Engaging and empowering communities and stakeholders in rural land use and land management in Scotland

AGRICULTURE, ENVIRONMENT AND MARINE

social
research

Engaging and Empowering Communities and Stakeholders in rural land use and land management in Scotland.

Diana Pound, Mark Reed, Lucy Armitage, and Joel Pound
Dialogue Matters

Acknowledgements

Contents

Executive Summary

Engagement and empowerment are at the heart of changes in the way decisions are made around land use and land management in rural Scotland. This research investigated what is already working well, and provides recommendations for action.

The Scottish Government commissioned this research on behalf of the CAMERAS[1] partners with the involvement of Forestry Commission Scotland (FCS) and Scottish Natural Heritage (SNH). This report is backed by a literature review and, thanks to 74 people who responded to surveys and interviews, it is grounded in the practical realities of delivering engagement and empowerment '*in the real world*'. This came from:

- 14 interviews including 4 with senior managers, 7 with officers in public bodies, and 3 people from partnership projects

- 14 responses to an online 'Success Story' survey and 46 responses to a survey about opportunities, challenges, what is working well and further suggestions

Responses were analysed to tease out key findings.

The need for engagement and empowerment in rural land use and land management

Engagement and empowerment are now central to rural land use and land management policy in Scotland. The reasons for this include:

- Local democratic accountability

- Recognition that communities and stakeholders are an integral part of social-ecological systems, hold valuable knowledge and resources, and have the right to be involved in changes that affect their lives, livelihoods and landscapes

- Proven benefits of engagement and empowerment combined with experience of top down approaches triggering negative reactions and blocking progress

Main Recommendations

Work culture:

- Embed empowerment values and ethos in environmental public bodies

- Transition internal culture, skills, and capacity to support the engagement and empowerment agenda

- Celebrate success and value those with relevant skills

Review and maximise empowerment:

- Map current land-use and land management tasks onto the Empowerment Framework - then optimise the empowerment appropriate to each task

- Maximise opportunities for full co-production

- Develop processes and structures that empower

- Make land use and land management decisions with, not for, others

- Provide guidance, materials and practical support to communities and stakeholders so they can share in planning and implementation

(Detailed practical recommendations for how to achieve these are in Section 7 of the report).

---

[1] CAMERAS Partners: A Co–ordinated Agenda for Marine, Environment and Rural Affairs Science

Three key pieces of policy support this emphasis:

- The 2011 Land Use Strategy which says "*people should have opportunities to contribute to debates and decisions about land use and management decisions which affect their lives and their future*"

- The 2015 Community Empowerment (Scotland) Act empowers communities "*to influence how land is used and managed in Scotland*"

- The Land Reform Bill includes guidance on "*engaging communities in decisions relating to land*"

What is engagement and empowerment?

The Scottish Government defines community empowerment as "*communities being supported to do things for themselves; people having their voices heard in the planning and delivery of services [through] community engagement and participation*"[1].

Our research differentiates between engagement and empowerment as follows:

Engagement is the processes and activities through which people are involved in projects. These may or may not provide people with influence on relevant land use and land management decisions.

Empowerment is when communities and stakeholders have power to function in the following ways: during planning land use or land management they have either strong influence, or they share or make the main decisions, and during implementation of agreed management they hold responsibility, capacity and resources to implement particular actions.

Understanding power helps with understanding empowerment. Power is created at the interplay between relationships and power structures. It is not fixed and it can be cumulative (rather than lost if another person gains power). Because power is dynamic, organisations can choose whether to hold onto power, share it, or give it away, and whether to use it to block or enable action. Crucially, power dynamics affect the nature, quality and acceptance of decisions.

Benefits of engagement and empowerment

The benefits of engagement and empowerment are numerous and differ between the planning stage and the implementing stage of land management. A key point is that benefits are not guaranteed but depend on the level of influence that people have and the quality of the decision processes they are involved in. The more influence people have, the more benefits are realised.

Key Findings

- 74 people provided a substantive response to the interviews and/or the online surveys. This far exceeded our expectation and shows a keen interest and foundation for embedding an empowerment and engagement ethos and practice.

- Of the 74 responses, just five indicated there had been deliberate design and choice of methods within engagement projects and only two named specific techniques. This suggests that engagement activities are generally ad hoc and

disconnected.

- Stakeholder Dialogue and Charrettes were the only specific engagement methods described so it was not possible to establish any link between particular approaches and their usefulness in different circumstances.

- If project staff are unaware of specific methods it suggests they are unable to assess their situation, evaluate alternative approaches, or deliberately design engagement processes selecting the optimum method/s for their context.

- Quite a few respondents regarded successful engagement as being contact with lots of different people in a wide variety of activities (open days, questionnaires, education activities, newsletters, volunteer tasks and so on). However, these methods are not decision processes: they do not empower people to strongly influence or make land use or land management decisions.

- The success of large area projects was attributed in part to dedicated engagement facilitators in the form of project staff who had special training or to professional engagement designer/facilitators.

- Local community projects encounter a lot of challenges and need support to plan and implement land use and land management. They have particular needs around information, simplified procedures (e.g. for funding, community buy-outs and licensing), and guidance to help them set up successful enterprises.

An Empowerment Framework

The public bodies have started to adopt new ways of working but there is also a way to go before they have embedded good practice engagement and empowerment across the range of their activities. Some officers in public bodies are worried about empowerment, asking: *"are we meant to engage everyone about everything all the time?".* To help landowning and managing public bodies (and third sector organisations) get a handle on engagement and empowerment we have adapted and developed a framework for thinking about responsibility and power. This 'Empowerment Framework', (Table 1) recognises that:

- Different approaches may be needed at planning and implementation stages

- One category of empowerment is not seen as inherently better than the others, rather each category can be seen as fit for particular purposes

- Projects can move between categories or have different parts of a larger project function in different categories

- It does not assume that sole and complete community or stakeholder control is the optimum in all circumstances – but that it is in some situations

- It identifies the roles in each category

In the model, the following categories are used:

- Environmental professionals who are the stakeholders in land use and land management from public bodies and third sector conservation organisations who have similar perspectives, often share power, and work as partners and allies.

- 'Other stakeholder and/or communities' from other perspectives and interests

The framework describes different roles in the two stages of planning and then implementing land use and land management. The text in brackets provides some theoretical examples of the kind of activities that could legitimately fit in each cell.

Table 1: Empowerment Framework (adapted from Bovaird, 2006)[2]

	Responsibility for designing and planning land use and land management		
	Environmental professionals from public bodies (and the third sector) design and plan	**Shared design and planning**	**Other stakeholders and/or communities design and plan**
Environmental professionals from public bodies (and the third sector) deliver	Traditional professional service (e.g. emergency pollution response)	All share in planning. Professionals responsible for delivery (e.g. collaborative design of flood defences followed by construction led by professionals)	Other stakeholders and/or community design, professionals manage delivery (e.g. a local community looking after green space wanting eradication of exotic invasive species by the local council)
Shared delivery	Professionals design, shared delivery (e.g. a citizen science monitoring programme)	All share in planning and in delivery (Full co-production) (e.g. integrated management of an area of land or sea)	Other stakeholders and/or community design, shared delivery (e.g. community level flood resilience)
Other stakeholders and /or communities deliver	Professionals design, other stakeholders and/or community deliver (e.g. an agri-environment scheme)	Shared design, users/community deliver (e.g. Deer Management Groups)	Self-organised stakeholders and/or community deliver (e.g. community woodland, energy, water or food projects)

(Left-side row header spanning all rows: Responsibility for delivery and implementation of land use and land management)

Strengthening engagement and empowerment

This research found examples of good engagement and empowerment in Scotland around rural land use and land management. However there is some way to go before environmental public bodies are consistently able to deliver appropriate, tailored, effective, and good practice engagement and empowerment. To do so will include embedding a different ethos, and new ways of working.

1 Introduction

1.1 Introduction

Land use and land management in Scotland is changing. This is a result of environmental processes (such as climate change), new ways of working (such as integrated landscape or river management), increased demands on land (such as for recreation, energy and food), new environmental and social policy and greater understanding of the benefits of engagement and empowerment. To adapt, organisations that manage land need to transition to new ways of working with communities and stakeholders.

This report explores the background to these changes, describes the experiences of those working with communities and stakeholders around land use and land management, provides a framework for thinking about engagement and empowerment, and provides suggestions and recommendations.

The Scottish Government commissioned this research on behalf of the CAMERAS partners with the involvement of Forestry Commission Scotland (FCS) and Scottish Natural Heritage (SNH).

1.2 Why now?

Involving communities in land use and land management is now central to rural land use and land management policies in Scotland. This change has come about for a number of reasons including:

- Proven benefits of engagement and empowerment
- Recognition that communities and stakeholders are an integral part of rural social-ecological systems and hold valuable knowledge, know-how and resources
- Recognition that people have the right to be involved in changes that affect their lives, livelihoods and landscapes
- Experience of traditional top down approaches triggering reactions such as action groups or legal challenges that block progress
- Communities and stakeholders wanting greater say and responsibility

1.3 Who this report is for

This report is for public bodies and other organisations that hold responsibility and power around land use and land management for the benefit of society. This includes bodies like SNH, FCS and SEPA, local authorities, large wildlife charities (for example the Scottish Wildlife Trust, National Trust for Scotland and The Royal Society for the Protection of Birds (RSPB)), and partnership projects, which may also include businesses.

This report will also be of interest to communities, researchers and those more broadly interested in engagement and empowerment.

Whilst the policy context and focus is on land use and land management in Scotland, this report has broader application for elsewhere in the UK and further afield.

1.4 Scope of this report

This research aimed to:

- Scope and describe the range of tools and approaches currently used, the advantages and disadvantages of each for different circumstances, and the practical lessons learned
- Explore specific challenges and opportunities for the use of engagement and empowerment tools and approaches in a rural setting and in relation to land use and land management
- Identify key elements that support successful engagement
- Identify gaps that public bodies need to fill to increase their ability to engage communities
- Provide recommendations on how public bodies can strengthen their engagement

The findings synthesise learning from across Scotland and elsewhere, and are utilised to provide suggestions for how public bodies (and third sector organisations) can enhance their empowerment and engagement activities.

1.5 Research methods

This report is based on what we found out from:

- A review of current Scottish policy
- A review of literature written by researchers and engagement professionals and projects
- Interviews with 14 people from across SNH, FCS, SEPA and partnership projects
- An online survey of success stories which received 14 substantive or full responses
- An online survey of people's experience of engagement and empowerment around land use and land management which received 46 substantive or full responses

1.6 Quotes

The quotes in italics are either from a literature reference (indicated with the reference number) or are the words of individuals with direct experience of engagement and empowerment in a land use and land management context - mainly in rural Scotland (referenced with a number that links to the table in Annex 2) .

Where quotes are not attributed, it is to protect the identity of the respondent.

1.7 Definitions

Language around engagement and empowerment is confusing with no commonly agreed definitions. The following text explains how we have used various terms in this report.

