



Ministry of the  
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# Final report of the Citizens' Jury on Climate Actions

Katariina Kulha, Hilma Sormunen, Mikko Leino, Maija Setälä,  
Mari Taskinen, Maija Jäske

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### Abstract

Researchers of the University of Turku convened a Citizens' Jury in April 2021 to deliberate on climate actions, commissioned by the Climate Policy Roundtable and Ministry of the Environment.

The Citizens' Jury was composed of 33 randomly selected citizens who discussed the climate actions included in the Medium-term Climate Change Policy Plan and formulated an informed public judgement on them. The discussion was based on a list drawn up by the Ministry of the Environment of possible emission reduction measures concerning matters that are relevant for the consumers: transport, food and housing.

During the discussion the Citizens' Jury heard experts, assessed the fairness and effectiveness of the climate actions and drew up a statement on the matter. The results of the Jury will be used in the preparation of the new Medium-term Climate Change Policy Plan.

The final report presents the composition and work of the Citizens' Jury and the views of the participants on the Jury. The statement formulated by the Citizens' Jury is also included in the report.

**Keywords** citizens' juries, climate policy, public discussion, fairness, expertise

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## Ilmastotoimia arvioivan kansalaisraadin loppuraportti

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<b>Kieli</b>	englanti	<b>Sivumäärä</b>	29
<b>Tiivistelmä</b>	<p>Turun yliopiston tutkijat toteuttivat huhtikuussa 2021 ilmastotoimia arvioivan puntaroidun kansalaisraadin ilmastopolitiikan pyöreän pöydän ja ympäristöministeriön tilauksesta.</p> <p>Kansalaisraatiin osallistui 33 satunnaisesti valittua kansalaista, jotka muodostivat keskustellen puntaroidun kansalaismielipiteen keskipitkän aikavälin ilmastosuunnitelman (KAISU) ilmastotoimista. Keskustelun pohjana oli ympäristöministeriön laatima toimenpidelista mahdollisista kuluttajia koskevista päästövähennystoimista, jotka liittyivät liikenteeseen, ruokaan ja asumiseen.</p> <p>Kansalaiskeskustelun aikana raati kuuli asiantuntijoita, arvioi ilmastotoimien oikeudenmukaisuutta ja vaikuttavuutta sekä laati aiheesta julkilausuman. Raadin tuloksia hyödynnetään uuden ilmastosuunnitelman valmistelussa.</p> <p>Loppuraportti käsittelee kansalaisraadin kokoonpanoa ja työskentelyä sekä kansalaisraadin osallistujien kokemuksia raadista. Loppuraportti sisältää myös raadin muodostaman julkilausuman.</p>		
<b>Asiasanat</b>	kansalaisraadit, ilmastopolitiikka, julkinen keskustelu, oikeudenmukaisuus, asiantuntijuus		
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## Slutrapport från medborgarrådet för utvärdering av klimatåtgärder

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<b>Språk</b>	engelska	<b>Sidantal</b>	29
<b>Referat</b>	<p>På beställning av rundabordsforumet för klimatpolitik och miljöministeriet ordnade forskarna vid Åbo universitet i april 2021 ett medborgarråd för att utvärdera klimatåtgärder.</p> <p>I medborgarrådet deltog 33 slumpmässigt utvalda personer som bildade en genomtänkt medborgaropinion om klimatåtgärderna i klimatplanen på medellång sikt. Som underlag till debatten låg miljöministeriets lista över eventuella åtgärder för att minska utsläpp från konsumenterna, det vill säga från trafik, mat och boende.</p> <p>Under medborgardebatten hörde rådet sakkunniga, bedömde om klimatåtgärderna är rättvisa och genomslagskraftiga samt utarbetade ett uttalande i frågan. Resultaten från rådet används vid beredningen av den nya klimatplanen.</p> <p>Slutrapporten handlar om medborgarrådets sammansättning och arbete samt deltagarnas erfarenheter av medborgarrådet. Slutrapporten innehåller också rådets uttalande.</p>		
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# Contents

<b>Abstract</b> .....	7
<b>1 Introduction</b> .....	8
<b>2 Statement of the Citizens' Jury</b> .....	10
2.1 Introduction .....	10
2.2 General observations .....	10
<b>3 Description of the Citizens' Jury</b> .....	15
3.1 Composition and representativeness .....	15
3.2 Work of the Citizens' Jury .....	18
<b>4 Participants' views on the Jury's work</b> .....	21
<b>5 Final remarks</b> .....	26
<b>Appendices</b> .....	28
Appendix 1. Dissenting opinions.....	28
Appendix 2. Presentation of experts and working groups .....	29

## ABSTRACT

The Citizens' Jury convened in April 2021 to assess climate actions relevant for consumers, in particular, measures that are related to housing, food and traffic. The climate actions assessed by the Jury were preliminary propositions included in the Medium-term Climate Change Policy Plan under preparation. The task of the Citizens' Jury was to assess the fairness and effectiveness of the measures as well as to draw up a statement on their views. The Citizens' Jury was conducted by researchers from the University of Turku who are involved in research projects PALO (Participation in Long-Term Decision-Making) and FACTOR (Facing system change together: Citizen deliberation in informed and just climate transitions). The Jury was commissioned by the Climate Policy Roundtable and the Ministry of the Environment.

The Citizens' Jury complied with the principles of deliberative mini-publics, according to which the citizens' jury shall represent different demographic groups as diversely as possible, and the participants are required to familiarise themselves with the topic under discussion carefully, justify their views and be open to the opinions of other participants. The invitation to join the Citizens' Jury was sent to 8,000 randomly selected Finnish citizens aged 18 to 80 years. The participants of the Citizens' Jury were selected from among those who volunteered using stratification. The stratification criteria included age, gender, region of residence and level of education. In the end, a total of 33 Jury members participated in all meetings of the Jury. The Citizens' Jury had virtual meetings via Zoom for the duration of one evening and two whole days. The Jury familiarised itself with the topic under discussion with the help of a background material and by hearing experts. During the guided work, the Jury members deliberated in small groups and full-jury plenary discussions and drew up a joint statement.

