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The role of parliamentarians in strengthening the climate change agenda: Scotland report

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Disclaimer

The views expressed in this document represent those of the author and are not necessarily those of iied. Whilst transcripts of interviews held by the author were verified by participants, the report itself does not necessarily represent the perspectives of those who took part in the project.

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Executive Summary

Climate change is one of the most serious threats facing the world. Parliamentarians can and should play a crucial role in addressing this challenge. A project initiated by the International Institute for Environment and Development (iied) considers the effectiveness and challenges of the parliamentary process. This project extends to a number of countries across Southern Africa as well as Bolivia and Nepal. As part of the overall process, Scotland has been included as a comparison due to its robust parliamentary approach to the climate change agenda. This report provides a summary of the Scotland study conducted during Summer 2010.

The report builds on a series of semi-structured interviews held with parliamentarians as well as staff of relevant government ministries and agencies and non-government organisations. The aim was to consider enablers, or constraints, of parliamentary action and to review the effectiveness of Parliamentarians in achieving outcomes in relation to the climate change agenda, as perceived by parliamentarians themselves and by government and civil society organisations interviewed.

The key findings of the study in terms of **enablers of parliamentary action** were:

- Few constraints were identified in terms of Parliamentary institutional capacity.
- Engagement and interaction on climate change issues was positive, with MSPs having good access to information.
- Scotland has good coordination and networks of institutions with interests in climate change, and climate change is becoming mainstreamed across policy areas within Government and beyond. Both aspects have been enhanced by the development and introduction of the Climate Change (Scotland) Act 2009.
- Parliamentary Committees provide a valuable and transparent knowledge system, but do not necessarily facilitate or ensure balanced debate across all stakeholders in advance of information being received and debated by Parliament
- Strong political will has been demonstrated in Scotland, aided by strong and wide-ranging civil society support orchestrated through NGO coalitions.

The key findings of the study in terms of **outcomes of parliamentary involvement** were:

- MSPs, and external organisations made significant contribution to the Climate Change (Scotland) Act 2009, with the resultant legislation being more robust and comprehensive as a result of consultation and participation of MSPs and the Committee Structure.
- The provisions of the Climate Change (Scotland) Act 2009 provide a strong mechanism for ongoing Parliamentary scrutiny.
- Due to its being a devolved administration within the UK, Scotland has limited influence in international climate negotiations.
- MSPs have potential for a greater role in influencing and informing individuals – their constituents - of climate change opportunities and challenges.

1. Introduction

Climate change is one of the most serious threats facing the world. Parliamentarians can play a crucial role in addressing this challenge - ensuring government accountability and effectiveness as well as providing a vital knowledge link with constituents, both aspects being important in ensuring a country's response and resilience to climate change. Parliamentarians also have opportunity to promote the voice of citizens at home and at international negotiations.

To address this the UK Foreign and Commonwealth Office (FCO), together with the Association of European Parliamentarians for Africa (AWEPA)¹ commissioned a project to promote an informed debate on climate change within regional and national parliaments. This project extended to a number of countries and reviewed the effectiveness and challenges of the Parliamentary process across Southern Africa as well as Bolivia and Nepal.

Scotland was included in the project to include a comparison with a developed nation. This report provides a summary of the Scotland study conducted during summer 2010.

2. Background to the study

The project originally intended to support the development of parliamentary action that improves legislation and policy to develop and adopt equitable low carbon growth and mitigation strategies². Further to project start-up the importance of adaptation was recognised, as well as the false dichotomy between adaptation and mitigation issues in developing climate resilience. The scope of the overall project was extended to cover all aspects of the climate change agenda where parliamentarians have the ability to scrutinise, influence policy formulation and inform citizens as well as international decision making bodies.

The reason for including Scotland in the study was because it is considered by many commentators to be ahead of most countries in terms of political and institutional preparedness and response to a changing climate, with claims by some that Scotland has the strongest climate legislation in the industrialised world. Widely held perceptions of the situation in Scotland, but to be tested as part of this study, are that parliamentarians played a strong scrutiny role in shaping the Climate Change Bill as it passed through the Scottish Parliament and in the implementation of the ensuing Climate Change (Scotland) Act 2009.

3. Objectives

The overarching aim of the project was to determine how parliamentary action can contribute to the improvement of national climate resilience. The leading role to be played by governments in addressing climate change is acknowledged but this project focuses on parliamentarians due to their vital role. This includes developing climate resilience through bringing constituents' concerns into

¹ The Association of European Parliamentarians with Africa (AWEPA) works in cooperation with African Parliaments to: **strengthen** parliamentary democracy in Africa; keep Africa high on the political agenda in Europe; facilitate African-European Parliamentary dialogue <http://www.awepa.org/>

² Mitigation is 'an anthropogenic intervention to reduce the sources or enhance the sinks of greenhouse gases (IPCC, 2001)

² Adaptation is 'an adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects which moderates harm or exploits beneficial opportunities' (IPCC, 2001)

the parliamentary fora; bringing concerns to the attention of governments and scrutinising how governments are responding to domestic and global climate change issues and developments.

By sharing findings between countries the project intended to facilitate knowledge exchange mechanisms for parliamentarians as well as to provide opportunity for promoting and raising the profile of the climate change expertise of the countries studied within an international context. Through such exchange of knowledge the project intended to provide a valuable tool to facilitate dialogue and sharing of good practice between parliamentarians, with opportunity to broaden international cooperation and understanding.

The project builds on the African-European Parliamentary Action Plan on Climate Change and Food Security (2008) which seeks to strengthen African parliaments in key areas of development and to engage European parliamentarians in a debate with African colleagues on future policies.

4. Approach

An adapted version of the World Resources Institute National Adaptation Capacity (NAC) framework³ was used as a basis to develop survey questions used with parliamentarians, government and non-government actors. The survey was designed to:

- assess parliamentarians' knowledge relating to the challenges of climate change and the way their governments are responding.
- look at responses from parliamentarians alongside responses from other actors to identify what can be learned from secondary sources – to allow for assessment of the climate resilience capacity of each country and importantly where new and improved parliamentary action can contribute to the improvement of national climate resilience.

Assessments involving parliamentarians across a number of countries was intended to strengthen the overall project, providing points of reference and benchmarking opportunities.

5. Scotland and climate change

5.1 Parliamentary system

The legislative procedure in the Scottish Parliament is based on that followed in the UK Westminster Parliament, with three elements:- general consideration of the principles of a Bill; detailed scrutiny and amendment; and final consideration of the amended Bill. Unlike Westminster, the Scottish process seeks to minimise lengthy formal debates between parties at all stages of a Bill, through the use of a system of committees which undertake much of the work of the Scottish Parliament, these

³ The **National Adaptive Capacity Framework** identifies a fundamental set of national-level functions that all countries will need to perform if they are to be adapting effectively over time. The framework can be used to assess how well functions are being performed in order to identify opportunities and priorities for building adaptive capacity and implementing key activities

committees having a stronger role than in many other parliamentary systems (Keating 2010). Membership of committees is chosen to reflect the party balance in the parliament as a whole and convenor-ships are shared among the parties, with party leaderships able to determine who will occupy the role. Keating (2010) notes that the requirement for committee input to be an essential part of the job represents an advance in scrutiny control and accountability, providing a means of forcing policy makers to anticipate criticism.

