

Cultivating Community: Sharing good practice across SAC secretariats

Report of a series of workshops designed to support the activities of secretariats to Scientific Advisory Committees



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Foreword

by the Government Chief Scientific Adviser



Science and engineering are essential to help us deal effectively with the major challenges of the twenty-first century. Good policy making and effective government in the UK must, therefore, seek and use the best expert advice. It is my role, and that of departmental Chief Scientific Advisers across Government, to make sure that happens.

The work of independent Scientific Advisory Committees and Science Advisory Councils (SACs) is central to the provision of this advice in many areas. The contribution of SACs to decisions on issues such as swine flu and climate change has informed the handling of emerging issues and influenced longer-term government thinking. Their role is essential: often unsung, but much appreciated by my colleagues and I.

This report is a useful guide to best practice for SAC working, and complementary to the Code of Practice for Scientific Advisory Committees (CoPSAC). Its publication highlights the sense of community cultivated across all SACs by the workshop series and I am delighted that these successful events will continue.

Professor John Beddington, CMG, FRS

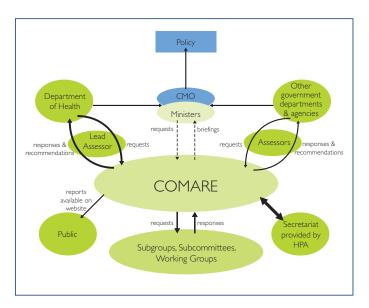
Government Chief Scientific Adviser

Introduction

- This report is based on the output of a series of workshops conducted in 2008 and 2009. The workshops focused on the functioning of Scientific Advisory Committees and Science Advisory Councils (SACs). At the time of writing, there are around 75 SACs advising government, each with a sponsor department(s) and a secretariat to support and manage its operations.
- There is a wide variety of relationships between SACs and their sponsor departments: all operate independently and there is no single model for improving the flow of independent science advice. However, all adhere to the Code of Practice of Scientific Advisory Committees (CoPSAC) published by the Government Office for Science (GO-Science). GO-Science provides support and advice to individual SACs and acts to promote the networking of secretariats. These workshops were designed as part of this activity.
- 3 This report supports existing guidance for SAC secretariats in particular, CoPSAC.

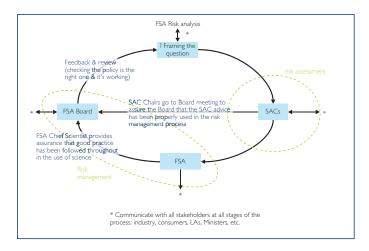
Provision of independent science advice

- The diagrams below, a selection of those prepared in one of the workshops, demonstrate the variety of relationships between SACs, sponsoring departments and wider stakeholders.
- The function of this mapping exercise was to demonstrate that the relationships between a SAC and its various stakeholders define, at least in part, how it operates.
- 6 Different colours and line widths were used to outline the different flows of evidence, formal relationships, and budget lines.



The SAC view: Committee on Medical Aspects of Radiation in the Environment (COMARE)

The Committee interacts strongly with the secretariat provided by the HPA, invokes the use of subcommittees, subgroups and working groups for specific requests including those from other government departments and makes reports available to the public via the COMARE website.



The departmental view: Food Standards Agency (FSA)

FSA SACs are responsible for risk assessment – they consider the scientific evidence and reach an opinion on the implications for people's health. Responsibility for the risk management process lies with the Agency. Effective dialogue between the two processes is crucial.

Induction and support for SAC members

A key responsibility of SAC secretariats is to ensure that new members are given a thorough induction into the role and operation of the SAC.

Induction of SAC members

- SAC secretariats should meet all new Committee members and ensure that they receive appropriate induction materials. A model induction pack might contain:
 - SAC terms of reference (ToR);
 - details of relevant legislation;
 - terms of appointment;
 - contingency plan (in the event of an emergency);
 - pen pictures of other members and registered interests;
 - the current programme of work and any future work plan;
 - the last Annual Report;
 - advice on media handling;
 - details of expenses (limits and how to claim, for example);
 - advice on identifying and managing conflicts of interests; and
 - details of any performance appraisal process.
- 9 Key people for new SAC members to meet include: sponsoring Ministers; the Chairs of related/ interacting Committees; senior policy officials from the sponsoring department (and representatives of key stakeholder groups).
- 10 It might be helpful for new members to attend SAC meetings as an observer, before being formally appointed to the Committee.

