



The Scottish Parliament
Pàrlamaid na h-Alba

Conveners Group

Agenda

6th Meeting, 2023 (Session 6) Wednesday 21 June 2023

The group will meet at 12.30pm in Committee Room 2.

1. **Minutes**
2. **Participation, diversity and inclusion** – CG Session 6 Strategic Priority:
Consideration of the Conveners Group strategy for participation, diversity and inclusion
3. **Net zero scrutiny** - CG Session 6 Strategic Priority:
 - Update on progress.
 - Approach to committees' scrutiny of Climate Change Plan

Next meeting – Wednesday 20 September

The papers for this meeting are as follows –

- | | |
|--|--------------|
| 1. Minutes of last meeting | CG/S6/23/5/M |
| 2. Participation, diversity and inclusion strategy | CG/S6/23/6/1 |
| 3. Net Zero progress report | CG/S6/23/6/2 |
| 4. Draft climate change plan | CG/S6/23/6/3 |

Committee debates this Parliamentary year

1	22/09/2022	Standards, Procedures & Public Appointments Committee	Debate its report on future procedures and practices
2	01/11/2022	Social Justice and Social Security Committee	Robbing Peter to pay Paul: Low income and the debt trap
3	10/11/2022	Health, Social Care & Sport Committee	Inquiry into alternative pathways to primary care
4	17/11/2022	Constitution, Europe, External Affairs & Culture Committee	The impact of Brexit on devolution
5	14/12/2022	Health, Social Care & Sport Committee	Debate on its health inequalities inquiry
6	17/01/2022	Citizen Participation & Public Petitions Committee	petition PE:1865 Suspend all surgical mesh and fixation devices
7	28/02/2023	Economy & Fair Work Committee	Debate on its inquiry report on Retail and Town Centres in Scotland
8	14/03/2023	Net Zero, Energy & Transport Committee	The role of local government and its cross-sectoral partners in financing and delivering a net-zero Scotland
9	25/05/2023	Rural Affairs, Islands & Natural Environment Committee	Debate on future agriculture policy in Scotland
10	08/06/2023	Public Audit Committee	New Vessels for the Clyde and Hebrides: Arrangements to deliver vessels 801 and 802
11	13/06/2023	Education, Children and Young People Committee	Debate on its report colleges regionalisation
12			

Contact details for the clerk

Irene Fleming
 Clerk to the Conveners Group
 Room T3.40
 The Scottish Parliament
 Tel: 0131 348 5256
 Email: Irene.Fleming@parliament.scot



The Scottish Parliament
Pàrlamaid na h-Alba

Conveners group

Minutes

5th Meeting, 2023 (Session 6) Wednesday 31 May 2023

Present:

Liam McArthur MSP, Convener
Clare Adamson – Constitution, Europe, External Affairs & Culture Committee
Claire Baker - Economy & Fair Work Committee
Ariane Burgess - Local Government, Housing & Planning Committee
Jackson Carlaw - Citizen Participation & Public Petitions Committee
Finlay Carson - Rural Affairs and Islands
Clare Haughey - Health, Social Care & Sport Committee
Richard Leonard - Public Audit Committee
John Mason – Finance & Public Administration Committee
Edward Mountain - Net Zero, Energy & Transport Committee
Audrey Nicoll - Criminal Justice Committee
Collette Stevenson – Social Justice and Social Security Committee
Sue Webber - Education, Children and Young People Committee
Martin Whitfield - Standards, Procedures & Public Appointments Committee

Apologies were received from:

Kaukab Stewart - Equalities, Human Rights & Civil Justice Committee
Jim Fairlie - COVID-19 Recovery Committee
Stuart McMillan - Delegated Powers and Law Reform Committee

1. **Minutes:** The Conveners Group agreed the minutes of the last meeting.
2. **Gender Sensitive Audit:** The Group considered the recommendations from the Gender Sensitive Audit and heard from:
 - Susan Duffy, Group Head of Engagement & Communications
 - Dr Meryl Kenny, Senior Lecturer in Gender and Politics, University of Edinburgh

The Group agreed to include the work as part of its participation, diversity, and inclusion strategy.

- 3. Post-EU scrutiny – progress on CG Session 6 Strategic Priority:** The Group received an update from Clare Adamson MSP and Scottish Parliament officials on the Group's post-EU strategy. The Group agreed the action plan set out in paper two of the meeting papers, and for officials to continue taking the work forward.

Date of Next Meeting: 21 June 2023

Contact details for the clerk

Irene Fleming
Clerk to the Conveners Group
Room T3.40
The Scottish Parliament
Tel: 0131 348 5256
Email: Irene.Fleming@parliament.scot

Conveners Group

6th Meeting, 2023 (Session 6), Wednesday 21 June 2023

Participation, diversity & inclusion

Introduction

1. The Group identified participation, diversity, inclusion (PDI) as one of its strategic priorities this session. It recognised the benefit of committees hearing from a greater range of voices and that the quality of scrutiny can be enhanced by hearing from a wider range of voices when carrying out inquiry work.
2. This paper will inform an initial discussion of the Group's PDI strategy, setting out what the Group has done to date and the actions it might want to include as part of its future strategy. In September, a final action plan will be brought back to the Group which will coincide with the publication of the Citizen Participation and Public Petitions Committee's inquiry into how more diverse voices and communities can influence the work of the Parliament.

Progress to date: Across the Parliament

3. Substantial progress has been made in the last few years, including:
 - the establishment of the Participation and Communities Team (PACT) as a specialist team to support committee participation work;
 - continued development of the Parliament Communications Office's (PCO) communications work using a wide range of formats and channels to raise awareness and drive participation;
 - the roll-out of accessible digital engagement tools (Citizen Space and Your Priorities); and
 - in-house capacity to run deliberative events with randomly selected and diverse public panels.
4. The SPCB's [Public Engagement Strategy](#) (PES) also aims to:
 - Increase the reach of the Parliament's engagement and the diversity of those engaging with us
 - Improve the knowledge and confidence of people to engage with us and with the democratic process
 - Improve the Parliament's reputation as a relevant and trusted institution
5. Delivery of PES is overseen by the Public Engagement Group (made up of senior staff from all the public facing SPCB staff teams) through an annually updated delivery plan.

6. In addition, the Conveners Group has already engaged in PDI work in a number of ways. These are set out below and, taken alongside the PES, have informed the issues the Convener's Group is invited to consider in the creation of its strategic plan for PDI.

Witness diversity survey

7. In March 2022, the Group agreed the questions to be included in a witness diversity survey, the aim of which is to help improve the diversity of voices and views Committees hear from.
8. The survey is designed to run for each parliamentary year, with the first being run over the previous parliamentary year (May 2022 to May 2023). This first survey was designed to establish a baseline to enable our understanding of how diverse those appearing in front of committees are and how that is changing over time. Unfortunately, the estimated response rate for this survey was only 24%, which means the data is not robust enough to set a baseline as the results only represent a small sub-set of committee witnesses.
9. This is a disappointing result for the first year of the survey so officials have already begun reviewing the current methods and will develop new ways to engage with witnesses to encourage them to complete it. This will include being clear about the purpose of the survey and why it is important for the Parliament that witnesses complete it. Officials will also engage with counterparts in England and Wales who have undertaken similar witness diversity surveys to share ideas and consider any areas for improvement.

Gender Sensitive Audit

10. At the meeting in May, the Group was briefed on the Gender Sensitive Audit and how it looks to mainstream gender into scrutiny. While the audit was not designed to look at public participation, it highlighted the importance of gender mainstreaming, describing it as

“necessary to correct systemic gender bias in how laws and policies are designed, delivered and the outcomes they achieve. In practical terms, gender mainstreaming requires embedding consideration of gender into the systems and functions of parliament, including scrutinising and assessing the impact of legislation, policies, regulatory measures and spending programmes.”

11. Conveners Group agreed to incorporate work on gender sensitive scrutiny into its Participation, Diversity and Inclusion strategic priority and officials are looking at the most effective ways this can be taken forward through practical guidance and integrating into existing work.

Increasing diversity of participation: Citizen Participation and Public Petitions Committee's inquiry

12. The inquiry looks into how more diverse voices and communities can influence the work of the Parliament. The Committee's report will be published in September and CG will be able to consider its findings when finalising this

strategy. The [initial inquiry phase](#) clarified the key barriers that people feel prevent them from participating in the Parliament, and the Committee's report will respond to the recommendations from the citizen's panel on participation which the Committee commissioned last year and which CG considered at its January meeting.

Next steps

Increasing diversity of participation

13. The CPPPC consultation identified 8 key barriers to participation:

- Lack of money
- Lack of time
- No clear incentive
- Feeling fearful/intimidated
- Lack of education about/understanding of SP
- Not seeing themselves represented in SP
- Lack of trust
- Lack of resource (for individuals, support organisations and in SP)

Of course, these can't be looked at in isolation – they often co-exist and reinforce each other.