The statement drawn up by the Jury includes a list prepared by the Ministry of the Environment, consisting of 14 climate measures relevant for consumers as well as the assessments of the Citizens' Jury on how these measures could be implemented in a fair and effective manner. In addition to providing comments on the individual measures, the Jury included general observations considering the fairness of the climate actions in the statement. In its statement, the Jury emphasised the fact that people are prepared to take action to slow down climate change. When selecting the climate actions, however, it is important to consider the financial impacts on citizens as well as the individual and regional differences.



# 1 Introduction

Deliberative mini-publics are a form of citizen participation that aim at producing views as a result of multifaceted consideration as well as information to support political decision-making. The principles of deliberation include equality, open consideration of opinions that are deviant from one's own views as well as respect for other participants. To support their discussion, the participants are provided with information on the subject matter. The moderated discussions on the topic are usually carried out in small groups. Deliberative mini-publics on climate actions have previously been organised in, for example, Great Britain, France, Denmark and Scotland. In Finland, deliberative citizens' juries have been used, for instance, in Korsholm, in connection with a municipal referendum regarding a municipal merger.

The Citizens' Jury on Climate Actions was convened by researchers from the University of Turku who are involved in research projects PALO and FACTOR<sup>1</sup> and was commissioned by the Climate Policy Roundtable and the Ministry of the Environment. The Medium-term Climate Change Policy Plan is drawn up during the year 2021 to respond to the Government's objective to achieve a carbon-neutral Finland by the year 2035. The purpose of the Jury was to find out about the citizens' views on potential emission reduction measures to support the preparation of the Medium-term Climate Change Policy Plan. The task of the Jury was to formulate a statement on the topic, answering the following question: "How can the Medium-term Climate Change Policy Plan's climate actions related to consumers be implemented in such a manner that they are as effective as possible but, at the same time, treat citizens fairly?".

During the work of the online Citizens' Jury, citizens invited on the basis of random sampling formed an informed public judgement on emission reduction measures affecting consumers, and related to housing, traffic and food, in particular. The discussions of the Jury were based on the list of 14 potential climate measures prepared by the Ministry of the Environment. The Jury drew up a statement (see chapter 2), in which it commented on the fairness of the climate actions on a general level. It also assessed each individual action in terms of their fairness and effectiveness.

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<sup>1</sup> Website of the Citizens' Jury: [utu.fi/kansalaisraati](https://utu.fi/kansalaisraati). More information on research projects: [paloresearch.fi](https://paloresearch.fi); [utu.fi/factor](https://utu.fi/factor)

The Jury's statement has been discussed by the Climate Policy Roundtable in early May 2021 and it will be utilised for the preparation of the new climate change policy plan. The statement of the Jury will also be processed by an officials' working group of the Medium-term Climate Change Policy Plan and the results of the Jury will be documented as part of the Policy Plan.

## 2 Statement of the Citizens' Jury

### 2.1 Introduction

This statement has been drawn up by the Citizens' Jury on Climate Actions, consisting of 33 adults residing in Finland selected through random sampling and stratification. The invitation to join the Jury was sent out in March 2021 to 8,000 randomly selected persons in Finland aged 18 to 80 years. The Jury was composed of the respondents to the invitation survey so that it represented different segments of the Finnish society in terms of the region of residence, gender, age and level of education. The Jury met on three days, 22 April as well as on 24 and 25 April 2021.

During its work, the Jury heard experts, assessed the fairness and effectiveness of the climate actions involved in the Medium-term Climate Change Policy Plan and wrote a statement on the topic. The statement includes general observations by the Jury regarding the fairness of the climate actions as well as assessments of each individual proposed action. The statement has been drawn up by the Jury members, the Jury organisers have not produced or modified its content. Individual pieces of information or justifications do not reflect the opinions of any individual Jury member but instead, the statement is a joint stand of the Jury.

The Citizens' Jury on Climate Actions was convened by researchers of the University of Turku and commissioned by the Ministry of the Environment and the Climate Policy Roundtable.

The Jury approved the statement with the following votes: Yes 30, No 0 and Abstain 2 (Absent 1).

### 2.2 General observations

The financial impact of the actions is a cause of general concern for citizens, although people are willing to take action to slow down climate change. The national expenses incurred by the new climate actions have to be divided fairly between different sectors. Citizens' perspective needs to be strongly taken into account when deciding upon the funding of the measures suggested by the Medium-term Climate Change Policy Plan.

When deciding on the transition periods for tax increases, the freedom of choice and financial freedom of consumers shall be taken into consideration. In other words, the transition periods should be sufficiently long so that the financial burden of individual consumers will not grow too rapidly. Tax increases should be targeted at climate emissions and compensations should be made elsewhere, without increasing the total tax ratio.

Individual and regional differences must be taken into consideration and, whenever possible, options should be available.

Freedom of choice must not be unnecessarily restricted with these actions. It must be possible to live and work everywhere in Finland. Also, there should be an appeal to individual responsibility so that rights are not restricted, but living conditions are nevertheless secured for future generations.

When it comes to actions directed at the burden-sharing sector and, in particular, consumers, the impacts of the actions on the environment (climate + biodiversity) as well as the financial impacts on various socio-economic groups shall be taken into consideration extensively. Additionally, attention should be paid to the way in which the measures directed at the burden-sharing sector may impact the sector under emission trading, so that problems are not merely shifted from one sector to another.

In public administration and municipalities, the current tax revenue should be directed at climate-friendly traffic, housing and food, thus setting an example. The responsibility of product manufacturers shall be emphasised in the actions, since consumers seldom have an opportunity to fully ascertain the origin and ecological sustainability of a product.

The internationally and nationally recognised rights of indigenous peoples shall be acknowledged. Actions and projects intended to stop climate change but that have negative impacts in terms of maintaining and developing the language and culture of the Sámi people must not be implemented without the Free, Prior and Informed Consent (FPIC principle, Indigenous and Tribal Peoples Convention) associated with the rights of indigenous peoples.