Induction of SAC Chairs

- The secretariat has a particular responsibility in working with the Chair to ensure that new members understand their role in providing advice; what is expected of them; and how the SAC conducts its work. New SAC Chairs might benefit from a 'handover' meeting, where the outgoing and incoming Chair share the chairing duties.
- 12 Annex B considers three aspects of the recruitment process for SAC chairs in detail:
 - recruiting a new Chair;
 - the appointment and induction process; and
 - how to maintain a productive working relationship with SAC Chairs.

13 The secretariat should work with the incoming Chair to ensure the smooth running of the Committee. Key to this is: maintaining the Chair's motivation and increasing the Committee's effectiveness; ensuring ongoing consultation between secretariat, Chair and Committee; agreeing action plans for the SAC (which could include no change); and ensuring an ongoing review process of the SAC and Chair's performance.

Mentoring

- 14 There is no substitute for the experience gained by participating in SAC meetings, but a process of formal or informal mentoring of new Committee members could be helpful.
- In recruiting Committee members, secretariats should explore the ability of candidates to commit time to Committee business and to take advantage of any mentoring scheme (proposed or established). While the SAC's sponsoring department might provide some induction training for new members, and general support can be provided by the secretariat, mentoring activity should happen between SAC members to maintain independence.
- 16 Secretariats might consider asking retiring Chairs from other Committees to mentor incoming SAC members as they are likely to have the time, networks and contacts to provide a thorough introduction to SAC working.

Ongoing support

- 17 Training should be viewed as an ongoing process rather than a one-off event at induction. SAC secretariats will need to monitor the training needs for the SAC as a whole as well as for individual members. Ongoing support provided to SAC members might include:
 - arranging update/review meetings with Ministers and wider stakeholders;
 - arranging site visits when appropriate to the issues being discussed; and
 - providing information on emerging issues or new legislation.
- It is important that SAC members understand the Committee's role and remit, and are clear that SACs provide independent advice to government departments but do not get involved in the detail of policymaking processes. A meeting specifically to discuss the SACs working practices and terms of reference might be considered if several new members are joining the SAC, or if its workstream is being refocused.
- 19 It is essential that the Chair has a good understanding of the SACs purpose and is able to guide members. If the secretariat feels the Chair needs further support in this area, it might be raised as a topic for constructive discussion during the Chair's appraisal process. The appraisal might also incorporate self-assessment.
- Ongoing dialogue and communication between the Chair and secretariat (and in many cases the CSA) is important. This is most easily facilitated through phone calls, emails and face-to-face meetings. Less often, but still regularly, communication between these parties might be improved by having away days, with brainstorming as an item on the agenda.

- 21 It is important to support SAC members in developing skills that lie outside the core focus of the SAC, but that might add to its effectiveness. For example:
 - · media training;
 - risk assessment; and
 - updates on new legislation.
- The resources available to the SAC (financial, secretariat time, Committee time) should also be subject to ongoing review. In addition, a formal annual review may be useful, with a cost-benefit analysis where appropriate.

Managing SAC membership

- 23 Maintaining the flow of new blood into SACs is a priority. It ensures that discussions do not become stale and allows the SAC to ensure a balance of appropriate expertise. Secretariats have an important role to play in succession planning before members (or Chairs) retire from the Committee. Staggering appointments can be a useful way of improving the operation of the SAC, as it combines continuity with fresh faces.
- 24 Having a post of Deputy Chair is both a training opportunity for members as well as a way of identifying potential successors to the Chair of the Committee. Co-opting members is another way of broadening the expertise available to the Committee and can be done through SAC working groups (these do not need to be comprised entirely of SAC members).
- 25 Communicating the potential benefits of SAC membership in terms of an individual's career path may be important in attracting the needed variety of expertise. Benefits might include:
 - improved CV (members appointed by Ministers);
 - recognition by peers;
 - access to emerging information, and experience of working with Government departments; and
 - prestige for university/organisation to have someone providing this high-level advice.
- A number of vehicles can be used to highlight the positive aspects of SAC membership. These include word-of-mouth and participation in working groups. It is important to encourage members to recognise the value of their own contribution to SAC working in terms of how their advice elicits policy change as it may help them in promoting a positive message about SAC membership to their colleagues.