14. The 8 key messages from the consultation are set out in Annex A. One of these highlights that when people get the chance to participate, they are mostly positive about the experience. This also comes across from the evaluation PACT has done of recent committee community participation in Holyrood, online and in person in communities. Annex B summarises the committee public engagement that PACT supported in 2022/23, including the number of people who took part in communities, online and in the SP building. Participants are asked a number of evaluation questions and the feedback is summarised below:

Participant Feedback

I felt informed about the session	4.3
I am likely to get involved with the work of the Parliament in future	4.3
The session met my expectations	4.2
I felt comfortable sharing my views	4.5
My views will be valued by the committee	4.0

15. Key issues and possible actions for CG to consider are set out below:

Issue 1: getting the right balance between expert and lived experience evidence. It's usually perceived that formal evidence taking is given more weight by committees but members often report that some of the most impactful evidence for them comes from public engagement.

Issue 2: getting the right balance between breadth and depth of engagement
eg digital tools that can capture and summarise thousands of response vs in-depth small scale capturing of rich lived experience

Issue 3: getting the right balance between participation at Holyrood, online and in communities, to meet different needs and purposes: Having a range of options allows different barriers to be addressed eg digital engagement reduces cost/time barriers, in-person engagement takes account of digital divide, meetings in communities' own spaces increase trust and sense of safety.

Action: as a first step, CG could **commission an annual evaluation report** on committee public participation – methods, locations, feedback received, case studies, numbers, types of people. This could be used to monitor progress in increasing diversity of participation and to highlight gaps. It could also incorporate the monitoring recommended in the gender sensitive audit.

Action: CG could agree for officials to keep reviewing the response rate to the witness diversity survey to ensure the data is robust.

Issue 4: overcoming the barriers for Members/committees in designing participation around the needs of participants: To remove barriers, committees need to be able to offer participation in places, times and using approaches that make participants comfortable. In principle, Members have been very keen to get out into communities and hear more lived experience evidence. But for members, Mondays, Fridays, weekends and evenings are full of other commitments, both professional and personal. This can lead to a high level of Member dropout from engagement events, which is upsetting for participants.

Action: CG could explore more engagement being undertaken that does not require Members present. This is the approach taken in the Welsh Assembly (which has a much smaller membership). This would allow more engagement to take place, though with the potential that if MSPs are not present, the engagement could be less impactful for both Members and participants.

Issue 5: One of the key messages from the CPPPC inquiry was that among people from groups who are underrepresented in the work of SP, those who also have a low income are most likely to be underrepresented.

Action: CG could contribute to development of an SPCB policy on payment for participation, setting out when we will offer financial incentives for

participation, when this would not be appropriate and what other incentives might be appropriate to reach under-represented groups.

Issue 6: CPPPC heard how important it is for members of the public who participate to see that their evidence is valued and can have influence – whether written, heard in public meetings or heard outwith formal meetings. Members of the public are also interested in involvement in shaping work programmes and remits/approaches, not just responding once the scope of work has been determined.

Action: CG could encourage committees to consider ways in which to build engagement into work programmes and when planning inquiries. Business planning days offer the opportunity to take a strategic overview of work programmes, including ways in which to build in engagement into inquiries.

Action: CG could develop a best practice statement on feedback, which could also incorporate commitments on when we will produce materials in other languages including BSL and Gaelic and in Easy Read/accessible formats.

Issue 7: involving children and young people. SP has a working in partnership agreement with the Scottish Youth Parliament. SYP provides a national platform for a diverse group of young people (see [current MSYP census](#) for more detail) to discuss the issues that are important to them, and campaign for changes in Scotland. Our work with them includes running consultation workshops at SYP sittings to feed into inquiries, hosting a sitting in SP every two years, and supporting MSYPs to give evidence to inquiries. We are currently developing a similar agreement with the Children's Parliament, recognising that there has been much less engagement with children than with young people.

PACT have also begun discussions with a wide range of children's organisations on what a rights-based approach to C&YP involvement could look like. CG could have a role in taking forward the ideas emerging from this work.

Action: CG could endorse a checklist, which would be developed by PACT with children and young people, which sets out what children and young people can expect when engaging with SP.

Action: CG could commission training for members on how to engage effectively with children and young people.

Issue 8: Safeguarding and trauma-informed working - Committees regularly engage on highly sensitive topics – recent examples include youth violence, gender recognition, police mental health, asylum seekers. Staff in PACT have undertaken training in trauma-informed practice and child protection and complete risk assessments for any participation activities which involve

- Children or young people under 18
- Vulnerable adults or topics which could relate to traumatic experiences

The PES delivery plan for next year envisages trauma-informed training being rolled out to other public facing teams including committee clerks.

Action: CG could commission training for members on trauma-informed practice. This could incorporate facilitation training for Members.

Action: CG could adopt a statement of intent to work in a trauma-informed way which could be shared on the SP website and with partner organisations.

Decision

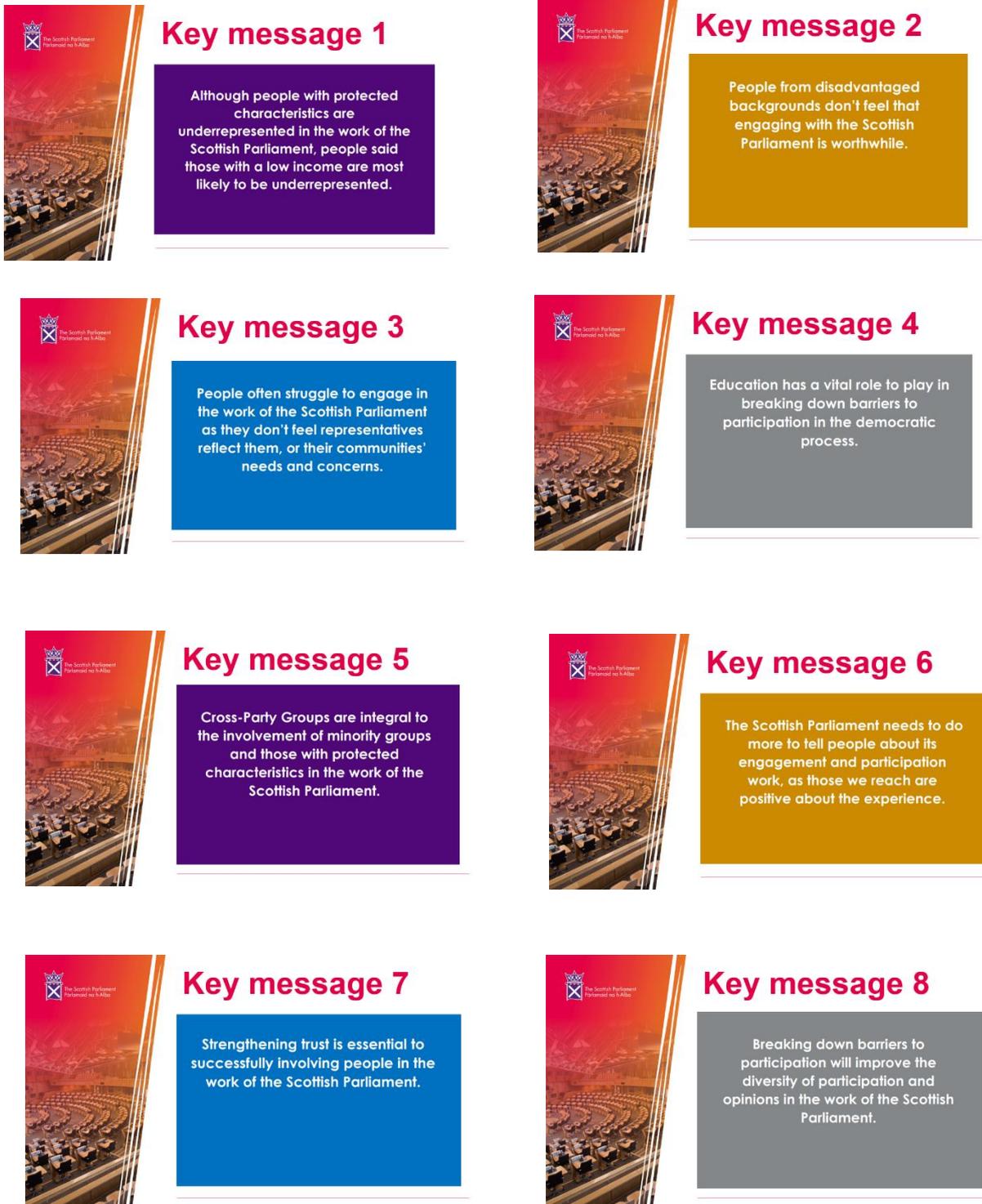
16. The Group is invited to:

- **give a steer on actions outlined above and whether it agrees that they should be included in its participation, diversity and inclusion strategy.**
- **consider the continuous professional development opportunities highlighted in the paper, and indicate the ones it would like to prioritise.**

**Conveners Group clerking team
June 2023**

Annex A

Key messages from CPPPC inquiry consultation



Key message 1

Although people with protected characteristics are underrepresented in the work of the Scottish Parliament, people said those with a low income are most likely to be underrepresented.