5.2 Summary of the Climate Change (Scotland) Act

The Climate Change (Scotland) Act (2009) (referred to from here-on as ‘the Act’) received Royal Assent on August 4, 2009, following a comprehensive period of Parliamentary scrutiny and amendment during the Bill process and was passed unanimously by members of the Scottish Parliament (Scottish Government, 2010). The Act was one of the first pieces of national climate change legislation to be passed by any country, and the strength of the Act has been credited to an extent to the action of campaigners and parliamentarians (Wilson 2009).

The Act is built around a regime of legally-binding annual targets, which are set by Ministers (but which require the approval of Parliament through secondary legislation) with reference to a number of specified criteria and targets. The Act creates the statutory framework for **greenhouse gas emissions reductions** in Scotland, setting an interim 42 per cent reduction target for 2020, and an 80 per cent reduction target for 2050. The Act contains a **domestic effort target** that ensures at least 80% of each year’s emissions reductions are reductions from sources in Scotland with no more than 20% of Scotland’s emissions reductions to be derived from the use of international carbon credits each year. To help ensure the delivery of these targets, the Act also requires that the Scottish Ministers set **annual targets for Scottish emissions** from 2010 to 2050.

The Act requires Government to calculate and report on **emissions produced anywhere in the world** that result from Scotland’s consumption of goods and services. The Act is the first such climate change legislation to require, from the start, the inclusion of emissions from international aviation and shipping in the statutory emission reduction targets (Wilson 2009).

The Act places climate change **duties on Scottish public bodies** and includes provisions on climate change including **adaptation, forestry, energy efficiency and waste reduction**. **Public engagement** is a significant feature of the Act, which also includes provision on **carbon assessment**.

The Act requires that Scottish Ministers must act in a way that **contributes to the achievement of sustainable development** when delivering on their climate change commitments, ensuring that attention is given to the natural environment, social outcomes and economy of Scotland.

The Act provides a framework for **advice and reporting on climate change**, placing a number of duties on Scottish Ministers to report to the Scottish Parliament on intended delivery mechanisms and on progress towards the targets.

5.3 History of the Act

The role of Parliament in the scrutiny and amendment of the content of the Act is notable. The Climate Change (Scotland) Bill was introduced in the Scottish Parliament in December 2008. Stage 1 commenced in January 2009 with the Parliament’s Transport, Infrastructure and Climate Change

Committee (TICCC) designated as lead committee and the Rural Affairs and Environment Committee (RAEC) as a secondary committee. The Economy, Energy and Tourism Committee (EETC) also considered aspects of the Bill relevant to its remit, as did the Finance Committee and Subordinate Legislation Committee (FCSLC). The Committees made significant proposals as to how the Bill could be improved. The Stage 1 (general principles) debate took place over two days in May 2009. Changes were made at Stages 2 and 3 through Government and backbench MSP amendments, resulting in a Bill with one third more sections than when originally introduced. The Bill was passed following the Stage 3 Parliamentary debate in June 2009. The Bill received Royal Assent in August 2009 (Cook 2009).

The amendments have also been attributed to the vigorous campaigning efforts of a number of non-governmental organisations. According to WWF, the Scotland Climate Change Bill was “a victory for the many thousands of supporters who backed our campaign for a strong bill – our biggest and most successful public campaign to date, and one in which we worked closely with the Stop Climate Chaos Scotland coalition”. The final day of the Scottish Government’s consultation on the Bill was marked by WWF Scotland presenting thousands of postcards to the Scottish Government, with the Government receiving over 20,000 responses - a level of response second only to the public consultation on the smoking in public places ban (WWF 2010).

Some example of significant changes to the original Bill brought about through the parliamentary process included:

- the interim greenhouse gas emissions reduction target in the Bill being amended from 50% by 2030, to 42% by 2020
- annual targets be set to ensure they delivered the 2020 and 2050 targets
- a domestic effort target to ensure that most of the emissions reductions take place in Scotland (rather than indirectly through, for example, the purchase of carbon credits on an open international market)
- strengthening the climate change duties to be placed on public bodies, who must act in a sustainable way to deliver the targets
- an extended list of organisations defined as public bodies
- a sustainable development duty on Scottish Ministers
- a requirement for Scottish Ministers to report to Parliament on the greenhouse gas emissions consequences of spending
- a requirement for a public engagement strategy on climate change
- more detailed provisions on the climate change adaptation strategy
- a duty to produce a land use strategy

The Act introduced considerable ongoing implications for the workload of the Transport, Infrastructure and Climate Change Committee in scrutinising secondary legislation and reports to be brought forward by the Scottish Ministers under the statutory framework set out in the Act and also the UK Climate Change Act 2008. This includes consideration of: the Draft Order for the Carbon Reduction Commitment; the Scottish Government’s Adaptation Framework; and the advice given to the Scottish Government by the Committee on Climate Change on how Scotland can meet its 2020 target. The Parliament continues to be actively involved and in June 2010 the Scottish Government’s proposals for annual carbon emission reduction targets were defeated in Parliament by 64 votes to 62. During the Parliamentary year (May 2009 to May 2010), the TICC Committee met 28 times.