Financial actions shall be strongly and clearly communicated to consumers, so that all income groups are able to apply for various subsidies and deductions or can otherwise take the new financial changes into account in their activities. The informational guidance should be broad and thorough, for example, in the form of climate education starting from comprehensive school. The information provided should include clear and compact justifications for the financial actions to increase the citizens' awareness. In particular, those with low income and the elderly should be taken into account in the informational guidance concerning subsidies.

#	Measures	Comments on the measures
1	Implementation of the investment programme with regard to walking and cycling as well as improving the walking and cycling conditions will be continued	Equality shall be taken into account in the planning of pedestrian and bicycle paths. Investments should be allocated to areas where the use and need for bicycle paths is the greatest, when looking at the benefit-use ratio. Other measures promoting the use of pedestrian and bicycle paths shall be taken into account in budgeting and decision-making. These include traffic safety, maintenance, bicycle parks and communications. In sparsely populated areas, widening roadsides may also be an option.
2	Support given to the public distribution infrastructure for transport electricity and gas will be continued and increased	Subsidies should be allocated in an equal fashion to all areas, including sparsely populated areas. The distribution infrastructure of biogas, in particular, shall be sufficiently extended to cover the entire land. In the case of biogas, sufficient availability to citizens at a competitive price shall be taken into consideration.
3	The present purchase subsidy for full electric vehicles will be continued and the amount of the subsidy increased	In order to be able to implement the measure in a fair and effective manner, the purchase subsidy should be directed at both new and used full electric cars and expanded to cover rechargeable hybrid vehicles, with restrictions suitable to the climate targets. The subsidy should also be allocated for the development of the sharing economy, whereby there would not be a need for such a high number of cars but, instead, more people would have the opportunity to use a car without owning one.
4	The present conversion subsidies for changing an old petrol-powered car to run on ethanol or gas will be continued	Obtaining the subsidy also for the ethanol conversion of newer cars should be made easier. Possibilities for converting newer cars should, therefore, be researched and means should be explored to dissolve administrative problems to make the process, as a whole, simpler. Communication concerning the conversion possibilities should also be increased so that consumers would receive correct and up-to-date information.
5	A scrapping premium campaign or campaigns will be implemented	The subsidy should be directed specifically at households. The number of cars to be scrapped could be a maximum of two per household per campaign. In addition to the present options, it should be possible to use the scrapping premium to purchase a used electric car.

#	Measures	Comments on the measures
6	Subsidies for private charging infrastructure aimed at housing companies will be continued and increased. In addition to housing companies, the support will be expanded to cover also workplaces	In addition to private employers, the State and municipalities shall also organise a comprehensive charging infrastructure for their employees. Other legislation shall be taken into consideration when implementing the subsidy to avoid possible gaps. Also, small-scale enterprises should be considered in the preconditions for the subsidy so as to ensure that they also would have a real possibility to build charging stations. Within new construction, an obligation to build charging stations could be considered. The problems related to electricity transmission prices should be taken into consideration, for example, when it comes to the high electricity transmission price.
7	Investment subsidy (giving up oil heating)	In order to be able to implement the measure in a fair and effective manner, attention should be paid to whether long-term funding is provided for the measure. Everyone shall have equal opportunities to convert their heating system, regardless of their level of income, in the form of either a subsidy, a loan guarantee or a combination of the two. Municipalities shall be obligated to provide low-threshold guidance on different forms of subsidy in an efficient and equal manner.
8	Changing car taxation and vehicle taxation	Vehicle taxation, including the tax on motive source, shall be consistent and based, in all respects, on the emissions of the vehicle. The car tax shall be abolished so as to encourage people in Finland to drive newer cars. Taxation of cars powered by fossil-free fuels should be further cut. The currently valid exemptions from vehicle tax should be expanded so as to ensure regional fairness. In annual vehicle taxation, for example, regional factors are taken into consideration: different rules for the north and south, as is possible in compulsory motor vehicle insurance.
9	Increasing the taxation of fossil fuels	The taxation of fossil fuels should not yet be increased, as it will affect low-income groups the most, in other words, those who cannot afford an electric car but who, however, need a car. Increasing the taxation of fuels is fair only when the prices and supply of used electric cars are on the same level with vehicles powered by fossil fuels.
10	Biogas and electrofuels will be included in the distribution obligation	The CO <sub>2</sub> subsidy component of fuel tax, which reduces the tax on renewable fuel, shall be continued. The sufficiency and domestic security of supply of biogas and electrofuels, meaning fuels produced by electricity, need to be secured to prevent an unpredictable or sudden increase of prices. Price increases caused by the expanded distribution obligation shall be monitored and, if necessary, limited. The measure must not increase regional inequality.

#	Measures	Comments on the measures
11	Substantial increase in the taxation of heating oil	In order to implement the measure in a fair and effective manner, it must be taken into consideration that heating is a basic need. The measure would increase the inequality of different groups of people, especially pensioners and those with a low income. Consumers should be guided away from using oil heating by other means, such as an investment subsidy.
12	Increase in the level of the domestic help credit	In order to be able to implement the measure in a fair and effective manner, it must be taken into consideration that the potential elimination of the related deductible would improve the availability of the tax credit for all. Additionally, we propose an increased "ecological domestic help credit" to be implemented in addition to the standard domestic help credit. The ecological credit would be earmarked for measures that improve the energy efficiency of the property.
13	Less wastage, more healthy and environmentally friendly food	The manufacturing costs, transport costs and ecological sustainability of products need to be researched further. Information needs to be communicated to consumers, as well. Communication and information need to be increased already from a young age. Public funds in early childhood education and schools shall be guided towards an environmentally friendly and healthy diet to set an example. Wastage shall be taken into account when planning menus. Recycling food waste shall be made easier, for example in grocery shops.
14	Lower price of environmentally friendly food	The production of domestic vegetable proteins and environmentally friendly food will be supported. Additionally, the consumption of ecologically sustainable meat, such as fish, game and reindeer, will be encouraged. The measures shall hold to positive encouragement, such as subsidies and lower taxation. When looking at equal consumption options for consumers, it should be made sure that no prices of food products are artificially increased. The increase in food expenses caused by special diets due to illnesses should, as needed, be compensated by means of taxation, for instance.

