to interact with governments at all levels.

Participation **initiated** by the Scottish Government

Participation invited to influence policy making and service design

Collectively the range of ways that governments invite participation are referred to as methods for Engagement.

Participation Framework

Scottish Governments' role

- To create opportunities for meaningful participation
- To conscientiously consider outputs
- To feedback results and the difference it made

Consult – to hear views on the impact of an initiative
Involve – to better understand the impacts of a policy or decision
Collaborate – to work together to assess impacts

6 Evaluation

Assessing the impact of the policy/decision on addressing the original need

Consult – to collect a range of opinions on the issue
Involve – to better understand different perspectives on the issue
Collaborate – to co-define the issue

1 Visioning

Defining the agenda by identifying and understanding the need to be addressed or the problem to solve

5 Implementation

Putting into place the services, strategies, policies or changes resulting from the decision

Involve – usually by looping back into earlier stages of the cycle
Consult – usually by looping back into earlier stages of the cycle
Collaborate – to co-deliver the procedure, strategy or service

Consult – to collect ideas for solutions
Involve – to explore new ideas, concerns and aspirations
Collaborate – to co-produce a potential solution

2 Development

Exploring the scope of the issue to develop options or a potential solution

4 Decision Making

Agreeing – through a defined political, administrative or participatory process

Collaborate – to share the decision
Delegate – to empower others to make the decision

3 Appraisal

Assessing proposals or options to measure support or seek suggestions for amendment

Consult – to measure support and/or collect concerns
Involve – to understand preferences and priorities
Collaborate – to find areas of common ground



Participation Framework

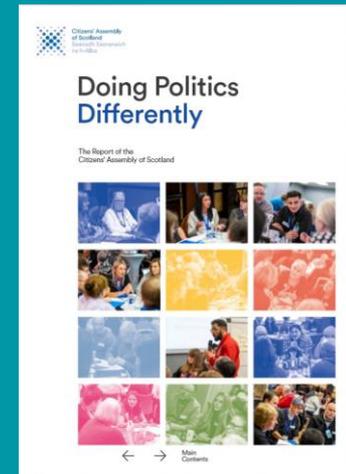
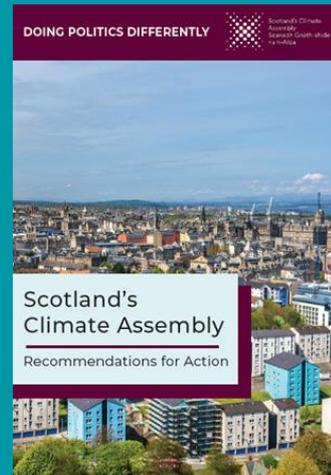