Key message 2

People from disadvantaged backgrounds don't feel that engaging with the Scottish Parliament is worthwhile.

Key message 3

People often struggle to engage in the work of the Scottish Parliament as they don't feel representatives reflect them, or their communities' needs and concerns.

Key message 4

Education has a vital role to play in breaking down barriers to participation in the democratic process.

Key message 5

Cross-Party Groups are integral to the involvement of minority groups and those with protected characteristics in the work of the Scottish Parliament.

Key message 6

The Scottish Parliament needs to do more to tell people about its engagement and participation work, as those we reach are positive about the experience.

Key message 7

Strengthening trust is essential to successfully involving people in the work of the Scottish Parliament.

Key message 8

Breaking down barriers to participation will improve the diversity of participation and opinions in the work of the Scottish Parliament.

COMMITTEE PARTICIPATION April 2022- March 2023

Digital Engagement

21,086 members of the public to engage with the Scottish Parliament this year.



Citizen Space

Call for Views has led to **20,681** written submissions received this year.



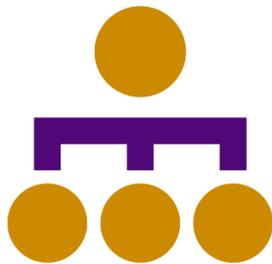
Your Priorities

Has supported engagement from **405** people.



Community Engagement

Worked in partnership with:



160 organisations

And there were



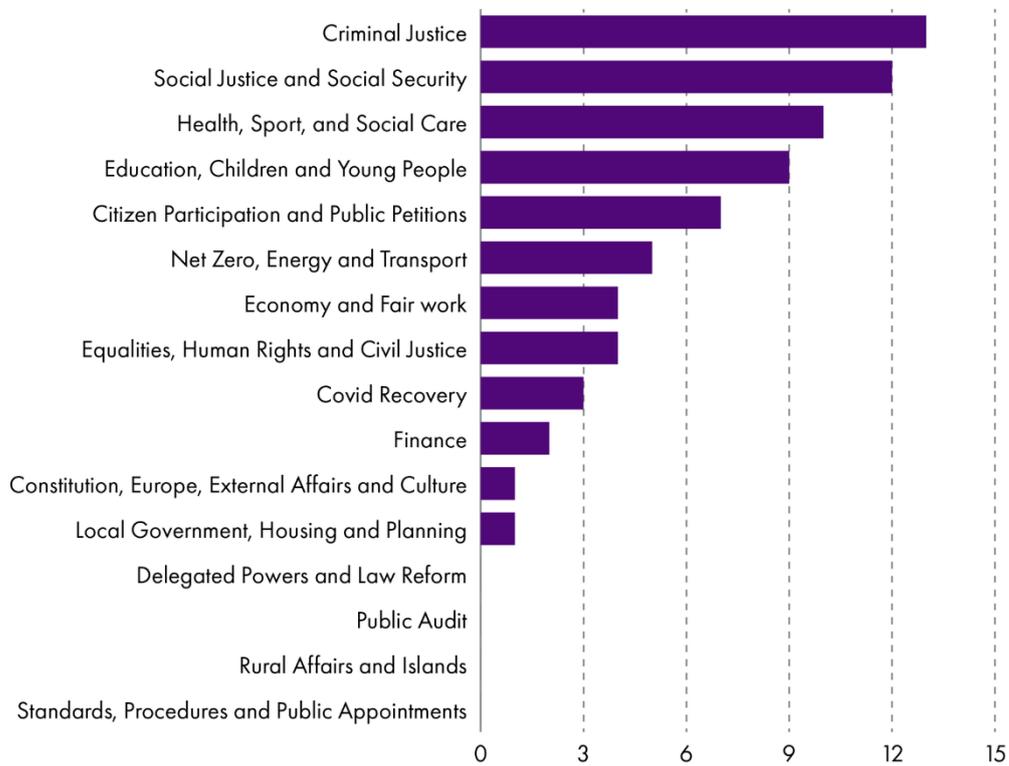
247

Community/relationship building sessions and Parliamentary awareness sessions.

997

Involved in committee engagement

Community engagement PACT has facilitated - by Committee¹

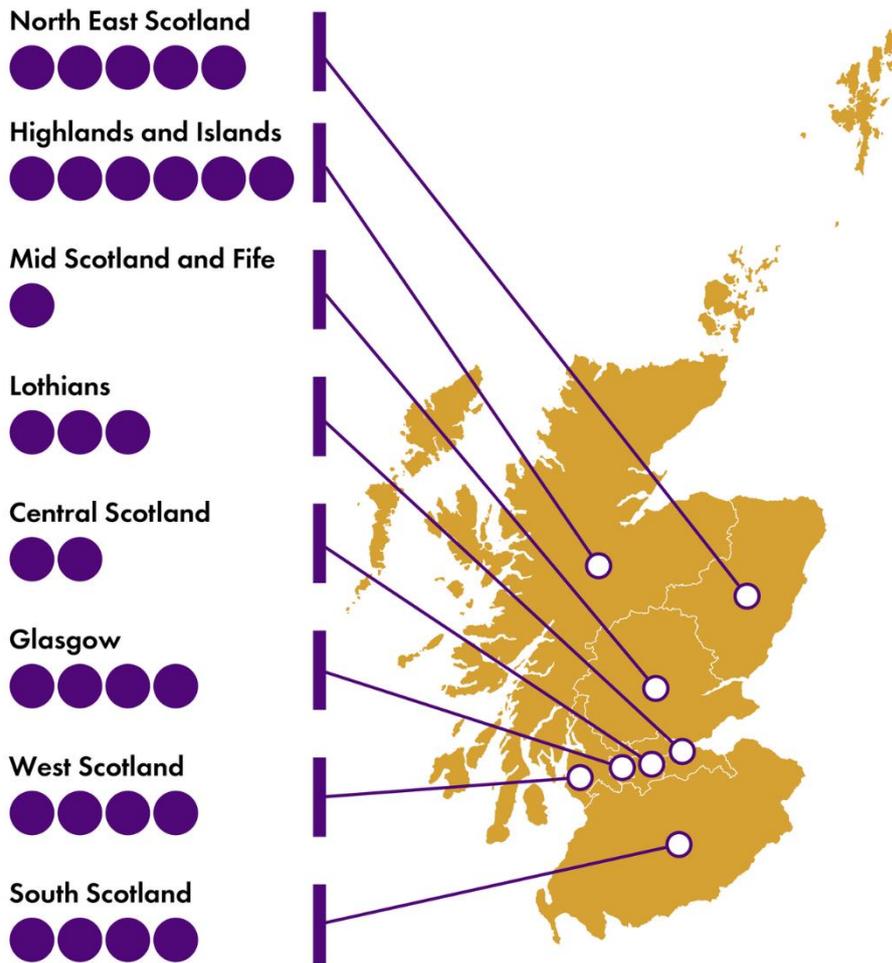


SP and online sessions



¹ This does not include visits or events that committees ran without PACT support – however the aim for next year would be to incorporate all engagement in a single report

Community engagement by Region



FEEDBACK ON ENGAGEMENT

While the vast majority of feedback received has been positive, we always ask participants and colleagues for suggestions of things that could be done differently to improve their engagement experience in the future. Below is a summary of feedback and ideas for improvement received over the last year.

The main themes from **participant** feedback were:

Understanding needs in advance & Session structure

- Consider longer sessions to allow for more in-depth discussions and to prevent the feeling of conversations being rushed.
- Explore the possibility of conducting more face-to-face meetings to enhance engagement (as some people who participated in online sessions indicated they would prefer face to face sessions)
- Provide further clarity on the session's purpose, agenda, and expectations in advance (on-boarding).

- Ensure all invitations are sent as early as possible to allow for sufficient preparation time (planning/ committee timelines).
- Offer flexible meeting options, such as more meetings in evenings or weekends, to accommodate participants' schedules.
- For online meetings - Address the disorienting nature of Zoom breakout rooms that can disrupt the flow of discussions. For example, when a participant leaves a breakout room to re-join the main room with little notice and is “moved” mid-sentence.

