

Board/Committee:	Climate Change Board
Date of Meeting:	9 th November 2021
Title:	Citizens' Assembly costs
Author:	Head of Corporate Policy and Community Safety
Status:	For decision

Purpose

As agreed at the Board Meeting of 21/03/21, the purpose of this report is to provide costed options for a large and small Citizens Assembly for further consideration.

Recommendation

That the Board considers the costed options set out in this report (Appendix 2) and makes a decision on the appropriate way forward:

1. Recommend to Policy and Organisation Board the implementation of a Citizen's Assembly (with an indication of preferred size and duration) or
2. Decide not to implement a Citizen's Assembly or
3. Defer a decision as to what recommendation to make until a future date (potentially aligned with the review of the Climate Change Strategy).

1 Background

- 1.1 The Community Board passed a Climate Change Motion on 4th March 2020. Item 6 of this Motion states that the Council will: "Develop a Citizens' Assembly in order to involve the wider population in this process. This group would help develop their own role, consider the latest climate science and expert advice on solutions and to consider systematically the climate change impact of each area of the Council's activities."
- 1.2 A citizens' assembly (a smaller version is known as citizens' jury) is a body formed from citizens to deliberate on an issue or issues of local, national or international importance.
- 1.3 A citizens' assembly is a fixed duration engagement method which has the potential to help the Council understand what residents would see as appropriate measures to address climate change, help develop policies that are both fair and seen to be fair, increase public acceptance of these policies, and help promote wider engagement among residents. These benefits are important given the scope of changes that will be needed to address climate change, their potential impact on residents, and the urgency of delivering them.

1.4 An overview of Citizens' Assemblies is provided in Appendix 1.

2 Report

- 2.1 Delivery of a Citizen's Assembly requires specialist expertise and independence from the Council and therefore will need to be provided by a Market Research/Public Opinion/ Consultation Organisation.
- 2.2 Advice on the options for citizens' assemblies and indicative pricing for a large and small assembly, of long and short duration, has been sought from several providers and is outlined in Appendix 2.
- 2.3 There is no definite recommendation for the number of participants or duration since assemblies have been run successfully elsewhere with a range of sizes and periods.
- 2.4 Budget allocation for a Citizen's Assembly is via a report to Policy and Organisation Board.

3 Risk Assessment

- 3.1 There is a risk that the expenditure on a citizens' assembly will fail to deliver value for the Council and could lead to disillusionment and disengagement if its recommendations are not implemented.
- However, the provider would be expected to help ensure recommendations are actionable as part of the facilitation process.

4 Conclusion

- 4.1 This report has set out costed options for a Citizen's Assembly to allow Members to decide the way forward.

Financial Services comments:	This report indicates possible future costs and if recommended for implementation this would need to go to P&O Board for consideration against other Council priorities/demands.
Legal Services comments:	No further comments
Climate Change:	This action is required to achieve item 6 of the climate change motion without which on-going inclusion of this element of the motion will not be possible. Integrated Impact Assessments shown in Appendix 3.
Crime and Disorder:	N/A

Equality and Diversity:	Providers will expected to take all reasonable measures to ensure every person selected as a potential participant (using random stratified sampling) is able to take part. Integrated Impact Assessments shown in Appendix 3.
Service Improvement Plan implications:	Actions required are already integrated into Service Plans.
Corporate Plan:	Delivery of a citizens' assembly will help deliver the strategic priorities of responding to the challenges of climate change and strengthening community cohesion.
Risk Assessment:	Low; see section 3 for details.
Background papers:	None
Appendices/Enclosures:	
Appendix 1 Appendix 2	Overview of Citizen Assemblies and Juries Costed options (indicative)
Report author/ Lead Officer:	Julie Petty

Overview of citizens' assemblies and juries

Citizens' assemblies and juries are bodies formed from citizens to deliberate on an issue or issues of local, national or international importance. Citizens' assemblies and juries only vary in the number of participants (typically 20 – 40 for a citizens' jury and 40 – 150 for a citizens' assembly) so for the purpose of this briefing the term citizen's assembly is generally used to refer to both forms.