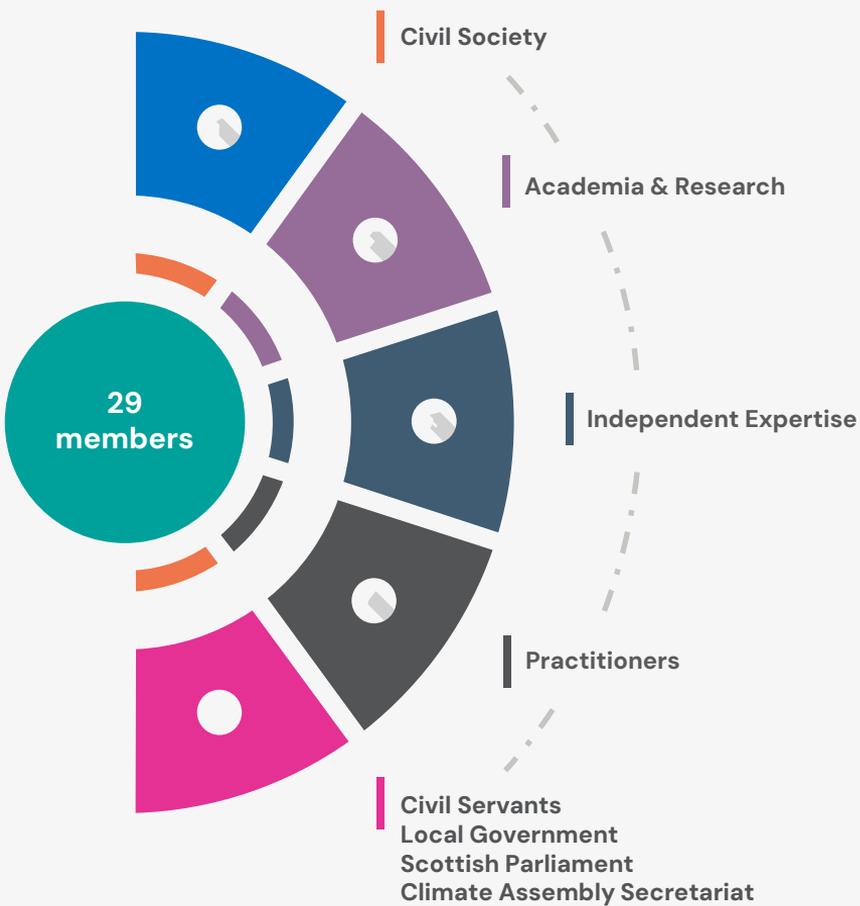
Participation Framework

This Framework provides a guide to good practice in participation work across Scottish Government. It sets out information about participatory methods and when to use them, the development of an effective participation strategy, and signposts to further resources

"when leaders like me listen to you, genuinely listen to people's voices... then I believe that will and certainly should lead to fairer outcomes, and outcomes that are respected more by everybody whose lives are impacted by them"

First Minister, Nicola Sturgeon
COP26 Global Assembly speech
1 November 2021

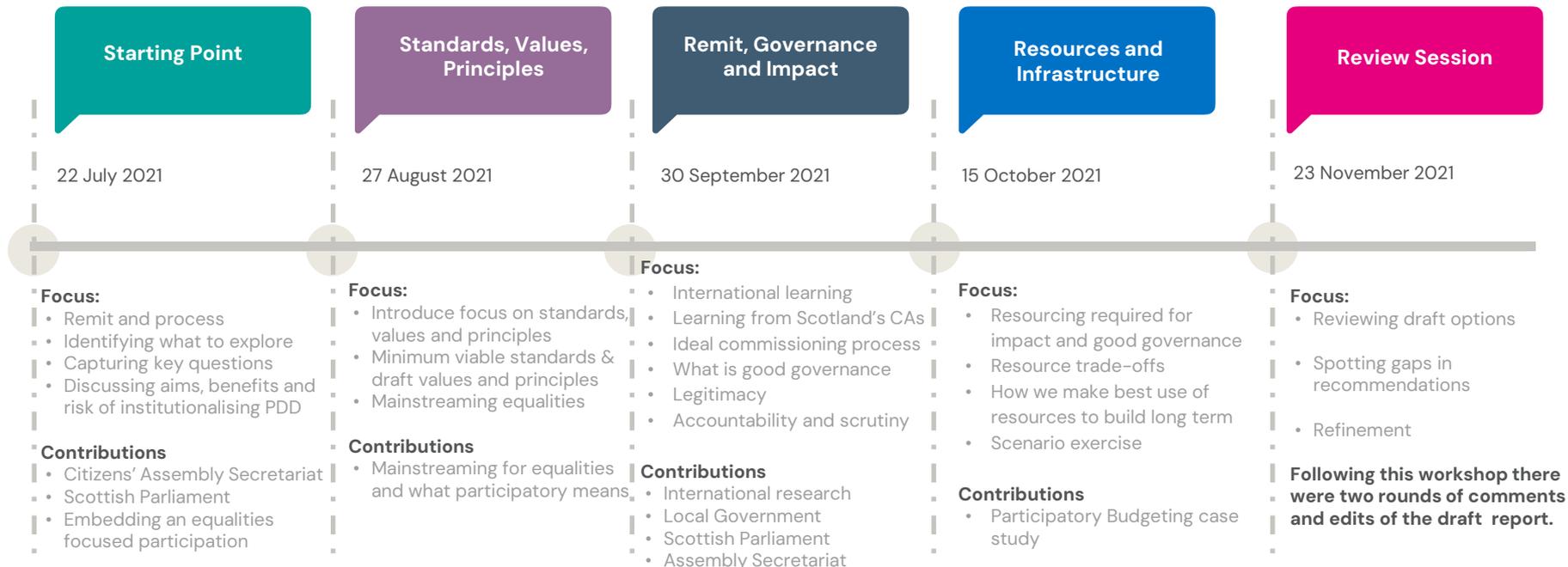




IPDD Working Group

- Terms of Reference
- 5 facilitated workshops
- Progress recorded and notes available to working group for continuous comment
- Interim Show & Tell sessions with the project planning group to reflect on input and feedback
- Research activities: international research and one-to-one conversations with 15 stakeholders
- International learning: calls and engagement with Democracy Research & Design network.