## 3 Description of the Citizens' Jury

### 3.1 Composition and representativeness

Deliberative mini-publics aim, by involving a diverse group of participants, at hearing as many different views and experiences as possible in an equal manner during the discussions. In the Citizens' Jury the aim was to secure the diversity of the group of participants by utilising stratified random sampling. The stratification refers to the division of the population into smaller strata from which observational units are selected randomly.

The selection of participants was carried out by sending out a preliminary invitation to 8,000 persons residing in Finland based on random sampling from the Digital and Population Data Services Agency. Thus, every citizen aged 18 to 80 years had an equal chance of being invited to the Citizens' Jury. Of those invited, 174 respondents volunteered to take part in the Jury.

After this, 50 persons from the group of volunteers were selected, based on stratification, to join the Jury. The criteria for the Citizens' Jury quotas were age, gender, area of residence and level of education. Additionally, one place on the Jury was reserved for the Sámi people to ensure the representation of the indigenous people in a vulnerable position due to climate actions. The recruitment of a Sámi participant was carried out using the same survey as used when recruiting the other participants. The survey was forwarded to various Sámi organisations and groups through the Sámi Parliament.

Some of those selected for the Jury dropped out and, to replace them, persons with as similar backgrounds as possible were chosen. This procedure was continued until such persons could be found among the volunteers who were similar to the persons who had cancelled their participation. In the end, a group of 37 persons of those selected confirmed their participation in the Jury. The composition of the Jury corresponded well to the stratification criteria.

A total of 33 persons of those who confirmed their participation took part in the work of the Jury from beginning to end. The participants were paid a compensation of EUR 150. The purpose of the compensation was to increase interest in participation, especially among persons who do not otherwise engage actively in politics through different channels of influence.



Table 1 describes the composition of the Citizens' Jury, the persons who volunteered to participate as well as the entire adult population in Finland according to gender, age, region of residence, language and level of education. The given figures are percentages. The demographic data on Finland are from the year 2019. The table shows that the composition of the Jury was diverse with regards to age, level of education and native language. Certain regions were slightly over- or under-represented and the Jury did not have participants from all regions. It can, however, be stated that a diverse selection of participants from different parts of Finland took part in the Jury. Persons with higher education were slightly over-represented among the volunteers, which has been typical in other citizens' debates organised online, as well.

**Table 1.** Composition and representativeness of the Jury, %.

Stratification criteria		Entire Finland	Wants to participate	Participated
<b>Gender</b>	Male	49	65	55
	Female	51	32	42
	Other / information missing	-	4	3
<b>Age</b>	18–24	10	7	21
	25–34	16	11	15
	35–44	16	14	12
	45–54	15	21	18
	55–64	16	15	6
	65–74	16	21	15
	75–	12	8	9
	Information missing	-	4	3

Stratification criteria		Entire Finland	Wants to participate	Participated
<b>Region of residence</b>	Uusimaa	30	27	24
	Southwest Finland	9	7	9
	Satakunta	4	5	6
	Kanta-Häme	3	3	6
	Pirkanmaa	9	6	12
	Päijät-Häme	4	3	0
	Kymenlaakso	3	1	0
	South Karelia	2	2	6
	South Savo	3	2	3
	North Savo	4	5	3
	North Karelia	3	4	3
	Central Finland	5	4	9
	South Ostrobothnia	3	2	0
	Ostrobothnia	3	2	0
	Central Ostrobothnia	1	0	0
	Northern Ostrobothnia	7	6	6
	Kainuu	1	1	3
	Lapland	3	3	6
	The Åland Islands	1	0	0
	Information missing	-	18	3
<b>Native language</b>	Finnish	88	90	88
	Swedish	5	4	3
	Other	7	6	9
<b>Level of education</b>	Comprehensive school	23	4	0
	Upper secondary level	54	43	40
	Higher education institution	23	51	51
	Other / Information mission	-	2	9
<b>In total</b>		100	100	100

## 3.2 Work of the Citizens' Jury

The Citizens' Jury convened a total of three times via Zoom: on Thursday evening, 22 April as well as during the weekend on 24 and 25 April. During the work, seven experts (see appendix 2) answered the questions of the Jury. The Jury deliberated on the topic in small groups and plenary discussions with the help of moderators trained for the task. The small groups were always moderated by two persons; one made sure that the conversation progressed effortlessly, that the principles of deliberation were observed and that the conversation was equal, and the other acted as a clerk. The plenary sessions of the Jury were steered by a principal moderator. Additionally, during the plenary sessions, the thoughts and voting results of the Jury were recorded by a secretary general and the administration of the Zoom programme was handled by a technical moderator. Also, seven observers from the Finnish Environment Institute, the Natural Resources Institute Finland, the Climate Policy Roundtable and the University of Turku were present during the plenary sessions. The observers had the opportunity to monitor the work of the Jury throughout the plenary discussions of the Jury, but they did not have the right to speak or otherwise participate in the work.

The participants of the Citizens' Jury were encouraged to familiarise themselves with the topic of the Jury in advance using the material provided by the organisers. Approximately one week before the work of the Jury started, the members were sent a list of measures compiled by the Ministry of the Environment as well as a background information package written by researchers and commented by experts. In addition to the background information package, the Jury members were given in advance a user guide for Zoom and the rules for deliberation. The purpose of the material given in advance was to help the participants to familiarise themselves with the topic and working method of the Citizens' Jury before the actual work of the Jury began. The work of the Jury was not open to the public but all participant materials were uploaded on the website after the Jury had completed its work. Also, the recordings of the expert presentations and expert hearing session of the Jury were available for two weeks.