Citizens' assemblies can help to ensure public legitimacy of policies to tackle climate change. They ensure that a wide range of viewpoints inform those policies, beyond those already engaged with the climate crisis, so that policies are both fair and seen to be fair. This is important given the scope and speed of changes that will be needed to tackle the climate crisis. Citizens' assemblies can also help to shift the emphasis on climate action, so that rather than being seen as a combination of unconnected Council policies and individual responsibilities, it becomes a shared endeavour.

The value of citizens' assemblies comes from a robustly defined process, which gives a representative group of the public time and support to engage with a topic in depth. Citizens' assemblies are a specific form of engagement, whose key features are as follows.

- **Stratified random sampling** is used to select participants, to ensure they are representative of the Borough's residents.
- **The assembly's deliberations are independently facilitated** to ensure all voices are heard and to help ensure the outcome is seen as legitimate.
- **An independent oversight panel** monitors the entire process and ensures that it is balanced and robust.

The assemblies themselves take place over several sessions, covering the following three elements.

1. **Learning**, in which participants hear from expert witnesses, and are encouraged to think critically about the information they are hearing and question or challenge the speakers.
2. **Deliberation**, in which facilitated discussions take place to address the question(s) put to the assembly and critically assess the different options.
3. **Decision**, in which a facilitated process identifies points of agreement and disagreement and a report of recommendations from the assembly is published.

Activities to support the assembly are also required; in particular, a comprehensive communications strategy is essential to ensure the process is seen as legitimate by residents. This should aim to ensure that residents are aware of the process and understand what it can achieve, that the process is transparent, and that the recommendations and how they will be followed up are well publicised.

Most of the design of the citizens' assembly should be decided once a provider has been procured and the project is underway, for two reasons. Firstly, in-depth discussion with the provider will allow them to advise on the best options to ensure the process delivers value. Secondly, perceived legitimacy can be increased if an oversight panel has the chance to review the proposed design and suggest improvements.

APPENDIX 2

Costed Options (indicative)

		Number of participants	
		Jury (25 participants)	Assembly (50 participants)
Duration	Short (12.5 hours)	£55,000	£90,000
	Long (24 to 30 hours)	£60,000 to £70,000	£80,000 to £110,000

Notes to accompany costings above:

1. Number of participants

Options and factors to consider

Other local authorities have delivered successful citizen's assemblies or juries ranging from 20 to 70 participants. A greater number of participants can more accurately reflect the demographics of Gosport, since more selection criteria can be used for the stratified random sampling. It also reduces the impact on the representativeness of the assembly of people dropping out during the process, and it can be seen as more legitimate by residents.

On the other hand, recruiting enough potential participants to achieve the required quota for each criterion becomes more challenging as the total size increases. It can also be harder to sustain high-quality deliberation in larger assemblies, so the recommendations they are able to generate may be more limited.

2. Duration

Options and factors to consider

Opinion is split between providers on the optimum duration and different approaches have proved successful. The Innovation in Democracy guide to citizens' assemblies, drawn up by four providers, specifies a minimum of four days, which can be considered equivalent to 24 hours. Standards for citizens' assemblies drawn up by one of these providers suggest a minimum of 30 hours, to allow time for participants to get to grips with the subject, carry out

meaningful deliberation, and generate valuable recommendations. Others also point to the particular complexities of climate change and argue that any attempt to reduce costs by reducing the duration below 30 hours is likely to be a false economy since participants will not be able to tease out the implications of proposed recommendations across many interlinked policy areas. There have been cases where shorter processes have been problematic; for example the evaluation of Camden's citizens' assembly on climate (12 hours) concluded that "the amount of time was generally a barrier in the delivery of the planned activities and for properly engaging with such a complex topic," although it is possible that a design better tailored to the time available could have mitigated this.

On the other hand, other providers focus more on the risk of people dropping out if the process is too lengthy and the threat this could pose to the representativeness of the participants, since there are likely to be correlations between demographic factors and the ability to commit more time. They suggest that shorter assemblies/juries, lasting at least 12.5 hours, can be effective if the overarching question, and the themes under which it will be considered, are designed to limit the scope of discussions. For example, the assembly/jury could focus on those aspects that have most impact on emissions. This approach has worked well for some local authorities such as Blackpool.