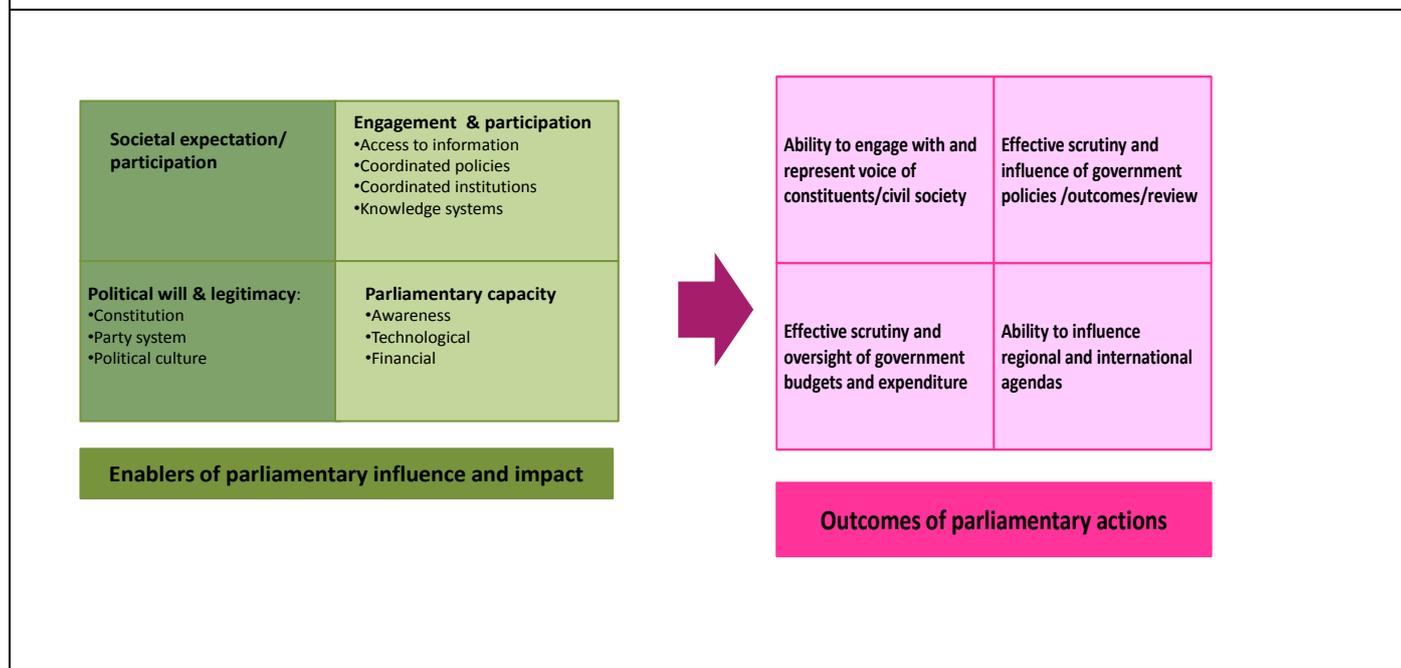
6. Information needs and analysis of information

In line with the objectives outlined in Section 3, a country study was carried out in during Summer 2010. Semi-structured interviews were held with key stakeholders: parliamentarians, officials of the Scottish Government and its agencies, and staff of non-government organisations (Annex 1). The interviews addressed:

- Information: information management, and assessment
- Prioritisation : climate change mitigation and adaptation
- Coordination: policy coordination and Institutional coordination
- Engagement: regional and International level engagement
- Resources: channelling

One intention of the study was to look at the *enablers*, or constraints, of parliamentary action, as well as the intended *outcomes* of parliamentary involvement in relation to the climate change agenda, as summarised in Figure 1. Not all aspects of enablers and outcomes could be included within the scope of the study: it was not within the remit of the study to fully address “political will and legitimacy”, nor was it possible within the time-frame to test societal expectations. However, consideration was given to the capacity of the Parliamentary system, and factors that facilitate Parliamentary engagement and influence. The aim was also to review the effectiveness of parliamentarians in achieving outcomes, as perceived by parliamentarians themselves and by government and civil society organisations interviewed.

Figure 1: Enablers and outcomes of effective parliamentary action



7. Findings relating to ENABLERS of parliamentary influence and impact

7.1 Institutional capacity: technical resources, financial resources, awareness

No issues were raised in terms of capacity of the technical or financial capacity of the parliamentary system or committees.

The majority of the parliamentarians interviewed were conversant with climate change science and policies relevant to Scotland, although not necessarily of the full breadth, and many interviewed were more familiar with issues relating to mitigation/emissions targets rather than adaptation. However, there was generally limited awareness of government progress on climate related actions outwith those relating to recent parliamentary committee business such as the annual targets.

In terms of limitations of the parliamentary functions, a key issue related to the insufficient time available for considering post-legislative duties. An example was provided of the remit given to a short-life working group to take evidence and report back to TICCC within 3 months. Another issue was that of technical understanding. Whilst the Climate Change Delivery Plan published before the Act was suggested as being easily accessible and written in clear terms, the Report on Policies and Procedures (RPP) required by the Act was thought to be likely to be more problematic in terms of MSPs having the time to read and assimilate the information, even at Committee level. Whilst Government produced technical information, MSPs suggested a tendency to rely on the 'translation' role provided by NGOs.

Mention was made by MSPs of the need to separate the moral dimension from the evidence side of the debate on climate change. Parliamentarians are required to discriminate between different points of view, requiring the ability to take contrasting evidence from stakeholders, prioritising what is important and taking account of 'solutions' presented and how feasible these are.

7.2 Engagement and interaction

7.2.1 Information sources - general

Regular information (at an individual level) was suggested as being received by parliamentarians from a relatively large number of key sources including through electronic briefings. Notable sources of information included:

- Stop Climate Chaos
- Friends of the Earth
- WWF
- Environment Link
- RSPB
- Scottish Parliament Information Centre (SPICe)
- Parliamentary briefings
- Royal Society of Edinburgh

- National Farmers Union (NFU)
- Energy Savings Trust
- Scottish Renewables Forum
- Scottish Environment Link
- UK Climate Change Committee
- Government Briefings
- Met Office

- Sustainable Development Commission
- IPCC publications
- Scottish Research Institutes (e.g. Macaulay Institute)
- Universities and academia,
- Private sector
- Faith groups
- TV and general reading
- Personal travel experience

The Scottish Parliament Information Centre (**SPICe**) was mentioned by most MSPs as a good source of non-political briefing material. Although MSPs have their own researchers these were not mentioned during the interviews. **Environment Link** and **Stop Climate Chaos Scotland** were mentioned due to their ability to speak on behalf of a number of organisations.

Only two MSPs referred to **Scottish Government** as a key provider/ primary source of information. Government **agencies** such as the Scottish Environment Protection Agency (SEPA), Scottish Natural Heritage (SNH) and the Forestry Commission were not typically referred to as sources of information, although it was noted by one participant that as non-elected bodies, such agencies do not have the legitimacy to directly influence Parliament.

The **IPCC** was cited as a source of information but perhaps not providing the summary level that would be most useful, and reference was made to the fact that evidence from this source can be overwhelming. IPCC summary reports for policy-makers were not mentioned. Given the speed with which the political world works, information is needed quickly and in a readily digestible form. Hence it was noted that there is a reliance on briefings that are already available such as those received from SPICe and WWF. It was suggested that whilst there is no shortage of information, there is **a need for interpretation and coordination of information packaged in a format appropriate for MSPs**, with no particular approach referred to for this other than SPICe briefings.

It was noted that MSPs can and do interrogate raw data and TICCC had initiated its own enquiries and commissioned consultants when more evidence has been needed. Whilst Parliament doesn't have the same financial resources as the Government, it was suggested that it can make links and commission work.

7.2.2 Knowledge exchange and interaction

Information flows and interaction are considered: (i) during the passage of the Climate Change Bill and (ii) subsequent to the Act's provisions coming into force.

(i) Knowledge exchange during the Bill Process

It was evident from all interviewed that the Bill process itself allowed for information-gathering, with MSPs taking evidence and in particular for the TICCC Committee to 'quiz experts' from agencies, NGOs, business and political groups.