1.7.1 Stakeholders

Stakeholders are the people who are affected by, or have an interest in, the decisions being made.

Officers in public bodies sometimes refer to stakeholders to mean everyone other than themselves. Sometimes this is because they see stakeholders as people who have a stake in their project or organisation rather than a stake in the land use or management under discussion (for example one respondent said, "*We had a good understanding of who our stakeholders are*" [83]). Alternatively, this 'us and them' perspective can be because environmentalists see other stakeholders' knowledge as less crucial than technical and scientific knowledge.

However if stakeholders are the people affected by or with an interest in the topic, the public bodies are stakeholders in land use and land management alongside others (such as NGOs, business, landowners, recreation interests, resource users, landowners and tenants, and communities). And all stakeholders, regardless of organisation or status, should be treated as equals during a facilitated engagement or empowerment process.

We have however differentiated between the environmental professionals (from the landowning public bodies and third sector conservation organisations) and other stakeholders and/or communities. The reasons are explained in more detail below.

1.7.2 Environmental Professionals

In Scotland, a number of different organisations hold power around land use and land management and include social and environmental benefits in their objectives.

- Public environmental bodies (FCS, SNH and SEPA) and local authorities are tasked by the Scottish Government to deliver national priorities and protect the public interest. Public interest frames how public bodies must operate, including a range of duties and responsibilities that these bodies must take into account – e.g. their 'equality duty', which may in some cases challenge existing community structures.

- Other environmental organisations, such as conservation charities (for example the Scottish Wildlife Trust, National Trust for Scotland and RSPB etc.) have charitable objectives including managing land for public enjoyment and wellbeing. They can also have legal agreements with public bodies to deliver land management that complies with national and international obligations (for example managing protected areas to comply with the requirements of the Habitats, Birds or Water Framework Directives).

In the Empowerment Framework, we have put public bodies and third sector organisations together. This is because they regard each other as allies and often hold and share power with each other in steering groups and partnership projects. As professional environmentalists, they have similar values, language, and scientific understanding and work together to meet relevant policy or laws. Crucially, from an empowerment perspective, they frequently hold power and act together in relation to other stakeholder interests and communities.

Where appropriate, the report also distinguishes between the responsibilities of public bodies, as guardians of public interest, and other environmental organisations that are not bound in the same way by these duties.

1.7.3 Other stakeholders and communities

Community empowerment language and concepts have emerged from public services that work at community level (such as community based health care, youth work, social care and neighbourhood renewal). For that reason, the concepts and language work for public bodies focused on particular local communities, and so work for environmental public bodies when they are working at a local level.

However, the language and concepts work less well when working at large scales such as protected areas, landscapes or catchments. At these scales there are multiple place based communities, and many other stakeholders such as farming and landowner organisations, researchers, enterprises, technical specialists from other public bodies or sectors, business, recreation interests and local authorities. In these contexts, community empowerment tools and approaches have to engage and increase the influence and responsibilities of multiple communities and stakeholders and help them form a new 'community of interest' or 'community of practice'[1] that can take a larger scale and integrated view.

In light of these considerations, this report uses the phrase 'other stakeholders and communities' to encompass the breadth of people who may need or want to be engaged and empowered in land use and land management decisions.

Where appropriate we also differentiate between local communities (communities of place) and communities of purpose, which are not geographically located in a particular community.

1.7.4 Engagement and Empowerment

'Empowerment' is a term that is widely used but can mean different things and is experienced differently in different contexts[2, 3]. Different interpretations of empowerment result in different views about what needs to be achieved and how to go about it.

> The Scottish Government defines community empowerment as "*communities being supported to do things for themselves; people having their voices heard in the planning and delivery of services [through] community engagement and participation*"[4].

We have differentiated between engagement and empowerment in the following ways:

Engagement is the processes and activities through which people are involved in projects. These may or may not provide people with influence on relevant land use and land management decisions.

Empowerment is when communities and stakeholders have power to function in the following ways:

- During planning land use or land management they have either strong influence, or they share or make the main decisions

- During implementation of agreed management they hold responsibility, mandate capacity and resources to implement particular actions

1.7.5 Transition

We have recommended that public bodies embed new thinking and new approaches and describe this as a transition rather than a change. The difference is subtle, but it is also significant   According to the 'Transition Model' [5] change is something that happens to people, happens quickly, and is more likely to be seen as a threat. Transition is about what is happening in people's thinking and understanding, it occurs more slowly, and if managed well and carried out collaboratively, people more easily see it as an opportunity. Seen this way, transition is a process not an event. It brings with it an ethos of engaging and empowering staff to work out what current practice to carry forward, how to let go of old ways that no longer do the job, and how to support and mainstream new approaches.

2 Background and Context

2.1 Public Policy Drivers

Scotland's Land Use Strategy[1] co-ordinates a diverse range of policy with the goal of delivering multiple benefits from land. Crucial to this vision, communities and stakeholders are involved with and shape decisions about land, and take on direct land management where appropriate. This section provides an overview of the policy context with fuller explanation in Annex 3 and Annex 4.

2.1.1 International policy context

Scottish land use policy and community empowerment are set within a broader international context. For example:

Over 15 years ago, countries signed up to the Convention on Biodiversity (CBD) (1992) and the Ramsar Convention (1971). Similar environmental conventions have agreed that stakeholder and community participation is a key to success. In 1995, the 'Ecosystem Approach'[2] was adopted under the CBD as the main way to deliver sustainability through *"integrated and equitable management".* Three years later countries signed up to twelve principles for doing that, four of which are particularly relevant to engagement (See Figure 1).

In 1998, the United Nations Economic Commission for Europe (UNECE) signed the Aarhus Convention[3], and one of its three pillars is all about people having the right to participate in environmental decisions. This in turn led to the EU Participation Directive[4] and relevant text in other environmental Directives such as the Water Framework Directive[5] and Strategic Environmental Assessment Directive[6].

Figure 1: ***Ecosystem Approach Principles***

Principle 1: The objectives of management of land, water and living resources are a matter of societal choices.

Principle 2: Management should be decentralised to the lowest appropriate level.

Principle 11: The Ecosystem Approach should consider all forms of relevant information, including scientific, indigenous and local knowledge, innovations and practices.

Principle 12: The Ecosystem Approach should involve all relevant sectors of society and scientific disciplines.

More specifically, the Pan European Biological and Landscape Diversity Strategy (1995)[7] included the aims of "*Full public involvement in the conservation of biological and landscape diversity*" and the Natura 2000 El Teide Declaration (2002) likewise set out the need for "*better participation at local level*". More recent agreements have also endorsed these principles.

Later in 2005, the UN supported the Brisbane Declaration[8] which sets out standards around participation.

2.1.2 UK Policy

Environmental policy was devolved to the Scottish Government under the terms of the Scotland Act 1998, but UK Government retains responsibility for meeting some international obligations such as reporting GHG emissions under the Kyoto Protocol.

The UK Government Treasury also retains power over much taxation and financial support with implications for land use in Scotland.

There is regular co-ordination of activities between Government departments and agencies at a UK level, particularly in relation to international obligations that have been devolved to country agencies, such as the delivery of Water Framework Directive targets.

2.1.3 Scottish Government Policy

There is an increasing drive towards engagement and empowerment across Scottish Government. One of the key recommendations of the Christie Commission on the Future Delivery of Public Services (2011) was the need for public services to be designed with, and for, people and communities, rather than being delivered 'top down' for "administrative convenience". In response to this, the Scottish Government initiated a Programme of Government that emphasised more integrated delivery of local services via partnership and collaborative working. This has given rise to an increasing emphasis on community empowerment across the Scottish Government, and environmental policy is no exception.

In Scotland the most relevant policy instruments are:

1. **The 2015 Community Empowerment (Scotland) Act** (and associated Action Plan) gives community bodies new rights and public bodies new duties to boost community empowerment and engagement. This Act has a number of implications for land use and land management. Via the Land Use Strategy, the Community Empowerment Act empowers communities "*to influence how land is used and managed in Scotland"* and includes influencing the management of privately owned land via policy instruments and "*wider community opinion*". The Scottish Government defines community empowerment as, "*communities being supported to do things for themselves; people having their voices heard in the planning and delivery of services [through] community engagement and participation*"[9].

2. **The Land Use Strategy**. The Climate Change (Scotland) Act (2009) committed to the development of a Land Use Strategy that would provide a strategic vision and policy agenda for a more integrated approach to land use and management in Scotland. The first Land Use Strategy ran from 2011-2016, and a second Land Use Strategy will run from March 2016 to 2021. The first Strategy set out the need for urban and rural communities to be better connected to the land, with more people enjoying the land and positively influencing land use and land management. One of the ten principles that underpins the first and second Strategies is that "*people should have opportunities to contribute to debates and decisions about land use and management decisions which affect their lives and their future*". One of the 13 actions for Scottish Government identified in the first Strategy was to "*identify and publicise effective ways for communities to contribute to land-use debates and decision-making*".

   Building on this, the second Land Use Strategy focuses on informed decision-making, including *"increased accessibility and wider empowerment of communities and stakeholders in decision making"*, as one of three core themes. This has been informed by the findings of two Land Use Strategy Regional

Framework Pilots, which explored a range of novel methods for engaging communities in land use planning and other decisions relating to the future management of land. Evaluations of the delivery of the first Land Use Strategy identified shortcomings in the translation of principles from the Strategy on the ground. Combining the findings of the reviews with evidence from the pilots, there is a much stronger emphasis on community empowerment in the draft second Land Use Strategy.

3. **The Land Reform (Scotland) Bill** was introduced in 2015 and is currently undergoing stage 2 scrutiny in the Scottish Parliament. The vision for the Bill is to promote "*a strong relationship between the people of Scotland and the land of Scotland, where ownership and use of land delivers greater public benefits through a democratically accountable and transparent system of land rights that promotes fairness and social justice, environmental sustainability and economic prosperity*".

   It does this via a range of measures including among other things provision for community engagement in decisions relating to land. It also enables certain types of individuals and organisations to buy land to further sustainable development, including new rights for tenants who wish to buy the land they manage. The Bill also includes a requirement that the Scottish Government issue guidance on engaging communities in decisions relating to land, which this research aims to address.

   Community ownership of land is a key part of the Scottish Government's approach to community empowerment. This is based on the assumption that the acquisition and management of land can make communities stronger, more resilient and more independent. The generation of income from community activities provides communities with more confidence, cohesion and control over their future. As a result, the Scottish Government has set a target of achieving 1 million acres of land in community ownership by 2020. The Land Reform (Scotland) Bill will play an important role in reaching this goal.

4. The **National Standards for Community Engagement** were published in 2005 to set out best practice guidance for engagement between communities and public agencies in Scotland. The standards are based on a set of principles that emphasise fairness, equity and inclusion. The implementation of the standards is demonstrated through a number of indicators that can be used to ensure good practice and to monitor progress. The standards encompass the identification, support and involvement of relevant people and organisations, using appropriate engagement methods to facilitate partnership and collaborative working, knowledge exchange and monitoring, and the evaluation of engagement.