The impact of SAC advice

Interactions between SACs and government departments

- It is important for new members to understand how SACs interact with government departments. This interaction may be through observers (also called 'assessors') who regularly attend SAC meetings to ensure representation. The Devolved Administrations (DAs) are not always able to send representatives due to high travel costs and large portfolios; and changes in the membership of policy teams across government departments can mean that the individual assessor attending Committee meetings changes over time. However it is imperative the sponsor department and the SAC maintain effective channels of dialogue, and SAC secretariats and Chairs should keep the DAs informed of SAC deliberations.
- 28 The impact of SAC advice on the activities of non-sponsor departments may depend on factors such as:
 - good communication skills, being open and transparent;
 - inviting observers from other departments to attend meetings;
 - locating the secretariat within another department or agency;
 - · co-opting an official of another government department onto a working group of a main SAC;
 - · cross-membership of the relevant Committees; and
 - encouraging more cross-departmental SAC networking meetings or establishing virtual networks.
- 29 It is the role of the sponsoring department to liaise with other departments in terms of accessing and using SAC advice. Secretariats should work with sponsor departments to improve this process, and might themselves become assessors/observers on other SACs. Sharing best practice in order to cultivate a community across SACs is imperative.

Scoping the question

- 30 In developing a programme of work 'getting the question right' is critical. Departmental policy leads and SAC secretariats need strong links and close working relationships, though this can be dependent on having a well-resourced secretariat. Several options exist:
 - a secretariat may, because of its physical location within the sponsoring department, be broadly exposed to scientific issues that it can then take to the Committee;
 - SACs can proactively form sub-groups to present identified issues to the department;
 - an annual review meeting between secretariat, SAC Chair and sponsoring department may strengthen joint planning. The review should consider whether the Committee is still relevant in its present form;
 - developing a forward work plan, the SAC and the sponsoring department should ensure that the correct questions are asked AND answered within the plan; and
 - in fulfilling its remit to horizon scan and advise the sponsoring department, SACs need to understand that the sponsoring department may be limited in its ability to respond to those concerns and have to prioritise.

Feedback from sponsor departments

- 31 Comprehensive and effective feedback loops are important for making sure that SACs are asked sensible questions, and that advice provided is given appropriate consideration. Briefing meetings between the SAC Chair, secretariat and sponsor department can usefully be held prior to a SAC meeting to formulate questions and determine the scope of what is being asked of the Committee.
- 32 Clarity from the Chair and sponsor department is important so that members understand how the advice provided by the SAC is used by policymakers as the process may be indirect or unclear.

Presenting SAC advice to departments

- 33 SAC advice is open to differing interpretations by different stakeholders. Secretariats need to understand how best to manage this, presenting SAC advice as clearly as possible to avoid misinterpretation or unintended interpretation of the evidence. In addition, secretariats may have to deal with disagreement between SAC members as to the advice to be provided.
- 34 Several recommendations emerged from the workshops in terms of managing these issues:
 - use plain English, and provide clear lines to take for the press office;
 - encourage SACs to agree clearly worded advice and use of proposed actions/recommendations. Documents on which the advice is based could be published as they emerge, so that the progression of the analysis and subsequent advice can be seen clearly;
 - worked examples could be used to prevent misinterpretation, and advice emerging from sub-groups should be 'reality checked' by the full SAC;
 - where possible, the evidence on which recommendations are based (including relevant published scientific evidence) should be presented;
 - divergent views should be recorded in the minutes which for most SACs are public documents. Minority or dissenting views should be recorded in the final advice, but it is incumbent on the Chair and secretariat to work hard to achieve consensus before the advice is made public. A good Chair will handle disagreements well, being clear and transparent about the implications; and
 - SAC Chairs could ask to attend departmental Board meetings to audit the use of the Committee's advice, and there should be ongoing close liaison with Ministers and the press office to maintain this audit function.

A tripartite relationship: SAC, SAC Chair and department

The tripartite relationship between SAC Chair, SAC secretariat and policy customer can be subject to influence from a number of sources: Ministers; Permanent Secretaries; and external stakeholders, for example. To explore these issues and influences, participants in the final workshop of the series were asked to create a short case study representing a 'severe scenario' (Annex A). Each study was used to help think about the warning signals that, if spotted, could have altered the course of events.