Group Dynamics and Facilitation:

- Limit the number of participants in each session to prevent a few individuals from dominating the conversation, or not having enough time to hear from all participants.
- Ensure that group discussions are not just open forums but include personal experiences/responses from each guest.
- Encourage MSPs to fully engage in the sessions and avoid use of phones and other devices during discussions

Clear Communication and Understanding:

- Avoid assumptions about participants' responses and encourage clarification when unsure.
- Provide advanced notice of questions to be asked, allowing participants to prepare more detailed responses.

Feedback from Staff & MSPs

How effective was the engagement in support the work of the Committee?



MSP feedback

- Reduce group size to ensure all voices are heard and to prevent bias.
- Include a diverse mix of MSPs for a broader range of perspectives.
- Clarify the government's stance on the issues being discussed, so that responses are relevant.
- Utilise additional engagement mechanisms (e.g., whiteboard, voting buttons, videos) to enhance accessibility of sessions
- Allocate adequate time to prevent rushed discussions.

- Clarify the purpose of gathering in the main room after breakout sessions and provide information on follow-up and engagement.

Clerk/SPICe feedback

- Ensure consistent discussion formats and avoid confusion.
- Familiarise committee staff with the process and objectives in advance to support better outputs
- Committees should engage with PACT earlier to target specific groups selectively.
- Encourage active involvement from MSPs beyond passive listening.
- Ensure third-sector organizations understand the process and objectives by providing clear briefings.
- Adjust the itinerary to avoid excessive ambition, allowing for rest and active participation.
- Plan contingencies for varying breakout group durations, eg filling time in plenary when groups are arriving back
- Provide prompts to facilitate discussion in less talkative groups.
- Consider involving a Parliament photographer.
- Maintain discussion focus while balancing information needs and participant perspectives.

Conveners Group

6th Meeting, 2023 (Session 6), Wednesday 21 June 2023

Progress Report on CG Session 6 Strategic Priority: Net zero scrutiny

Introduction

1. The purpose of this paper is to update the Conveners Group on progress being made in taking forward the Group's agreed actions as part of its strategic priority on net zero scrutiny. A previous update was provided on 22 February 2023 and this paper focuses on progress since. Further updates will be provided at a future meeting.

Context

2. Climate change (the issue) and net-zero (a policy response) are complex scientific, socio-economic and environmental issues, and so require whole-society consideration. How to approach these issues from the perspective of parliamentary committees was the subject of Conveners Group discussion in [April 2022](#), and then in [June 2022](#) the Conveners Group agreed seven initial actions. These, and an update on progress since February 2023, are detailed in Table One below.
3. These actions were agreed in the context that the Net Zero, Energy and Transport Committee (NZET) Committee plays a leading role, but also supports other committees in effectively embedding climate scrutiny in their own work. Since the start of Session 6, a number of committees have used Conveners Group-initiated work to inform their own approaches and work programme development, as detailed below under paragraph 6.
4. The Scottish Parliamentary Service is tasked with supporting delivery of these actions, in the context of wider support for MSPs, their staff and staff of the parliament. This helps the Parliament meet its own statutory public duties on climate change and sustainable development.
5. All of this work is the subject of a recent SPICe Spotlight blog [Developing a Model for Parliamentary Scrutiny of Climate Change](#) – this also signposts to other recent blogs on:
 - [Global climate change targets and terminology](#)
 - [Net zero: what does it mean and what happens afterwards?](#)
 - [Climate change impacts in Scotland](#)

- [Scottish climate change adaptation policy](#)

Update on Conveners Group Agreements

Table One – Update on Conveners Group Agreed Actions from February to June 2023

	Action	Update
1	UK Climate Change Committee (CCC) to be invited to the Conveners Group on annual basis	Chris Stark, Chief Executive, is due to present to Conveners Group on 25 October 2023. SPS staff are arranging a visit to the CCC offices to discuss further avenues for collaboration in the next quarter – this will include discussions on action 3, below.
2	Commission research on climate change and net zero related to committee remits (mix of SPICe, commissioned, adviser)	Scoping is underway. Research will be delivered through a hybrid of SPICe, the climate change/ net zero specialist adviser, and external collaboration, including partnerships with Scottish academic departments and others. The intention is to publish these as a series of blogs highlighting key issues, beginning after summer recess. In advance, support has been offered to all committees both to discuss the Conveners Group priority and to support discussion on approaches to scrutiny of the upcoming draft Climate Change Plan (CCP).
3	Ask Scottish Government for emissions data by committee portfolio	Initial discussions between Scottish Parliament and Scottish Government officials have taken place – outcomes reflected SG correspondence to the Conveners Group that additional analysis would be for the parliament to carry out. Discussions remain open, however SPICe has undertaken initial assessments and discussions with potential external partners or collaborators as to the viability of the ask. Additionally, discussions around this issue are underway with a new statistician in SPICe. A fuller update will be provided at a future meeting.
4	Consider ways to strengthen parliamentary processes	There was an exchange of correspondence between Conveners Group and SPPA Committee earlier this year, with an initial suggestion of amending Standing Orders to require the Scottish Government to provide

		<p>information necessary to support commitments to deliver against climate change challenges and net zero targets in certain situations (e.g., when lodging a Bill). The SPPA Committee wrote to the NZET Committee asking for its views. At that point, the NZET Committee had not yet considered any primary legislation. Now that the NZET Committee looks likely to have its first Bill referred to it (on the circular economy) there is the potential opportunity for NZET Committee to take this forward as a live case study, assessing the quality of information on climate change/ net zero presented alongside legislation. This could be supplemented by analysing the quality of information currently provided in policy memoranda, involving consideration of the policy memorandums of ~5 previous bills from 2016 to now, selected to represent a cross-section of policy areas. The circular economy Bill has only just been introduced and this proposed approach is subject to final agreement of the NZET Committee.</p>
5	Climate change / net zero adviser as shared committee resource	<p>The Climate Change/Net Zero adviser has been working with SPICe and NZET to develop a strategic approach to scrutiny of the CCP. This includes working with SPICe researchers to provide a private briefing to all committees on the CCP. The adviser will also be offering private bespoke briefings to each committee on the relevance of climate change/ net zero to committee remits to supplement the commissioned research (see action 2). The adviser will be supporting NZETs work programme and approach to its business planning day in September. They are available, alongside SPICe, to talk to individual conveners or committees at any point.</p>
6	Continued rollout of Sustainable Development Impact Assessment Tool	<p>Tool offered to all committees through Conveners Group and some individual work programme discussions. All committees have been reminded that this facilitated tool remains available for use by committees in considering holistic approaches to legislation or inquiry work. It has been run at official level on National Care Service Bill and suggested as part of approach to forthcoming Agriculture Bill. Scottish</p>

		Parliament work in this area has been shared with the Armenian and Georgian parliaments, highlighted in support for the 52nd CPA British Islands and Mediterranean Region Conference in London, and has been amplified through the Globe International parliamentary network.
7	Capacity building for MSPs, their staff and staff of the Parliament	The building of capacity and capability is covered in more depth at paragraph 9, but has included continuing to promote Royal Scottish Geographical Society Climate Solutions course to MSPs, their staff and staff of the Parliament – alongside emerging thinking on what a bespoke parliamentary resource might look like.. Discussions have also been held with colleagues in other legislatures, to reflexively develop wider knowledge and understanding of the model in legislatures globally and use it to support good practice in the Scottish Parliament. CG will have the opportunity to consider CPD more generally as one of its strategic priorities at a future meeting, which will include support for net zero scrutiny.

Approaches taken by committees to scrutinise climate change and net zero in response to the CG strategic priority

6. While NZET Committee has a lead responsibility here, CG has recognised the cross-cutting nature of net zero scrutiny and that it engages the remits of all parliamentary committees. The overarching objective of this workstream is to find ways to embed net zero scrutiny within the work of all committees.
7. To support this work, all committees were asked to provide an overview of climate change and net zero scrutiny they have undertaken since the start of the session. Clerks were encouraged to include a breadth of approaches, including an entire inquiry, a strand of an inquiry, a one-off session, a petition, a piece of commissioned research or any other activities they regarded as relevant.
8. All sixteen committees responded. Thirteen of these reported that they had undertaken relevant work, and three said that they had not been able to yet (see Annex one for full responses).
9. The thirteen committees who had undertaken relevant scrutiny reported a broad range of activity, including:

- Work with a substantive focus on climate change/net zero. For example, COP26, the role of local government in emissions reduction, retrofitting, Just Transition for the Grangemouth Area, future agricultural policy, how the Scottish Government is set up to deliver climate change goals and climate-focused pre-budget and budget scrutiny.
 - Scrutiny of other issues through the lens of climate change. For example, pre-budgetary and budgetary scrutiny, NPF4, community planning and the future of Scotland's electricity infrastructure.
 - Work to weave it into scrutiny of other issues. For example, lines of questioning on trustees powers of investments, college regionalisation, fuel poverty and child poverty.
 - Procedural work. For example, exploring possible procedural options that could be used to improve climate change/ net zero scrutiny, such as through changes to standing orders.
10. The above approaches have been applied across a range of types of committee work, including pre-legislative, legislative and post-legislative scrutiny, pre-budget and budget scrutiny and inquiries and petitions. Many committees noted that they intended to continue this work or to increase focus on it. This scrutiny work is more obvious within some committee remits than in others and so the range of responses demonstrates the progress that is being made here.