What we explored...



Open Commenting and Collaborative Drafting

The Working Group on Institutionalisation of Participatory and Deliberative Democracy will report through the following lenses

Focus

Citizens' Assemblies

Wider System

Timeframes

Core Actions, in advance of next Assembly to provide conditions for wider system and CAs

In this Parliament, by 2026

Longer Term

Key areas for development

The IPDD working group identified and highlighted some key areas of development that we must invest in and support if we are to realise the ambition for delivery of citizens' assemblies and wider involvement of the public and some **risks**

Process Governance

we need to clarify the roles and responsibilities in relation to key functions including agenda setting, delivery, oversight and advice, scrutiny, evaluation and learning. **We do not have a clear point of coordination or oversight to provide sufficient reassurance on independence.**

Multiple Approaches

citizens' assemblies are one approach and we need to build understanding of different approaches so we achieve the best outcomes. **We do not have the skills and capacity to offer responsive support across policy areas when we need to involve the public.**

Guided by practice

our democratic initiatives should be led and supported by people with the skills and knowledge to apply standards, values and principles. This includes the organisation of Assemblies. **We do not have people in place to do this, or the ability to act within existing resource.**

Skills

we need a programme of training and support to upskill the civil service and public sector, developing our future capabilities for democratic innovation and to facilitate participation. **We currently do not have the resource we need to deliver the ambition particularly in a leadership role.**

Civil Society

There is a clear need for support and training that is available to organisations who can enable participation, across diverse themes and communities, able to respond rapidly. **We are not building collaborative networks and enabling environments, with implications for democratic resilience.**

Impact and Coherence

we must address the institutional challenges and culture that minimise the role and impact of participation in the policy process. Climate Assembly were set up in legislation and Gov required to do a response – more impact **We are not making connections between participation and wider socioeconomic benefits.**

To make progress over time

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

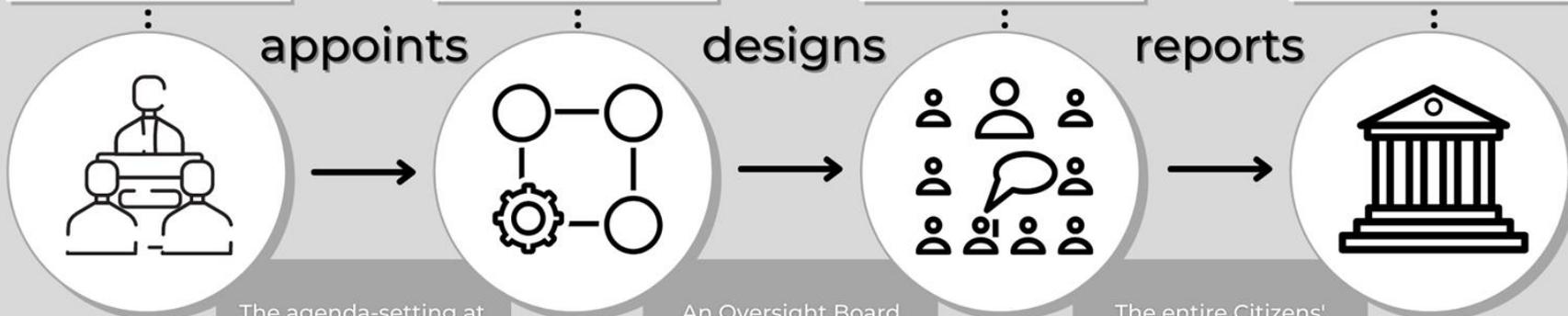
	The Core	This Parliament	Longer Term
Governance and impact	Collective adoption of values, standards and principles > <i>Local Government roundtable; COSLA / Scottish Government working group</i>	Co-creation of a National Participation Strategy with a wide range of stakeholders and partners	Implementation 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	

Practice-led
Participation Unit

Independent
Delivery Team

Citizens'
Assembly

Scottish
Gov./Parliament



appoints

designs

reports

The agenda-setting at this stage needs clear guidelines that enable flexibility, clarity and robust evaluation. The guidelines should be co-created across the system.

An Oversight Board, appointed by the Scottish Government, should be established to bring in external expertise to review and guide the process.

The entire Citizens' Assembly process must be transparent and open to scrutiny by the Scottish Parliament.