Key cross-cutting themes

- Participants at the workshop drew out some cross-cutting themes from the 'severe scenarios' as identifiers of a potential breakdown in the tripartite relationship. For example, recognising that a department's response to advice provided, or questions posed, by a SAC is substantially different to that which is expected including a nil response. It was deemed critical that each party in the relationship should have a clear understanding of communication processes such that they can identify any deterioration in relationships.
- 37 To ensure good communication, secretariats need to check:
 - everyone shares the same understanding of the SAC's terms of reference;
 - whether departments understand and adhere to CoPSAC; and
 - that impartiality/independence is enshrined in job descriptions, objectives and appraisals.

Annex A Severe scenarios

The 'severe scenarios' may be based on combinations of actual events that have occurred or be purely hypothetical (or both). However, all have been rendered anonymous so as to represent generic situations that could arise, nothing more should be read into them.

Issue I: a conflict of interest between the SAC/secretariat role and that of the policy customer

This could arise for a couple of reasons:

- a misconception of the terms of reference (ToR) for the SAC, particularly when Departments and SACs do not share the same view of what the ToRs mean in practice; and
- the 'dual personality' that arises when one person works part-time to provide secretarial support to SACs and part-time as a policy customer.

Conflict of interest: a severe scenario

The scenario is that the SAC has decided to publicly walk away from scientific advice it has provided, because the way it is being used within the department is more about paying lip-service to the SAC than about taking its advice seriously. The department framed the question to the SAC in a way that ensured the report's recommendations supported a decision that had, in fact, already been taken. This gross manipulation of the SAC led the entire committee to decide to walk away from its report, and go public. The result is a great deal of adverse publicity: not only for the department, but also for SACs in general. The public want to know how often this has happened before and they haven't heard about it. As such, it becomes increasingly difficult for all SACs across Government to locate experts who are willing to fill outstanding vacancies to serve on SACs as they are seen to be professionally discredited.

Warning signals: conflict of interest

It is difficult to notice if the manipulation is intentional, and if the secretariat is not aware of the hidden policy agendas. If risk assessment (SAC) and risk management (policy) are kept completely separate it may be difficult for the SAC to understand how the report might be used and to spot the warning signals. However, general signals would include:

- an absence of systems for independent assessment of SAC performance, which would get into some of these relationship issues;
- intuition of the Chair, secretariat and panel members based on their experience of previous requests for this sort of report: has something like this happened in the past, or was the way this report was requested completely different from the others?
- a secretariat with a dual personality (part time policy customer, part time impartial secretariat)
 which makes it very hard for one person to maintain real independence from the policy discussions;
- awareness of an absence of fresh faces in the SAC, suggesting stagnation;
- secretariats or Chairs who are 'yes people' too eager to please, reluctant to challenge; and
- a lack of comment from the department on the draft report.

Issue 2: a breach of confidentiality

Confidentiality is key to the operation of many SACs, which are dealing with uncertain or emerging evidence, or with sensitive issues.

Breach of confidentiality: a severe scenario

The scenario takes place in the department for Disastrous Diseases. A Disastrous Disease has struck the UK rapidly, with many people dying and no vaccine available. However, there have been confidential discussions at the DDDSAC about vaccine trials taking place in Belgium. Although, because the trials are still in the preliminary stages and safety hasn't been established, DDDSAC does not want to promote widespread panic which could result in the public buying vaccines over the internet. As such, the SAC decides it is in the public interest to keep the vaccination trial information confidential until safety issues are better understood. At this point, the spouse of one of the SAC members dies from the Disastrous Disease, and someone who has knowledge of SAC discussions leaks the fact that the vaccine trials exist, triggering a breach of confidentiality. Extensive media coverage follows, resulting in pressure from Ministers to locate the source of the breach though there remains no clarification of what the penalties would be if the source was established. Meanwhile the SAC and secretariat have to deal with endless rounds of Ministerial briefings, press briefings, Q&As for Ministers, PQs and Ministerial submissions, a breakdown in relationships with policy colleagues who may have seen things lying around on photocopiers. Of course, many staff members are off sick with the Disastrous Disease, the Chair finds it all too much and has a heart attack, and the Minister is sacked for incompetence.

Warning signals: breach of confidentiality

- a lack of media strategy;
- ToR for the SAC and secretariat that fail to stress confidentiality, do not outline precautions that must be taken when dealing with these sorts of issues, and do not specify the penalties for this sort of breach:
- a weak Chair who does not adhere to the ToRs during a time of crisis; and
- a poor induction period for the Chair, other SAC members or the secretariat (relates to the ToR point above).

