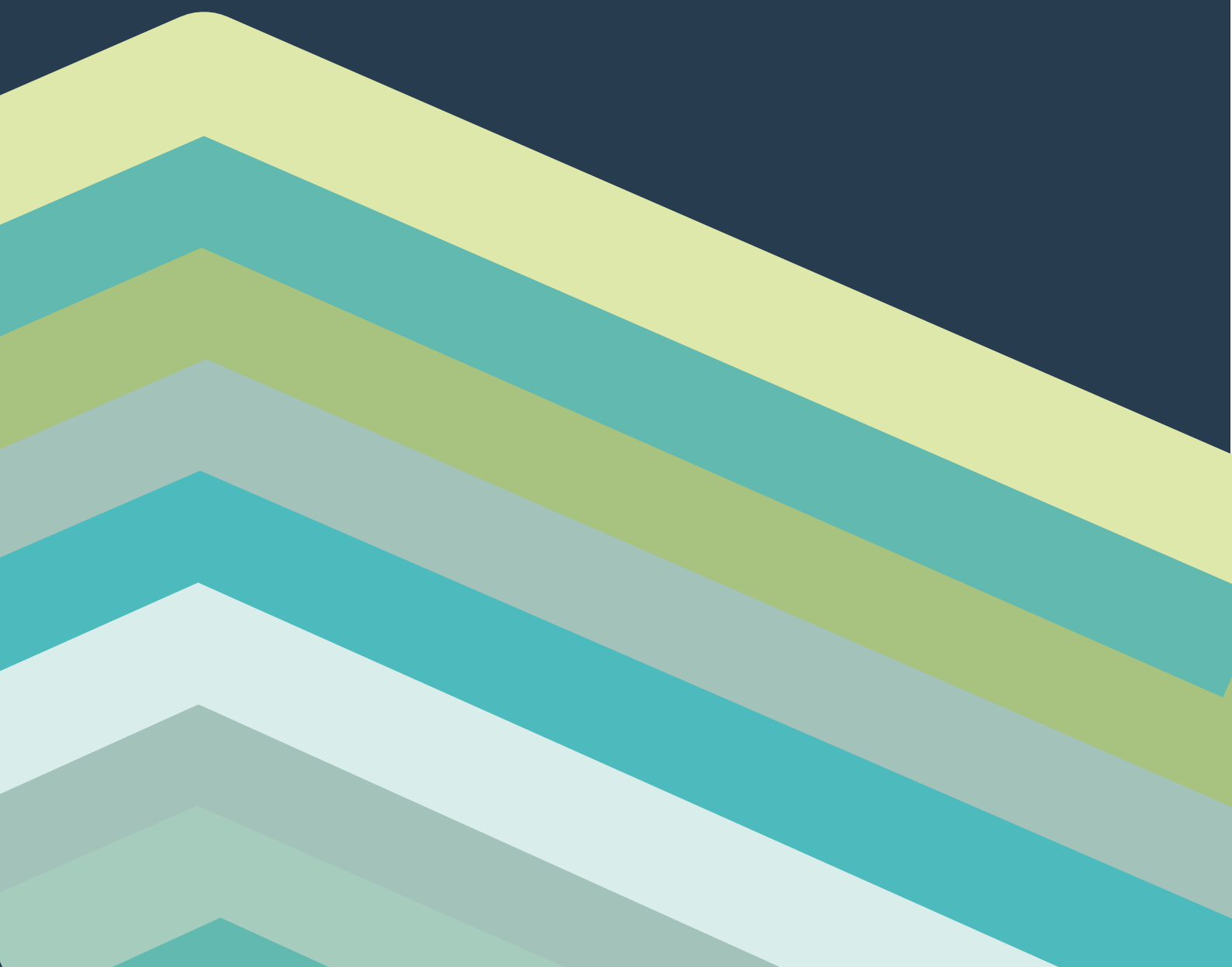


CLIMATE EMERGENCY RESPONSE GROUP

# **Embedding delivery in Scotland's Climate Change Plan:**

## **Improving Design, Governance and Implementation**

September 2025



## SUMMARY

The Scottish Government is soon to publish its long-awaited new Climate Change Plan (CCP). This is a huge opportunity for Scotland to rebuild its reputation as a global climate leader by setting out a clear and ambitious plan that meets climate targets, strengthens the economy, builds resilience, and improves public wellbeing.

This briefing paper sets out CERG's recommendations on how delivery should be embedded in the Climate Change Plan.

### About CERG

The Climate Emergency Response Group (CERG) is a collection of like-minded climate leaders from Scotland's private, public and third sectors, including delivery organisations and membership bodies. Our members bring extensive cross-sectoral expertise and practical insights into the steps that must be taken for Scotland to achieve its vision of a net zero, climate-resilient future.

The group aims to inform and influence the Scottish Government's response to the climate emergency by promoting practical solutions that can be taken now - unlocking delivery, cutting emissions, and securing broader benefits for people and the economy.

### Summary of findings

Significant progress can be made by embedding robust programme management principles and practices into the design and implementation of the CCP and strengthen governance to ensure policies achieve their intended impact. This can be framed at 3 levels:

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| <b>1. Whole-of-Government Alignment:</b> to ensure all policies, budgets and Directorates are aligned with - and are accountable for - delivery of climate targets and play their role in climate missions. |
| <b>2. Management of the CCP:</b> focused on ensuring delivery, enabling timely, transparent decision-making, adaptability and improving accountability.   |
| <b>3. Delivery of Policies and Proposals</b> through SMART, outcome-driven delivery plans and robust programme management structures.   |

The 'challenge' of delivery is not unique to climate; and demands a long-term consistent commitment to ensure the path forward is both clear and deliverable. New ways of working are needed to tackle complex challenges at pace and scale, even when fiscal resources are limited. Success depends on robust programme management to keep delivery on track, and mission-based approaches to enhance the government's ability to work across sectors, shape markets, drive innovation, coordinate delivery, and overcome barriers.

CERG has distilled its findings into six key messages and ten recommendations for the Scottish Government. These are summarised overleaf and explained in more detail in the main report.

Key Message	CERG Recommendation for the CCP	Level			
i) <b>Frame the CCP in terms of the wider economic, social and environmental outcomes it will deliver. (it's far more than a 'net zero' plan).</b>	1. Explicitly link policies and proposals to the achievement of national outcomes and government missions, and vice versa.  2. Present a clear, compelling vision and strong narrative. Highlight the economic, social, and environmental benefits, the risks of delay, and the cost of inaction.	Whole of government			
ii) <b>Delivery must lie at the heart of climate governance within the Scottish Government.</b>	3. Make climate governance fit for delivery: Coordinate cross-government and stakeholder collaboration through mission-based approaches, allocate responsibility for delivery across government directorates, and improve transparency.				
iii) <b>Without clarity of plans, delivery is impossible.</b>	4. Present policies and proposals within the CCP with clear routes to delivery: - specific outcomes, delivery milestones, details on the powers and levers that will drive change, investment needs and roles and responsibilities for delivery.		Management of the CCP	Delivery of policies and proposals	
	5. Develop operational delivery and investment plans for policies and proposals, co-designed with stakeholders, and supported by robust programme management.				
	6. Publish a clear pipeline process and timetable for the progression of 'proposals' to 'policies' to 'delivery programmes'.				
	7. Greater transparency and scrutiny of whether policies and proposals are ready for delivery.				
iv) <b>Mission-driven approaches are needed to deliver long term system transformations.</b>	8. Set up cross-governmental missions to deliver specific outcomes around heat decarbonisation, transport and land use as soon as possible.				
v) <b>Good programme management will keep delivery on track and ensure strategies can be adapted, but must be guided by evidence, data and learning.</b>	9. Create robust monitoring frameworks that allows for consistent, transparent, real-time assessment of progress towards milestones and sectoral outcomes.				
vi) <b>Embed stakeholder and public engagement throughout the CCP to influence and coordinate delivery efforts.</b>	10. Publish a clear, accessible summary of the CCP that presents a compelling case for climate action; and commit to a long-term, well-funded public engagement plan at national, regional and local levels, that uses deliberative methods.				