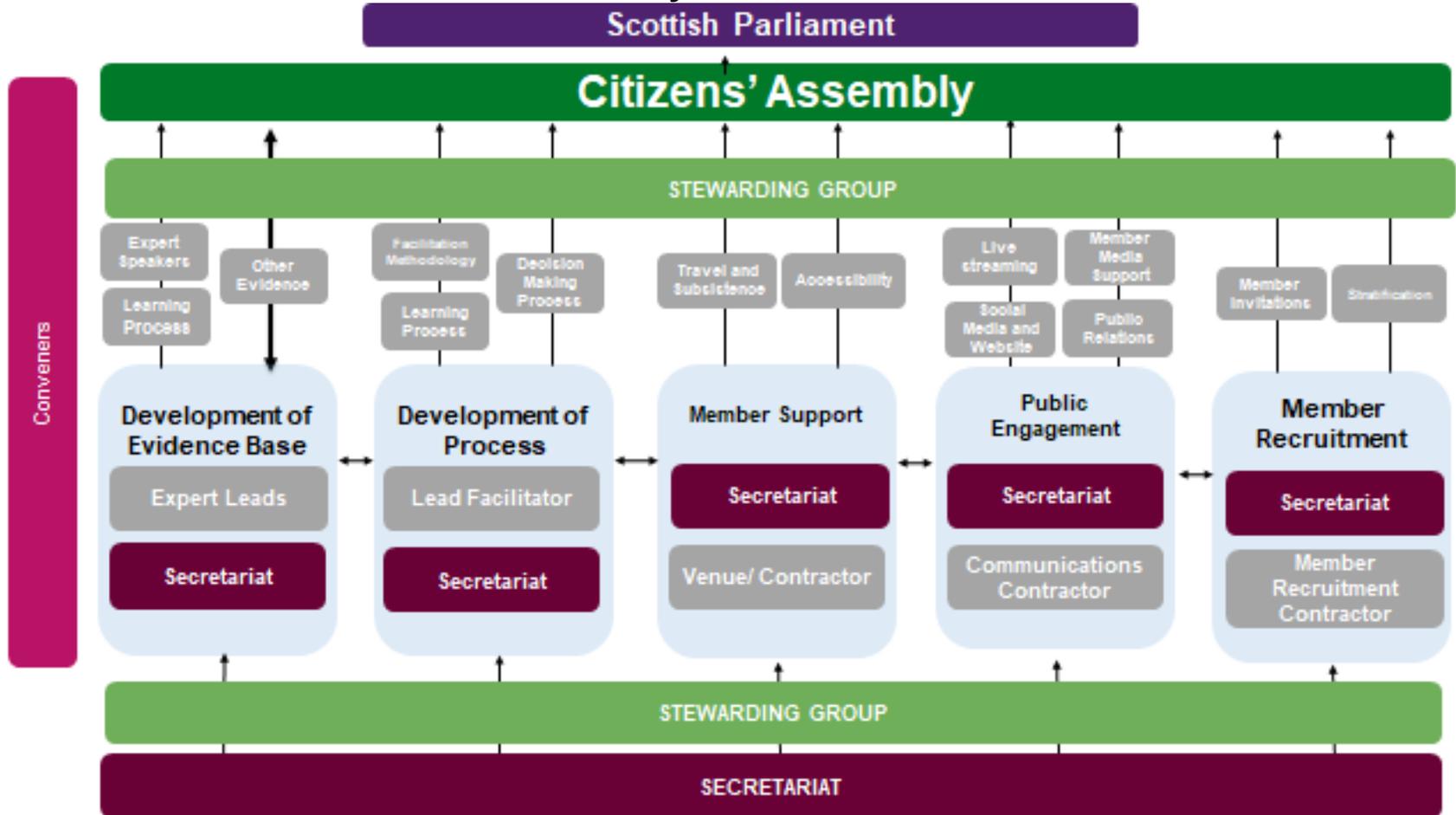
This unit sits within the Government, where the process is initiated and the agenda is set - ideally with public input.

The Delivery Team is made up of an independent Secretariat, Stewarding Group and Design & Evidence Group.