Issue 3: the SAC's terms of reference aren't clear to all stakeholders

There are various reasons why this could arise:

- the ToRs are interpreted differently by departments/Ministers and the SACs;
- there is a lack of courage or commitment to the ToRs when the going gets tough;
- a weak SAC will not stop its work even when it is not really adding any value;
- the pool of expertise is too small to encourage fresh thinking; and
- the distinction between risk assessment and risk management is muddied, and the SAC gets too close to offering policy advice.

Unclear terms of reference: a severe scenario

The severe scenario relates to the first couple of bullet points. A SAC has been set up and is well established. It begins work on a major report whose ToRs have been agreed with its sponsor department or under legislation, but the Minister announces a decision before the report is finalised, denounces the advice he has received from the SAC and calls into question the value of the committee. This leads to a total breakdown in the relationship between the department and the SAC. There are personal attacks on members' scientific credibility and no other SACs are prepared to publicly support the beleaguered SAC or its Chair.

Warning signals: unclear terms of reference

- a departmental history of rejecting advice, not valuing the advice it receives and failing to respond promptly;
- faint praise for previous reports;
- a general lack of support from the parent department;
- attempts to constrain debates, or excessive input to steering the agenda;
- excessive interference in announcements to others; and
- pressure for interim or early reports, or constant request for briefings, when it is not consistent with the scientific context of the reports.

Issue 4: The relationship between the Chair and secretariat breaks down

This could happen for a number of complex reasons to do with induction, training and basic personality characteristics of both Chairs and secretariats. The whole group identified the importance of this relationship in helping Chairs do their job properly and that there was potential fault on both sides. However, indications that the relationship might not be functioning well are, for example: the Chair not sticking to the brief in meetings or becoming personally involved in the issue as opposed to occupying the position of an effective Chair in pulling together diverse views and encouraging conclusions to be drawn. A dysfunctional relationship would also be manifested in a poorly functioning or inefficient secretariat.

Relationship breakdown: a severe scenario

The severe scenario is set in the Dept. of Laminate and Wood Flooring. You're the SAC secretary, and are lying in bed one morning when the clock radio comes on and you hear the presenter announcing the Chair of the Wooden Flooring Science Advisory Council who proceeds to say that he thinks laminate floors reduce house prices and damage your health. Alternatively (a similarly dystopian vision), the presenter asks the Chair whether laminate floorings reduce house prices and damage your health and the Chair responds "I don't know but I'll come back to you when I have spoken to my advisers" — which means you. You have no idea that he's going to be on the radio, have not discussed the issue of laminate floorings at all, and are completely taken by surprise. You don't get out of bed at all.

Warning signs: a breakdown in the secretariat - Chair relationship

- a Chair who never listens to the brief:
- a lack of ability to separate various roles no understanding that in this situation the person needs to be very clear whether they are making the comments as SAC Chair, an eminent laminates scientist or a concerned individual. The Chair in the example confuses all three roles;
- a lack of ability to commit or make a decision;
- a lack of interest in, or awareness of their influence;
- boredom (too long in the job);
- over-zealous engagement with the media, reflecting a lack of general media savvy; and
- a lack of appreciation of the sensitivities surrounding such contentious issues.

The process for a newly-appointed Chair to an Advisory Committee

I. Meet the secretariat

Secretariat should tailor the induction process to the needs of the new Chair. Ask:

- how much does s/he need to know? How much do I need to tell him/her about how the Committee works?
- induction process for a non-expert Chair, i.e. one whose expertise lies outside the field covered by the Committee, will need to be well-structured and possibly include visits to key stakeholder organisations, Committee members or observer bodies etc; and
- a Chair who is totally new to the Committee may need to see the induction pack before the first meeting with the secretariat and policy sponsor. This will help him/her identify additional information needs at that first meeting.

2. Work with the new Chair to identify, discuss and develop:

- expectations of how that particular Committee needs to be chaired e.g. if technical knowledge is required and how to acquire it;
- chairing skills needed for that Committee: independence of view, gathering information, decision-making;
- knowledge of Committee process, such as conflicts of interest, engaging 'observers', invited experts, administrative tasks such as managing meetings, secretariat operation, etc;
- what is the history of that particular Committee?
- technical terminology used in that Committee particularly important for a lay person; and
- · media training.

3. Also include discussion of general issues such as:

- remuneration: the need to review fees and executive support on a regular basis;
- independence: not belonging to any affiliated organisations;
- perceived independence by people 'outside the system' including the public; and
- importance of good rapport between Chair and Secretary, and how this could be maintained.