Gosport Borough Council
Integrated Impact Assessment (IIA)

Completion Instructions for IIA Leads:

Use this IIA **during development** to initially assess the likely impact, on both customers and staff, of a proposed new policy, strategy, function or service or a proposed change to an existing one. This IIA aims to provide an early warning of any potential issues that could adversely impact our customers or staff or result in costly errors in terms of financial or reputational management. Evaluating the proposed changes against our key considerations regarding equality & diversity and climate change allows us to modify or mitigate any adverse impacts **before** implementation. It also demonstrates transparency in the Council's decision making. It is a working document with named Subject Expert Officers (SEOs) who can support you - as the IIA Lead, through this process. Please do ask the SEOs for advice about potential impacts.

Impacts in the template are marked: +ve (positive) -ve (negative) or neutral. Once completed the IIA must be signed off by your Head of Service and a summary copy attached to the Board or Committee report. Officers have a Duty to ensure that Councillors/decision makers understand the impact of decisions before those decisions are made.

Policy/Strategy/Function/ Project	New	Existing	IIA Lead	Contact Details	Date
Delivery of a citizens' assembly or jury on climate change	✓		Tim Pratt	023 9254 5573	10/8/21

What is the aim of this policy/strategy/function/project? What will it change ?

To meet the commitment in the Climate Change Motion to deliver a citizens' assembly. This will allow a wide range of viewpoints to inform policies to tackle climate change, so that these policies can both be fair and be seen to be fair,

increasing their legitimacy.	
Has any consultation been undertaken on this proposed change?	No
If yes, summarise the methods used and results of the consultation:	

A. EQUALITY & DIVERSITY
<p>The Public Sector Equality Duty is part of the Equality Act 2010. The Duty requires the Council to have due regard to the following three aims:</p> <ul style="list-style-type: none">• eliminate unlawful discrimination, harassment and victimisation;• advance equal opportunities between people from different groups• foster good relations between people from different groups. <p>Having due regard means considering how this policy, strategy, project or function has or will advance equal opportunities for each of the protected groups below.</p> <p>Please note: If this proposal means a change in the availability, degree of provision or access to a service, benefit or facility for any group of people, then this Equality & Diversity impact assessment must be completed to assess if this proposal could be deemed unlawfully discriminatory.</p>

SEO for support to complete this section- Mandy Baggaley, CPCS, x5695 mandy.baggaley@gosport.go.uk

Protected Characteristic	+ ive	- ive	Neutral	Explanation of Impact
Age			✓	Participants in the citizens' assembly/jury will be selected by stratified random sampling. The factors to take into account for this sampling will be agreed following procurement, but it is common for these to include gender, age, ethnicity and long-term illness/disability. This helps to ensure that the recommendations produced by the assembly/jury take into account the needs of all residents. All residents over a minimum age (to be agreed following procurement but expected to be 16 or 18) will be eligible for selection by the sampling process. Providers will be expected to adhere to the Public Sector Equality Duty of the Council and take all reasonable measures to ensure full accessibility of participants regardless of any protected characteristic.
Disability			✓	
Gender reassignment			✓	
Marriage and Civil Partnership			✓	
Pregnancy			✓	
Race (ethnicity, nationality, colour)			✓	
Religion or Belief (and lack of belief)			✓	
Sex			✓	
Sexual Orientation			✓	

The Armed Forces Bill places a new duty on public bodies to have due regard to ensure those who serve in the Armed Forces, whether Regular or Reserve, those who have served in the past, and their families, should face no disadvantage compared to other citizens in the provision of public and commercial services. Special consideration is appropriate in some cases, especially for those who have given most such as the injured and the bereaved. Please refer to these resources for more information about the needs and characteristics of the armed forces community and our commitment to the Covenant. [GBC Covenant Agreement 2020](#) [Local AFC Profile, needs assessment, resources](#)

Section of the Armed Forces Community	+ ive	- ive	Neutral	Explanation of Impact
All			✓	All residents, including those who serve or have served in the armed forces, will be eligible for selection by the sampling process.