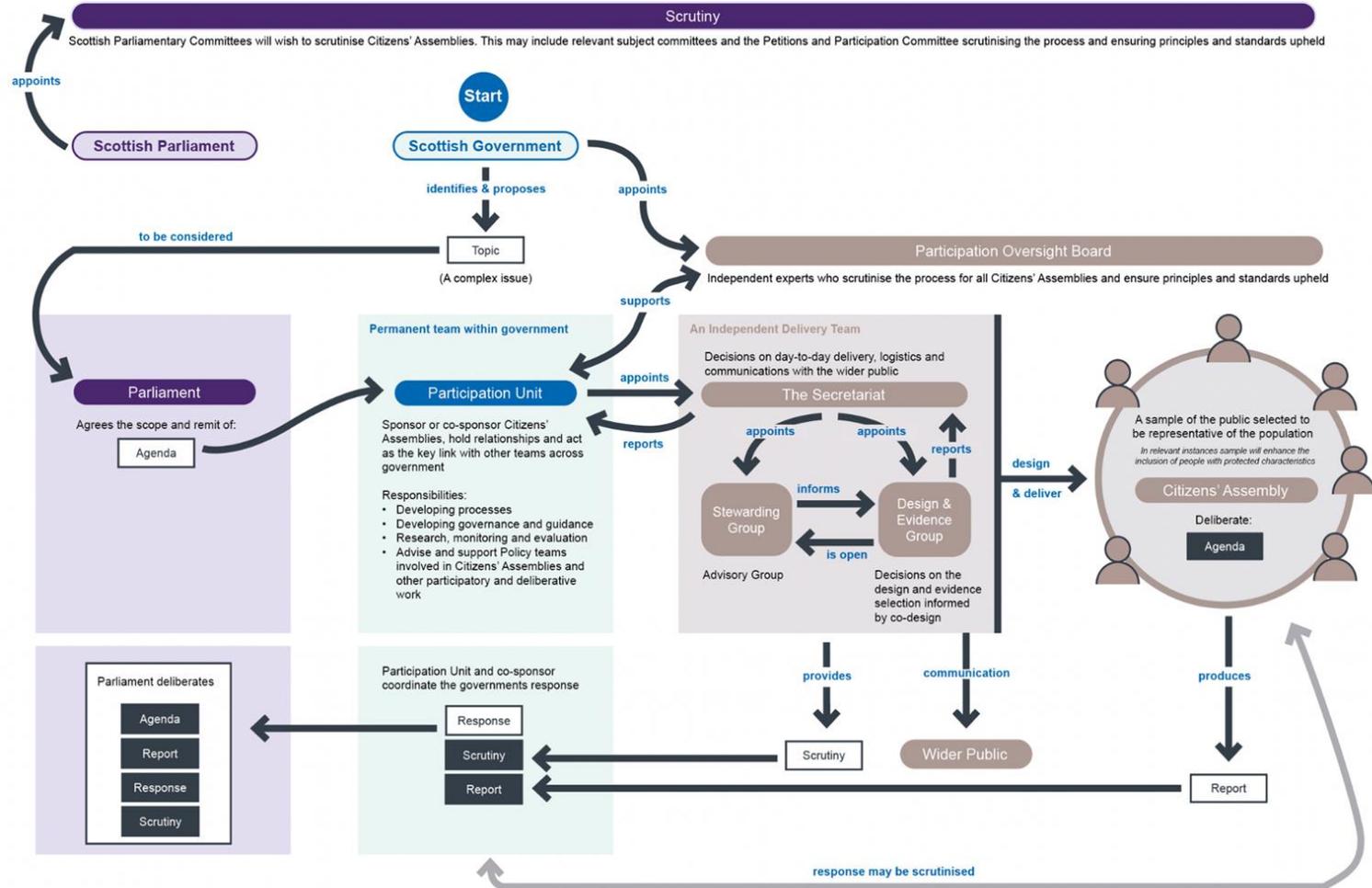
The Citizens' Assembly consists of randomly selected citizens, representative of society, who deliberate on a complex issue.

The results of the Assembly's deliberations are reported back to the Scottish Government, who may present them in Scottish Parliament.

Climate Assembly Governance Model



Governance Model - current Scottish Parliament term



Our ambition

Early foundational actions



This parliament

Instigated by Participation Unit, Co-created with a wide range of stakeholders:

National Participation Strategy

Setting out a vision for how the people of Scotland could be engaged in development and delivery of public policy and public services in a way that puts people at the centre of decision making

This parliament

Scoped by Participation Unit

To deliver the strategy and system-change will require dedicated infrastructure, such as a Centre for Participation



Longer term ambition

TBC: to be set out by National Participation Strategy