## A. CONTEXT

### 1. Introduction

Early 2026, the Scottish Government will publish its first Climate Change Plan (CCP) for 8 years, and after a two-year hiatus. This plan will cover the period 2026-2040 – a period over which we need rapid decarbonisation across multiple sectors.

The next few months, as the plan is drafted and then scrutinized and consulted on, present a vital opportunity to ensure that the plan and the policies and proposals within it have delivery 'baked in' with clear lines of responsibility, accountability and pathways to action with strong governance at multiple levels.

This briefing paper sets out CERG's recommendations on how delivery should be embedded in the Climate Change Plan. The recommendations build on CERG's 2024 report, [Stepping up to Delivery](#), and draw on the outputs of a workshop 'Embedding Delivery in Scotland's Climate Change Plan' held on 3<sup>rd</sup> June 2025.

### 2. The need for a delivery oriented CCP

**We are behind on delivering climate goals and are missing opportunities and delaying benefits.**

Transition to net zero is a long-term game requiring decisions and investment made now to achieve outcomes beyond any political term. Poor delivery means that the benefits are not being secured - leaving political, business and public confidence in the transition at risk. It risks fuelling the perception that tackling climate change is 'too difficult' or 'too expensive'.

**We need to deliver at pace.** The required rate of emissions reduction between 2026-2040 matches the level that was needed – but ultimately not achieved - during the 2020s. After nearly five years of almost 'flatlining' of emissions (as noted in the Climate Change Committee's recent advice on carbon budgets), reaching Scotland's 2045 net zero target requires this CCP to ensure that almost all necessary policy levers, enablers and plans are firmly in place by 2040 in order to meet the net zero target. (This allows for lag time for delivery, and time for woodland and peatland to start sequestering carbon etc.) As the CCC concludes, this is challenging, requires immediate action, but is not impossible. It also requires the CCP to steer the delivery of climate policies that directly affect peoples' lives and choices.

**Progress against devolved policy areas has been slow.** The CCC and CERG's analysis has yet to find strong evidence - beyond the renewables sector – that Scotland has made significant progress on its delivery journey to transition key sectors of our economy (agriculture and land use, buildings, transport) at scale and pace away from fossil fuel dependence. New strategies, guidance and plans appear regularly, but these aren't driving transformational change at the scale needed.

**Recent backward steps in climate policy.** Over the past year, key climate commitments have been dropped or significantly curtailed and the political consensus around net zero in Scotland is broken. There have been some recent welcome improvements in climate governance - notably the Net Zero Assessment, Climate Delivery Framework, Scottish Climate Intelligence Service, new Planning Guidance and the strengthened Global Climate Emergency Programme Board - but from outside of government it is not

possible to see evidence that these new structures and systems set up by government are significantly enabling delivery or changing the outcomes of decisions. However, they certainly have the potential to - if appropriately resourced and empowered - CERG will continue to monitor these.

**Citizens want climate action, but delays and lack of delivery risk fuelling mistrust.** Evidence shows that the British public still want to see leadership and action on climate change, but support is significantly increased if policies deliver local, tangible benefits (see [Britain talks Climate and Nature 2025](#)). Research<sup>1</sup> also suggests that policymakers significantly underestimate the public's willingness to contribute to climate action and that there is a 'silent majority' of global citizens<sup>2</sup> who want governments to do something about it. Recent studies in Scotland show that almost three quarters of the Scottish public view climate change as 'an immediate and urgent problem'<sup>3</sup> and 68% believe it should be a high priority for the Scottish Government<sup>4</sup>. The Scottish Parliament's recent [Peoples' Panel on the Climate Change Act](#), sends an open invitation to the government for more engagement and a desire to '*mobilise together on the challenge ahead*'. Delivery that delivers benefits to people, will help to address the perception that tackling climate change is 'too difficult' or 'too expensive'. There is a clear public mandate for this.

### **The lack of clarity in previous CCPs has impeded both delivery and scrutiny**

The Climate Change Plan should play a vital role in establishing the strategic framework to guide and support climate action in Scotland. While previous Climate Change Plans have been ambitious, they have been criticised as lacking sufficient clarity or transparency on how the emissions reductions will be delivered, who holds the responsibility for delivery<sup>5</sup> or whether proposed actions deliver the scale of change required by the climate targets.

As well as hindering delivery and coordination, the lack of transparency has made scrutiny of implementation, assessment of progress and holding relevant bodies to account much harder.

### **The systemic challenge of delivery**

The need to tackle the 'implementation gap' is not specific to climate, similar debates are taking place across multiple sectors and in many countries, with strikingly similar analysis and recommendations coming from a range of perspectives<sup>6</sup>.

In Scotland, concerns about weak delivery cut across all the Scottish Government's priorities - public services reform, eradicating child poverty, tackling the climate emergency and growing the economy. Improving delivery is an explicit priority for the First Minister and is a priority for several government directorates and teams, the Programme for Government<sup>7</sup>, and in initiatives such as the Child Poverty Delivery plan, the National Strategy for Economic Transformation and its Delivery plan<sup>8</sup> and the recently

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<sup>1</sup> [United Nations Environment Assembly attendees underestimate public willingness to contribute to climate action | Communications Earth & Environment](#)

<sup>2</sup> [Homepage - The 89 Percent Project](#)

<sup>3</sup> <https://www.gov.scot/publications/scottish-climate-survey-main-findings/pages/views-on-climate-change/>

<sup>4</sup> <https://climatecommunication.yale.edu/visualizations-data/ycom-uk/>

<sup>5</sup> [Scottish Emission Targets & Progress in reducing emissions in Scotland – 2022 Report to Parliament - Climate Change Committee](#)

<sup>6</sup> [The Future Governance Forum; A new take on how to rewire the state | Institute for Government; Sarah Davidson Herald on Sunday June 2024; University of Glasgow Centre for Public Policy; Public Service Reform in Scotland](#)

<sup>7</sup> [Programme for Government - gov.scot](#).

<sup>8</sup> [Culture of delivery - Transforming the economy - gov.scot](#)

published Public Service Reform Strategy<sup>9</sup>.

There are also many organisations and initiatives trialling new approaches for large scale delivery, many of which are enabled by Scottish Government (e.g. through the Facility for Investment Ready Nature in Scotland, Heat Network Support Unit, Scottish Climate Intelligence Service). The challenge is now to scale up and embed good practices to enable delivery at pace and scale. This requires knowledge-sharing and supportive national funding and decision-making processes.

Some of the changes required are structural and difficult - such as public services reform<sup>10</sup>, the shift to outcomes-based planning<sup>11</sup>, multi-year funding<sup>12</sup> and creating investible pipelines of place-based programmes<sup>13</sup>. These go deep into the heart of government and public administration.

Ambitious delivery can't be solved through 'quick fixes', it requires a commitment to long-term transition - building up the ecosystem for delivery, creating a strong enabling environment, and enabling the design of large-scale investible programmes. This is a real challenge for government in the current context of cost-of-living crisis, civil service budget cuts and recruitment freezes.

### 3. Clear guidance and good practice exist

While many of the systemic challenges of delivery outlined above will take time to resolve, significant progress can be made if the CCP provides sufficient clarity to demonstrate whether, and how, the proposed actions will deliver the scale of change required by the targets, and if the Scottish Government embeds robust portfolio and programme management principles throughout the plan and its implementation.

Clear advice has been received from Audit Scotland (AS), the Climate Change Committee (CCC), Environmental Standards Scotland (ESS), and the Scottish Fiscal Commission (SFC), setting a clear benchmark of [what a 'good' CCP should look like](#). This advice, summarised in Annex 2 - focuses primarily on the need for greater clarity – i.e. of the link between policies and emissions reduction; timescales for decisions and delivery; costs and benefits; roles, responsibilities and dependencies; coordination and accountability mechanisms; better monitoring and evaluation.