Background information about community empowerment and land use policy is provided in Annexes 2 and 3.

2.2 Growing need for effective engagement and empowerment

The professional environmental sector increasingly recognises the need for engagement and collaboration to integrate land management. This integration is

across spatial scales, types of land use and management, sectoral interests and governance levels.

2.2.1 Integration across spatial scales

Natural processes and the benefits that they provide operate at a variety of scales from local to global. Policy functions at different levels of governance from the national and international policy community, to regional and area stakeholders, through to specific communities.

Working at large scales such as river catchments or landscapes makes sense for how natural systems work but rarely matches the administrative boundaries that public bodies use. Even less do these scales match an individual's sense of place and space, which is localised to where they live, work or visit.

2.2.2 Integration across types of land use and land management

Land use and land management that requires integrated thinking, coordinated policy development, and collaborative action include:

- Landscape-scale projects which require cooperation and collaboration across administrative boundaries and between sectors

- River Basin Management Plans and Programmes of Measures under the EU Water Framework Directive which require the integration of multiple complex systems involved in the management of water quality, water quantity, flood control, and water use

- Integrated management of protected landscapes such as National Parks and National Scenic Areas

- Management of forests and woodlands for multiple objectives including timber, fuel, carbon capture, flood mitigation, recreation, nature, learning, and wellbeing

- Collaborative agri-environment schemes that require options to be taken up in adjacent land units, to achieve the scale needed for benefits (such as avoiding diffuse pollution, flood management, deer management, nature corridors and connectivity) to be realised

- Strategic green infrastructure that delivers multiple benefits and works as a functional system for people, water and nature in and between urban areas

- Deer management groups in Scotland who agree shared, landscape-scale action

- Scotland's National Marine Plan and individual marine sites

- Scotland's Soil Policy Framework, Peatland Plan and SNH's Peatland Action restoration programme

- The new emphasis on tackling food, water, energy and climate change (so called 'nexus' issues) in an integrated and collaborative way, which originated in an influential 2011 report from the World Economic Forum[10] and gained further traction in the lead up to the Rio+20 Summit in 2012.

- A further change includes the opportunities communities now have to take on the direct management of land through lease or buy out. This presents challenges of supporting communities to fulfil their ambitions whilst ensuring that their management works within the context of the wider landscape and ecosystems.

2.3 The need to synthesise knowledge, understanding and capacity

This research aims to synthesise what is already working well around engagement and empowerment in land use and land management in Scotland, and what more could be done, including in relation to:

- Current empowerment and engagement practice, knowledge and understanding
- Lessons learned by projects engaging and empowering communities and stakeholders in land management and land use
- The literature about engagement and empowerment in land use and land management

3 Research Methods

This section briefly summarises the research methods with **more details provided in a separate Technical Report**.

This research followed four stages:

- Stage 1: Background research, policy familiarisation and development of evaluation criteria.

  The literature review included peer reviewed and published papers from academic journals and literature produced by engagement specialists and organisations.

  One of the research requirements was to develop a clear theoretical framework based on prior research, and including the relationship between empowerment, engagement and practical action. In response to this, the team adapted, tested and developed a framework for thinking about responsibility and power (see section 4.2, page 15).

- Stage 2: Development of approach and limited collection of primary data

  The primary data was gathered through targeted semi structured interviews and online surveys (see Table 2).

Table 2 Methods for collecting qualitative data

Method	Number of responses
Semi structured interviews with managers in SNH, FCS and SEPA	4
Semi structured interviews with Project Officers in SNH, FCS, SEPA and three partnership projects	10
Online survey about opportunities and challenges of doing engagement and empowerment in land use and land management	75 of which 46 substantively or fully completed
Success Story Survey	23 of which 14 substantively or fully completed

The Project Management Group suggested respondents for semi-structured interviews. We asked each person to sign a confidentiality agreement, and to check the typed record of what they had said. Each interview lasted about an hour.

We sent the online survey links to our database of approximately 600 contacts in Scotland. This included researchers and land managers. It also went out via the Project Management Group and their contacts, and to projects (identified through desktop research) that are carrying out engagement and empowerment work in Scotland. Recipients were also asked to disseminate the invitation to their own networks so it had wider reach.

- Stage 3: Analysis of Data and development of conclusions

  The main method of analysis for all the qualitative data was 'emergent analysis' where similar points are coded and clustered together. Unlike searching for pre-determined topics, this approach avoided the risk of missing new and different perspectives. Instead, ideas emerged and novel or unique perspectives remained in view. From this clustering of similar ideas we were able to tease out recurring ideas and themes.

- Stage 4: Reporting

  Two reports were produced: this research report and a separate Technical Report.

4 Literature Review

This section covers:

- A brief explanation about power
- An empowerment framework which accommodates the different roles public bodies have around land use and land management
- Levels of influence in decision making
- The difference between inclusion and deliberation
- Relevant tools and approaches to community and stakeholder engagement and empowerment

4.1 Power

Before thinking about how to 'empower' others, it is helpful to understand more about power.

Research shows that power is created at the interplay between relationships and power structures. It is not fixed and it can be cumulative (rather than lost if another person gains power) [1]. Because power is dynamic, organisations have choices about whether they hold onto power, share it, or give it away. They can also use their power to block or enable action. Crucially, power dynamics affect both the nature and quality of decisions, and the acceptance of decisions.[2]

The main types of power held by land owning and managing public bodies (and the larger conservation NGOs) in Scotland are outlined in Table 3 below.

Table 3: Main types of power held by large environmental organisations in Scotland

Power Type	Source of power	How it can be shared
Statutory	Legislation	- Share power to shape the legislation - Share power to decide how obligations are met and share or hand over power for implementation
Knowledge	Environmental science and staff who are science trained	- Co-create science knowledge with communities, users and stakeholders - Respect other forms of knowledge - Support communities and stakeholders presenting their own knowledge in a professional way
Moral/ethical power	The moral imperative to look after the natural environment	- Respect the legitimacy of other moral and ethical arguments (such as social, economic and environmental justice, human and community rights and human and economic wellbeing)
Landowning power	Owning land	- Share decisions about how to manage and use land - Lease or sell land to others who can engage the community in management decisions

For a fuller discussion of power, please see Annex 5.

4.2 Empowerment Framework

Engagement researchers use a number of theoretical models for engagement and empowerment[3 4 5 6 7]. However, there are challenges with their practical application:

1. The models use words in specific but different ways to indicate the increasing levels of influence held by communities and stakeholders, but because there are no generally accepted definitions, each model provides its own. This results in the models using terms like involvement, inclusion, engagement and participation to mean different things and rank them in different orders.

2. The models imply that one level of engagement is morally better than the other. For example, one of the first engagement frameworks[8] has manipulation at one end of a 'ladder of participation' and 'full citizen control' at the other. Whilst it is hoped that environmental bodies do not set out to deliberately manipulate communities or stakeholders, it is not always appropriate for them to fully hand over land use and land management to others. This is because land use and land management decisions often require specialist and technical input such as forestry, hydrological or ecological knowledge, or management techniques for rare or invasive species. There are also statutory and regulatory responsibilities and complex laws governing what is or is not acceptable, for example around water quality or protected habitats.

3. The models overlook the fact that there are deciders, influencers and recipients of information in all decision-making processes and so the question is who functions at each of these levels of influence and how inclusive that is.

4. The models do not distinguish between the planning stage and the implementing stage and this can be confusing.

This fourth challenge is a particular constraint of the models. Across the UK, communities and stakeholders are increasingly involved in planning land use and land management, but once the planning stage draws to a close, and the implementation stage starts, power tends to default back to a group of environmental professionals (from public bodies and the third sector). People from communities and other stakeholders may have felt, and been, genuinely empowered with real influence during the planning process, but not in the implementation stage.

For this report, we have adapted and applied a framework for thinking about responsibility and power using an alternative model[9] (see Table 4). No model is perfect but the advantages of this one include:

1. It separates empowerment during the planning process from empowerment at the implementation stage and recognises that different approaches may be needed at each stage.

2. One category is not inherently better than the others, rather each category can be seen as fit for particular purposes.

3. Projects can move between categories or have different parts of a larger project function in different categories.

4. The model does not assume that sole and complete community control is the optimum in all circumstances, but that it is in some.

5. It helps identify what organisations could be doing in each category (see Section 6).

6. It accommodates an understanding of empowerment which functions at different geographic scales.

In the model, the following categories are used:

- Environmental professionals who are the stakeholders in land use and land management from public bodies and third sector conservation organisations who have similar perspectives, often share power, and work as partners and allies.

- 'Other stakeholder and/or communities' from other perspectives and interests

Table 4: Empowerment Framework[10] and theoretical examples.

| | | Responsibility for designing and planning land use and land management | | |
		Environmental professionals from public bodies (and the third sector) design and plan	Shared design and planning	Other stakeholders and/or communities design and plan
Responsibility for delivery and implementation of land use and land management	**Environmental professionals from public bodies (and the third sector) deliver**	Traditional professional service (e.g. emergency pollution response)	All share in planning. Professionals responsible for delivery (e.g. collaborative design of flood defences followed by construction led by professionals)	Other stakeholders and/or community design, professionals manage delivery (e.g. a local community looking after green space wanting eradication of exotic invasive species by the local council)
	Shared delivery	Professionals design, shared delivery (e.g. a citizen science monitoring programme)	All share in planning and in delivery (Full co-production) (e.g. integrated management of an area of land or sea)	Other stakeholders and/or community design, shared delivery (e.g. community level flood resilience)
	Other stakeholders and /or communities deliver	Professionals design, other stakeholders and/or community deliver (e.g. an agri-environment scheme)	Shared design, users/community deliver (e.g. Deer Management Groups)	Self-organised stakeholders and/or community deliver (e.g. community woodland, energy, water or food projects)

4.3 Levels of influence in decision making

In each category or cell of the framework (in both planning land use and land management and implementing it) there will be a group of people holding responsibility for decisions and progress. The key questions are: who are these people, how do they relate to others who are outside the core group, and is it appropriate for other people to have more say. The model in Table 5 below, describes different ways that power holders can function and the level of influence this affords other stakeholders. Table 6 sets out the benefits generated by each category:

Table 5: Roles in decision-making and level of influence[11]

Role of power holders		Others
Share decision making	The group holds final sign off	Share making all key decision
	Someone external to the group holds final sign off or veto	Share decisions about what to recommend
Consult to be open to influence		Provide suggestions to influence decision makers
Gather information to develop decision makers' understanding		Provide information to decision makers
Give information to raise awareness and persuade others		Receive information

Table 6: Benefits generated by each level of influence

Role of all stakeholders	Social Capital	Knowledge shared	Decisions better informed	Integrated solutions	Commitment to action
Share making all key decision	Most	Most	Most	Most	Most
		co-operative and collective action			
Share decisions about what to recommend	↑	↑	↑	↑	↑
Provide suggestions to influence decision makers					
Provide information to decision makers					
Receive information	Least	Least	Least	Least	Least

The commitment to collective action is the result of enhanced social capital. Social capital can be described as the 'glue' that holds groups together and includes trust, reciprocity, understanding, established norms of behaviour, shared values, shared goals, connectedness and networks[12]. A recent study commissioned by SNH and SEPA noted that social capital leads in turn to social productivity and collective action[13]. Social capital develops when people feel listened to, treated with honesty

and respect; they have influence, they like to be part of the group, they have got to know others and they can relax and laugh together.