Additional activities to build capacity and capability

11. As well as continuing to deliver on the specific Conveners Group actions, we have been undertaking additional activities over the previous quarter to continue to build the model for parliamentary scrutiny. Highlights include:
- Offering support to all colleagues in the clerking team to discuss the Conveners Group priorities and how they relate to each committee's work.
 - Onboarding of Dr Abbi Hobbs, on secondment from the UK Parliamentary Office of Science and Technology (POST) to the Scottish Parliament to support delivery and in particular to help with routes to impact for external evidence, and the monitoring and evaluation of work across the Conveners Group priority areas. Abbi will be introduced to CG at the meeting.
 - Close collaboration with the UK Parliament and other devolved legislatures to support the pilot of [Thematic Research Leads](#), funded by the UK Research and Innovation Economic and Social Research Council (UKRI-ESRC) to strengthen networks and connections with the wider research community. The Scottish Parliament hosted Dr Tamsin Edwards, Reader in Climate Change, King's College London, for a three-day visit in May 2023 to build relationships and share expertise. Dr Edwards will be supporting work in the Scottish Parliament to develop networks with climate change researchers across the UK, as well as

developing innovative approaches to academic engagement on climate change.

- Publishing a blog on [Developing a model for parliamentary scrutiny of climate change](#), to raise internal and external awareness of this programme of work.
- Partnering with Edinburgh University to recruit a Knowledge Exchange Manager – Climate Change Scrutiny at 1.0 FTE for two years, fully funded by UKRI-ESRC and the universities involved). The post holder will develop and deliver activities to extend and diversify use of evidence and experts in the Scottish Parliament in the area of climate change. They will also support capacity building on policy engagement with the Scottish Parliament across all Scottish Higher Education establishments. The recruitment is due to launch shortly, and the post holder is expected to be in place in autumn 2023.
- Specific support to the NZET committee in advance of the draft Climate Change Plan (CCP), to facilitate NZET taking a leading role in coordinating scrutiny across committees. This includes setting out a framework of support available to all committees to support their engagement with the CCP.
- Exploring the potential use of Areas of Research Interest (ARIs) to support scrutiny of climate change/ net zero, to make it easier for the research community to engage with the Scottish Parliament, shape research programmes and to get more diverse evidence from a wider range of people. This includes discussions with the Scottish Government, Senedd and Universities Policy Engagement Network.
- Exploring potential strategic partnerships, including with Audit Scotland and the Scottish Science Advisory Council. Initial discussions have been positive and follow up is underway.
- Exploring ways to increase access to diverse networks of expertise on climate change/ net zero, including meetings with the Scottish Environment, Food and Agriculture Research Institutes (SEFARI) and Hydro Nation Scholars, a programme supported by the Scottish Government and managed by the Hydro Nation International Centre.
- Early development of a framework to monitor and evaluate impact of enhanced climate change and sustainable development scrutiny in the Scottish Parliament.

Forward Look

12. The next 3 months will see continued work to deliver the Conveners Group agreed actions and to build the wider model for parliamentary scrutiny, including:

- The NZET convener will continue to use the Conveners Group to update other conveners and suggest and encourage ways of joint working, including in the near term on coordinating scrutiny across committees on the Climate Change Plan (CCP). A separate paper is included on the agenda inviting Conveners to consider how best to coordinate scrutiny of the CCP across committees.

- Delivering the framework of support to aid all committees in scrutiny of the CCP, including SPICe breakfast seminar series on climate change (jointly with Scotland's Future Forum) and SPICe briefings/blogs on the key areas of the CCP.
- Continuing to provide support to deal with reactive and ad-hoc approaches from MSPs, committee clerks and others interested in this work.
- Further building strategic partnerships with key stakeholders, such as Audit Scotland and developing diverse networks of expertise between the Scottish Parliament and key research stakeholders in this area.
- Sharing learning with other legislatures in the UK and globally on these issues, including continuing collaborations with the Climate Change Thematic Research Lead employed at the UK Parliament.
- Exploring the potential benefit of Areas of Research Interest on climate change/ net zero for committees in the Scottish Parliament.
- Recruiting the ESRC-funded Knowledge Exchange Manager – Climate Change Scrutiny.
- Continuing to follow up COP26 discussions with the UN and the International Institute for Sustainable Development on how the Scottish Parliament can continue at the forefront of innovative climate change and net zero scrutiny – including opportunity for a 'beamback' session into the blue zone at COP28
- Further developing work on monitoring and evaluating impact of enhanced climate change and sustainable development scrutiny in the Scottish Parliament.

Recommendation

13. The Conveners Group is invited to note and discuss the contents of this report.

**Conveners Group Clerking Team
June 2022**

Annexe A**Full responses to request for information on approaches taken by committees to scrutinise climate change and net zero in response to the CG strategic priority**

All committees were asked to provide an overview of climate change and net zero scrutiny they have undertaken since the start of the session. Clerks were encouraged to include a breadth of approaches, including an entire inquiry, a strand of an inquiry, a one-off session, a petition, a piece of commissioned research or any other activities they regarded as relevant. All sixteen committees responded.

Thirteen committees reported that they had undertaken relevant work, presented in detail in the table below:

- Citizen Participation and Public Petitions
- Criminal Justice
- Delegated Powers and Law Reform
- Economy and Fair Work
- Education, Children and Young People
- Finance and Public Administration
- Health, Social Care and Sport
- Local Government, Housing and Planning
- Net Zero, Energy and Transport
- Public Audit
- Rural Affairs and Islands
- Social Justice and Social Security and
- Standards, Procedures and Public Appointments.

Three committees reported that they had not been able to undertake climate change and net zero scrutiny since the start of the session for reasons related largely to remit or legislative workload:

- COVID-19 Recovery
- Equalities, Human Rights and Civil Justice and
- Constitution, Europe, External Affairs and Culture.

The Equalities, Human Rights and Civil Justice committee reported that they were actively considering how they could incorporate future questioning on around climate change/ net zero into scrutiny of other issues and requested additional support (which will be provided). The Constitution, Europe, External Affairs and Culture committee reported that they are exploring how to integrate climate change/ net zero related issues in the scrutiny of international policy, particularly international development. The COVID-19 Recovery committee noted that there was committee interest, but the future of the committee was uncertain which had prevented further work at this point in time.

Committee	Overview of activity
Citizen Participation & Public Petitions	<p>For your purposes, we've tried to identify those petitions, scrutinised in the current session, that raise climate-change/net-zero issues. So far as we can tell, these are:</p> <p>PE1812 – to protect native woodlands, and which is expressly motivated by climate-change concerns (NB: this petition was lodged in Session 5, but scrutiny on it has continued this session.)</p> <p>PE1944 – calling for an engine-idling ban, and specifies tackling the climate crisis as a motivating factor</p> <p>PE1945 – calling for a ban on peat extraction for horticulture, in part because of peatland's role in limiting climate change</p> <p>PE1966 – which references climate change as a reason (to protect local knowledge)</p> <p>PE1998 – primarily motivated by republicanism, but an instance where the monarchy (allegedly) sought an exemption from climate-change legislation is cited.</p>
Criminal Justice	<p>During the course of its pre-budget scrutiny, the Criminal Justice Committee has been questioning ministers and key bodies such as the Scottish Prison Service, Police Scotland and the Scottish Fire and Rescue Service on their efforts to reach net zero. This has included issues such as energy use in prisons and the greening of the fleet of emergency vehicles.</p>
Delegated Powers and Law Reform	<p>In part further to a helpful conversation with Graeme [Cook, Head of Research & Sustainable Development Scrutiny] a few months ago, we've had a strand of questioning running through our oral evidence sessions on the Trusts and Succession Bill, which DPLRC is scrutinising.</p> <p>While not a Bill obviously ripe for net zero issues, we've been asking witnesses whether they feel the section on trustees powers of investment should be amended to make clear that ESG-type considerations can be taken into account when making investment decisions.</p> <p>The Convener is still also interested in assessing the carbon impact of Scottish Law Commission Bills, and raised this at the Convener's Group session with the FM recently.</p>
Economy and Fair Work	<p>The Economy and Fair Work Committee has recently completed an inquiry looking at a Just Transition for the Grangemouth Area, in anticipation of the Scottish Government consulting on its just transition plan for Grangemouth. The Committee is due to publish its report imminently. Future EFW committee work may focus on the Scottish Government's Just Transition Fund; a £500 million ten-year commitment to support projects in the North East and Moray which contribute towards the transition to net zero. The Committee will also have an evidence session with SNIB later this month and will consider its investments to support progress towards net zero.</p>
Education, Children and Young People	<p>Much of our work this session has been focussed on legislation, however, the Committee has carried out an inquiry into college regionalisation.</p>