The UK Government has also produced detailed guidance on managing complex portfolios and programmes, in their recently published [Teal Book](#). Lessons can be learned from how the UK Government's [Clean Power Mission](#) is organising for delivery<sup>14</sup>.

**A good plan is not enough – delivery requires ambition, the right leadership structures (governance), strong policies, and meaningful public involvement (engagement) to ensure the Climate Change Plan is fully effective—not just as a written document, but in real-world impact.**

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<sup>9</sup> [Scotland's Public Service Reform Strategy Delivering for Scotland.](#)

<sup>10</sup> [Fiscal sustainability and reform in Scotland | Audit Scotland](#)

<sup>11</sup> [Planning for outcomes briefing](#)

<sup>12</sup> [Delivering Economic Prosperity; New Research | Local Net Zero 2.0: The Moment to Deliver | UK100](#)

<sup>13</sup> [CERG-Briefing-Paper-Local-Authorities.pdf](#)

<sup>14</sup> E.g. through a central Unit comprised of cross-government and industry reps, External Advisory Commission, assessment of the deliverability of policy approaches, workforce planning, clearly defined roles and responsibilities, investment in data and analytical capability.

## B: CERG'S VIEW – KEY MESSAGES & RECOMMENDATIONS

### Key Message 1: Frame, and manage, the CCP in terms of the wider economic, social and environmental outcomes it will deliver. (it's far more than a 'net zero' plan)

The First Minister's most recent speech on Climate Action, 19 February 2025<sup>15</sup>, reaffirmed his commitment to make a 'renewed case for the value, for the necessity of climate action'. In the same speech the FM argued that 'if we get this right', we will be more resilient, secure tangible benefits and new economic opportunities (i.e. warmer homes, lower energy and transport bills, cleaner air, better health, nature recovery, new jobs, resilience, energy security). Making this 'case for action' and the significant benefits that can be realised, must be front and centre of how the CCP is both presented, and how it is managed.

At the same time, the potential climate positive outcomes from other government priorities and policies also needs to be recognised - and delivered on.

### Recommendations:

1. Explicitly link climate policies and proposals to the achievement of national outcomes and government missions, and vice versa.	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>The CCP can't be delivered in isolation of rest of government policy. It cuts across all areas from health to housing to economic and fiscal policy. There are multiple interdependencies, and multiple opportunities for positive outcomes.</li> <li>Existing powers and levers to deliver climate outcomes are underused – suggesting a 'whole system' approach to delivery isn't fully embedded.</li> <li>Policies and proposals that don't sit within CCP may not align with achieving climate budgets. This can lead to investments or decisions that increase greenhouse gas emissions and/or lock Scotland into certain pathways, making it harder for Scotland to meet its climate goals.</li> <li>Some benefits from climate action— such as economic growth, job creation, or health improvements from reduced pollution—may not be systematically measured or reported.</li> </ul>
<b>WHAT</b> is needed?	<ul style="list-style-type: none"> <li>Map and explicitly link CCP policies and proposals to the delivery of other Scottish Government priorities (e.g. child poverty, economy, public services) and embed emissions reduction into the purpose of these other priorities.</li> <li>Present and monitor the social, economic and environmental benefits from policies and proposals, improving data as required (see Recommendation 9).</li> <li>Work with public bodies to ensure that public services are delivered in line with the legal requirements of the Public Bodies Climate Change Duties under the Climate Change (Scotland) Act 2009, and deliver multiple local outcomes.</li> </ul>

<sup>15</sup> [Climate action: First Minister's speech - 19 February 2025 - gov.scot](https://www.gov.scot/news/first-minister-speech-on-climate-action-19-february-2025/)



	<ul style="list-style-type: none"> <li>Consider and quantify the whole life climate impact of <u>all</u> government policies, budgets and projects through roll out of the Net Zero Assessment.</li> <li>Provide evidence that all policies and proposals within the CCP are climate resilient, support a just transition and nature positive – ensuring alignment with the government's national outcomes.</li> </ul>
<b>WHO</b> should be involved?	Scottish Government - Corporate, DG Net Zero, First Minister's Policy Delivery Unit
<b>HOW</b> – lessons, information, examples	<ul style="list-style-type: none"> <li><a href="#">Welcome to Plan 24-30, Scotland's route map to keeping the promise by 2030</a> is a good example of a plan that clearly shows its alignment across different outcomes and areas of government; and allocates responsibility.</li> </ul>

<p>2. Present a clear, compelling vision with a strong rationale and narrative. Highlight the economic, social, and environmental benefits, the risks of delay, and the cost of inaction.</p>	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>Need for a strong, compelling narrative to underpin the CCP grounded by clear set of benefits and outcomes.</li> <li>Delivery requires rebuilding confidence that this is necessary, 'doable' and affordable.</li> </ul>
<b>WHAT</b> is needed?	<p>1. Clear and confident messaging on:</p> <ul style="list-style-type: none"> <li>The global and moral case for Scotland to reduce its emissions to avoid an uncertain future.</li> <li>The 'business case' for policies and proposals including the economic, social and environmental benefits over the short, medium and long term, the risk of missed economic opportunities because of delays, and the counterfactual costs of inaction.</li> <li>How policies and proposals will deliver across the government's climate targets and other priorities (tackling cost of living, cutting energy bills, health inequalities, energy security, nature).</li> <li>Clarity on timeframes, transition processes and how fairness, and just transition will be assured.</li> <li>Affordability – how Scottish Government will secure the investment required over time, including through policy certainty, market shaping and investible pipelines.</li> </ul> <p><i>Link to Recommendation 10 on public engagement.</i></p>
<b>WHO</b> should be involved?	<p>First Minister, Cabinet , Public Health Scotland, NatureScot, SEPA, Zero Waste Scotland</p> <p>Secure advice from experts such as Climate Outreach</p>
<b>HOW</b> – lessons, information and examples	<p><a href="#">Climate Outreach</a> advocates for a radically different way to talk about net zero.</p> <p><a href="#">The government's new climate action plan is due this autumn: here are our five big tests – Inside track</a></p>



## Key Message 2: Delivery must lie at the heart of climate governance within the Scottish Government.

The governance, programme management and scrutiny of the CCP must be organized around ensuring delivery. The [UK Treasury's 'Teal' Book](#) can be used to guide and evaluate the structures and systems used.

Climate governance for delivery refers to the systems, structures, and processes that ensure policies and plans are effectively implemented to achieve real-world outcomes—such as emissions reductions, adaptation measures, and other benefits. It is about turning climate goals into action through clear leadership, accountability, coordination, and resource allocation.

With this delivery framing, the Scottish government has a role to ensure that policies, investments, and programmes are creating the conditions essential for delivery, and that it responds in a timely way so *'impediments to delivery are addressed, that decisions are made at the right time and, if required, the approach changed'* (Institute for Government, 2020)<sup>16</sup>.

Good governance and robust programme management needs to be embedded at three levels:

- Across the whole of government
- Governance and management of the CCP
- Delivery of policies and proposals

In his speech on the climate emergency, the First Minister asked for a collaborative approach to tackling the climate emergency, but current governance structures aren't designed or resourced to facilitate collaboration for delivery across business, public sector and civil society.