As social capital develops, attitudes change and people are more willing to understand each other's perspectives, share information and think more creatively about solutions. This in turn leads to more trust and goodwill. When there is increased social capital, people are also more resilient and find it easier to work through tension and resolve differences.

4.4 Inclusion and deliberation

Systematically identifying and selecting stakeholders (including community representatives when relevant) is essential to achieving credible outcomes and a process that people perceive as legitimate[14 15 16]. The composition of the stakeholder group influences the quality of outputs and outcomes[17] and the diversity of perspectives affects the quality of social learning[18]. Finding the optimum mix and balance of people is important.

A key to thinking about who should take part, and which engagement tools and approaches are best, is to understand the difference between inclusion and deliberation[19]. "*Inclusion encourages breadth in decision making*"[20] and broadens the range of experience and knowledge involved, whilst deliberation occurs when *"there is sufficient and credible information for dialogue, choice and decisions and where there is space to weigh options, develop common understanding and to appreciate respective roles and responsibilities"*[21].

A common view of engagement is that it is successful if it is very inclusive and large numbers of people have been involved. However, the methods for involving large numbers (such as open days, surveys or drop in meetings) only function at the lower levels of influence such as information giving and gathering. In these approaches, there is no opportunity for in-depth social learning or deliberation and crucially, the power to make decisions remains with the original power holders.

Where the goal is to share decision power and generate collaborative action, it is best to have an equitable balance of people from all relevant interests and facilitate in-depth deliberation and negotiation. These processes are inclusive in terms of breadth of perspectives but not numbers of people because of the methods used. For example, a professional and experienced facilitator could design a deliberative Consensus Building process for up to 60 people in the same workshop. Whilst inexperienced or untrained project staff are likely to only be able to cope with 15 or less.

Ideally, there are sufficient resources to do both, to be inclusive and deliberative. This would involve gathering information from a larger number of people to inform the deliberations of a core group.

Deliberation typically consists of the following steps or elements[22 23 24 25 26 27 28 29 30]:

1. The group seeks, acquires and shares information.

2. People consider and learn from the information and are able to openly express a range of views through dialogue (rather than being directed, coerced, or silenced). Different views and disagreements are respected. Crucially there is opportunity for deliberation, and people can evaluate and re-evaluate their positions.

3. The group generates options and then critically evaluates each, influencing potential consequences (such as potential benefits and risks and who experiences them).

4. The group determine a preferred option, which is well informed and reasoned.

Thinking about how the core group of decision makers relates to others applies at all levels whether decisions are at a national strategic level or at a local level. In every case there are some who have decision making power, others who influence them and others who are the recipients of information about what has been decided. This is illustrated in Figure 2, below.

Figure 2: Core group of decision makers, influences and recipients

a) Core group of deciders
b) Influencers
c) Recipients of information
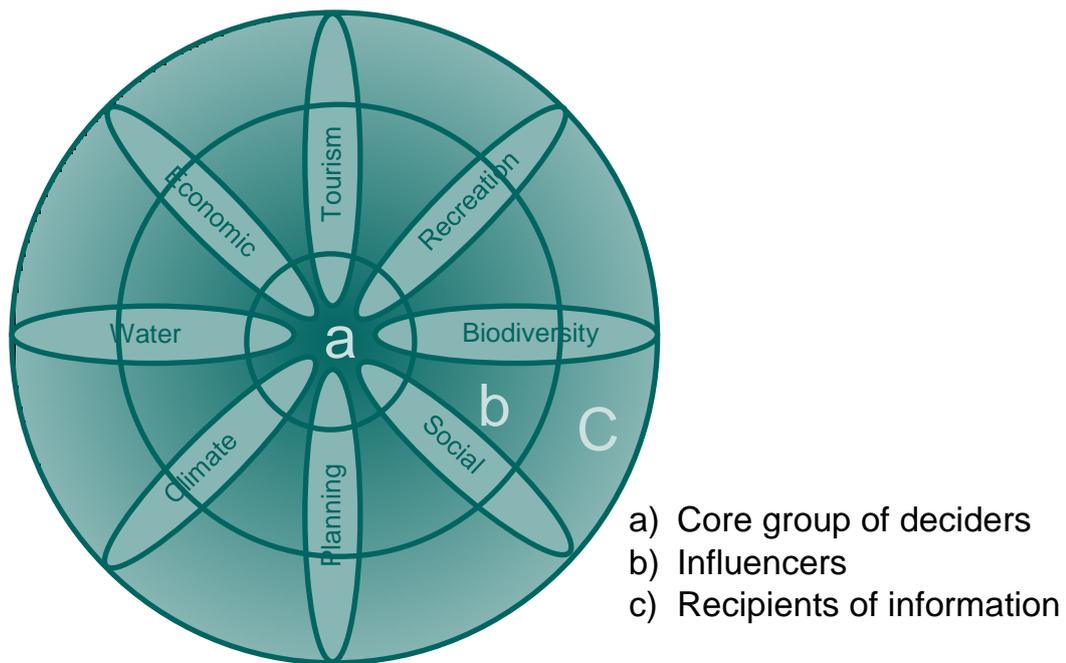
The more the core group is open to engaging other interests in shaping outcomes, the more it fosters cooperative and collaborative action and the combining of resources for delivery.

4.5 Community and stakeholder engagement

4.5.1 Benefits of engagement

Benefits of well-designed and delivered engagement include[31][32]:

Instrumental outcomes, for example:

- Better quality decisions that are well-informed from multiple perspectives, bring to the surface a richness of views, and lead to improvements in human wellbeing and ecological health arising from the engagement[33,34.]

- Easier and quicker implementation because concerns have been addressed and people have worked to find mutually acceptable solutions. As a result, costly objections to non-inclusive and top-down decisions [35] (such as legal challenge or action groups forming) are averted.

- Collaborative action

Conceptual outcomes[36], for example:

- Changes in understanding
- New ways of thinking
- Innovations

Social outcomes for participants, for example:[37,38,39]

- Increased equity between participants
- Trust
- Learning and information exchange
- Increased perceived fairness
- Consensus-building
- Stronger working relationships and alliances between stakeholders
- Ownership of the engagement process and its outcomes

4.5.2 Quality engagement processes

The benefits of community and stakeholder engagement depend on a number of factors, in particular the quality of the engagement process itself.[40] Factors that influence quality include:

- Systematic identification of who is involved at each level of influence (receiving information, providing information, being consulted, and sharing decision making)
- Design of an integrated engagement process and project plan which ensures appropriate methods and techniques and functional links between elements
- Impartial and skilful facilitation
- Fair and equitable discussions that value all forms of knowledge (not just scientific)
- Opportunity and sufficient time for deliberation and choice
- Decisions that are the result of in-depth deliberation, so are robust and durable[41,42].

4.5.3 Critiques of engagement

As well as literature demonstrating the benefits of sound engagement, there is also a body of literature that critiques and questions it [43 44 45 46 47 48 49]. Researchers blame poorly represented communities and stakeholders and poorly designed decision-making processes for:

- Missed goals
- Exacerbated conflict
- Special interest groups being able to bias the outcome
- Decisions that have unintended consequences or outcomes.

A Scottish example comes from two rural communities using the Scottish Government's Climate Challenge Fund, which had the effect of undermining social capital instead of empowering the local communities[50].

Concerns about engagement processes fall into the following four areas[51]:

1. Decision quality can be degraded and scientific information not well handled

2. Processes can be unfair and inequitable

3. Results can be trivial at substantial costs in time, effort and funds

4. Processes can be used for manipulation

The first three are most often failings due to flaws in the way the engagement process is designed and facilitated[52] and so can be avoided with better process design and skilful facilitation.

However, the last, manipulation, is the greatest risk. Project officers, engagement facilitators, communities and stakeholders can all enter an engagement process in good faith, believing it to be genuine and to have real influence, only to find out that trust is misplaced. Research[53] shows that when public bodies and other organisations deliberately or inadvertently misuse engagement processes, it can have the following effects:

- It disempowers and delegitimises opposition by those who have participated because the public body can argue "*they've had their say*" and for those who did not participate "*they've have had their chance*"

- It takes up community and stakeholder time and money so there are no resources to act outside the process

- It builds unwarranted trust with short-term gain in public acceptance at the expense of legitimacy and trust over the long run

- It insulates the public body from legitimate external challenge because the engagement is perceived to be legitimate (but is not)

- It could allow the public body to avoid or defend against legal challenge on the grounds that the engagement was undertaken according to statutory requirements, even if the engagement had no real influence and did not conform to good practice

- It can *"co-opt, localise, and contain or channel conflicts that would otherwise influence public body actions and so function as a way for an agency to exert control and engage in hollow public relations rather than being truly responsive"*

4.5.4 Maximising the chance of getting it right

Successful outputs (such as strategies, plans or other agreements) and outcomes (such as social learning[54], network forming, preference change, implementation of solutions and empowerment) are highly dependent on five factors[55][56]:

- The selection of participants

- The provision of information and decision-making power to all those involved

- The process design (including the sequence of workshops, other activities, selection of methods and techniques)

- Professional facilitation to balance power dynamics between participants, or at local level where professional facilitation is not feasible, guidance and discussion packs to enable groups to work in a more equitable way

- Applying good practice to the context in which the engagement occurs[57]

4.5.5 Tools and Approaches for engagement

When considering the tools and approaches for engagement we can split them into the following:

- Forms of engagement (e.g. workshops, one to one meetings, drop in meetings, written consultation)

- Methods, approaches and techniques[58] (e.g. Stakeholder Dialogue, Appreciative Inquiry, Planning for Real)

Table 7 maps the different forms of engagement against levels of influence, the number who can take part and the amount of deliberation they provide.

Table 7: Forms of engagement related to the role of power holders, numbers of people and amount of deliberation.