Given that TICCC has the role of scrutinising Government, information provided by Government was used as the primary source although was not necessarily taken at face value. When additional information was required this was sought, for example the Tyndall Centre was contracted to assist with scrutiny of the Bill.

Parliament did not have an appointed expert technical advisor on climate change during the passage of the Bill but the Scottish Parliament Information Centre (SPICe) played a role in providing factual information. SPICe was clearly a well used secondary source of information and was cited as playing an important and coherent role in providing regular updates on key issues particularly when

information was not forthcoming from Government. However, it was recognised that it is not the remit of SPICe to provide a filter on the *quality* of information received by Parliament.

Many of the organisations with whom parliamentarians were in contact provided a strong external push or lobbying role, and worked in concert during the passage of legislation relating to the Climate Change Bill /Act, particularly NGOs, who had a very influential role. Indeed the Act was referred to by one NGO representative as a culmination of 10 years of input, which started at FoE with lobbying of ministers for a climate change act in 1999, with subsequent contact with political parties to ensure the issue was included in manifestos.

Stop Climate Chaos Scotland (SCCS) was considered by many to have had a strong role in terms of the Bill and reference was made to its two million members, the largest coalition ever in Scotland. This Coalition was considered to have ‘a lot of enthusiasm’ and ‘the ability to represent the voice of socially disadvantaged’. SCCS was regarded as an important umbrella grouping covering a broad spectrum of interests encompassing, for example, different views on the emission reduction targets. During the Stage 1 debate, SCCS provided briefings to MSPs, and held detailed discussion with Ministers and parliamentary officers, with SCCS providing a ‘translation role’ and presenting 10 demands or ‘big asks’. An SCCS sub-group was established for each of these asks, with each group taking a coordinated approach in terms of meeting political party representatives and following this through the Committee stages. SCCS was frequently in front of the TICC Committee and meetings were held with the Cabinet Secretary for Finance, every two months. Other meetings were held with the Minister for Transport, Infrastructure and Climate Change. For each meeting a two-sided briefing would be produced. The level of input of NGOs to the Bill process was considerable, with one NGO referring to interaction (in person) with Parliament of up to 100 times in a year.

It was noted by Government officials (although not MSPs) that Government also provided briefing sessions for Parliament during the passage of the Bill on a range of issues, through the offices of the Sustainable Development Commission Scotland, with a menu-driven approach offered to TICCC. Scottish Government also organised workshops during the consultation period, involving NGOs and others, but not parliamentarians, to allow for the mapping out of ideas for measures to be included in the Bill. In coming forward with the Bill in December 2008, the Government was aware that it did not necessarily cover all of the issues which might have been included or which were sought by, for example, NGOs. The Government acknowledged the role of Parliament in scrutinising the provisions of the Bill and fully expected the Parliamentary process, to identify additional provisions in addition to challenging the original ones.

(ii) Current knowledge exchange

It was noted that ‘climate change is a thread that weaves across much parliamentary business’ and due to its cross-cutting nature is addressed through a number of Parliament’s Committees, particularly TICC, RAE, and EET. From the discussions held it seemed that there was good interaction between MSPs on the topic and good interaction through cross party groups and events. Meetings were referred to between TICCC members and Stop Climate Chaos and business groups as well as with the Met Office and academics. In addition some parliamentarians made explicit reference to

interaction with their political party members and activists at a local level. There was considered to be strong engagement with civic society and with the business community.

At the time of this study the TICC Committee received submissions from a range of interested parties including Scottish Government which provides information on levels of emissions from different sectors and on policies that Government is taking forward and their impact. Committees other than TICC also received various sources of climate-related information for example the RAE Committee received information relevant to flooding legislation and CAP reform, and the EET Committee received information for the Energy Inquiry.

Scottish Government officials referred to their ongoing interaction with Parliament through the Cross Party working group on climate change, SPICe and events held by government agencies with MSPs such as a Forestry Commission 'forestry and climate change' event held at the Parliament. In addition Ministers are called to give evidence in front of Committees, and Government Ministers interact through Parliamentary debate.

NGOs, including SCCS, were found to retain strong interest and links with Parliament, and for example promoted the interests of Scotland at the UN Climate Change Conference at Copenhagen. Whilst the main contact has been through TICC or sometimes the EET Committee, it was more usual for the approach to be from SCCS or members, rather than Parliament, and for briefing notes to be produced or short meetings held with MSPs.

Further to the Act being passed, NGOs took on a role in terms of international promotion including to Ireland and Europe. They had input in terms of delivery of targets and proposals and policies, were involved in technical level workshops with civil servants involved in transport and energy efficiency as well as being involved in the Public Engagement Strategy. FoE was asked to assist with consideration of target emissions figures. The previous chair of SCCS was appointed to chair the Parliamentary short life working group on annual emissions targets and SCCS was found to frequently engage with TICC on SI annual targets.

SCCS was found to have an ongoing interaction at a party level with a focus on influencing manifestos for the 2011 elections, aiming to ensure a well-coordinated agenda to reach the right people. Given their influential role, SCCS was suggested as being kept on board by Government although there was a concern expressed that 'opposition parties can think of SCCS as free consultancy', and 'MSPs can think that SCCS are closer to the detail than government or they are themselves'. Overall the general consensus was that there was a good level of understanding between SCCS and government /civil servants, and good technical exchange.

Parliament was found to receive information from sources other than NGOs and Government, including from UK bodies and Committees, with the **UK Committee on Climate Change** providing statutory advice and being responsible for reviewing new science and research, with this information being fed into TICC.

The view of those external to Parliament was that it could not be expected that all MSPs be aware of climate issues, but it is important to rely on those within the Parliament who are informed (even if just eight to ten committee members) to **influence other parliamentarians** and party colleagues.

Knowledge was also perceived as flowing outward from the Committees when MSPs move into new roles. A view was expressed by externals that rather than reaching out to MSPs it is better to **influence key researchers** within each political party as some of the NGOs are doing, thereby influencing the parties and building on the opportunity to capitalise on 'all parties wanting to claim credit for being green'. Indeed it was noted by one interviewee that MSPs take a party approach and that MSPs "don't feel they need to learn, they will decide what they need to know and take the party line".

7.2.3 Coordination of institutions

One means of facilitating greater parliamentary involvement is through coordinated institutions that work together to present information and divergent views in a coherent manner. It was evident from the interviews that a **wide range of bodies** were working on programmes linked to climate change including government departments, local authorities, Scottish Water, SNH, Housing Agencies, enterprise companies, private and third sector organisations, Defra, UK Government and UKCCC all mentioned. Despite the number of working groups in existence some MSPs referred to the need for greater **strategic and coordinated approach** to addressing the climate change agenda. **Horizontal coordination and co-working** was considered by some to be limited although it was noted that there had been a significant development in terms of breaking down departmental barriers within Government. Many participants were unaware of the extent of coordination of activities, and there was a lack of awareness among MSPs of any public authority forum on climate issues. Whilst there was a general degree of satisfaction in the fact that the parliamentary process had strengthened the requirements placed on public bodies, there was a perception that progress on achieving change was poor. This appeared to be due to lack of reporting back on any achievements that have been made.