## Recommendations:

3. Make climate governance fit for delivery. Coordinate cross-government and stakeholder collaboration for delivery through mission-based approaches, allocate responsibilities across government directorates and improve transparency.	
<b>WHY</b> should this be addressed?	<p>Governance of climate within the Scottish Government lacks transparency and sufficient accountability.</p> <p>The current governance structures - Cabinet Sub Committee on the Climate Emergency (meets 'as required'), Global Climate Emergency Programme Board supported by a Programme Manager are designed to 'ensure a cohesive cross government programme' but it remains unclear who is ultimately responsible for ensuring delivery and how they are able to fulfil this role.</p>
<b>WHAT</b> is needed?	<p><b>Deliver and publish an independent review of Climate Governance</b></p> <p>The Scottish Government should complete the <a href="#">promised full review of climate governance frameworks</a> before the end of this Parliamentary term, with a <b>primary focus on ensuring the governance structures, systems and processes have the authority, influence, capacity, capability and information to ensure effective,</b></p>

<sup>16</sup> [Net zero: how government can meet its climate change target | Institute for Government](#)

	<p><b>timely delivery.</b></p> <p>This should look at where authority and responsibility lie within government, and examine the processes, decision-making pathways, workforce planning, resourcing, coordination mechanisms, data, transparency, and how expertise and stakeholder voices are integrated.</p> <p>The review should be led by an independent expert in complex programme governance and systems delivery, with a mandate to challenge and improve current practice, with clear mechanisms to avoid delivery going off-track.</p> <p>It should be benchmarked against established frameworks such as the UK Treasury's Green Book and Teal Book Chapter 4 (on governance and management) and draw from delivery models in other sectors (e.g. health, digital transformation, infrastructure, social policy).</p> <p><b>Assign responsibilities for reducing emissions and delivering specific interventions within the CCP across directorates and executive agencies</b>, with all Director-Generals accountable to the First Minister and Cabinet Sub Committee.</p> <p><b>Embed Mission-Based programme boards (see also Rec. 8)</b> to oversee clearly defined major transformations led by expert programme managers, with external scrutiny and transparency. These boards should report into the GCE Programme Board and Cabinet Subcommittee, but have formal authority to align budgets, set delivery milestones, influence policy to solve 'knotty' problems, and coordinate across government, agencies, local authorities, business and civil society.</p>
<b>WHO</b> should be involved?	<p>External expertise in programme management</p> <p>Key Government Directorates with a remit on performance, delivery and resilience; Non-Executive Directors,</p> <p>Climate Delivery Framework, delivery agencies</p> <p>Scrutiny / audit / independent bodies – e.g. ESS, SFC, Audit Scotland<sup>17</sup>.</p> <p>Just Transition Commission</p> <p>Governance experts - Institute for Government, CCC, IPPR, Centre for Public Policy</p>
<b>HOW</b> – lessons, information and examples	<p><a href="#">Net zero: how government can meet its climate change target   Institute for Government</a> (2020) – makes the case for more powerful structures within the UKG to assure delivery (page68-9) and sets out expectations for a good net zero plan (page 66-67). The principles are relevant for Scotland.</p> <p><a href="#">Just Transition Commission</a> – specific remit to advise on Just Transition Plans, monitoring and evaluation and meaningfully engage with people affected by the transition. This model could be made permanent and extended to cover delivery. Scotland's SNAP 3 allocates responsibility for delivery to a lead directorate</p> <p>Denmark has 14 business Climate Partnerships, and a cross-cutting permanent 'Green Committee' which meets weekly, headed up by Danish Finance Minister. See slide 13 from <a href="#">SBI60 MA DNK-7June2024-Presentation_Final2</a>;</p> <p>UK Government's Olympic Executive had a role to assure ministers that the work of the Olympic Delivery Authority and the London Organising Committee was on track.</p>

<sup>17</sup> Note Scotland has strong expert audit, advisory and scrutiny bodies who have gathered valuable expertise on delivery across policy areas and public sector reform which are very relevant (e.g Audit Scotland's forthcoming paper on cross-cutting lessons from its climate audits).

### Key Message 3: Without clarity, delivery is impossible

The CCP's role is to set the overarching strategic direction and route map to provide delivery agencies, businesses and other stakeholders with a strong enabling environment and a clear basis for planning their role in delivery. Without clarity, coordination of delivery is difficult, and local authorities and other delivery partners don't know what their role is or what actions they should take. The intersection between policies and proposals, and the sequencing of interventions and projects over time needs to be clear to streamline and phase delivery and demand for investment. Where uncertainty remains, this needs to be made clear, and resources and expertise should be applied to resolve them to reach decisions.

### Recommendations:

4. Clarity of plans: Present policies and proposals with clear routes to delivery and defined outcomes / milestones	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>A 'deliverable' CCP requires clear pathways and timetables linking policies to outcomes, with sufficient detail and clarity on responsibilities. This allows other stakeholders to plan, deliver and understand their role.</li> <li>Clarity enables improved coordination across departments, organisations and places, as everyone understands how their role fits within the pathway, and it is easier to track progress.</li> </ul>
<b>WHAT</b> is needed?	<p>The CCP should be presented as clear sectoral pathways which:</p> <ul style="list-style-type: none"> <li>Link policy interventions to outcomes, with enablers, inter-dependencies and annual measurable milestones made explicit.</li> <li>Show which powers and levers (regulation, fiscal levers, advice) are required to drive change; whether control of these levers lie at UK, SG or local authority level; and who has a role in delivery.</li> <li>Highlight the costs, where the policy /investment gaps are and how they will be filled, applying an Investment Planning approach if required.</li> <li>Areas of uncertainty should be made explicit and filled over time.</li> </ul> <p>An example of this high level pathway linking a policy / intervention to outcomes is presented in Annex 3.</p>
<b>WHO</b> should be involved?	Scottish Government, Delivery Partners, Scottish Parliament.
<b>HOW</b> – lessons, more information and examples	<p><a href="#">Letter from NZET Committee to Cabinet Secretary on What makes a good ccp 4 april.pdf</a></p> <p><a href="#">Statement of Data Needs - August 2024</a></p> <p><a href="#">SCIS</a></p> <p><a href="#">Stop Climate Chaos Scotland</a>'s MATCH criteria (Measurable, Ambitious, Transparent, Credible, Holistic) .</p>

5. Develop operational delivery and investment plans for policies and proposals, co-designed with stakeholders, and supported by robust programme management.	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>To move from 'high-level' CCP to policy delivery requires detailed plans and programmes that coordinate stakeholder action, bring in investment, and are embedded in the 'bottom up' reality of delivery.</li> <li>Some of the highest priorities, and most complex of these may be organized as missions (see above).</li> </ul>
<b>WHAT</b> is needed?	<ul style="list-style-type: none"> <li>The GCE Programme Board should ensure that the CCP is underpinned by more detailed five-year 'operational' plans These plans should provide greater detail to guide action, clearly and logically addressing: What? Why? How? Where? Who? How much? When? (see eg in Annex 3)</li> <li>Named accountable responsible officers at multiple levels responsible for delivery, plus strong governance and scrutiny systems in place, following good practice for programme management.</li> <li>Application of the UK Teal Book as guidance for delivery of complex programmes, with oversight at national level.</li> <li>Coordination and sequencing of delivery priorities, investment and delivery across local authorities and regions,</li> <li>Compliance with Public Bodies' Climate Change Duties, with leadership from the Climate Delivery Framework, and capacity building support from the Sustainable Scotland Network and the Scottish Climate Intelligence Service.</li> <li>Systematic investment planning approach built in particularly where considerable private investment required for delivery</li> </ul>
<b>WHO</b> should be involved?	<p>Complex portfolios and programmes should be headed by a suitably qualified SRO (eg Major Projects leadership academy).</p> <p>Delivery action plans must be co-developed with delivery stakeholders to align 'top-down' and 'bottom-up' planning, capabilities, capacity and agreements on how to address gaps in delivery capacity.</p>
<b>HOW</b> – lessons, information and examples	<p><a href="#">Scottish Climate Intelligence Service</a> is working with local authorities to design, manage and deliver plans for area-wide emissions reduction. They have multiple examples and lessons on what is needed to design and track climate interventions.</p> <p><a href="#">An Integrated Net Zero Routemap for Glasgow</a> – translated Glasgow's high-level climate goals into quantified, data-driven targets and actions using ClimateView.</p> <p><a href="#">White paper   ClimateView</a> – 'Designing for Delivery'</p> <p>2012 Olympics often used a good example of delivery with the Olympic Delivery Authority overseen by the Major Projects Authority;</p> <p><a href="#">RAPID - Ofwat</a> coordination group set up to accelerate the development of new water infrastructure and design future regulatory frameworks.</p> <p><a href="#">Wind and solar power: How to turn manifesto promises into tangible results   Institute for Government</a></p> <p>UK Modern Industrial Strategy– each Sector Plan has clear accountability tables with metrics and roles <a href="#">The UK's Modern Industrial Strategy 2025 - GOV.UK</a></p> <p><a href="#">Climate Investment Planning and Mobilization Framework - CIPME</a></p>