Role of power holders		Interactive (face-to-face discussion)	Reactive (no face to face discussion)	No of people involved	Amount of deliberation
Share decision making	The group holds sign off <hr> Someone external to the group holds final sign off or veto	• Deliberative consensus-building workshops facilitated by a third party	• (Not applicable)	10 - 60	High
Consult to be open to influence		• Workshops	• Written consultation • Online consultation	100- 200	Some
Gather information to develop decision makers understanding		• Workshops • Drop in meetings • Semi structured interviews • 1:1 meetings	• Questionnaires • Interviews • Surveys • Online surveys • Exhibition with feedback	Hundreds	Little
Giving information to raise awareness and persuade others		• Displays • Open days • Social media	• Press release • Leaflets • Newsletters • Advertisements • Public meeting	Thousands	None

There are a wide range of specific methods, approaches and techniques[59][60][61][62][63][64][65][66][67][68][69] used to design and facilitate specific kinds of engagement. Each has developed from particular disciplines, has different strengths and ethos, and provides stakeholders with different levels of influence:

- Human geography and economic research (for example multi-criteria analysis)

- Planning (Planning for Real, participatory mapping, charrettes, online methods, drop in's and town hall meetings)

- Environmental conflict management (Consensus Building/Stakeholder Dialogue, and environmental mediation)

- Development Studies (Participatory Rural Appraisal)

- Community Development and Education (participatory art projects, greening projects, fun days, open days)

- Social Research and Marketing (focus groups and social surveys)

- Legal (Alternative Dispute Resolution, Citizens Juries)

- Business development (Appreciative Enquiry, Open Space)

Being aware of the ethos, purpose and level of influence each method provides, and of their strengths and weaknesses, is important when selecting which is optimum in any given circumstance. A table summarising this is provided in Annex 9.

Increasingly, professional engagement designers and facilitators are blurring the boundaries between these approaches. Instead, they focus on the design of integrated and cohesive participation processes, tailored to the situation and drawing on whichever methods are most appropriate for the task in hand.

4.6 Community and stakeholder empowerment

4.6.1 Benefits of empowerment

The benefits of empowerment overlap with those for engagement and we have not repeated them here. Additional benefits flow from the enhanced ability for communities and/or stakeholders to take responsibility and act, and include:

- Strengthened communities (of place or purpose)

- Social capital, social cohesion and enhanced resilience

- Increased confidence, and skills to adapt to, and take on, new challenges

- New economic opportunities

- Enhanced capacity as a result of new skills and access to new resources [70,71]

4.6.2 Critique of empowerment

A critique of empowerment includes the following:

- The word itself is problematic. 'Empowerment' implies that there are holders of power and those they are bestowing it on, but many communities and stakeholders perceive themselves to already have power to act, and so are merely exerting that power in a new context.

- Some research suggests that authentic power comes from within; it cannot be bestowed or controlled[72] and any attempt by one group to 'give' power to another is likely to be a subtle way of exerting power and attempting to keep control.[73]

- Another concern is that the empowerment agenda can be perceived as a way for public bodies to cut budgets and shed responsibilities onto local communities and other stakeholders who may not have the time, resources and skills to take up the challenge. If they do not take it up, they are worse off; the public bodies are no longer delivering a service and the recipients of that service are unable to make up the shortfall[74].

- Taking on land use and land management responsibilities requires a level of competence, skill, professionalism and time, and so favours those organisations and communities that have these resources. At a local level, this favours communities with a pool of retired professionals. Communities that do not have this resource are less able to act. This then raises questions of social justice.

- Both the causes and effects of rural issues reach beyond local boundaries[75 76 77] so there is the potential for local management to be at odds with wider social and ecological processes.

4.6.3 Maximising the chance of getting it right

Public bodies have traditionally held 'power over' communities and have experienced having that power challenged[78]. The new policy drivers in Scotland mean that this is changing. Organisations now need to work with and support communities and stakeholders to take on new responsibilities. To do this, public bodies must engage with communities and stakeholders to develop mutually beneficial, acceptable and achievable goals, as well as make a transition to new arrangements such as new partnerships, collaborations, or management arrangements.

For public bodies this requires a change of ethos, attitudes, and culture so that front-line staff have power to act alongside, or in support of, communities and stakeholders.

4.6.4 Tools and approaches that support empowerment

Tools and approaches that support empowerment differ between the planning stage and implementing stage.

To enable communities and stakeholders to engage in the process of planning, they include[79]:

Communication:

- Support with two-way communication with their wider network.

- If needed, helping stakeholders and community groups to prepare and present their own data, maps and graphs in a professional way so it stands alongside information from other sources (such as GIS maps, graphs, and power point presentations).

- Provide plain language briefings, PowerPoint presentations, notes, and maps.

- Support the development of community/stakeholders' social media or newsletters.

Choice of methods:

- Use methods that enable dispersed communities to build consensus and work together, even when face-to-face meetings are too difficult and there is poor internet access (see section 7.4.5, which suggests how to do this).

- Provide guidance and discussion packs to enable local groups, who can't afford facilitators, to hold meetings in a more equitable way.

Networking:

- Help communities or stakeholders to link with others with similar interests.

Logistics:

- Provide expenses to enable people to attend workshops.
- Provide a payment (per diem) to enable people to attend (e.g. the self-employed, people who would need to take a day off work, or for care of dependents).
- Provide a crèche if wanting to involve parents of young children.

At the implementation stage, communities and stakeholders may need different kinds of support and help that include:

- Funding, such as pump priming funds (which enable a project to get underway) or support to access funds, for example to fill in complex grant or funding applications.
- Advice and mentoring to help build the organisational capacity essential to any enterprise such as sound governance, health and safety, human resources, insurance, and accountancy.
- Building the ability to sell goods or services, which requires business planning and advice, tendering and bidding, establishing supply chains, marketing, sales, managing cash flow management.
- Help in securing land tenure which requires negotiating and legally establishing long term lease or sale of land.
- Technical land management advice and practical land management support, including specialised equipment, vehicles or licences, and training in practical land management skills.

4.7 Relationship between power, engagement, and action

The sections above explore power, influence, engagement and empowerment separately. This section explores the relationship between them. It looks at how they function and at theories about how they lead to practical land use and management action. There are a number of theories about what is going on:

1. A sound engagement process, trusted as fair and legitimate: this increases confidence in decision quality

2. Learning and social processes: this leads to changes in individuals

3. Social learning: this leads to collaborative action

4. Quality of information: this increases confidence in decisions

5. Early engagement: this leads to stronger buy-in and ownership of decisions

6. Local context

Each of these are explained in more detail below.

4.7.1 Quality of the engagement process

The quality of the engagement process has a significant impact on the outcomes[80]. A summary of what works is in Section 4.5 and step-by-step keys to success are in

Section 7.4, we have not repeated them here. However, it is important to note that the quality of the engagement process itself will help or hinder the deeper social, psychological and learning process, and the likelihood that action and sustainable land management will result. Research has also shown that when people regard the process as sound and having legitimacy, they are more likely to accept outcomes that are not their own first preference[81].

4.7.2 Learning and social processes lead to changes in individuals

Engagement may lead to practical action as a direct result of changes in understanding, attitudes and values causing changes in individual behaviour.
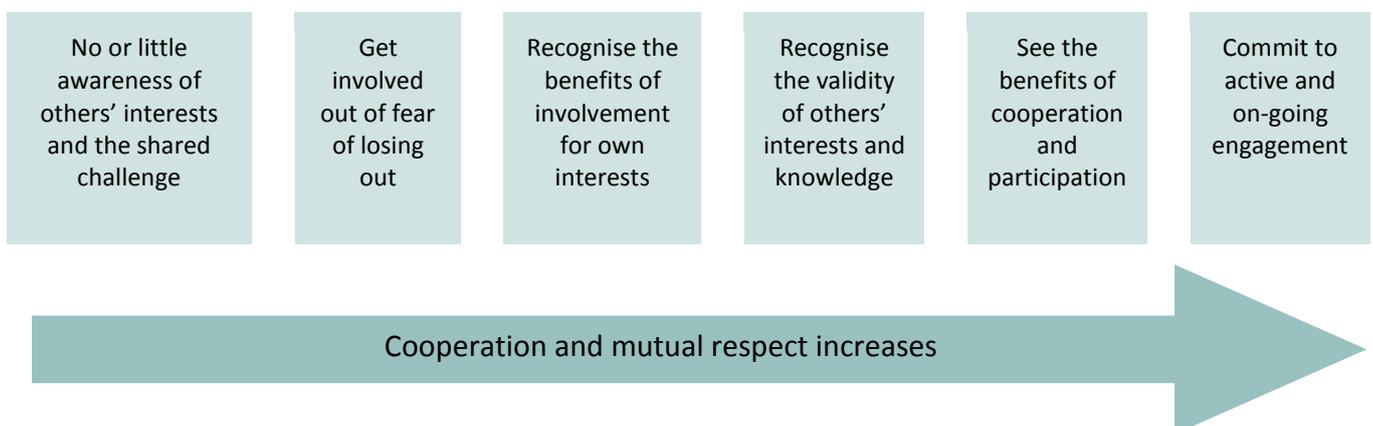
Early thinking about behaviour change was based on the idea that knowledge led to concern, which in turn led to a change in behaviour, so the solution was to increase knowledge. Although this has largely been dismissed[82], it is still a common view amongst environmentalists who believe that explaining the issues to people is enough for them to change to pro-environmental behaviours. Individual attitudes and actions[83] are shaped by social and personal norms (e.g. internalised ways of acting that the individual feels obliged to maintain to avoid negative consequences) and by personal values (e.g. altruistic versus egoistic values)[84].

In contrast to individualistic theories, another theory[85] is that a person's actions are the result of complex social processes[86] and of the way ideas travel through social networks, often aided by opinion leaders[87]. Based on this more social view, engagement processes may lead to action because they enable co-operation and reduce or resolve conflicts of interest.

4.7.3 Social learning and collaborative action

Well-designed engagement processes help people to discuss and deliberate openly. When information is gathered, considered, evaluated and appraised those who take part learn from and with each other and their behaviour can change over time (see Figure 3).

Figure 3: Potential shift in people's attitude and behaviour during a deliberative engagement process[88]

No or little awareness of others' interests and the shared challenge	Get involved out of fear of losing out	Recognise the benefits of involvement for own interests	Recognise the validity of others' interests and knowledge	See the benefits of cooperation and participation	Commit to active and on-going engagement

Cooperation and mutual respect increases →

When people listen to a wide range of perspectives with less prejudice, learning may happen at a number of levels: from better understanding on a cognitive level, to deeper learning that enables participants to re-evaluate their assumptions and values. This may in turn lead to people shifting their position so individuals' values and preferences start to align more closely[89] [90] [91] [92] and then diffuse to their social networks: a process called 'social learning'[93]. A well-designed process enables

groups to go beyond acquiring factual knowledge, groups collectively and creatively develop new solutions as a result of genuine deliberation, reflection, an inspiring group atmosphere, and encountering multiple perspectives[94][95].

The concept of social learning explains how opinions and values are shaped and shared in deliberative processes. During the process people co-construct meaning, and this can lead to changes in their own beliefs and through them the views of the wider community and organisations. Well-designed and facilitated processes enable people to be influenced *"by rational arguments and to lay aside particular interests and opinions in deference to overall fairness and the common interests of the collective"*[96]. They also result in ideas and the values that underpin them becoming more explicit and contestable, and enable critical evaluation of the likely consequences of a decision[97].

In summary, social learning enables people to become aware of the 'bigger picture' and to recognise the need for integrated action thus resulting in new strategies, initiatives, processes, or organisations.

4.7.4 Quality of information increases confidence in decisions

Engagement processes draw in a wide range of information, so people may have greater confidence and willingness to act because they feel that potential action is well informed and tested through deliberation.