	<p>As part of that work, the Committee scrutinised the current situation in respect of college estates. At least one third of the college estate is not wind or water tight. The funding allocated annually for maintenance is some way short of what is required (around £30 million versus an identified a shortfall of £321m since 2018 -19, based on an estate survey from 2017). This raises questions about the current learning environment but also significant questions as to how colleges will be able to reach net-zero climate emissions which they are aiming to meet by 2040 but, as public bodies, must meet by 2045.</p> <p>The Committee's report highlighted the Committee's concern about the ability of colleges to meet their net zero targets by 2045. As such, the Committee recommended that the SFC do all it can to accelerate work to develop and implement its Infrastructure Investment Plan. The Committee also strongly encouraged the Scottish Government to explore how the requisite resource can be provided to remedy the outstanding maintenance issues and place colleges on the path to Net Zero.</p>
Finance and Public Administration	<p>The Finance and Public Administration Committee has primarily sought evidence on the financing of the Scottish Government's net zero commitments through its pre-budget and budget scrutiny each year, and made relevant recommendations, including that the Scottish Budget and Medium-Term Financial Strategy should each set out how the Scottish Government plans to manage the economy to meet its net zero commitments by 2045, and how the much-reduced capital budgets will impact on the Scottish Government's ability to achieve its net zero targets and ambitions.</p> <p>Clerks and SPICe colleagues sat on the joint working group aimed at improving climate change information in the Scottish Budget, and the Committee has twice received evidence from the Fraser of Allander Institute regarding its commissioned research to inform this piece of work. The Committee's Budget Guidance also each year encourages committees to examine net zero finances, including from 2023-24, the new dedicated climate narrative section outlining "relative impact of spend within the budget that supports progress towards statutory climate change commitments", and, for the 2024-25 Budget, the Scottish Government's "enhanced taxonomy approach to identify and categorise all spending lines across the Scottish Budget with regards to their climate impact".</p>
Health, Social Care and Sport	<p>The Health, Social Care and Sport Committee's pre-budget scrutiny work for 2022-23 and for 2023-24 has included looking at budgetary implications of the commitment that NHS Scotland will become a net zero health service by 2040 at the latest.</p> <p>In particular, as part of the Committee's pre-budget scrutiny for 2023-24, it called on the Scottish Government to set out what financial support it will provide as part of the 2023-24 budget and future budgets to enable the NHS estate to make a positive contribution towards meeting NHS Scotland's stated ambition "to</p>

	<p>become a service which is both environmentally and socially sustainable” and “what support it will provide to public sector organisations to enable a properly coordinated, cross-sector approach towards achieving Scotland’s net zero ambitions and to disseminate best practice throughout health and social care aimed at maximising the sustainability benefits of changes to service delivery introduced during the course of the pandemic”. The Committee received a detailed response from the Cabinet Secretary for Health and Social Care on 15 December 2022. More recently, scrutiny of progress towards meeting the ambition of NHS Scotland becoming a net zero health service by 2040 has formed part of Members’ questioning during scrutiny of frontline NHS Boards. This will culminate with a session with the Cabinet Secretary for NHS Recovery, Health and Social Care on 27 June 2023.</p>
<p>Local Government, Housing and Planning</p>	<p>The Local Government, Housing and Planning Committee has considered climate change and net zero scrutiny in looking at local government, housing and planning matters.</p> <p>Retrofitting</p> <p>Homes in Scotland account for around 13% of Scotland’s total greenhouse gas emissions. Therefore, to meet the of target of reducing emissions by 70% by 2030, and the net zero target by 2045, Scotland’s homes will need to become significantly more energy efficient and use zero or almost zero carbon heating sources. The Committee has held sessions with stakeholders on retrofitting as well as a committee debate in the chamber. The Committee plans to pursue this issue throughout the session. Of particular concern to the Committee, however, is the lack of urgency in progressing this issue. The Committee has expressed concern about the lack of funding being made available to deliver on retrofitting and the lack of public awareness of what will be required of them. The Committee will pursue this work in the context of its scrutiny of the climate change plan.</p> <p>NPF4</p> <p>Much of the Committee’s work in the early part of this session focussed on the National Planning Framework 4 (NPF4). Over the course of its scrutiny of the draft NPF4 the Committee gave careful consideration to the emphasis placed in NPF4 on the climate and biodiversity emergencies. The Committee will be undertaking an annual review of NPF4 and will be carefully considering whether priority is being given to the climate and biodiversity emergencies in planning decisions across Scotland.</p> <p>Community Planning Partnerships</p> <p>The Committee has recently undertaken post-legislative scrutiny of the Community Empowerment Act with a particular focus on Part 2 (Community Planning). In so doing, the Committee examined how partners in community planning partnerships (CPPs) are collaborating to respond to the climate emergency. The Committee intends to return to this issue later in the session</p>

	to see how CPPs are improving in how they are responding to the climate emergency.
Net Zero, Energy and Transport	<p>Since the start of session 6, the NZET Committee has considered climate change and net zero issues both as the primary focus of pieces of work and as an important thread woven through all of its work. These include—</p> <p>Climate Change focused work</p> <ul style="list-style-type: none"> • Consideration of initial priorities for the Committee included scrutiny of and participation in COP26 • A comprehensive inquiry on the role of local government in emissions reduction, covering a range of topics • Annual sessions with the Climate Change Committee on their Scotland Progress reports • The role carbon capture, utilisation and storage (CCUS) in the net zero journey • Consideration of the Scottish Government/ Scottish Parliament Joint budget review as it relates to transparency of climate change data. <p>Scrutiny of other policies through the lens of climate change</p> <ul style="list-style-type: none"> • The Committee participated in collaborative scrutiny of the Scottish Government’s draft fourth National Planning Framework • The inquiry on a Modern and Sustainable Ferry Service for Scotland included consideration of the low emission vessels required in the future and the contribution to transport emissions of ferry services • The future of Scotland’s electricity infrastructure, including consideration of its future role enabling full decarbonisation of energy and the success of our renewables industry • Budgetary and pre-budgetary scrutiny on matters including hydrogen, electric vehicle charging points, and the health of the bus sector.
Public Audit	<p>The Public Audit Committee took evidence from the Auditor General for Scotland (AGS) on his report on How the Scottish Government is set up to deliver climate change goals, at its meeting on 18 May 2023.</p> <p>The Committee has also agreed to take evidence from Scottish Government Officials on the next Major Capital Projects (MCP) update (expected early June) at its meeting on 29 June. The focus of this session will be on programmes and projects that fall under the “Enabling the transition to Net Zero emissions and environmental sustainability” theme of the Infrastructure Investment Plan. Following this, the Committee will take evidence from Roy Brannen, Director-General Net Zero, in his role as Portfolio Accountable Officer at its meeting on 7 September, on issues arising from the earlier evidence sessions on the AGS’s report and the MCP update. The Committee has agreed this approach to enable it to contribute to the Parliament’s scrutiny of the forthcoming update to the Climate</p>

	<p>Change plan by writing to the Net Zero, Energy and Transport Committee to highlight any key issues arising from all three evidence sessions.</p>
Rural Affairs and Islands	<p>At the start of the session, the Committee held four wide-ranging evidence sessions on the climate and nature emergencies to explore how these related to the Committee's remit (November and December 2021).</p> <p>As part of its current pre-legislative scrutiny of future agriculture policy, the Committee has considered a wide range of broader policy areas which intersect with agriculture policy (February 2023 onwards). This has included climate change and resilience and the Committee has taken evidence from, amongst others, the five farmer-led groups who reported with recommendations on cutting emissions in five agriculture sectors, the Agriculture Reform Implementation Oversight Board tasked with working with the SG to implement the farmer-led groups' recommendations, the UK Climate Change Committee and farmers/farming businesses which have adapted their businesses to adapt to climate issues. The SG has already committed to including conditionality for farming payments in future agriculture policy tied to meeting climate targets and, therefore, the Committee will continue to consider climate issues relating to agriculture policy as part of the Agriculture Bill and over the rest of the session.</p> <p>The Committee anticipates considering the new climate change plan when it is introduced.</p> <p>More generally, consideration of agriculture (farming and crofting) and fisheries and aquaculture inherently involves consideration of natural resources and biodiversity and so scrutiny of the climate change impacts on Scotland's land and sea is a recurring feature of the Committee's scrutiny.</p>
Social Justice and Social Security	<p>The Social Justice and Social Security Committee is just getting into this territory now, although the Committee did contribute to the Scottish Government's draft Fuel Poverty strategy in 2021: Letter to the Scottish Government 17 November 2021 Letter from the Scottish Government 24 November 2021 Letter to the Scottish Government 14 December 2021 Letter from the Scottish Government 22 December 2021</p> <p>Recently the Committee issued a Scrutinising social justice: barriers and opportunities report. In the report the Committee sets out its intention to engage with scrutiny of a Just Transition (paras 46-51). Also, at the Committee's Business Planning Day on 12 June the Committee has two guest speakers on a wellbeing economy and a just transition to assist Members of the Committee when they come to discuss their work programme at a future Committee meeting.</p> <p>The Committee's current inquiry is into how the Scottish Government is working with local authorities, employers and other partners at a local level to tackle child poverty through improving employability. Part of the approach agreed by the</p>