6. Establish a clear pipeline process and timetable to guide proposals through development into policies and ultimately into delivery programmes.	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>• 'Proposals' within the CCP are less well defined - a 'suggested or exploratory course of action'. When a significant proportion of emissions are linked to proposals, the risks around delivery are increased.</li> <li>• These risks can, in part, be mitigated by a clearly set out timeline, responsibilities and decision-making process to formalise a proposal into a 'committed course of action' or policy.</li> </ul>
<b>WHAT</b> is needed?	<ul style="list-style-type: none"> <li>• Clear progression and timetables for progression from 'proposal' to 'policy' to 'operational delivery plans' set out in the CCP.</li> <li>• Named accountable officers at multiple levels plus strong governance and scrutiny systems in place to hold responsibility for developing proposal into policy</li> </ul>
<b>WHO</b> should be involved?	Scottish Government / Global Climate Emergency Programme Board
<b>HOW</b> – lessons, information and examples	<a href="#">Wind and solar power: How to turn manifesto promises into tangible results   Institute for Government</a>

7. Greater transparency and scrutiny of whether policies and proposals are ready for delivery	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>• Encourages the consideration of delivery to be considered earlier in the policy and proposal development process,</li> <li>• Improve transparency and scrutiny around delivery,</li> </ul>
<b>WHAT</b> is needed?	<p>A structured 'scorecard' approach to review how ready policies are for delivery could assess the following characteristics:</p> <ul style="list-style-type: none"> <li>○ Delivery mechanisms in place.</li> <li>○ Extent to which funding / financial incentives in place.</li> <li>○ Enablers in place, barriers to delivery identified / overcome.</li> <li>○ Timeline for future key decisions and policy development.</li> </ul> <p><i>See Annex 2 for CCC's policy scorecard for a tool that could be used</i></p> <ul style="list-style-type: none"> <li>• This same scorecard could be used by the Global Climate Emergency Programme Board as an internal planning / monitoring tool, and a stakeholder engagement tool, to flag concerns and areas for attention,</li> <li>• Throughout the CCP delivery period, Scottish Parliament and scrutiny bodies such as Audit Scotland / Climate Change committee, should have access to information on the number and status of key delivery projects, business cases, progress against delivery milestones, how barriers are being overcome, and whether delivery is on track or not.</li> <li>• Programme of regular external scrutiny of policy delivery throughout the CCP delivery period.</li> </ul>
<b>WHO</b> should be	Global Climate Emergency Programme Board

involved?	<p>Delivery partners – regional and local levels of government; public bodies private sector; third sector etc.</p> <p>The Scottish Parliament's convenors group has been effective in coordinating climate scrutiny across Committees and could further develop this for scrutiny.</p>
<b>HOW</b> – lessons, information and examples	<ul style="list-style-type: none"> <li>• <a href="#">CCC's policy scorecard</a> – see Table 1 in link and replicated in Annex 2</li> <li>• Note Scotland already has strong scrutiny bodies already providing expert audit, advisory and scrutiny functions who could undertake this analysis on an annual basis,</li> </ul>

## Key Message 4. Mission-oriented approaches are needed to achieve long term transformations

Missions are 10 year + transformational goals on which government will concentrate resources and political capital. They go beyond the control of those working in central government, relying on significant system coordination across multiple actors - public bodies, local government, businesses, charities, communities, families or individuals. This approach helps to breakdown silos and galvanise stakeholders and investment to translate complex goals into clear, actionable priorities. Many of the large-scale transformations at pace and scale required to deliver the CCP would best be tackled through missions, with the government adopting a particular role not only to set policy and provide funding but to unlock and shape markets.

### Recommendations:

8. Establish national 'missions' to drive society wide transformations as soon as possible	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>• Delivery of the CCP requires significant ramp up of delivery and cross-government effort focused on achieving outcomes. This requires acknowledgement that 'business as usual approaches' aren't, and won't, deliver.</li> <li>• Large scale transformations need long term policy certainty and a strong enabling environment, cross-government action and sufficient political priority so that resources, policy development and solutions to barriers are deployed in a timely way.</li> <li>• Government needs to take a more proactive role to shape markets, drive innovation, tackle sectoral silos, develop policy and delivery mechanisms at pace and to enable private investment to flow.</li> </ul>
<b>WHAT</b> is needed?	<ul style="list-style-type: none"> <li>• A small number of high priority delivery missions focused around the most significant transformations in heat, transport electrification, land use, required over the next 10 years - these need to be tangible and specific enough to organise around.</li> <li>• 'Missions' should be articulated as outcomes, and need to be embedded into government structures, priorities and decision-making systems.</li> <li>• Mission Control with the mandate, authority and political support required to drive cross-government action to deliver tightly defined outcomes.</li> <li>• Structured 'delivery' bodies.</li> </ul>

<b>WHO</b> should be involved?	<ul style="list-style-type: none"> <li>• Must be led from the top of government</li> <li>• Significant expertise on missions is available to advise the Scottish Government</li> </ul>
<b>HOW</b> – lessons, information and examples	<p><a href="#">What does a 'mission-driven' approach to government mean and how can it be delivered</a></p> <p><a href="#">Mission-Critical-01-Statecraft-for-the-21st-century-1.pdf</a></p> <p>Example:</p> <p>The UKG's <a href="#">Clean Power 2030 Action Plan</a> takes a whole system approach, has set up robust programme management bodies, delivery agencies, strong accountable leadership, high profile, and engaged across different parts of government to drive forward its mission. See also this analysis from Institute for Government on the <a href="#">Clean power by 2030</a> Mission</p>

## Key Message 5: Strong programme management will keep delivery on track and ensure strategies can be adapted, but must be guided by evidence, data and learning.

Given its complexity and long timeframe, the CCP must be a living or iterative plan with interventions modified to account for changes and lessons learned, and with contingencies in place if delivery goes off track. A long, narrative-based, static plan isn't conducive for this kind of agility.

Monitoring must evolve from focusing only on the 'time-lagged' impact indicator of emissions reduction, but also to test (as close to real-time as possible) whether interventions are effective and the system is starting to 'shift', allowing for course correction where needed.

## Recommendations:

<b>9. Create robust monitoring frameworks that allow for consistent, real-time assessment of progress towards milestones and outcomes.</b>	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>• Inconsistent data collection and poor data quality have made it hard to assess progress on climate change policies ,</li> <li>• Time-lags in data availability for key indicators make it difficult to be agile and adapt plans where emissions reductions are off track,</li> <li>• Technologies and tools exist to enable agile planning, monitoring and evaluation.</li> </ul>
<b>WHAT</b> is needed?	<ul style="list-style-type: none"> <li>• Consistent and collated data gathered from delivery programmes, local authorities and other delivery partners, particularly through the mandatory <a href="#">Public Bodies Climate Change Duties</a> and reporting.</li> <li>• Explore potential to apply ClimateView platform to create a 'living and agile' CCP dashboard at a national level, that uses and collates data from delivery partners and local authorities on area-wide emissions to provide bottom-up understanding of whether delivery is on-track, and if not, what can be done to improve it.</li> <li>• Monitoring indicators that enable the government and stakeholders to test</li> </ul>



	<p>whether sectoral pathways are on track, and the extent to which outcomes are being realized and using these to inform policy and budget decisions by the Cabinet Sub-Committee and Programme Board. Annual publishing progress against these indicators.</p> <ul style="list-style-type: none"> <li>Highlight and track any developments and changes likely to impact on the Scottish Government's progress towards targets.</li> </ul>
<b>WHO</b> should be involved?	Scottish Government, local government and other delivery partners
<b>HOW</b> – lessons, information and examples	<p>Sweden ClimateView (<a href="https://panorama-sweden.com/">https://panorama-sweden.com/</a> )</p> <p><a href="#">SNAP3 Monitoring and Evaluation Framework</a> presents monitoring maps, indicators and an approach to policy evaluation, and knowledge exchange.</p> <p>The UKG's <a href="#">Clean Power 2030 Unit</a> commits to a 'data-driven approach' to track delivery, strengthening its capabilities by embedding analytical and data science, to provide decision-makers with up-to-date insight on progress.</p>

## Key Message 6: Embed stakeholder and public engagement throughout the CCP and its delivery programmes to influence and coordinate delivery efforts

The CCP cannot be delivered by government alone. However, the process used to develop the CCP is predominantly top-down, with only limited engagement of the public, private and third-sector agencies who will ultimately be responsible for delivery. Separation of setting targets and outcomes from the reality of what's needed to deliver jeopardises delivery (i.e. considerations of funding, capacity and capability, competing priorities, market forces etc.).