4. After this initial meeting, issue the induction pack containing basic facts:

- the policy context;
- terms of reference;
- glossary;
- annual report; and
- members' biographies.

5. Clarifying roles and responsibilities

It is the responsibility of the secretariat to ensure that the processes outlined run smoothly. The secretariat should communicate these processes to others in the Committee and Sponsor department(s), to ensure that everyone shares the same understanding of why and how those processes work.

However, the secretariat and Committee Chair should also work together to clarify their understanding of:

- roles and relationships between Chair, department, key stakeholders and members;
- the application of CoPSAC and how it applies to this Committee;
- whether the sponsor department has developed a presentation on what risk assessment involves, and cost-effectiveness in risk management: if so, who in the Committee needs to see it;
- how risk is contextualised for this Committee, particularly in terms of being able to compare risks across Government (such as CJD/AIDS/hepatitis);
- risks to the functioning of the Committee;
- · how advice is delivered to the executive; and
- · how to further develop the collegiate role of the Committee;
 - Committee members working as a team; and
 - improving cross-Committee working.

6. The order of events for induction

Where appropriate:

- meet the Departmental Chief Scientific Adviser;
- meet policy leads for relevant areas;
- · meet outgoing Chair before the first SAC meeting;
- meet Chairs of selected other Committees, for mentoring purposes and/or attend a related Committee meeting for interest/training purposes; and
- meetings with Perm. Sec. and Ministers.

Annex B

On the announcement that the current Committee Chair is resigning:

Responsibility	Action	Issues for Committee secretariat to consider	Timing
1	Develop the recruitment timetable	 Allow a reasonable time period between appointment and first meeting, so some induction/training can take place Allow time in the appointments process for a handover meeting (i.e. new Chair attends and observes a Committee meeting) Allow time for academics to schedule future Committee meetings into their teaching plans 	One day, but allow four weeks for the process of drafting and finalising the advertisement
Appointments Commission as	Draft submission	 Establish the need to reappoint a Chair Is a submission necessary if appointment is made from within? 	
appropriate)	Issue advertisement, if necessary	 Consider what happens if a poor response is received: how will this affect the timetable? Consider how best to market the opportunity if it is for a very particular specialism: dovetail with publication dates of relevant journals (e.g. New Scientist). Understanding implications of this for reappointment schedule 	Allow at least six weeks until the sift

Responsibility	Action	Issues for Committee secretariat to consider	Timing
Secretariat (with Appointments Commission as appropriate) (cont)	Draft information pack for applicants	 Clarify expectations in terms of time spent, and therefore the amount of reading time and fees incurred (though keep this under regular review, and suggest providing additional executive support depending on budget) Depending on budget) Depending on how the individual Committee operates, suggest initial one year appointment with continuation dependent on review of performance Outline performance assessment criteria Outline performance assessment criteria Clarify working relationships between secretariat, department, members, associated groups and executive Show where Committee fits within its sponsoring department, and more broadly across Whitehall Describe links with other relevant Committees Include assessment of how advice will be used by the department 	
	Sift		Allow 2-4 weeks for sift process
Secretariat (with Appointments Commission as appropriate) and Chief Scientific Adviser's Panel	Interview	Interview issues: - Suggest initial one year appointment with continuation dependent on review of performance - Outline performance assessment criteria - What is the time commitment needed for the Chair position? - How to manage conflicts of interest	

Responsibility	Action	Issues for Committee secretariat to consider	Timing
Secretariat	Training needs analysis	 Who should train the new Chair? Is training relevant if the Chair was a pre-existing member of that SAC? Does s/he have previous experience of chairing a similar Committee? If not, may there be a need for training (or a refresher course) in chairing meetings? 	One week
CSA or Appointments Commission, with Secretariat	Appointment announced	Secretariat liaise with departmental Press Office	
Secretariat, with new Chair	Handover, and selection of deputy/vice Chair	 How does the Chair like to work? Email only? Regular face-to-face meetings? Detailed briefing on process? Via own PA/secretary? Is any training needed on specific issues? How does the secretariat support the Chair? What is current practice? What would s/he like to change? Who does the new Chair need to meet, and in what order (policy sponsor, CSA, Chairs of other Committees) Make time in the appointment process for new Chair to attend and observe a Committee meeting 	See detail in rest of this document