	Committee is to investigate what work happens locally with employers to get parents into employment and better jobs, including just transition to Net Zero.
Standards, Procedures and Public Appointments	<p>There are relatively few subject committee matters in the Committee's remit.</p> <p>The only thing to mention is the correspondence from the Conveners Group about improving Net Zero scrutiny through changes to Standing Orders. The Committee considered the letter and then wrote to the Net Zero Committee for a steer the policy objectives of this proposal. The Committee will take this issue up again when it receives a response from the Net Zero Committee.</p>

Conveners Group

6th Meeting, 2023 (Session 6), Wednesday 21 June 2023

Draft Climate Change Plan

Background

1. The Net Zero, Energy and Transport Committee is preparing to consider its work programme for the coming year.
2. As part of this, the Committee expects to consider scrutiny of the Scottish Government's draft Climate Change Plan.
3. The draft Climate Change Plan is a strategy published by the Scottish Government outlining how it will meet its emissions reductions targets. Further detail has been provided in a SPICe briefing at Annexe A.
4. Previous iterations of this plan have been considered by several parliamentary committees in collaboration. This work has previously been led by the Committee with responsibility for scrutiny of climate change and net zero issues within its remit.
5. Cross committee collaborative scrutiny of climate change is now a [strategic priority](#) of the Conveners Group. In the previous item, the Conveners Group has already considered the work taking place across committees on climate change. This forthcoming draft Plan is an opportunity for committees of the Scottish Parliament to collaborate and bring their expertise in different portfolio areas to scrutiny of the draft Plan.

The next draft Climate Change Plan

6. The draft Climate Change Plan is expected to be laid in Parliament in November 2023. The Parliament will have a period of 120 days to scrutinise and report on the policies and proposals contained in the draft plan.
7. The Net Zero, Energy and Transport Committee is due to have an early discussion on its approach to scrutiny of this plan. To inform this discussion, the Convener of the Committee would welcome early views from Conveners of other committees as to how they would like to approach a framework for collaborative scrutiny. This would inform a formal proposal that the committee would make to other committees on consideration of the draft Plan.
8. In the past, the committee with responsibility for climate change issues has written to other committees inviting them to participate in a joint approach which it has mapped out. The most recent developments of this framework have included—

- Issuing a joint call for views and working as collaboratively as possible in relation to stakeholder communications, engagement and on media work;
- Maximising time available for scrutiny by each committee taking evidence and reporting on issues within their remit (which allowed time for committees to take evidence from relevant Cabinet Secretaries);
- To seek to lodge a motion signed by the Conveners of committees who reported on the third Climate Change Plan (previously known as the third Report on Policies and Proposals or RPP3) for a chamber debate.

9. This work was supported by the Clerks, SPICe researchers and officials from the Parliamentary Communications and Outreach offices working for the lead committee, who provided materials and support for all committees to maintain a coordinated and efficient approach. A package of supporting materials is being planned for the next draft.

10. The Convener of the Net Zero, Energy and Transport Committee would welcome an early discussion on Conveners' views on the framework for a collaborative approach to scrutiny of the next draft Climate Change Plan.

**Conveners Group clerking team
June 2023**

Annexe A



Draft Climate Change Plan. November 2023

Introduction

The Draft Climate Change Plan is a Scottish Government strategy document which outlines how it intends to meet emissions reduction targets across all portfolio areas and sectors of the economy. These targets have been agreed by Parliament in two pieces of legislation – the Climate Change (Scotland) Act 2009 and more recently the Climate Change (Emission Reduction Targets) (Scotland) Act 2019. Both these pieces of legislation include a statutory requirement for the Scottish Government to publish a draft plan on how they intend to meet the targets. This is laid in Parliament for consideration by committees.

The draft plan must include information on how they will do this for the following sectors—

- energy supply;
- transport (including international aviation and shipping);
- business and industrial process;
- residential and public (in relation to buildings in those sectors);
- waste management;
- land use, land use change and forestry; and
- agriculture.

In addition to this, the draft plan must contain information on various specific policy areas such as regional land use partnerships, fossil fuels, district heating, electric vehicles, a whole farm approach to emissions accounting, carbon capture and storage, and energy efficient housing. Previous plans have contained information on behaviour change and public engagement.

The plan must be prepared in accordance with just transition and climate justice principles.

Previously, committees of the Scottish Parliament have collaborated on scrutiny of draft plans, considering chapters and elements relevant to their remits.

Background

Climate Change (Scotland) Act 2009

The [Climate Change \(Scotland\) Act 2009](#) (the Act) was passed by the Scottish Parliament in June 2009. This provided a statutory framework to reduce emissions of greenhouse gases in Scotland by setting an interim 42 per cent reduction target for 2020, with the power for this target to be varied based on expert advice, and an 80 per cent reduction target for 2050.

The Act also required that annual targets, consistent with the 2020 and 2050 targets, were set out by Order. These annual targets were set in batches, for example, 2010-2022 and then 2023-27. This model of target setting has been superseded by a new approach set out in the Climate Change (Emission Reduction Targets) (Scotland) Act 2019 (see below for more information).

Section 35 of the 2009 Act required that after each batch of annual targets had been set the Scottish Government produce a report on proposals on policies (RPP) that sets out how the Scottish Government intends to meet its climate change targets.

The Act required that a draft RPP is laid in the Scottish Parliament for parliamentary consideration for 60 days and requires Scottish Ministers to have regard to

- (a) any representations on the draft report made to them;
- (b) any resolution relating to the draft report passed by the Parliament; and
- (c) any report relating to the draft report published by any committee of the Parliament for the time being appointed by virtue of standing orders.

Parliamentary consideration of the draft RPP1

In November 2010 a draft report (RPP1) was laid and was subject to a 60 day period for parliamentary consideration. The draft RPP1 was structured around a number of chapters covering energy supply, homes and communities, business and the public sector, transport, rural land use and waste. Proposals and policies for meeting annual climate change emission reduction targets were identified for each chapter.

The draft RPP1 was considered by the Transport Infrastructure and Climate Change Committee (TICC), which had responsibility for scrutinising climate change matters in Session 3. The TICC Committee consulted with a number of other Committees on the draft RPP1. However, the timescale for considering and reporting was extremely challenging. The time for consideration was contracted further for those Committees reporting to the TICC Committee, resulting in the Rural Affairs and Environment (RAE) Committee declining to engage in the scrutiny process. The TICC Committee appended the report of the Economy Energy and Tourism (EET) Committee to its report but had little time to review or comment on this. In considering the draft RPP1

there was some duplication and overlap in evidence to Committees and in stakeholder engagement.

The final Scottish Government report (RPP1), incorporating changes as a result of parliamentary scrutiny, was laid in March 2011.

Parliamentary consideration of the draft RPP2

The [Draft](#) Second Report on Proposals and Policies (RPP2) focusing on the achievement of Scotland's annual climate change targets for 2013-2027 was laid before the Scottish Parliament on 29th January 2013. The 60-day period for Parliamentary consideration ran from 29 January, 2013 to 29 March, 2013.

In seeking to apply the lessons learned in scrutinising the draft RPP1 and to further strengthen the mainstreaming of climate change scrutiny the Parliamentary Committees with an interest in the draft RPP2 adopted a co-ordinated approach to scrutiny of the draft RPP2. During this period, the following four Parliamentary subject committees received written and oral evidence on the draft report, and the reports were published on 22nd March 2013:

- [Rural Affairs, Climate Change and Environment Committee](#)
- [Economy, Energy and Tourism Committee](#)
- [Infrastructure and Capital Investment Committee](#)
- [Local Government and Regeneration Committee](#)

A [Parliamentary debate](#) on the draft RPP2 and Committee recommendations took place on 26 March, 2013. On 27th June 2013 the Scottish Government published the final [RPP2](#).