Stakeholder and public engagement is particularly important within this Climate Change Plan for delivery of those policies and proposals which directly affect people's lives – i.e. how people heat their homes, move around etc.

Research suggests that giving people a say in policies which affect them can increase the chance that policy will succeed. This approach can also increase trust in the policy process; diffuse conflict and resolve arguments; develop policy in novel areas; test support for policies; and give policymakers confidence to act<sup>18</sup>.

<sup>18</sup> [The role of deliberative public engagement in climate policy development \(University of Lancaster\) - Climate Change Committee](#)

## Recommendations:

9. Publish a clear, accessible summary of the CCP, and actively promote deliberative approaches within public engagement strategies at national, regional and local levels.	
<b>WHY</b> should this be addressed?	<ul style="list-style-type: none"> <li>• People hold valuable insights into what will work, where and how within their area.</li> <li>• Scotland's Climate Assembly and Peoples' Panel on climate change both resulted in ambitious proposals in favour of rapid climate action, encouraging the Scottish Government to go faster.</li> <li>• Recent 'Peoples' Panel' on climate change (publ. 2024) concluded that the Scottish Government is not doing enough to engage the public on climate change and asked for 'short and simple and understandable' policy / strategies.</li> <li>• Deliberative approaches enable people to form judgments about particular policy ideas within a wider context and helps them engage with the complexity of change more effectively than traditional, narrowly focused consultations.</li> <li>• Deliberative tools carefully select representative participants to ensure a diverse cross-section of the public is heard, preventing the most vocal and organised groups from dominating the perceived 'public' opinion.</li> </ul>
<b>WHAT</b> is needed?	<ul style="list-style-type: none"> <li>• Publish a separate, public version of the Climate Change Plan that is 'short, simple and understandable', that clearly sets out the rationale, goals, key milestones, outcomes, benefits, costs (and how costs will be distributed) for the key areas of action.</li> <li>• Prioritise the use of deliberative approaches to engage the public with policy-making within the Public Engagement Strategy for Climate Change.</li> <li>• Publish easily accessible public updates on delivery – this could be through a national online 'Climate Action Platform' (e.g. ClimateView) which enables stakeholders and the public to track and understand climate transitions in their area and nationally.</li> <li>• Implement findings of the Public Engagement Strategy interim evaluation and recommendations of the Parliament's 'Peoples' Panel'.</li> <li>• Build expertise in designing and running deliberative engagement within the Scottish Government and public bodies.</li> </ul>
<b>WHO</b> should be involved?	<p>Scottish Government, local government and other delivery partners .</p> <p>Advice from Climate Outreach and 'Climate Citizens' programme.</p>
<b>HOW</b> – lessons and examples	<p><a href="#">Britain Talks Climate and Nature 2025</a> – key recommendations include 'Translate and explain, don't assume or assert'; and 'prioritise genuine engagement' both of which align directly to this recommendation.</p> <p><a href="#">PeoplesPanelPresentation</a> on success stories for public engagement in climate change.</p> <p>Scotland's Climate Assembly.</p> <p><a href="#">The role of deliberative public engagement in climate policy development</a></p> <p><a href="#">Towards a UK public engagement strategy on climate change - Climate Outreach Platform   ClimateView</a></p>

## Annex 1: CERG's Characteristics that enable delivery

Characteristics that Enable Delivery from CERG (2024) <u>Stepping up to Delivery</u>	
1.	<b><u>Strong leadership and accountability</u></b> - named senior accountable person responsible for a clearly defined priority, with a mandate to coordinate action across government and hold to account;
2.	<b><u>Strong programme management systems and competencies including:</u></b> <ol style="list-style-type: none"> <li><u>Named accountable people</u> at different levels with clearly defined roles and responsibilities for delivery,</li> <li><u>Ability and agility</u> inc. bringing in outside expertise where required,</li> <li><u>Strong risk management and monitoring / reporting systems</u> to learn, adapt and keep programme on track,</li> <li><u>Rapid and stream-lined decision-making processes;</u></li> </ol>
3.	<b><u>Dedicated arm's length 'delivery' structures</u></b> as required, with strong programme management systems as above and the <b><u>authority, skills and resource</u></b> to deliver defined outcomes at the scale and pace required.
4.	<b><u>Stronger links between policy development, planning and delivery</u></b> so policy design process enables delivery, and plans for implementation are considered from the start.
5.	National government identifies and plays a <b><u>wider range of roles to enable delivery – convening, enabling, coordinated spatial planning, catalysing;</u></b>
6.	<b><u>Closer cooperation and clear roles and responsibilities</u></b> between national, regional and local levels of government;
7.	<b><u>Long term commitment to continuity of mission</u></b> focused on outcomes allowing space and resources for innovation and experimentation and change in strategy;
8.	<b><u>Use of deliberative tools</u></b> to find solutions to complex, costly or controversial policy issues that will affect communities and/or identify fair routes to delivery in different places;
9.	<b><u>Systems approaches</u></b> – programmes identify and address ALL barriers to delivery, working beyond sectoral and institutional boundaries as required.

## Annex 2: Best Practice Guidance

Clear and consistent advice from Environmental Standards Scotland, Climate Change Committee, Audit Scotland, Scottish Fiscal Commission on what makes a 'good' CCP

More details are set out in the [letter](#) sent from the Convenor of the NZET Committee to the Scottish Government on 4<sup>th</sup> April 2025.

Characteristics of what makes a 'good' CCP	
2.	<b><u>Contribution:</u></b> How each policy contributes to overall emission reduction targets
2.	<b><u>Timescales and clear plans:</u></b> for implementing each policy. SMART and realistic timeframes.
3.	<b><u>Costs and benefits</u></b> (estimates) associated with the policies and proposals: <ul style="list-style-type: none"> <li>disaggregated by private and public, by level of government, between resource and capital for each policy.</li> <li>'clear line of sight between the costs set out in the CCP and spending allocations in the Scottish Budget'</li> </ul>
5.	<b><u>Transparency on assumptions made</u></b> that underpin the pathways and cost estimates and benefits.
6.	<b><u>Interdependencies:</u></b> with other policies and UK Government measures _
7.	<b><u>Better Monitoring &amp; Evaluation:</u></b> including interim measures and targets that provide more immediate feedback on progress.
7.	<b><u>Governance and responsibility: Clear roles and responsibilities; coordination, collaboration and accountabilities</u></b> <ul style="list-style-type: none"> <li>Lead responsibility for interventions</li> <li>Delivery partners</li> <li>Coordinating and accountability arrangements.</li> <li>Make explicit the role of Scottish Government, public bodies, local authorities , UKG</li> </ul>

## UK Treasury Guidance on managing complex portfolios and programmes

### [The Teal Book - Government Project Delivery](#)

Detailed step by step guidance that enables practitioners and teams to direct and manage portfolios, programmes and projects in government; ensuring the successful and timely delivery of government policy and business objectives. Developed by the UK Government, and complementary to the Treasury's Green Book, it applies to portfolios, programmes and projects undertaken within or across government departments and their arm's length bodies: e.g. ranging from those listed in the Government Major Projects Portfolio through to those at the local business level.