At a local level, community members have detailed knowledge of the local context[98] and how the land and landscape works at a local level. Scientists from public bodies can express concerns about the quality of community and local stakeholder knowledge and its use in environmental decisions[99]. They may consider the technical nature of the decision too complex and so can deliberately or unintentionally exclude non-scientists[100]. On the other hand, local people may feel that their views and detailed knowledge is vital to nuanced and workable solutions that broad-scale approaches and computer modelling can fail to factor in.

A well-designed deliberative process overcomes these issues by enabling mutual briefing and sharing of knowledge, data and opinions. It also provides the opportunity for people to contest and question information and build greater confidence in proposed action.

4.7.5 Ownership arising from early engagement

Another set of ideas about why engagement processes are more or less likely to lead to empowerment and practical action is because they engage those responsible for implementing decisions fully from the outset[101][102] . By involving all relevant perspectives, the decision is more likely to reflect the views and practical realities of those who have to implement it[103]. Along with early engagement, this depends on a sound process that stakeholders perceive to be legitimate including with a fair and balanced mix of people taking part (if this is not the case, acceptance is likely to remain low)[104].

Of course, there can then be a dispute about who has the right and opportunity to participate[105] but where this is a risk, methods can be used so that the process of selection of the deliberative group is itself seen to be legitimate and fair[106].

4.7.6 Local context determines the outcomes of engagement

A number of studies have emphasised the role that local context plays in determining the outcomes of engagement processes[107 108 109] . Broadly speaking, there are two groups of factors that determine whether engagement will translate into empowerment and action:

- **External, collective factors**, including demographic (e.g. age and gender), socio-cultural (e.g. prevailing norms), economic (e.g. incentives or disincentives), collective capacity (e.g. human capital) and political and institutional factors (e.g. infrastructure to enable changes in land use and management).

- **Internal, individual factors**, including personal capabilities (e.g. knowledge and skills, disabilities), resources (e.g. time and money), habits, emotional involvement with land use problems and a belief that it is possible to bring about change through an individual's action.

4.8 Costs and savings in engagement

It is beyond the scope of this research to investigate costs and savings of doing empowerment. However, this is an area of concern for some environmental organisations, so we discuss it briefly here.

The costs of doing engagement processes are easier to assess than the benefits. They include: external costs (venues and refreshments, professional facilitators), internal costs (staff time organising events, typing outputs, liaising with participants and providing facilitation materials such as maps) and hidden costs (such as stakeholder's time for attending workshops, reading briefing materials and draft documents, and liaising with those they represent).

The benefits of engagement will depend on the quality of the process and are less tangible and harder to monetise. For the projects hosting the engagement, benefits include buy-in, momentum for change, enhanced social capital and trust, smoother and quicker implementation, the avoidance of legal challenges or costly delays, and compliance. Other benefits derive from the quality of the decisions. For example facilitating innovation that avoids a restriction on particular uses, or avoids costly environmental impacts such as flooding. Quality engagement can also result in synergies and the avoidance of duplication of effort.

A challenge for evaluating these benefits, is that there are no commonly agreed measures of either the quality of the decisions or resulting benefits. Also, it is not feasible to prove that legal challenges or delays have been avoided, or what the costs of those would have been. Proving that the benefits of innovations and synergies are a direct result of the engagement is also difficult.

A simple measure based on cost of engagement per head of those who took part could be used. But this incentivises superficial inclusion of high numbers rather than deliberation: it does not measure the influence those people have on the decisions, nor the influence the decisions had on the wider social-ecological processes.

The literature that explores these issues focuses on stakeholder participation [110] and public dialogue[111]. There is a lack of evidence regarding the cost and benefits of empowerment in an environmental context.

5 Findings from surveys and questionnaires

5.1 Introduction

This section is based on the findings of the interviews, online survey and success stories conducted as part of this research. First we have provided headline findings followed by an overview of who responded.

Headline Findings

- 74 people provided a substantive response to the interviews and/or the online surveys. This far exceeded our expectation and shows a keen interest and foundation for embedding an empowerment and engagement ethos and practice.

- Of the 74 responses, just five indicated there had been deliberate design and choice of methods within engagement projects and only two named specific techniques. This suggests that engagement activities are generally ad hoc and disconnected.

- Stakeholder Dialogue and Charrettes were the only specific engagement methods described so it was not possible to establish any link between particular approaches and their usefulness in different circumstances.

- If project staff are unaware of specific methods it suggests they are unable to assess their situation, evaluate alternative approaches, or deliberately design engagement processes selecting the optimum method/s for their context.

- Quite a few respondents regarded successful engagement as being contact with lots of different people in a wide variety of activities (open days, questionnaires, education activities, newsletters, volunteer tasks and so on). However, these methods are not decision processes: they do not empower people to strongly influence or make land use or land management decisions.

- The success of large area projects was attributed in part to dedicated engagement facilitators in the form of project staff who had special training or to professional engagement designer/facilitators.

- Local community projects encounter a lot of challenges and need support to plan and implement land use and land management. They have particular needs around information, simplified procedures (e.g. for funding, community buy-outs and licensing), and guidance to help them set up successful enterprises.

The table below gives an overview of the research respondents.

Table 8: Breakdown of respondents

Category	Total number who responded	Responded to two or more of the data collection methods (interviews and two surveys)
Public Body (includes central Government, agencies and local authorities)	24	5
Non-government Organisation	7	
Community Organisation	10	1
Voluntary	6	
Business and consultancy	8	
Research	5	1
Partnership Project	6	1
Other	8	
Total	74	8

The rest of this section follows the order of questions in the survey and semi structured interviews:

- The benefits of engagement and empowerment
- The opportunities and challenges of working in a rural context
- The opportunities and challenges of working in a land use and land management context
- Engagement and empowerment tools being used
- What the public bodies are doing well and what more can be done
- Findings form the success stories

Through qualitative analysis, some key themes emerged and are described in more detail. In line with engagement and empowerment ethics, we wanted people who responded to our questions to have a strong voice in this report.

The quotes in italics are the words of individuals with direct experience of engagement and empowerment in a land use and land management context - mainly in rural Scotland, but with selected examples from urban areas in Scotland and from comparable situations in other countries.

Each quote is referenced with a respondent number with a table in the Annex setting out the number, type of organisation, and country. We have not differentiated between responses made to the interviews or surveys, because this could compromise confidentiality.

The views of respondents ground this research in the practical realities of delivering engagement and empowerment '*in the real world*'. They also point to potential new lines of inquiry: for example, what is the evidence for the perceived differences between rural and urban communities.

Other than the short summary paragraph at the beginning of each section, we have let the voices of the people speak for themselves. In some paragraphs, we have constructed sentences from quotes from more than one person.

5.2 Benefits of engagement and empowerment

The surveys and questionnaires did not include a question specifically asking about the benefits of engagement and empowerment, but respondents were keen to tell us:

Benefits of engagement and empowerment include…

…"*Co-creating a solution that is the best possible for the community*"[9]

…"*Inclusive decision-making - and resolving injustice*"[9]

…"*Engaging hard-to-reach communities*"[41]

…"*Bringing people together - idea generation*"[68]

…"*Individuals can develop self-esteem and sense of capability*"[35]

…"*Communities can grow as a result of making decisions about land*"[71]

…"*From this developed sense of care and an increased awareness of the natural environment, commercial or productive enterprise may be encouraged or steps taken to facilitate this development*".[35]

…"*It can transform a community*"[27]

…"*It encourages a feeling of ownership of their community and landscape*"[47]

5.3 Opportunities

5.3.1 Opportunities of engagement in a rural context (compared to urban)

Many of the people who responded to questions about engagement in a rural context focused on the unique characteristics of rural communities, including their culture, their demographics, resources, capacity, and their strong sense of a connection to the land.

Contextual opportunities included the favourable policy context, working at different scales, and opportunities to increase business and employment in rural areas.

The following paragraphs express some of the views and voices of those working in this context:

Community Characteristics: There are fewer people to work with but communities are clearly defined and identifiable and "*people are often strongly connected with one another*"[74] and have "*a greater sense of community*"[15]. Communities are also "*less transient*"[64] and more stable with long-term relationships.

There is more of a "*can-do attitude*"*[64]* with "*higher levels of volunteering - double that of urban areas*"*[32]* and "*a culture of self-reliance and cooperation that make them more open to engagement/empowerment projects*"*[12]*.

The size of some communities means it is possible "*to get a fair cross section of community and still have manageable numbers for a discussion*"*[95]* or even "*engage all the community in the creative process*"*[9]*

Capacity: Rural communities and stakeholders also have "*energy for change and focus – networking is easier because it is a small group of motivated individuals who know each other well*"*[99]*. People "*are used to working together – they have to fight for things – so it makes it easier*"*[94]* to do something new.

The demographic profile of rural communities can provide great opportunity – "*There is a section of retired folk who have time and amazing experiences – they might have been a chief exec – we have no idea what to expect*"*[94]*. An example is from islands which are described as having the "*best business brains - there are lots of professionals who give their brain power to these projects. These are the people we need – those who can run business – we need business brains*"*[90]*.

Resources: Communities and stakeholders hold resources including time, energy, skills, volunteers, networks and innovations. This latent potential can be realised when groups come together and work on shared projects that bring about positive changes.

Young People: Rural communities want new initiatives to provide "*younger people who wish to stay the opportunities to do so*"*[47]* and "*allow communities to develop and teach skills to younger generations to boost capacity*"*[47]*. Engagement and empowerment also help to "*develop community leaders of the future and a sense of responsibility for our own environment*"*[37]*.

Connection to the land: "*The community is more connected with the land*"*[70]*, "*they are more aware of its uses*"*[39]*, they also have a "*close connection with the area and sense of place and commitment to it*"*[18]*. They "*understand land and natural processes*"*[25]* and "*have better knowledge of land management practices*"*[16]*. There is "*better local knowledge of issues and opportunities*"*[36]* and people "*know what they want and need*"*[53]* and "*what might not work so well*"*[53]*. There is also an "*inherent desire to get the best from the land*"*[36]* "*which is a very valuable block to build on*"*[41]*.

Favourable Policy Context: "*in Scotland we have a strong policy environment supportive of community engagement and empowerment*"*[96]*.

Scale of land use and management: There are two contrasting opportunities relating to scale. At "*local scale*"*[17]*, people can focus on "*smaller areas*"*[20]* and see tangible results more quickly. However, working in a rural environment also means there is the "*potential for greater environmental gains because you are usually dealing with larger areas of land*"*[42]* and can make "*meaningful beneficial changes to landscape scale management prescriptions*"*[54]*.

5.3.2 Opportunities of engagement in land use and land management

A key opportunity that respondents identified for rural land use and land management is that funds are available, bringing economic benefits for communities. There is also the possibility of enhancing resilience and increasing community confidence. This leads to better management of the land and in some cases, the opportunity to repair mistakes of the past.