Are there any other groups which could be impacted (e.g. socially or financially excluded) by this item? If yes, identify below:

None				
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What actions will be taken to address/ mitigate potential negative impacts identified:		
Action	By whom	By when

B. CLIMATE CHANGE & ENVIRONMENT

Consider how this change will have an impact with regard to

- Greenhouse gas emissions
- Ability to adapt to the impacts of climate change
- Waste Management
- Air Quality
- Natural Environment

SEOs for support to complete this section- Tim Pratt, CPCS, x5573 tim.pratt@gosport.gov.uk

Greenhouse Gas Emissions	Things to consider	+ ive	- ive	Neutral	Explanation of Impact
Emissions from buildings	Gas or electricity use and provision of renewable electricity, by GBC or others			✓	The citizens' assembly/jury will not have any significant impact on greenhouse gas emissions, but it is likely that recommendations generated by the assembly/jury will have a positive impact on some or all sources of emissions, if implemented.
Emissions from transport	Amount of travel (including goods transportation), travel modes and fuels used, by GBC or others			✓	
Emissions from agriculture and land use	Creation or removal of carbon sinks in Gosport, and changes to food consumption			✓	

Embedded emissions	Emissions from manufacturing goods and materials used by GBC or others			✓	
Climate Change Adaptation	Things to consider	+ ive	- ive	Neutral	Explanation of Impact
Vulnerability to storms	Flood prevention and extent to which buildings, habitats and species would be affected by flooding and high winds				N/a – the citizens’ assembly/jury will be a one-off exercise. Depending on the scope of the question considered, it may generate recommendations that will have a positive impact on resilience to the impacts of climate change in the Borough, if implemented.
Vulnerability to heat waves	Provision of shading, ventilation and insulation in buildings, and extent to which habitats and species would be affected by heat				
Vulnerability to drought	Water use in buildings, agriculture, and industrial processes, and extent to which habitats and species would be affected by drought				
Vulnerability to food insecurity	Opportunity for local food production				
Waste Management	Things to consider	+ ive	- ive	Neutral	Explanation of Impact
Amount of waste generated	Levels of consumption by GBC, households and businesses, and extent to which materials used are reusable			✓	If any sessions of the citizens’ assembly/jury are held in person, providers will be expected to minimise waste generation and maximise the proportion of waste that is recycled.
Proportion of waste recycled	Recyclability of materials used by GBC, households and businesses, and provision of recycling services			✓	

Air Quality	Things to consider	+ ive	- ive	Neutral	Explanation of Impact
Emissions of key pollutants from transport	Amount of travel (including goods transportation), travel modes and fuels used, by GBC and others; impacts on congestion and amount of idling of more vehicles			✓	If any sessions of the citizens' assembly/jury are held in person, providers will be expected to encourage sustainable transport options and minimise the distance travelled by expert witnesses as far as possible.
Emissions of key pollutants from industrial processes	Emissions from chemical processes				N/a – The citizens' assembly will not generate any local pollutants other than from transport. It may generate recommendations that would improve local air quality if implemented.
Emissions of key pollutants from other sources	Domestic and other fires				
Impact of key pollutants	Rate at which pollutants are absorbed or dispersed				
Natural Environment	Things to consider	+ ive	- ive	Neutral	Explanation of Impact
Sustainability of public spaces	Amount of vegetation and maintenance				N/a – The citizens' assembly will have no direct impact on the natural environment, although it may generate recommendations that would have a positive impact if implemented.
Biodiversity and quality of habitats	General impacts on habitats and direct impacts on species of concern				
What actions will be taken to address/ mitigate potential negative impacts identified:					
Action	By whom			By when	

C. IIA SUMMARY				
Have any positive or negative impacts been identified in sections A and B?				
Subject	+ ive	- ive	Explanation	
A. Equality & Diversity	No	No		
B. Climate Change & Environment	No	No		
Can any negative impacts be mitigated?				
Subject	Yes	No	N/A	Explanation
A. Equality & Diversity			✓	No negative impacts identified
B. Climate Change & Environment			✓	
Is further assessment in either subject area necessary to conclude this assessment?				
Subject	Yes	No	If yes, timetable for completion	
A. Equality & Diversity		✓		
B. Climate Change & Environment		✓		

D. IIA CONCLUSION

This IIA is complete. No further assessment is required if identified actions are undertaken. This summary can be included with Board or Committee reports.

This IIA identified further assessment should be undertaken in the identified areas before implementation of this proposed change.

Signed by Head of Service:



Date: 08/10/2021