Key Recommendations from the Teal Book	
<b><u>Clear Outcomes and Strategic Alignment.</u></b>	Projects must be grounded in clear, measurable outcomes aligned to strategic goals.
<b><u>Robust Planning and Realism</u></b>	Realistic timeframes, costings and resource assumptions
<b><u>Strong governance and accountability</u></b>	Establish clear governance structures with defined roles and responsibilities
<b><u>Leadership and Capability</u></b>	Ensure competent, experienced leadership and invest in project delivery skills
<b><u>Proactive risk management</u></b>	Identify and manage risks continuously, including contingency planning
<b><u>Integrated assurance and review</u></b>	Conduct independent evaluations at key milestones
<b><u>Focus on benefits realisation</u></b>	Embed benefits management into project planning and delivery
<b><u>Iterative learning and continuous improvement</u></b>	

### Annex 3: Useful frameworks and tools:

1. Climate Change Committee's criteria for assessing government policy and plans which could be adapted as a scrutiny tool by the Scottish Government and Parliament.

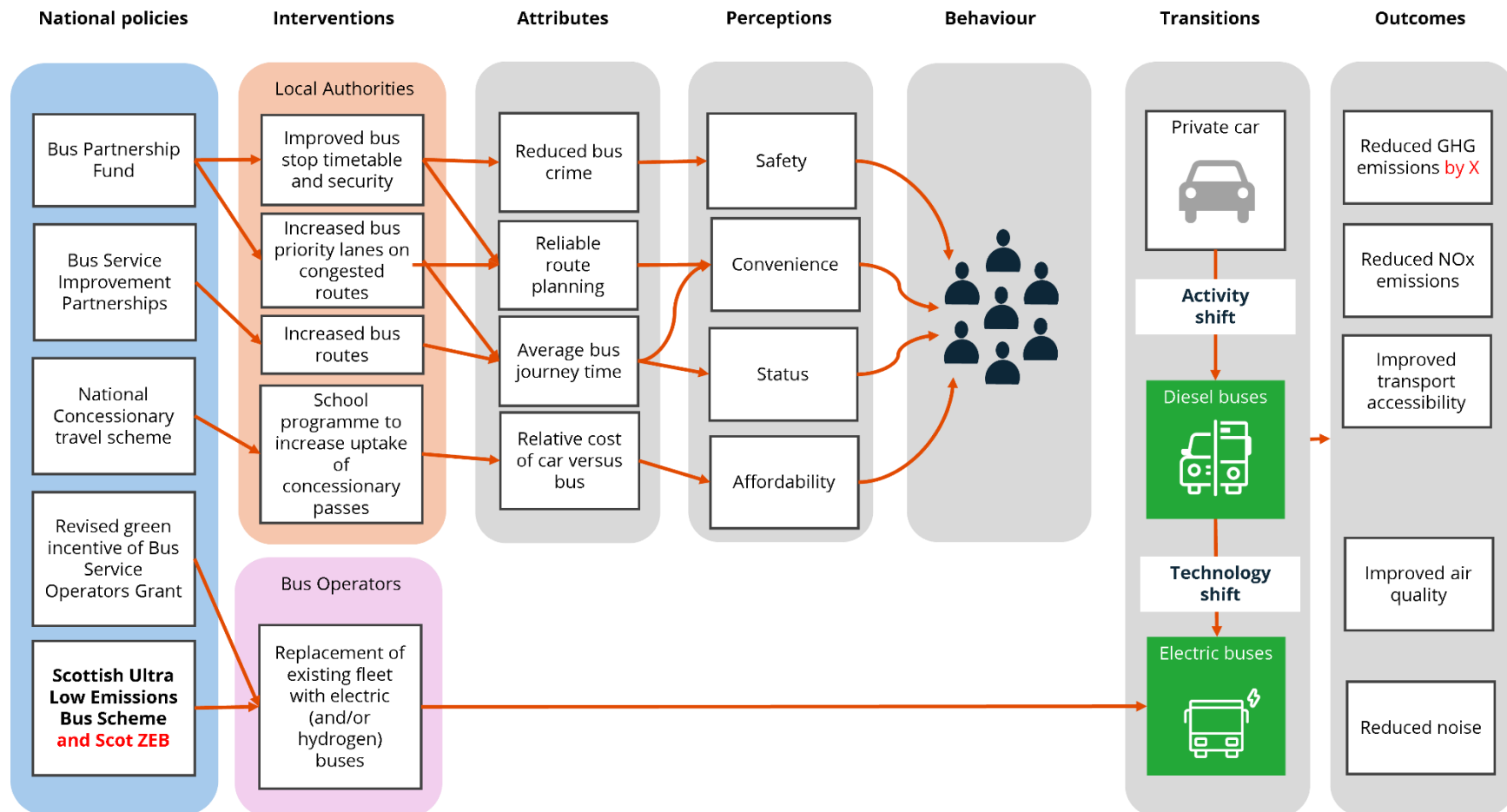
#### CCC Mitigation Monitoring Framework - Climate Change Committee

	Delivery mechanism and responsibilities	Funding and other financial incentives	Enablers in place and barriers overcome	Timeline for future plans	Overall score
<b>Credible plans</b>	Proven delivery mechanism that covers all the important elements in the sector.	The combination of public funding and plans to encourage private funding is credible.	Plans consider enablers, such as governance, fair funding, public engagement, and workers and skills; potential barriers are overcome.	Appropriate timelines are given for future decisions and policy development.	Credible plans with funding, enablers and timelines in place.
<b>Some risks</b>	Mostly based on proven delivery mechanism, but missing a small number of key elements.	Combination of public funding and plans to encourage private funding are credible, but some risks remain.	Plans consider some, but not all, of the enablers and/or some barriers remain.	Timelines are proposed for some future decisions and policy development, but questions remain.	Some adjustment to plans may be needed to mitigate uncertainties and delivery or funding risks.
<b>Significant risks</b>	Some plans based on proven mechanism, but several key elements are missing.	Some funding commitments but unclear where significant part of the funding will come from.	Plans do not address significant key enablers and barriers.	Plans provide only partial indication of the timeline for future decisions and policy development.	Plans under development and/or further work needed to enact policies and overcome uncertainties and delivery or funding risks.
<b>Insufficient plans</b>	No comprehensive plan or strategy; or plan/strategy missing most key elements.	Unclear where the bulk of funding will come from; not yet considered incentives to address these.	Plans give negligible consideration of the enablers and barriers.	Plans do not indicate when gaps will be filled, or when future decisions will be made.	Plans are either missing, clearly inadequate, or lack funding, and new proposals are needed.

## Clarity of plans – examples from [Scottish Climate Intelligence Service](#)

The following two examples from SCIS articulate the (i) links between policies, interventions and outcomes and (ii) the more detailed what? Why? How? Who? When? How much? that should be clearly set out in operational project plans.

This example was worked up by SCIS based on one of the outcomes included in the 2020 CCPu as an example of how policies could be presented. It is for illustrative purposes only.