The first meeting on Thursday evening familiarised the participants with the topic, programme and working methods of the Citizens' Jury. Juhani Damski, the Permanent Secretary at the Ministry of the Environment, presented the Medium-term Climate Change Policy Plan to the Jury, and the Jury members also acquainted themselves with the proposed climate actions and the principles of deliberation. Moreover, the Jury members were shown the presentation videos recorded in advance, introducing the experts to be heard on Saturday. At the end of the day, the Jury members were divided into small groups, utilising the Breakout Rooms function of Zoom. Within the groups, the participants formulated questions to be asked from the experts during the expert hearing

session on Saturday. There were a total of five small groups, with 6–7 participants in each, and they remained unchanged throughout the entire weekend.

Saturday, 24 April, was the first full-length working day of the Jury, and it started with the hearing of the experts. During the hearing, the experts answered the questions that were presented to them in advance and commented on the additional questions asked by the participants using the chat function of Zoom. Around noon, the Jury members started the first small group discussion of the day, in which the participants deliberated on the reconciliation of fairness and effectiveness of climate actions on a general level and started working on the general observations of the statement. The purpose of the general observations was to designate the principles of fairness that the Jury wishes the climate actions related to consumers to follow. After the small group work, the comments of the groups were reviewed in the plenary session. For the second small group session to be held on Saturday, the proposed measures handled by the Jury were divided into five parts so that the small groups assessed a group of a few proposed measures at a time, each group looking at different measures. The groups assessed the measures from the perspective of their fairness, effectiveness and the observations previously proposed by the small groups. After the first group of proposed measures had been handled, the groups started handling the next proposals. This was continued in such a way that, at the end of the day, all groups had had the opportunity to comment on all proposed measures.

To close the work on Saturday, the observations recorded by the Jury were forwarded to experts for commenting in case of any factual mistakes. On Sunday, the work of the Jury began with the handling of the experts' comments. Next, the Jury members continued to work in small groups. Again, the proposed measures handled by the Jury had been divided into five sections, and the task of the small groups was to handle the group of measures allocated to them. In other words, each group discussed different proposed measures. The purpose of the small group work was to formulate comments on measures to be included in the statement on the basis of the observations made during the small group work on the previous day.

After a break, the formulated comments suggested by the small groups were discussed in a joint meeting of the Jury. During the meeting, the members of the other small groups were able to suggest changes or additions to the observations prepared by other groups. In case a change or addition was proposed, the Jury first heard the grounds for the proposal and, after that, voted on whether the proposal should be approved in the statement or not. The proposal was approved or rejected by a simple majority of votes. After this joint meeting, the comments of the Jury on the individual measures were finalised.

The votes were conducted anonymously using the Polls function of Zoom. With it, the participants were able to vote for or against the proposal or abstain from voting. A total

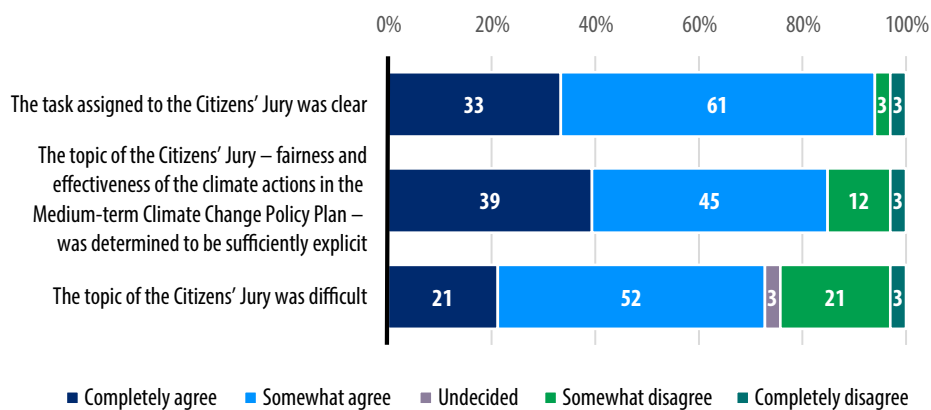
of 18 votes were organised on the comments to the proposed measures. In most of the votes, quite a clear majority of the Jury was unanimous about the proposal, in other words, over 20 of the Jury members were of the same opinion with regard to the approval or rejection of the proposal. The closest votes regarding the comments formulated by the small groups concerned the scrapping of cars, the building of charging stations for electric cars, green loans, the car tax and fuel taxation. The Jury members were told that in case they do not agree with the entry recorded as a result of a vote, they can express their dissenting opinion separately in writing after the Jury has completed its work. There were two dissenting opinions (see appendix 1).

After the lunch break, the Jury worked in small groups to continue the work started on Saturday of formulating general observations for the statement. After the small groups had completed their work, the general observations recorded by the groups were handled one by one in a joint discussion by the entire Jury. At this point, overlapping general observations were eliminated and the changes and additions suggested by the Jury members were voted on. There were three votes held on the general observations, in which a clear majority supported the entries made to the statement. Finally, the Citizens' Jury gave its approval for the organisers to correct any potential minor grammatical errors in the text. At the end of their work, the Jury members voted on the approval of the statement. A total of 30 Jury members voted for the approval, two abstained and one member was absent from the voting.