Funds: In rural areas "*despite financial austerity – there is still a lot of money around*"*[90]* for community projects and larger area projects involving more stakeholders*.* This includes funds for community buy-out. "*The Community Land Fund is grossly over-subscribed but there is money around to support community buy-outs and community projects*"*[90].* Land management projects can also "*act as a driver for attracting funding which in turn will help with management/enhancement/promotion of the land*"*[15].*

In a forestry context, there are "*more opportunities for funding community projects - central funding is limited whereas community owned woodlands are able to access a broader range of funding sources*"*[79].*

There is also potential funding from renewable energy schemes because there "*is an increased need for energy companies to give more back to communities – this is a vast opportunity. They [the communities] are very cash poor – with bad infrastructures – this could help them enormously*"*[88].*

Economic benefits: Land based projects can "*provide opportunities for communities to develop income streams to boost the local economy*"*[47]* and "*provide future employment opportunities*"*[61]. In addition, "money that is made from the land stays local rather than going into the pockets of shareholders and owners that don't live there*"*[47].*

Resilience: Land management can "*be a means of providing long-term resilience and stability for a fragile community*"*[47].*

Opportunities and benefits of community buy-outs: The benefits of these schemes are increased community confidence and cohesion, and feelings of security and empowerment. There is also the "*availability of funding streams*"*[90]* which have led to "*community ownership of small areas of land for recreation use*"*[21]* and that "*it is an easy to understand concept*"*[37].*

Repairing past mistakes: Community and stakeholder engagement and empowerment provides the "*opportunities to make big changes – and to repair past mistakes – because we have had such major changes in policy, land use changes have been dramatic and not always for the right reasons*"*[90]* or leading to good outcomes.

There are also opportunities to rebuild relationships between communities, stakeholders and public bodies. "*Over the years we have withdrawn from communities that we once built –we don't have a presence in the villages that we used to*"*[100].* When public bodies work with communities and stakeholders to support them taking on land and managing it well, it is "*fulfilling the old function of*

land managers as it used to be"[100] and helps to rebuild trust between public bodies and others.

Better land management: Engagement can lead to "*better management of the land"[15]* because it enables people to share "*ideas to improve land management"[65]* and "*encouraging people to try new techniques in land management"[95]* and "*improve environmental responsibility"[43]*. Having a say in "*land use can have a direct impact on the community - e.g. in reducing flooding or opening up access for recreation"[39]* and collaborative management enables people to work across "*interconnected ecosystems across landholdings"[36]*. The same applies to deer management.

Land ownership: "*Big land areas are often owned/managed by one person – so big changes are possible"[27]* if they are brought on board to work with landscape scale projects and there are some "*willing Estate owners keen to work in partnership with communities"[18]*. Also, if a community group wants to take on a land management project "*there is more access to land"[101]* and it is more affordable than in urban areas[1].

5.4 Challenges

5.4.1 Challenges of engagement in a rural context

Some of the challenges of engagement and empowerment in a rural context relate to behaviour – such as individuals with strong personalities who have the drive and determination to push a new initiative or provide their opinions in engagement activities but who risk drowning out the rest of the community. In rural communities, it can also be difficult for people to take a different view or to disagree and this can link with historic power imbalances.

Falling and aging populations and hard-to-reach groups provide challenges for engagement and finding the capacity for action. There are practical barriers to people taking part and getting involved, in particular, distances and costs of getting to workshops and finding suitable venues in rural areas. Another concern is lack of funding and lack of support from government, funders and employers.

Project drivers not letting go: To get underway, a lead person often needs to take the initiative and have the strength of character to lead, motivate others, resolve challenges and maintain momentum. However, they also need to know when to relinquish control if the community as a whole is to gain confidence: *"the driver has to know when to stop driving and to allow the others in the community to come forward so that if they [the driver] ever has to step down the project will still carry on. …..if they don't, it can get bottle necked, lots of arguments develop and it collapses"*. They can often be *"self-appointed leaders / gatekeepers: typical older white males with less self-awareness"*.

Community versus local individuals: "*The community's challenge is capacity. Local interest begins with a few people speaking in a local community about the advantages of empowerment and ownership of"[* land. "*This is not the same as the entire community having that view"[79]*. "*The challenge is to hear the true voice of the community and not just those that shout the loudest"*.

Visibility: In a rural context those "*participating will feel visible*" and so if they want to take a different view or disagree on sensitive topics they "*may not wish to be recognised*"[17].

Historic power imbalances: In some rural areas there may be historic patterns related to land ownership where "*some are more powerful and well-off than others*"[46].People can have "*concerns over upsetting the laird, who is still looked to for leadership*"[71] and a culture of "*not 'rocking the boat' or speaking out against the local establishment*"[17]. This has led to "*historic disempowerment and disengagement*"[53] which is hard to overcome. There can also be "*levels of suspicion of outsiders*"[39, 100].

Demographics: Many rural communities are characterised by "*falling populations and an aging population, and lack of recruitment in younger people*"[91] all of which makes finding "*the people with the ability - and energy- to take on community projects a huge challenge*"[91].

Hard-to-reach groups: In rural areas 'hard to reach' groups include people who live in "*dormitory villages*"[18] where people are away working during the day and "*absent second home owners*"[18] who are away during the winter. In addition, "*farmers are difficult to engage*"[70] because of the nature of their work.

Practicalities: There is a range of interconnected practical challenges to engagement including travel distances and costs, making it "*difficult to bring small dispersed populations together*"[70] and challenging to "*organise people who live remotely*"[99]. This is linked with the *"lack of reliable travel links to get to meetings"[43]* and, if there is no "*right to claim travelling expenses to attend meetings, non-motorists are excluded*"[8]. *"Poor internet communication"[51]* mean online engagement methods are not an alternative solution for many. Even if you can get everyone together, there is a *"lack of large meeting spaces"[20]*.

Funding and resources: "*Government policy is talking the talk but is not walking the funding walk. Resources are needed and skilled facilitators need to be developed too*".

Lack of support for engagement: There is a **"***lack of appetite for support (from government, funders or employers) for a valuable engagement process, which often requires more time and funds to engage communities and build lasting legacy for projects*".

5.4.2 Challenge of engagement in land use and land management

In this section, before describing what those responding to this research said, we first describe widely recognised challenges:

- The objectives of landowners, managers and local communities vary from person to person, from place to place, and from generation to generation.

- The objectives of public bodies must reflect public interest, and this sometimes comes into conflict with the interests of private individuals and local communities. More challenging however, is when local and national public interest clashes, for example in the siting of national infrastructure projects

- Rural land needs to meet multiple "*needs and wants*" including: resources such as food, wood, energy, and clean water; enjoyment of the outdoors through walking, riding, cycling, hunting and fishing; our need for enrichment, learning, inspiration and wellbeing; and care for nature, wildlife and landscapes for their own sakes[2]. This typically leads to conflicts of interest, around for example, the location of onshore wind farms and other developments,[3][4][5][6] or debates between those in favour of re-wilding versus those in favour of maintaining working, cultural rural landscapes[7].

- Environmental policy is complex and sometimes contains contradictory drivers, which can give rise to goal conflicts. For example, tension between renewable energy and landscapes, or timber production and wildlife priorities.

- There are also landownership challenges such as complex overlapping land uses and complicated land tenure arrangements, with crofting and communally managed areas representing unique challenges for decision-making[8][9].

Additional challenges identified by those working in this context include:

Managing polarized views: Communities and stakeholders often have conflicting positions and different views to those of public bodies, so the "*challenges are in dealing with polarised views - if one or other side is satisfied, you have gone too far one way"[74].* In addition, *"stakeholders can hold tightly protected views on land management practices ingrained through generations which are difficult to change"[42].*

Resistance to changing land management practice: "*People may have traditional views of land/nature and find it hard to imagine change"[17],* "*land management practices are often ingrained over generations, it will take generations to change these"[42].* In addition, there is a "*distrust of outsiders (or external experts) coming in to tell local communities what to do and how to do it"[41].*

Funding: There are challenges in "*getting hold of funding"[79]* and the "*difficulty of finding matching funding"[91].* In addition, "*long-term revenue funding is quite a challenge for communities, and community councils and other community groups are starved of funding"[96].*

Overlapping protected area designations and objectives: Adding to the complexity, there are myriad overlapping designations. "*One plot of land could be a SSSI, SAC, SPA, part of a National Park, part of a river catchment, part of a forest, in a deer management zone, and so on and so on"[87].*

Land ownership: one respondent said "*Unwilling Estate owners"* are a challenge, whilst another described "*stubborn landowners not wanting the local community to go near their land"* and a third said there is "*fear rocking the boat due to reliance on landowners".*

Challenges for community buy-outs: These include land values being "*driven by subsidy and development potential"[71]* and issues of land availability and access. There are concerns that "*finances of community buyouts are not disclosed"[10]* and "*there needs to be disclosure of the financial input"[10].*There

is a perceived lack of funding available for community buyout "*both for capital costs and for capacity building*"*[53]*. A negative outcome is that Community Trusts can "*result in less employment than under private ownership*"*[10].*

5.5 Engagement tools and approaches

A task for this research was to scope and describe the range of tools and approaches already in use, the advantages and disadvantages of each for different circumstances, and the practical lessons learned.

From a total of 74 responses (14 semi structured interviews and 61 responses to one or other of the surveys), there was very little mention of specific tools and approaches and it was not possible to establish any link between particular approaches and their usefulness in different circumstances.

A broad generalisation is that people working at larger scales focused on engagement and empowerment during the planning stage and those working at local level focused on empowerment during land acquisition and local management.

The following text explores the results in more detail.

5.5.1 Tools and Approaches in Engagement

The majority of people described the form of engagement through which people were involved (e.g. workshop, drop in, one to one), but not specific methods, approaches or techniques. We have listed the forms of engagement against the levels of influence in Table 9 below.

Table 9: Form of engagement mentioned at least once in the interviews/surveys mapped against the roles or power holders and level of influence other have

Role of power holders		Level of influence others have	Form of engagement
Share decision making	The group holds sign off	Share making all key decision	Deliberative workshops
	Someone external to the group holds final sign off or veto	Share decisions about what to recommend	
Consult to be open to influence		Provide suggestions to influence decision makers	1:1 meetings, workshops, focus groups. Open events, charrettes
Gather information to develop decision makers' understanding		Provide information to decision makers	Semi-structured interviews, drop in meetings, and online questionnaires
Give information to raise awareness and persuade others		Receive information	Walks, talks, farm visits, events, conferences, festivals, social media, newsletters
Educate		Receive skills or learning	Training, working with schools

Without naming specific methods, it is difficult to be sure, what respondents were referring to when they said '*we held workshops',* or what level of influence

participants had on the outcomes. Workshops could mean anything from a round table meeting with a few allies, to a professionally designed and facilitated multi-stakeholder event within a designed dialogue and consensus-building process.

Of the 74 responses, just five indicated there had been deliberate design and choice of methods with only the first two naming specific techniques:

- A case example (from outside Scotland) said they used a "*Stakeholder Dialogue" to take a Co-production Approach'* for management of a protected landscape.

- Another interviewee mentioned the use of design '*charrettes*'(a type of intense facilitated workshop where participants work over a series of days with architects, planners and designers working[10]).