Environment Link and **SCCS** were cited by some MSPs as useful coordinating umbrella groups which offer different perspectives held by those of different political. It was understood that there was considerable coordination between NGOs, and others, for example FoE was referred to as being involved in a high level advisory group on Public Bodies Duties, involving Unison and WWF.

From a **Government perspective**, at the implementation/delivery phase of the Act there was thought to be considerable coordination across organisations and within Government itself, with mainstreaming having resulted in climate change responsibilities being delegated across directorates. Greater institutional coordination was also considered by Government interviewees to be driven by aspects of the Act such as: the Public Bodies Duties; assessment of achievements; the need for joint agency statements; climate change action plans and joint statements on scenarios. Government officials made reference to a number of groups including Climate Change Business Delivery Group, Public Sector Leaders Group, the 2020 Climate Group, the Edinburgh Centre on Climate Change, a possible centre of expertise on climate change, community groups such as Going Carbon Neutral Stirling and the Scottish Climate Change Impacts Partnership (SCCIP) as well as NGOs. Not all MSPs interviewed referred to such institutions or coordinated approaches.

It was noted that the Act introduced a raft of statutory provisions which ensure **formal**, ongoing and regular **linkages** between government and Parliament. This includes the provision requiring that Scottish Ministers come forward with a **public engagement strategy** that will ensure that

arrangements are installed across Scottish society. However, the view was expressed by some that the **linkage between civil servants and parliament** could be strengthened and that NGOs have better access to civil servants than do MSPs, and that NGOs can play a role in feeding information from Government to Parliament as well as engaging with their members and changing behaviours.

The **UK Committee on Climate Change (UKCCC)** was also noted as playing a coordinating role but the opinion on the remit of UKCCC was divided. According to some MSPs, the Government can “hide” behind the UK Climate Change committee and the view was expressed that there should be a Scottish climate change committee rather than a UK one which is seen as being remote from Scotland and doesn’t necessarily understand the issues. Other MSPs were of the opinion that a Scottish Committee would result in a costly duplicating effort given that it is the same data/issues that are considered across the UK, and the UKCCC includes Scottish data. This view was held by those external to Parliament that the current arrangement allows for Scottish relevant issues to be included through means of inclusion of Scottish data and through the secondment of staff.

7.2.4 Coordination of policies

A coordinated approach to inclusion of climate issues within national policies is another means of facilitating the role of parliamentarians in scrutinising the work of Government. Parliamentarians interviewed had a general understanding of the various policies in place and the science behind the Act. The importance of **mainstreaming** climate change across all government areas was raised by many MSPs, who noted that climate change should be part of all government and public body planning. Several interviewees hoped that the Act would drive this. The need to achieve consensus around climate-related policies was noted; for example it was suggested that there was little consensus on approaches to energy generation, energy efficiency and the costs of achieving this.

Generally throughout the interviews there was considerably more reference to the development of the Bill/Act and emission targets than to the means of achieving these or of adaptation policies going forward.

There was a perception by some MSPs that Government has a reluctance to consider climate change as an integrated part of policy and public service priorities. It was suggested that **greater leadership** is needed for better environmental management but it was also noted that because Scotland is a small place it should be easier to link policy and implementation, but Government will need to work across departmental boundaries and geographic areas.

It was perceived that Parliament will take a strong future role in the climate change agenda through the **review of policies and programmes** and statutory instruments.

From a Government perspective it was considered that coordination of policies was happening as climate change thinking is mainstreamed across government. This was manifest in the reduction in size of the Climate Change Division which by design did not hold the policy levers connected to delivery of the Act’s provisions. These, with the exception of emissions trading, were held by others such as energy and housing divisions. At the time of this study adaptation was included in Strategy and Ministerial support directorate because it was considered that adaptation should not be aligned with any particular policy area. Responsibility for emission reducing measures were held at sector

level across a number of directorates. The Public Bodies Duties was dealt with in Public Service Delivery division and Public Engagement dealt with by Communications directorate. Climate change was suggested as being more explicitly a key element of, and driver in other important policy areas such as energy, land use, planning, housing and, significantly finance. Reference was made to the fact that public bodies are under a duty to consider the contribution they can make to mitigating emissions and adapting to climate change. At the time of the study other organisational changes were under consideration to support delivery of the Act's provisions.

7.2.5 "Knowledge systems"

The extent to which parliamentarians keep up to date and aware of the issues and implications of government actions and stakeholder interests will depend to an extent on their involvement in "knowledge systems" which allow for an enduring mechanism of co-learning and knowledge sharing. The Parliamentary Committee system was considered to have provided a useful role as a knowledge system, allowing for scrutiny through deciding the agenda and the ways to interact with Government, requiring evidence from ministers on issues relating to the committees interest and examining the evidence. Interaction was referred to with government, with experts and civil society organisations. However it was noted that involvement with some groups could be stronger, such as the 2020 Climate group, COSLA and trade unions.

Some external interviewees, whilst conceding there to be no one repository of knowledge, considered that climate change was embedded within a range of knowledge networks although these were not necessarily coordinated.

An observation is that Parliamentary Committees are not enduring as knowledge systems and have a fixed agenda largely set on an annual basis although linked to the Act. The issues raised were those of recent and immediate concern, notably emissions targets, and there was limited appreciation of broader agendas on climate change (such as Public Bodies Duty, Public Engagement or the Adaptation Framework) as these that had not formed the basis of recent committee discussions. Parliamentarians did not have access to working groups involving Government, although had access to the outputs of such groups.

7.3 Political will

Clearly Parliament had a vital role in the success of the Act, but it was also mentioned that this was due to external enablers, or lack of constraints. Whilst political will was not a specific question within the interview structure, it was referred to implicitly by a number of participants. Reference was made to the fact that Scotland was 'in a lucky position of having a minority government and this can create the right conditions for debating and interaction of MSPs'. The dynamics of a minority government were referred to as promoting agreement rather than self interest, and hence all parties contributed to the success of the Bill/Act. A driver behind the support for the Bill/Act was suggested as being more due to party- political and strategic interests rather than parliamentarians having a particular knowledge or stance on the science.

It was considered by several interviewees external to the Parliament that the **SNP Manifesto** drove the introduction of the legislation and resulted in a change of focus from voluntary to legislative, with strong commitment and an impetus for action/ teeth. The Manifesto was seen to have significantly raised the profile of climate change.

It was suggested by non-parliamentary interviewees that NGOs acted as an important enabler and that through eliciting and demonstrating the support of a large section of society, the political legitimacy was 'created' for Parliamentarians to pursue the climate change agenda.