A co-ordinated parliamentary approach to scrutiny of RPP2

- The RACCE committee issued a joint call for views with the ICI, EET and LGR Committees and to work as collaboratively as possible in relation to stakeholder communications and on media work;
- The four individual Committees reported separately to the Parliament, ensuring as long a period as possible for each Committee to take evidence and co-ordinate the publication of Committee reports; and
- A motion in the names of all four Committees who reported on the draft RPP2 secured a Chamber debate.

Parliamentary consideration of the draft of RPP3

The [Climate Change Plan: Third Report on Proposals and Policies \(RPP3\)](#) focusing on the achievement of Scotland's annual climate change targets for 2018-2032 was laid in draft in the Scottish Parliament on 20 January 2017. It was subject to a 60-day period for scrutiny by four parliamentary committees. Parliamentary consideration of

the draft Plan was undertaken collaboratively by the following committees using the framework developed for scrutiny by RPP2:

- Environment, Climate Change, and Land Reform Committee (ECCLR)
- Rural Economy and Connectivity Committee (REC)
- Local Government and Communities Committee (LGC)
- Economy, Jobs and Fair Work Committee (EJFW)

The Committees held a joint call for views and collaborated on promotion of their work. Each Committee scrutinised different, pre-agreed chapters of the draft plan and reported individually to the Scottish Government. The Parliamentary scrutiny process generated over two hundred recommendations for the Scottish Government. A Parliamentary debate on the Committee reports on the draft Climate Change Plan (CCP) took place on 16 March 2017. The Government responded via [a written statement](#) in pursuant of Section 35 the Climate Change (Scotland) Act, published on the 20th February 2018.

The CCC published its progress report '[Reducing emission in Scotland](#)' in September 2017 which offered an assessment of the draft plan. The final plan was laid in Parliament on 28th February 2018.

Climate Change (Emission Reduction Targets) (Scotland) Act 2019

The Climate Change (Scotland) Act 2009 was amended by [the Climate Change \(Emissions Reduction Targets\) \(Scotland\) Act 2019](#). This increased the ambition of Scotland's emissions reduction targets to net zero by 2045 and revised interim and annual emissions reduction targets. The changes responded to advice from the Climate Change Committee and raised the ambition of the 2030 and 2040 targets to 70% and 90% reductions respectively.

The amendments also update arrangements for Climate Change Plans to meet the targets and includes new measures, such as creation of a Citizens Assembly and a Scottish Nitrogen Balance Sheet. The 2019 Act placed [the monitoring framework for the Climate Change Plan on to a statutory footing](#) for the first time, with sector by sector reports on progress and the inclusion of matters relevant to a just transition. It also increased the parliamentary scrutiny period for the draft plan to 120 days and introduced a fixed 5 year commitment to publish a Climate Change Plan:

- (a) in the case of the first plan, before the end of the period of 5 years beginning with the day on which this section comes into force,
- (b) in the case of each subsequent plan, before the end of the period of 5 years beginning with the day on which the previous plan was laid.'

The 2019 Act changed the model of target setting introduced by the 2009 Act. Annual targets are now calculated on straight line between interim targets e.g. 2021-2029, 2031-2039 and 2041-2045 and as a % reduction. The [annual targets for the period to 2029](#) were recently amended following advice from the Committee on Climate Change (CCC) in relation to emission accounting methodology.

Update to the Climate Change Plan (2018-32)

Due to the increased ambition in the 2019 Act, the Scottish Government undertook to revise the 2018 CCP within 6 months of the Act. This was, however, postponed due to the Covid-19 pandemic. The draft CCP update was eventually published on the 16th December 2020.

As this was an [extraordinary update rather than a new CCP](#), as part of the regular 5-year cycle, the laying, and scrutiny of this draft CCPu did not fall within the purview of the 2009 Act. Despite this, four parliamentary committees agreed a joint approach to scrutiny of the new plan.

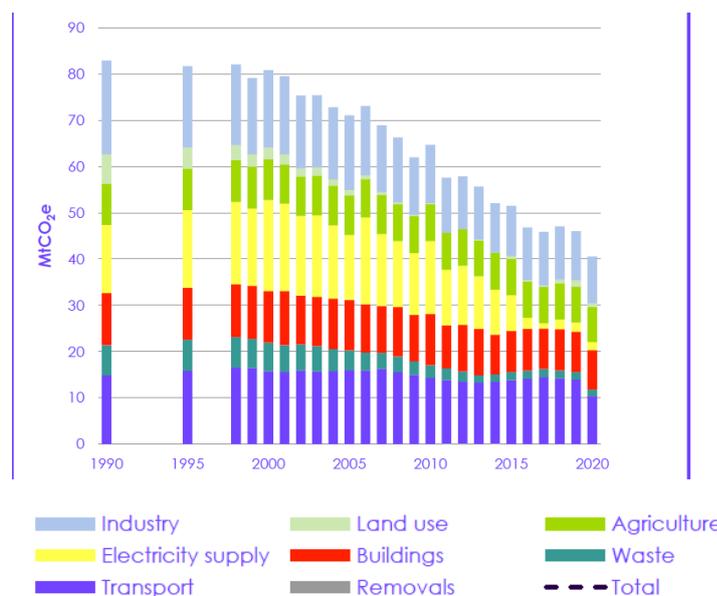
The [Environment, Climate Change and Land Reform Committee led scrutiny](#) of the updated plan in collaboration with the Economy, Energy and Fair Work Committee , Local Government and Communities Committee and the Rural Economy and Connectivity Committee. Following evidence sessions in January and February 2021, the four committees reported directly to the Parliament in March 2021 ([ECCLR](#), [EEFW](#), [LGC](#) and [REC](#)) and the Scottish Government provided an initial response in the parliamentary debate on 9 March 2021.

The update sets out that the next statutory Climate Change Plan is to be completed by early 2025.

Annex Background on Scotland's progress in cutting emissions

On the 'GHG Account' basis, on which performance against the legislated Scottish targets is assessed, emissions fell by 59% between 1990 – 2020. As a result, the 2020 interim target of 56% reduction was achieved.

Scotland's historical emissions (1990-2020)



Source: Figure 5. CCC. [Progress in reducing emissions in Scotland. 2022 Report to Parliament](#)

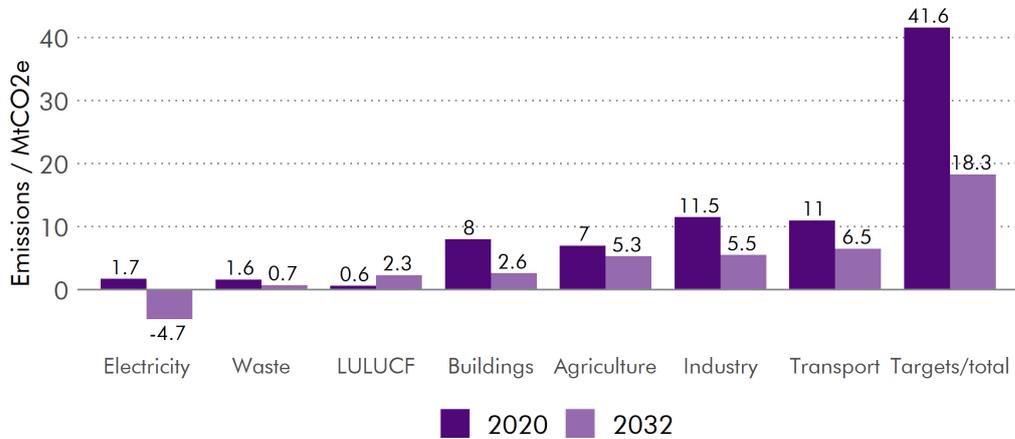
The most significant sources of emissions in Scotland currently are transport, industry and buildings (Table below).

Table of emissions by sector (from Climate Change Plan update 2020)

Sector	% share of 2020 emissions
Electricity	4%
Transport (including international aviation & shipping)	26%
Agriculture	17%
Buildings	19%
Industry	28%
Waste	4%
Land use, land use change and forestry (LULUCF)	1%

Source: Annex C, [Climate Change Plan update 2020](#)

Anticipated Sectoral Change 2020-32 (from CCP update)



Source: [SPICe briefing](#)

Niall Kerr and Dan Barlow

15 June 2023

Note: Committee briefing papers are provided by SPICe for the use of Scottish Parliament committees and clerking staff. They provide focused information or respond to specific questions or areas of interest to committees and are not intended to offer comprehensive coverage of a subject area.

The Scottish Parliament, Edinburgh, EH99 1SP www.scottish.parliament.uk