<b>Outcome 4:</b> We will work with the newly formed Bus Decarbonisation Taskforce, comprised of leaders from the bus, energy and finance sectors, to ensure that the majority of new buses purchased from 2024 are zero-emission, and to bring this date forward if possible	
<b>Policy:</b> We launched a £9 million Scottish Ultra Low Emission Bus Scheme (SULEBS).	
<b>What</b>	<p>SULEBS provided support for the purchase of new ultra low emission buses up to a maximum 75% of the differential costs against diesel buses, depending on their zero emission running capability. Support was also available for the infrastructure for this technology of up to a maximum 75% of the capital cost.</p> <p>NOTE From 2020 to the present day this policy has evolved but the overall outcome to replace diesel buses with zero-emissions buses remains the same.</p>
<b>Why</b>	<p>By supporting operators to purchase low emission vehicles and infrastructure, this supports the transition of Scotland's bus fleet to low/zero emission buses, which reduces GHG emissions, improves air quality and reduces running costs making bus services more economically viable. Over time the aim has evolved to include a desired outcome to reach the point where it is equivalent or cheaper to buy a zero-emission bus - therefore removing the requirement for a subsidy (and making the market self-sustainable).</p>
<b>How</b>	<p>This policy uses a <b>subsidy lever</b> to incentivise and speed up the transition of the bus fleet, leveraging private investment. The fund provides <b>grants</b> to operators to fund a proportion of the difference in cost between ultra-low emission buses and traditional buses to incentivise the transition of the whole bus fleet. As the technology improves the 'How' evolved to incentivise the best available technology and to focus on creating a sustainable market.</p>
<b>Who</b>	<p>The fund is administered by Transport Scotland.</p>
<b>When</b>	<p>The first round of SULEBS -August 2020. The second round of SULEBS -January/February 2021. This policy has now changed to the <a href="#">Scottish Zero Emission Bus Challenge Fund (ScotZEB)</a> which opened for bids on 4 August 2021 and has gone through 3 phases of funding.</p>

En <b>How much</b>	<p>Round 1: Over £10.1 million of public funding supported four completed bids, for the introduction of 57 ultra-low emission buses, and supporting infrastructure. Unlocking £X of private investment</p> <p>Round 2: Over £40.5 million of funding will support six completed bids, introducing a further 215 ultra-low emission buses, and supporting infrastructure across Scotland. Unlocking £X of private investment</p> <p>This has since been followed up by Scot ZEB which has invested a further £154m</p>
<b>Outcomes</b>	<p>Reduced emissions through improving fuel efficiency and switching fuel sources.</p> <p>Monitoring should assess whether this achieved its desired outcome of 'the majority of new buses purchased from 2024 being zero-emission', and whether it is now equivalent or cheaper to buy a zero emission bus than a diesel bus.</p>

## Annex 4: Checklist to inform Parliamentary scrutiny of the CCP.

Parliamentary committees should consider the importance and urgency of delivery as a central part of their scrutiny of the CCP and the policies and proposals within it. This means scrutiny of HOW the government is governing, planning for and enabling delivery of the CCP.

This focus on delivery should be considered throughout the CCP's lifecycle, from scrutiny and throughout the delivery phase, and at multiple annual events:

Level	Aspects to consider	When
'Whole of government' alignment	<p>Evidence that all government legislation, policies and plans are in line with, and delivering against, carbon budgets i.e. through roll out of the Net Zero Assessment;</p> <p>Delivery of key policies and plans that are identified as key dependencies within the CCP (eg skills, workforce planning etc.)</p> <p>Spending allocations in Scottish Budget against costs set out in the CCP;</p>	<p>Scottish Budget 2026-7 / Joint Budget Review;</p> <p>Net Zero Assessment on spending decisions;</p> <p>National outcomes review;</p> <p>Annual review of NPF4;</p> <p>Infrastructure Investment plan;</p>
Clarity, governance and management of Climate Change Plan / Programme	<p>Structure and clarity within the CCP against guidance on what makes a 'good' CCP and the 'MATCH' criteria (Measurable, Ambitious, Transparent, Credible, Holistic)<sup>19</sup></p> <p>Quality of governance and decision-making systems in place to assure delivery (including where authority and responsibility for delivery lie, decision-making processes, access to data and evidence, workforce planning, resourcing, coordinating mechanisms, etc.);</p>	<p>CCP Scrutiny phase;</p> <p>Demand and scrutinise the promised 'Full Climate Governance Review'<sup>20</sup> by the end of this Parliament session;</p> <p>Revisit annually throughout delivery period;</p>
Ambition and extent to which policies and proposals are achieving desired impacts	<p>Assessment of priority policies and proposals e.g by using CCC's policy scorecard<sup>21</sup>.</p> <p>Regular progress checks on progress of policy against key delivery milestones and outcomes.</p> <p>Defined delivery mechanisms, responsibilities and operational plans to coordinate delivery.</p>	<p>CCP Scrutiny phase and throughout delivery period;</p> <p>Incorporated into scrutiny of relevant policies.</p>

<sup>19</sup> [Scotland's new Climate Change Plan: What it is, why it is important and how SCCS will judge its content - Stop Climate Chaos Scotland](#)

<sup>20</sup> [climate-change-sg-to-pac-29-sept-2023-updated.pdf](#)

<sup>21</sup> [CCC Mitigation Monitoring Framework - Climate Change Committee](#)

There are existing tools /checklists available for the Parliament to use to guide its scrutiny. Below we have summarised some of the key questions and criteria that could inform Parliamentary scrutiny of the draft CCP.

### **Checklist of Questions to inform Parliamentary scrutiny of the draft CCP**

1. Does the CCP clearly show how carbon budgets will be met, and how the policies and proposals will be delivered, resulting in an ambitious and credible pathway to net zero by 2045?
2. Does the CCP's plans for emissions reduction take into account the carbon implications of all of the Scottish Government's policies, projects and spend, to ensure that Scotland meets its carbon budgets?
3. Does the Climate Change Plan (CCP) clearly explain the economic, social, and environmental benefits that can be achieved through its delivery?
4. Is the CCP clear on the governance (systems, processes, and structures) and programme management arrangements – both for the plan as a whole, and for the delivery of policies and proposals? Do these arrangements follow existing good practice on complex programmes as set out in the UK Government's [Teal Book](#)? Do structures and staff have the mandate, authority, responsibility, and information to ensure we stay on track for delivery?
5. How does delivery of the CCP i) help deliver other government priorities and ii) does it require other plans to be adjusted to ensure delivery?
6. Underpinning the CCP, are there clear 'operational' plans to coordinate delivery clearly setting out who will do what, when and where, based in the reality of local and regional delivery.
7. To what extent are policies ready for delivery<sup>22</sup> and are there clear timelines for decision-making; i.e.:
  - delivery mechanisms in place and responsibilities allocated;
  - funding and other financial incentives agreed;
  - enablers (i.e. governance, skills and workforce, public engagement, dependencies) in place and barriers overcome;
  - timelines for future decisions and policy development are clear;
8. Is it clear how stakeholders will be actively involved in designing / delivering policies and programmes?

More detailed attention should be given to those actions needed over the next 5 years; i.e.:

- Sectors / Policies where particular decisions and delivery is required to meet 2026-2030 carbon budgets;
- Sectors / Policy areas where delivery needs to be ramped up rapidly in the early 2030s (so building the enabling environment for delivery is required during the first carbon budget period);
- Setting up missions and particularly complex systems change programmes;

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<sup>22</sup> See the policy scorecard used by the CCC to 'test' policies in the [CCC Mitigation Monitoring Framework - Climate Change Committee](#)

## About CERG

### CERG Members

Sarah Beattie-Smith  
Sara Collier  
James Curran  
Claire Daly  
Kit England  
Sam Gardner  
Iain Gulland  
Gina Hanrahan  
Alex Irwin

Eleanor Kay  
Adam Liddle  
Josiah Lockhart  
Phil Matthews  
Rebecca McLean  
Stefanie O’Gorman  
Jo O’Hara  
Valerie Robertson  
Tara Schmidt

### Secretariat

Kirstie Shirra  
Helen Stockham  
Kate Studd

### Additional Expert Contributors:

All experts participated in workshops / interviews on a personal, individual basis. The sharing of their time should not be taken as any indication of their or their organisation’s endorsement of this report.

Lloyd Austin  
Judi Kilgallon  
Meg Robertson  
David Hawkey  
Andy MacIntosh  
Clare Wharmby  
Kirsten Jenkins  
Ewan Mearns  
George Tarvit

The organisations supporting the work and progress of the Climate Emergency Response Group are:



**CHANGeworks.**

**CIVIC**



**Jacobs**



Bright ideas. Sustainable change.

**Scottish Land&Estates**



Scotland's climate coalition