The absence of any constraints to the ambitious aims of the Bill was also notable, with many interviewees referring to the fact that "during the development of the Bill/Act there was consensus and **no dissenting voices**" (a phrase repeated across all groups interviewed). It was noted that all 128 MSPs voted for the Bill which was passed unanimously, and those who could be most impacted by the implications of the Act did not raise any concerns. For example BAA and CBI had links with TICCC and 'were quite reasonable'. Whilst politically it may not have been desirable to be seen to raise objections, it is perhaps surprising that there was no strong opposition. However it was suggested by a few interviewees that the implications of what was being passed was not fully understood until the final stages and that opposition may come at the implementation stage when the cost implications of delivering the Act's measures become more clear.

The lack of balanced debate whereby different organisation/ coalitions could influence Parliament was noted, with the result being suggested that those that had a planned campaign had stronger influence. Although the private sector such as CBI and others had contact with Scottish Government it was thought that they did not have the people-capacity to engage fully and hence did not raise issues. Similarly COSLA, whose members will be significantly impacted by outcomes of the Act, did not appear to engage as strongly or as effectively as NGOs were able. However, an alternative perspective offered was that the business community did not dissent because they wanted 'certainty', for planning purposes and the Act would provide this certainty. Many were also thought to be bought into energy and cost savings and the low-carbon economy.

Another reason given for the success of the Bill/Act was because Devolution has provided a focus on domestic issues without being distracted by international policy/politics. Furthermore it was remarked that Scotland as a country is progressive and willing to change. Climate change was considered to have been well managed over last 20 years with MSPs feeling that they have the public behind them and that they "follow the mood". It was also noted that there was support for the Act because it sets a framework or "clear direction of travel for Scotland".

8. Findings relating to OUTCOMES/EFFECTIVENESS of Parliamentary action

8.1 Scrutiny/Influence of legislation and policy

A key function of parliamentarians is to scrutinise the action of government, as well as to introduce new legislation. The extent to which both have been achieved is considered here.

8.1.1 Legislation

In terms of introduction of legislation, the fact that the Bill was introduced, consulted on, and the Act passed with unanimous support within a year, demonstrates the effectiveness of Scotland's political system in introducing legislation and in ensuring its robustness. In considering the Bill, the Parliament added a number of additional and substantive provisions including ensuring Ministers are held to account for any failings by government and that remedial action is taken; strengthening two-way communication links with other countries, thereby contributing to Government's objective for Scotland to play a leading role, internationally, in addressing climate change.

Parliamentarians considered that they had been very influential in driving the process of the Act. For example it was noted that when seeking to introduce the Bill the Government provided the briefing in terms of the consultation and the Minister took advice from officials. However initial advice received from Government was considered to be poor and parliamentarians (particularly through the Parliamentary Transport, Infrastructure and Climate Change Committee (TICCC) had an ongoing challenge in terms of the consultation, adding questions and rejecting some aspects. As a consequence of Parliamentary input the Bill was strengthened by amendments passed by the Committee at stage 2 and the full parliament at stage 3, for example during the Bill process when the Government promised long term achievements the Committee pushed for short and medium term targets.

8.1.2 Scrutiny

The Climate Change (Scotland) Act, its passage through Parliament as the Bill, and its associated duties have provided the key means for parliamentarians to address and scrutinise climate change. The Act itself places much emphasis on the scrutiny role of MSPs in terms of what Government is doing, importing all the scrutiny requirements from the UK Act which is based on five-year carbon budgets but with the Scotland Act structured around annual targets and hence requiring more frequent reporting.

Given that the Climate Change (Scotland) Act is silent on penalties ie there are no formal sanctions if Government fails to reach targets, the importance of scrutiny role is particularly valid and there was a strong expectation that scrutiny will happen in practice. Government is expected to make statements to Parliament and Ministers to give evidence to Parliament and its Committees. The Act has introduced a new suite of ways in which the parliament will formally be involved in approving, monitoring and commenting on government actions such as through consideration of SSIs and reports required to be submitted to Parliament by Scottish Ministers. TICCC was referred to in particular as having a strong scrutiny role. It was considered that upcoming scrutiny will look at progress with public engagement and public bodies, and informal scrutiny when the First Minister meets with other parties to review progress.

The strength of the scrutiny process was referred to by some MSPs as having been demonstrated in that the first SSI (on Annual Targets) was voted against (albeit three other SSIs laid at the same time were agreed). It was suggested that the Government expected Parliament to agree to the targets but parliamentarians were not content with progress, showing that Parliament was taking

the delivery process seriously. Others noted there to be an issue in terms of credibility of the advice received by the Government, for example whether a reduction of only 0.05 per cent for the current year would be acceptable. However, others suggested the vote was a political issue. As a consequence of this defeat, a short life working group was demanded of the Minister, in order to resolve the situation in terms of setting the annual targets. MSPs interviewed suggested that the Government cannot ignore the strength of opinion (technical or political) on the issue of emissions targets and in the same way that Government works to ensure the majority of parties are behind the budget before it is presented, it was suggested that Government needs to take a similar approach to ensuring support for Climate change related decisions, and civil servants could have given more information on options

Several people interviewed referred to the **influential nature of the Parliament** on Government activities, with a view that the remit/internal structure of the Climate Change Division has changed substantially over the last year or so, very much driven by the **Legislative Process**, with new policy developments linked to the Bill. The changes were considered to have very much been driven by **Ministerial aspiration** with considerable progression since the 2006 climate change programme which sought to capture what government was doing and worked on a voluntary basis.

However, the knowledge-base upon which Parliamentary decisions are made was queried by some outwith Parliament, with the view that decisions are inevitably driven by party politics and indeed it was queried as to whether the short life working group would be equipped to review the evidence base. The extent to which Parliament adopts an **evidence-based approach to scrutiny** was also questioned.

8.1.3 Development of policy

The Scottish Government is the main developer of policy and the Act brought about significant change within the Government, including some re-structuring to ensure climate thinking and action be mainstreamed throughout government. MSPs referred to the importance of reviewing progress within Government and it was expected that a number of Committees would start to see climate change coming through their policy areas as mainstreaming becomes a reality in Government.

Key pressing policy needs raised by parliamentarians included a mix of adaptation and mitigation relevant issues. These were raised as areas to be taken forward by Government rather than where Parliament was actively pushing the agenda, but none-the-less there was an expectancy to receive information on government progress in due course.

In terms of **mitigation-relevant policy** issues, public transport was referred to by MSPs as an area where the greatest change is required - as this is a public good demand management would be required to address public behaviour and infrastructure requirements and break through the “addiction” for car travel. **Energy efficiency** was seen as important, and domestic and home insulation were mentioned. It was noted that Scotland has been slow in developing regulations for energy management, and micro-generation. **House building** was raised as a key issue in terms of energy efficiency, collective housing and for new build to benefit from urban heat and combined

heat and power. It was suggested that greater clarity is needed in terms of **carbon capture and storage** (CCS) policy and the need for reviewing economic viability of CCS schemes.