## 4 Participants' views on the Jury's work

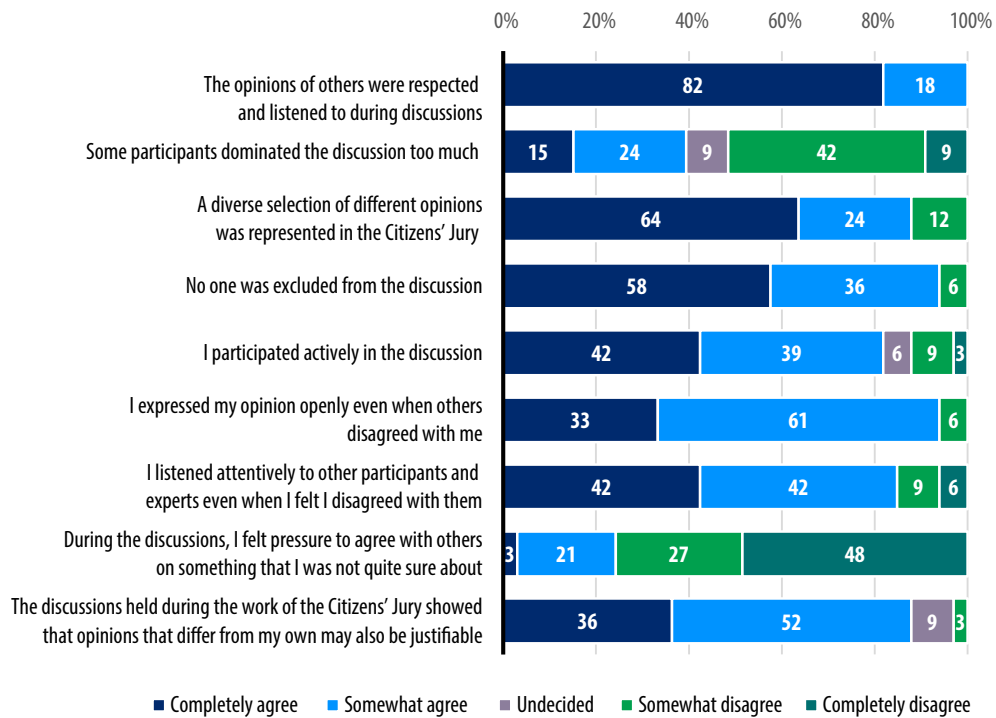
The views and experiences of the Citizens' Jury participants on the Jury work were investigated by conducting a final survey that was sent to the participants shortly after the Jury's work was completed. The answers of the participants reveal that, even though three out of four participants found the topic of the Citizens' Jury difficult, 94 per cent of the participants thought that the assignment was clear (figure 1).

**Figure 1.** Participants' opinions of the Jury's topic and assignment.



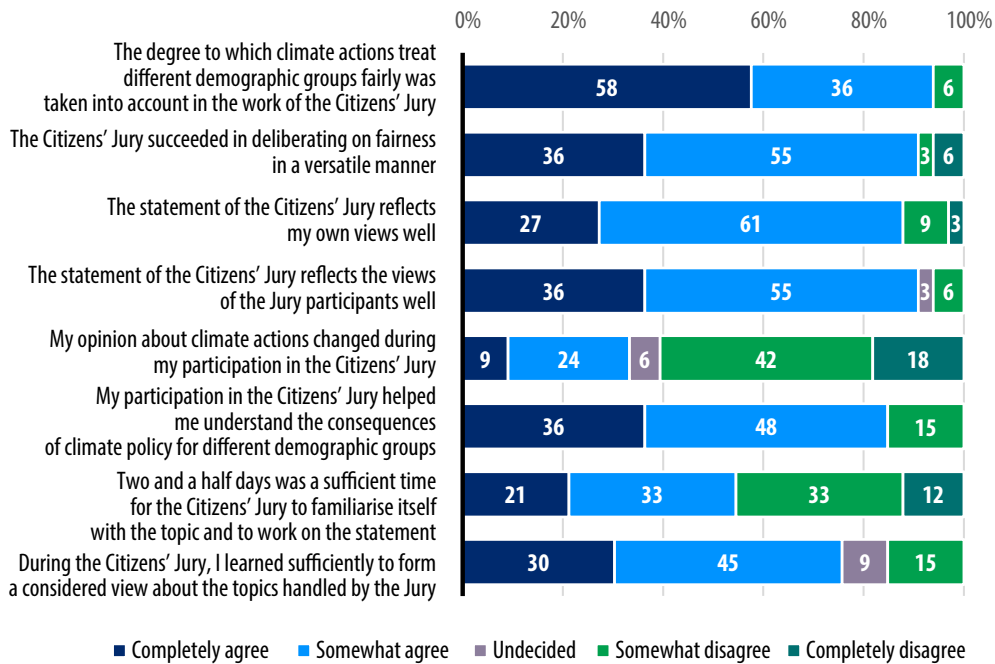
The experiences of the participants regarding the discussions that were held suggest that the principles of deliberation were mostly realised during the work of the Jury (figure 2). The Jury members respected and listened to the opinions of others and the majority of the Jury members felt that their participation in the discussions had been active and open and that they had also deliberated on the dissenting opinions. Just under half of the participants were, however, of the opinion that some participants dominated the discussion too much, and nearly every fourth participant felt pressure to agree with the others on a topic that they were not entirely sure about.

**Figure 2.** Participants’ opinions of the discussions held by the Citizens’ Jury.



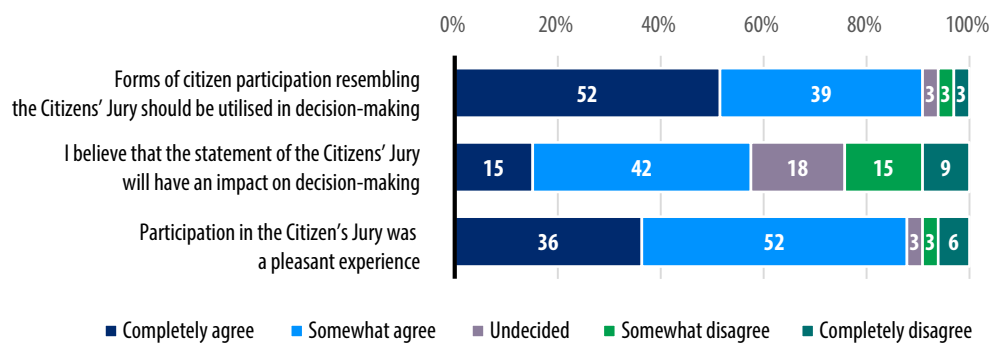
The participants of the Citizens’ Jury were, for the most part, satisfied with the work of the Citizens’ Jury, the quality and diversity of the deliberation as well as the statement (figure 3). A total of 88 per cent of the Jury members were of the opinion that the statement reflects their own views well. A clear majority of the Jury members experienced that the Jury helped them to better understand climate policy and that they learned sufficiently about the topic in order to form a considered view about it. A little over a third of the members told that their opinion about climate actions changed during the work of the Citizens’ Jury. The Jury members were, however, divided on the question about time spent on Jury work: only a little over half of the Jury members were of the opinion that the time reserved for the work was sufficient.