The key **adaptation-relevant issues** mentioned related to the **planning system**, particularly the development-led system linked to financial returns. More than one MSP referred to the need to de-politicise the planning/development approach and move away from the predominantly rural-focus. The draft **land use strategy** was mentioned a number of times although there was limited knowledge as to where this was at in the Parliamentary process. It was noted by one MSP that it will be important to keep land available for food production due to scarcity of land and increased demand, and the view was expressed that Scottish Government's new tree planting targets were unrealistic. Another policy area referred to was **health service provision**. The requirement was noted for debate on **behavioural change and influence** with the perception that whilst Government is happy to sign up to climate change commitments it is more reluctant to put practical measures in place, and in practice economic growth is perceived as a priority over climate change.

Government perspective in terms of key policy requirements included delivery plans for energy sector, transport, rural land use and agriculture plus health, education and skills around these, the twelve adaptation sectors included in the Adaptation Framework, and the 2012 review of adaptation. Mention was also made of the role of Parliament in influencing stronger action at UK and EU level in areas where Scotland doesn't hold levers as well as carbon assessment of the budget and how this can be achieved for example through regulations and placing the burden of responsibility on individuals .

It was noted from many interviews that there was generally more focus on **economy** than environment and on energy rather than adaptation. The explanation offered (by some MSPs) for the latter is because Scotland is less affected by impacts than others parts of the world and developing countries in particular. Furthermore Scotland does not have responsibility for international relations. Many of the NGOs such as Stop Climate Chaos as well as the Trade Unions were less interested in adaptation relative to their interest in emission targets.

Terminology relating to climate change was noted as being important. Rather than referring solely to the risks associated with climate change it was suggested that there is need to consider the **economic opportunities** that climate change can present. Such opportunities include increased jobs, a successful low carbon economy, better sustainable transport and increased local food production. It was suggested that the current focus on carbon reduction, with a shift from oil to renewables, provides Scotland with a comparative advantage. The Government's objective of **sustainable economic growth** was accepted by those who raised it as logical. The focus on climate-related opportunities was also suggested as helping the activist cause whereas simply focusing on the negative aspects of climate change was considered to be a disincentive to change. However it was thought that "visions of low carbon futures" should be minimised as such futures could look difficult and unacceptable to the majority of the population.

The unanimous support of Parliament (and NGOs) for the climate change agenda was also seen as being important in influencing the media – whilst the media is considered to typically encourage a battle of wills about science the Scottish media was perceived as less supportive of climate change sceptics because they are aware of the commitment of civil society.

8.1.4 Risk Assessment

Only limited reference to risk assessment was made by parliamentarians and despite the work of the UK Climate Change Risk Assessment (UKCCRA) it was suggested that there is **insufficient risk assessment**. Risk-related issues that were raised included the National Planning Framework, the role of Environmental Impact Assessments, and transport-related risks for example the vulnerability of the east coast mainline and landslides. Coastal flooding was also raised as an emerging issue.

Climate risk was thought by MSPs to be inadequately assessed at the **local level**, ie through local authority planning. It was suggested that **longer term climate change risks** need to be factored into plans although several respondents linked 'risk' to local authority rather than national action.

The view of some others interviewed was that UKCCRA should highlight gaps and where there is a need to do more work.

8.1.5 Review of impacts and actions

In terms of Parliament being kept up to date on priorities, the Act provides for a number (more than 20) reporting provisions, many of which are annual, within a statutory framework. Reference was made to the Report on Proposals and Policies, expected to be published in September 2010, which would produce an action plan to 2020. Annual reporting and monitoring should provide opportunities to review future actions.

Questions relating to reviewing and updating assessments **of climate change impacts** were answered in nearly all cases by MSPs in terms of review of *achievement of emissions targets*. Reference was made to Scotland's Act being of interest not because of the overall targets but the *intermediate* targets and the detailed reporting requirements and specific responsibilities. It was suggested that review is underway within Government, though not Parliament, and that it was too early in the process to comment, with Government still introducing statutory duties and TICCC having a role in establishing the reporting mechanisms.

8.1.6 Implementation

The response to questions on implementation focused on emissions targets rather than adaptation. Whilst it was noted that the reduction targets are "good on paper" there was a sense that Scotland had yet to "get to grips with what needs to be done" and certain outworkings of the Act remains unclear for example energy efficiency, land use strategy, and Public Bodies Duties. Several respondents were not sure that these elements were delivering on time, and were uncertain as to responses from local authorities. Generally in this area the response was less confident, based on perception of how things stand rather than any particular evidence received from Government or Local authorities.

Several local initiatives were referred to that would have an important role in terms of societal response to climate change, with many being supported by the Government's Climate Challenge Fund. Other initiatives cited were the Carbon Trust, Transition towns and back-green initiatives.

8.2 Scrutiny/ influence of financial resources

Only limited attention was given to the role of Parliament in terms of reviewing the financing of the climate change agenda. The main comments were that Government leadership is required to ensure the provision of sufficient resources to support the climate change adaptation and mitigation actions in Scotland. It was suggested that climate-related issues should be considered as part of the budget scrutiny. Views of those outside parliament were that whilst there would need to be dedicated money for climate change the key focus would be on realignment of existing resources rather than a separate funding, and there would need to be an adjustment of the procurement regime to ensure that energy and resource efficiency are factored into the process

8.3 Influencing International agendas

An area of concern expressed by several MSPs was that Scotland is not officially represented internationally, or has only limited representation at international climate change meetings and tends to have more a limited sub-state level role. Scotland operates through the UK Government although Scottish Ministers continue to make a public case for Ministerial representation at international negotiations, where a Scottish official is always present.

It was noted that at COP15 Scotland was very much sidelined. Given that UK climate change legislation is not as ambitious as Scotland's it was considered by some that there would be a case for Scotland being represented in own right. The weak position of Scotland at the International level was frustrating for some MSPs. The opinion was voiced that although there is a need for Scottish Parliamentarians to have greater voice and profile it would be currently difficult to argue for such with Scotland being devolved and international relations reserved to the UK Government.

Reference was made by MSPs to the fact that parliamentarians are involved in international knowledge exchange opportunities. One option raised was that engagement could be enhanced through the Commonwealth Parliamentary Association which was considered to be a useful network involving a steady stream of Scottish parliamentarians. It was also suggested that climate change could be incorporated into discussions on aid and development funding.

It was noted that few parliament-to-parliament links were in place within the UK and that the Calman Commission had identified the need for more committee-to-committee and parliament-devolved institution meetings. The Committee of the Regions was mentioned as another avenue to explore further.