**Figure 3.** Participants’ opinions of the work of the Citizens’ Jury and the resulting statement.



Nearly 90 per cent of the participants thought that participating in the Citizens’ Jury was a pleasant experience and even a higher proportion of the Jury members felt that various forms of citizen participation, such as citizens’ juries, should be utilised in political decision-making (figure 4). However, only less than 60 per cent of the participants believed that the statement of the Citizens’ Jury would have an effect on decision-making.

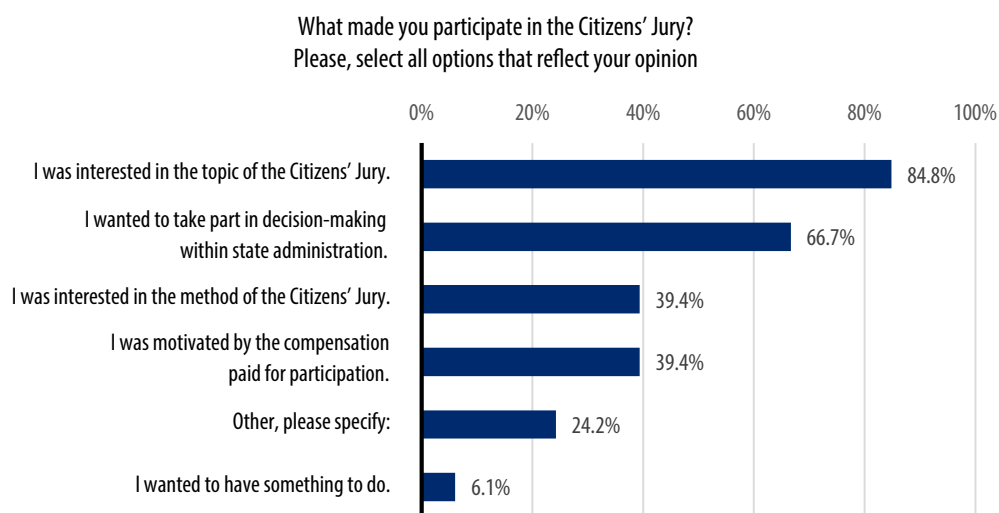
**Figure 4.** Participants’ opinions of their participation in the Citizens’ Jury and its effectiveness.





In the final survey, the participants were asked about their reasons for participating in the Citizens' Jury (figure 5). The most common reason for participation was interest in the topic. Furthermore, two thirds of the participants said that they wanted to take part in decision-making within state administration. Approximately 40 per cent mentioned interest in the method of the Jury and the compensation for participation in the Jury as reasons for their participation. Other reasons named for participation in the Jury were thirst for knowledge and learning, sense of responsibility and, all in all, being invited to participate in the Jury as well as representing their reference group and advocating for their rights.

**Figure 5.** Reasons for participating in the Citizens' Jury.



When asked how likely it was that the respondent would participate in a similar citizens' jury arranged online again, almost 85 per cent said they would be very likely or fairly likely to participate. Based on that, too, it can be assumed that the experience of the participants of the Jury was mainly positive.

The participants of the Citizens' Jury also had the opportunity to give open feedback to the organisers regarding the Jury. In the open feedback, several participants presented the view that there was not enough time for joint discussions on the actions, and that the formulations of comments and votes carried out in a large group were, at times, problematic. Therefore, the internal working process of the jury in a network environment should, in future, be planned in more detail, and enough time should be reserved for the joint deliberation of the jury in relation to the amount of material being discussed. On the

other hand, only a few participants reported technical problems during the discussion and they were fairly minor and due to the participants' own terminal devices.

Also, open questions were asked in the final survey for the Jury to find out about the Jury members' own views on the fairness of climate actions. In the final survey, the participants were asked to complete two sentences: "Climate actions related to consumers are unfair, if they..." and "For the climate actions related to consumers to be fair, they should...". This aimed at finding out the personal views of the participants on the fair implementation of climate actions after the deliberation carried out during the weekend.

When these open responses given independently by the participants are examined as a whole, the strongest opinion emerging is that fair climate actions need to take different demographic groups into consideration: in particular, the socio-economic status and regional differences. The disproportionate allocation of actions' impacts to a certain section of the population, such as those with low income or those generating only minor emissions, is considered unfair; climate actions should not further increase inequality.

Respondents also referred to impacts on the individual level as factors defining (un) fairness: the decrease in the freedom of choice and actions that individuals find difficult or impossible to adapt to are mentioned as unfair. Correspondingly, acknowledging individual situations in life and the possibility to make climate actions in a way that suits oneself were viewed as adhering to the concept of fairness. Furthermore, a feature that emerged from the responses is that fair climate actions are expected to be profitable as well as, from the citizens' point of view, understandable and justified. Also, the proportionality of climate actions carried out by Finland in relation to the level of actions in other countries was mentioned.

## 5 Final remarks

The statement of the Citizens' Jury that assessed climate actions provides the preparation of a climate plan with a considered citizens' opinion on how effective emission reduction measures can be implemented in a fair manner, as seen from the citizens' perspective. Additionally, it highlights ideas for development regarding the proposed actions. Based on the experiences gained from the Citizens' Jury, good conditions exist for utilising similar juries in preparing decision-making in the future as well. With the help of deliberative mini-publics, complicated and conflicting topics, such as climate actions, can be handled in a constructive and versatile manner. Citizens' juries can also advance decision-making and solutions in politically delicate issues. Globally, the use of deliberative mini-publics has become more common, especially in connection with climate issues.

There are a few points that should be taken into consideration when organising future juries. Firstly, to secure considered and informed public judgement, attention should be paid to ensuring that, in citizens' juries, enough time is reserved for deliberation and familiarisation with the topic. Only a little over a half of the participants of the Citizens' Jury that assessed climate actions felt that the time reserved for the work of the Citizens' Jury was sufficient. The topic of a citizens' jury should be in proportion to the time reserved for the work to avoid time pressures. If necessary, this shall be done by limiting the topic or by extending the time reserved for the process. A citizens' jury assembling during one weekend may offer sufficient opportunities for citizen deliberation provided that the topic of deliberation is successfully defined.

If, on the other hand, the topic of the citizens' jury is more comprehensive and the aim of the jury is to prepare a statement that all jury members feel they can approve, it would be good to reserve several days for the deliberation. Additionally, if more time is reserved for the work of the citizens' jury, expert hearings could be expanded, too. The experts heard during the Citizens' Jury on climate actions were government officials and researchers. Actors representing other interests, such as non-governmental organisations or groups involving individuals in vulnerable positions, could be included in the expanded expert hearing.

In the case of the Citizens' Jury on climate actions, the criteria set for the composition of the jury were, for the most part, successfully met. There are, however, challenges associated with the recruitment of participants, especially when the citizens' juries will be

carried out online. The versatility of the group of participants is of key importance in terms of the authorisation and credibility of the citizens' jury, which is why it would be optimal to attract voluntary participants from as many demographic groups as possible. The Citizens' Jury and all the material associated with it were in Finnish. In future, sufficient resources should be secured to translate the material and to enable the discussion to be held in more languages in order to facilitate equal participation.

The elderly population, in particular, may find it more difficult to participate in a virtual citizens' jury due to inadequacy related to technical skills or available devices. Based on previous experience, older age groups are, however, more active in participating in traditional, face-to-face juries than in online juries. Also, those with a higher education are usually over-represented among the participants of citizens' juries. Among participants, the relatively small number of people with a lower level of education is especially emphasised in online juries. Citizens' eagerness to participate in citizens' juries could be increased by a higher participation compensation, especially if citizens are required to commit themselves to the work of the jury for several days.

In general, the Citizens' Jury on Climate Actions can, however, be seen as demonstrating that it is possible to organise citizens' juries that work according to the principles of deliberative democracy in an online environment. This observation is supported by the answers of the Jury members: when asked, they all said that the discussions in small groups worked well – despite the remote connection. From the perspective of the participants, the advantage related to online discussions is that participation does not require travel. This may reduce the obstacles to participation associated with time resources and improve the opportunities to participate from various geographical regions. On the other hand, as mentioned before, lacking digital skills may, in spite of available support, be a significant impediment for many. Furthermore, the informal interaction of participants and coffee-table discussions are almost completely missing in the network environment.

Nearly half of the members of the Citizens' Jury on Climate Actions were unable to assess the effectiveness of the statement of the Citizens' Jury or they did not think that it would have any effect on decision-making. The clear majority of the Jury was, however, of the opinion that different forms of citizen participation, such as the citizens' jury, should be utilised in political decision-making. This shows that there is a desire among citizens to influence decision-making by means such as this. It is important to communicate about the processing and impacts of the results of the Citizens' Jury in an open and transparent manner so that the role and effectiveness of the Citizens' Jury are clear both for the participants of the Citizens' Jury and for a wider public.

## Appendix 1. Dissenting opinions

1. "The Citizens' Jury voted for a sentence supporting the abolishment of the car tax to be included in the statement and this was indisputably supported by the majority of the Jury. However, a strong opinion was expressed in the Jury, according to which the purchase price of a new car should also encourage people to purchase low-emission cars. In this respect, I represent the point of view of the minority. I, in other words, think that taxation should be used to drive emission reductions in new cars also through the purchase price of the cars. This is what the present car tax does in reality."

2. "I wish to express a dissenting opinion regarding section 8 of the statement, "Changing car taxation and vehicle taxation". According to the comment of the Jury, "The car tax shall be abolished so as to encourage people in Finland to drive newer cars". The car tax encourages people to consider the purchase of a car and to contemplate the use of alternative, environmentally friendly forms of traffic, such as public transport and shared cars. In my opinion, the abolishment of the car tax would severely impede the targets of the climate actions. We had a long discussion in the Jury about this issue and several Jury participants voted against the section in question (I was not able to write down the division of votes).

Unfortunately, I cannot stand behind the item in the general observations of the statement on the total tax ratio either. There was not enough time to work on the observations together in a way that would also have enabled those with weaker rhetorical capabilities to keep up with the discussion."

## Appendix 2. Presentation of experts and working groups

### Experts

Permanent Secretary Juhani Damski, Ministry of the Environment  
Senior Environmental Adviser Magnus Cederlöf, Ministry of the Environment  
Research Professor Minna Kaljonen, Finnish Environment Institute  
Senior Scientist Merja Saarinen, Natural Resources Institute Finland  
Post-doctoral researcher Janne Hirvonen, Aalto University  
Researcher Paula Sankelo, Finnish Environment Institute  
Tenure track professor Heikki Liimatainen, Tampere University  
Principal Scientist Juhani Laurikko, VTT Technical Research Centre of Finland

### Working group

#### *University of Turku:*

Professor Maija Setälä, Post-doctoral Researcher Maija Jäske, Project Researcher Mikko Leino, Project Researcher Katariina Kulha, Project Researcher Hilma Sormunen, Coordinator Mari Taskinen as well as 10 small group moderators.

#### *Ministry of the Environment:*

Senior Environmental Adviser Magnus Cederlöf, Senior Specialist Heta-Elena Heiskanen, Senior Specialist Heidi Alatalo.



Ministry of the  
Environment Finland

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