Further work at the international level as perceived by those outside of Parliament was that Parliament could work to encourage Europe to move to 30% emissions reduction by 2020. Parliament could also take their own initiative in engaging with parliaments / parliamentarians in other countries to allow for cross exchange of knowledge on climate change. It was considered that Scotland has a good message to tell internationally and MSPs could have a stronger role in this. With the Act being one of Parliament rather than Government this should place onus on MSPs to inform other parliaments and encourage them to engage with their Governments on this. Opportunities for

engagement referred to included the **Climate Group** and the **States and Regions Alliance** with emphasis placed on the importance states and regions play in delivering emission reductions.

Other opportunities noted for parliament to be influential included promoting commercial interests such as Scottish green energy, SDI and business opportunities.

An issue raised by NGOs was the need for Parliament to have a stronger focus on climate change and environmental justice, perhaps link to a proposed justice bill.

8.4 Constituency voice and civil society representation

Climate change was noted by some MSPs as being important at the constituency level – not always under the banner of climate change but on issues such as renewable energy or wind turbines. Some MSPs referred to their educational role at constituency level for example giving talks on climate change or energy efficiency. On the whole little mention was made of the role of MSPs in representing their constituents' voices in Parliament..

Some externals had the view that MSPs are fairly divorced from the interests of constituents, although this varies with individuals. Mention was made of a correlation between MSPs who are active on climate change issues, NGO membership and post card campaigns within the constituency area.

9. Conclusions

Findings from the study in Scotland are:

9.1 Enablers

Institutional capacity

- Parliament was not found to be constrained by financial or technical capacity in its activities linked to climate change
- MSPs interviewed (typically those involved in Committees which have strong interest in climate change) were conversant with climate change science and policy issues at a general level, some having a more detailed appreciation of the issues. Typically there was less awareness of adaptation than mitigation.

Engagement and interaction

- MSPs were found to have good access to information, were well served by SPICe (the Parliament's in-house source of information) and were in receipt of regular briefings particularly by those in lobbying roles, typically NGOs. Opportunity was identified for greater synthesis and interpretation of complex climate-related information.
- The Climate Change Bill process provided a useful exercise in evidence gathering and involvement of MSPs, and opportunity for sharing of information as the Bill passed through its various parliamentary stages but did not necessarily allow for balanced debate between stakeholders.
- Scotland was considered to have good coordination of those with interests in climate change, with climate change becoming mainstreamed across policy areas within Government and beyond. Both aspects were considered to have been enhanced by the development and introduction of the Act itself. Opportunity was noted for greater horizontal coordination across institutions.
- Parliamentary Committees were considered to provide a valuable and transparent (but not enduring) knowledge system. These do not necessarily facilitate or ensure balanced debate across all stakeholders in advance of information being received and debated by Parliament.

Political will

- Strong political will to address climate change was considered to have been demonstrated in Scotland and in Parliament, aided by wide-ranging civil society support orchestrated through NGO coalitions.

9.2 Outcomes

Legislation

- MSPs, and external organisations (most notably Stop Climate Chaos Scotland) were considered to have made significant contribution to the Climate Change (Scotland) Act 2009,

with the resultant legislation being more robust and comprehensive as a result of consultation and participation of MSPs and the Committee Structure.

Scrutiny and development of policy

- The provisions of the Climate Change (Scotland) Act 2009 provided a strong mechanism for Parliamentary scrutiny on an ongoing basis. Parliamentarians played an active role in new policy development linked to the Bill although were not necessarily aware of all emerging policies related to the implementation of the Act.

Influence of international agendas

- Due to being a devolved administration within the UK, Scotland was considered to have had only limited influence in international climate negotiations. Potential exists for Parliament and MSPs to have greater impact in promoting Scotland's success in agreeing the Act, in particular its ambitious emission reduction targets, and influencing other nations through the example it has set.

Constituency voice and civil society representation

- MSPs have potential for a greater role in influencing and informing their constituents of climate change opportunities and challenges and of promoting their constituents interests to Parliament.

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Annex 1 – List of participants

Scottish Parliament

Deputy Convenor Transport Infrastructure and Climate Change Committee	Scottish Parliament
Convenor, Economy Energy and Tourism Committee	Scottish Parliament
Previously Transport Infrastrucutre and Climate Change Committee	Scottish Parliament
Deputy Convenor Rural Affairs and Environment Committee	Scottish Parliament
Convenor Transport Infrastructure and Climate Change Committee	Scottish Parliament
Previous roles: Planning and Environment, Environment Minister, Convenor Transport Infrastructure and Climate Change Committee Rural Affairs and Environment Committee	Scottish Parliament
Researcher	Scottish Parliament Information Centre (SPICe)

Other participants

Climate Change Division	Scottish Government
Climate Change Division	Scottish Government
Climate Change Division	Scottish Government
Senior Advisor, Science and Climate Change	British Council Scotland
Parliamentary Officer	FoE Scotland
Head	WWF Scotland
Previous Head of Climate Change Scottish Government	
Clerk Transport Infrastructure and Climate Change Committee	Scottish Parliament

Annex 2 – Interviews template

Name:	
Committee and other Responsibilities:	
Interview date	
Interviewer/Recorder	
1. What information sources do you use to learn more about climate change issues?	
2. To what extent do you feel these sources provide you with sufficient access to information on the causes of climate change and impact on Scotland?	
3. How do you interact with others with an interest in climate change and how could this interaction be improved?	
4. What are the processes in place to allow parliamentarians to understand, assess and scrutinise the actions of government related to climate change?	
5. From your perspective, what governmental organisations are working on programmes linked to climate change? (adaptation, low carbon, mitigation)	
6. Based on your knowledge, to what extent have clear coordination processes been established to manage adaptation and mitigation across different sectors and public service provision?	
7. What kind of intra-governmental arrangements are in place for those organisations that develop policy and those that implement / deliver those policies to interact with each other?	
8. What arrangements are in place for the government to be represented in international climate change discussions	
9. Is there a system in place for regularly reviewing and updating the assessments of climate change impacts?	
10. To what extent is there a system in place for reviewing and revising adaptation and mitigation priorities?	
11. To what extent are there appropriate systems for data gathering and knowledge exchange with key stakeholders who need access to such data?	
12. To what extent has climate risk been assessed for key policy and public service priority areas?	
13. In your opinion is the assessment of climate-related risks to priorities in major existing national planning documents and policies sufficiently robust – can you give examples of shortcomings / good practice?	
14. What do you think are the most pressing climate change policy requirements are in Scotland?	
15. What further action do you think the parliament can/should take in engaging with climate change policy?	
16. What further actions should the parliament/ government take to further engage at international level?	
17. What mechanisms should be in place to ensure the provision of sufficient resources to support climate change adaptation and mitigation actions in Scotland?	
18. Are you aware of research undertaken to understand the implications of climate change for Scotland? [Ask for examples.]	
19. What further information about climate change would be useful to you?	
20. Is there anything else that you have not mentioned but might be interesting/ important?	