- A landscape project reported they had used a *"consultant... an independent facilitator"* who had "*developed methodology based on a literature review of best practice".*

- Another project carried out a "*major stakeholder mapping exercise at the outset"* and had developed and followed a "*major strategy for stakeholder engagement".*

- One interviewee said their project had "*deliberative workshops which were independently facilitated".*

A few projects used the Ecosystem Approach, which is not specifically an approach to participation but a framework for '*integrated and equitable management'*.[11] It is guided by 12 principles, four of which relate to engagement and empowerment (see Figure 1, page 10).

Two projects reported their experience of using the '*ecosystem services approach".* This is a framework that involves identifying what people need and enjoy from nature and natural systems. It typically quantifies synergies and trade-offs between ecosystem services under different scenarios and considers their relative or economic value. The focus is then to optimise those benefits. It is a way of framing the discussion and a variety of participatory tools have been developed to do this. One environmental professional responding to this research found this way of framing the environment helpful but the other experience was not positive. It came from someone who had extensive experience of participation approaches and was able to make comparisons: "*the ecosystems services approach is a complex way of looking at things – and with a tricky stakeholder engagement profile, it made it trickier. We could have got to positive outcomes and a gelling of interests much quicker by using other tools than the ecosystem services tools. There were too many different interest groups to cope with ecosystems services tools. Groups that are already coherent – perhaps that is a different thing".*

The fact that so few engagement and participatory methods are mentioned suggests those who responded were unaware of them. This in turn suggests that most projects and initiatives are not able to assess their situation, evaluate alternative approaches, or deliberately design engagement processes selecting the optimum methods for their context. Lack of knowledge of the range of existing methods or accepted good/best practice principles is also likely to lead to:

- Failure to integrate processes, and thereby outcomes (or worse, the potential to trigger new tensions)

- Greater costs in delivering complex and unweildy *ad hoc* engagement which might involve large numbers of people but not at the levels that are having a meaningful influence on the decisions that matter – so cannot count as empowerment

- Disempowerment by taking up time and capacity with no real influence (a concern about participation explored in Section 4.5.3)

- Delays and ineffiencies in making progress

5.5.2 The role of facilitators, intermediaries and enablers

The role of engagment designers and facilitators was mentioned as a key to success in several surveys and interviews. One respondent said "*engaging an experienced third party facilitator was key. We were happy for them to deliver a well-conceived and structured engagement process using the co-production ethos. A third party allowed the stakeholders to overcome scepticism and distrust across the groups"[82].*

For projects engaging people from local communities, one person suggested that involving a "*trusted intermediary*" was a key to *"enable action on the ground"[16].*

A third role is where someone works with a community to enable action such as securing grants or helping the community establish a new enterprise.

5.5.3 Supporting people to engage in the planning stage

Of the 14 success stories, 12 said they supported communities and stakeholders during the stage of planning land use and land management.

The results show the main types of support centred on communication in particular supporting participants to communicate with their networks. Only one project said they helped cover people's expenses and provided an allowance to attend workshops. This is surprising given that distance to travel and cost of attending workshops featured as one of the main challenges for engagement in rural Scotland (see section 5.4.1.).

Detailed breakdown of different kinds of support and the number of projects that provided each type can be found in Annex 7, Table 18.

5.5.4 Supporting people during the implementation stage

Of the ten projects that had reached or completed the implementation stage, six responded to the question asking them how they supported communities or other stakeholders to implement action. (Full results are in Annex 7 Table 19).

The main support provided was technical land management advice (e.g. about habitats, animal husbandry, tree management, flood resilience) and organisational development and capacity building (e.g. developing sound governance, legal support, insurance, accountancy, staff recruitment and management).

Few provided support in the shape of start-up grants or funds and none provided help in the ability to sell goods or services (e.g. business advice, establishing supply chains, marketing, selling, cash flow, tendering/bidding). The low response suggests there is a strong need to increase these types of support if stakeholders and communities are to take on land management and viable self-sustaining enterprises.

5.6 Definitions of success

Different organisations and officers typically have different perceptions of what success in an engagement/empowerment context looks like. From previous research and direct experience,[12] [13] [14] we have found that organisations' motivations for participation (see Annex 8), and what organisations regard as success, are closely linked and include:

- Compliance with relevant policy and legal instruments

- Getting to implementable decisions quicker and in a cost-effective way

- Improving the quality of the decision because it is well-informed from multiple perspectives

- Enhancing buy-in and minimising resistance

- Generating on-going action and legacy

- Since the recession, the desire to create synergies with communities, third sector and business has come to the fore because pooling resources in the face of shrinking public funding can enable good outcomes to be achieved

People who took part in the interviews and surveys described other types of success:

Community sense of security and pride: Securing the management and land use the community wants: for example, an area of forest was being sold to large commercial interests but a tiny *"community, who were keenly interested in their forest didn't want it to disappear. Under the National Forest Land Scheme their application has been approved and they will manage the forest as it always has been managed – no change really just big security and peace of mind for the residents that it won't be taken away from them"[79].* It *"gives an increasing feeling of security to a community to know that they are having influence"[79].*

"Local people feel proud that they own a chunk of their surrounding landscape"[47].

Action: Effective functional partnerships that can work together to achieve real benefits for all (examples included forests, tourism enterprise, new long distance trails, community energy, community gardens, protected landscape management and woodland crofts).

Communities (and/or stakeholders) securing agreement and funding to take on land management.

Communities and stakeholders working together to achieve things *"that we [a public body] couldn't hope to achieve on our own"[82].*

Business benefits: "*Business communities being able to increase revenue from the way that land is managed, for example, we have a number of habitats and species and we have built a project for nature-based tourism"[88].*

Changed relationships through co-production: One respondent said "*the use of a co-production approach … has changed the relationship between [our organisation] and stakeholders. As a shared endeavour, all stakeholders do*

genuinely feel that they have a voice and can deliver in a consensual manner".
"From [our organisation's] point of view, employing a method like co-production can make you feel somewhat vulnerable to the outcomes but if you truly believe that shared delivery will be the best outcome then this is the process for you"[82].

5.7 Progress and improvement in engagement and empowerment

This section is based on respondents' views and suggestions. (For our recommendations, please see Section 7).

5.7.1 What is working well already?

Positive answers to this question are limited to those with experience of successful projects, whilst many responders indicated there is not yet sufficient progress to say. Those who answered positively described a sense of increased confidence, greater community cohesion and the development of successful partnerships. Several people said that a third party facilitator is a key to success, and that social media is helpful for remote communities.

An increasing feeling of confidence: "*People are increasingly aware of their right to have their say"[17]* and they "*are beginning to get more confident in taking land use and land management decisions and taking ownership as a community, collectively"[15].* This especially occurs when a community feels threatened, "*a community often gets interested when a "crisis" looms or change is threatened"[39].*

Increased community cohesion: Engagement "*has helped bring some disparate elements of the community together - young and old and different income brackets"[99].*

Successful partnerships: "*Communities and organisations working in partnership"[53]* have resulted in "*lots of successful projects"[15]* including Landscape Partnerships. "*Communities of interest - tend to work well because the workload can be shared"[39].*

Working with a third party: "*The use of a trusted intermediary enables action on the ground"[16].* "*Engaging an experienced third party facilitator to design and facilitate the process was key. We were happy for them to deliver a well-conceived and structured engagement process using a co-production ethos. They allowed the stakeholders to overcome scepticism and distrust across groups"[82].* In addition, "*long-term facilitation certainly helps community cohesion"[39].*

Social Media: "*Social media helps with the engagement process, it allows 'isolated' residents to participate in discussions - if they have broadband and a PC, or can get to their library"[17].*

5.7.2 How can engagement and empowerment be improved?

In response to this question, respondents included the need for flexible and responsive policy and structures, and for the landowners (private and public) to be open to change and to share power. People also emphasised that before a project is underway, there is a need for better preparation and expectation management and use of skilled third party facilitators to design and facilitate engagement processes or

community projects. At a local level enhanced education and understanding is necessary so communities are able to take on land management safely and well. Respondents suggested greater use of social media as a good way of engaging younger generations.

Changed policy and structures: "*National policy/businesses have to be prepared to change in response - too often it is just expected that the communities will do more within the same structures. Empowerment means someone might lose power too! ".*

Landowners: "*Private and public landowners should be encouraged to directly involve local communities in the management of their land when suitable, to help reduce feelings of alienation and resentment".* Another person thought there should be a "*requirement for landowners to consult community when considering change of use".*

Preparation for engagement: "*Be more prepared for a community approach to take longer"[27]* and have an "*understanding of the nuances, conflicts and power dynamics within and between communities of place/interests" [17].*

Facilitators: The use of facilitators is a way of improving community and stakeholder engagement. One respondent said there is a need to "*support long term facilitation"* and another that there is a need to develop "*government- funded facilitators - the structure already exists in some organisations…..but it's constantly being eroded by cuts in funding. Pay for it, get it, don't pay for it, don't get it. Quite simple really! ".* A third said this is a way to "*facilitate rather than dictate".*

Managing expectations: Expectations must be managed carefully "*clarify the extent to which changes desired by the community can be achieved and where it is not possible, or at least not possible at present or without more funding" [17]* – "*you need to be absolutely clear about what you are doing and why are you doing it" [2].*

Understanding and education: For local projects, *"education at a basic level is required. You wouldn't expect communities to suddenly start successfully running their local engineering firm without any understanding or experience. It's no different in rural industry. It is an often dangerous environment to work in with the risk of serious environmental damage. So those involved really need to learn the basics of what they're dealing with and this can only come through well-funded education".*

Social Media. "*Could there be more use of social media? – it is a good way to engage people and get the 'younger generation' involved in projects"[15].*

5.8 Public Bodies

In all interviews and surveys, we asked respondents what they thought the environmental public bodies were already doing well and what they could do better.

Respondents suggested that environmental public bodies are doing the following well:

- Providing some of the funding needed for development officers and engagement projects

- Employing dedicated staff

- Contributing to partnership projects

- Supporting Living Landscape projects

- Providing policy supportive of engagement and empowerment

- Providing best practice guidance

- Being pro-active and supportive of local communities

- Increasing the numbers of people they want to involve in site, woodland, water and species management

This research found successful projects and individuals with a strong understanding and ethos around engagement and empowerment - but as one respondent said, these are *'pockets of enlightenment'[99]*.

A number of respondents wrote that in their experience they didn't think public bodies were doing very well yet, with formal consultation as the only form of engagement that takes place, or that they had not managed to get public bodies to engage with them at all.

Section 7 contains recommendations provided by the research team. In the text below are suggestions from the surveys and interviews.

5.8.1 A transition within the organisational culture

The transition to enhanced engagement and empowerment includes the need to embed and empowerment ethos and for relevant skills to be valued. It also means being open to ideas from outside, thinking collectively between the agencies, and learning from experience.

Due to the nature of some of these comments, the quotes in this section have not been coded but are from 10 different people responding via the interviews or surveys.

Embed a pro-empowerment ethos: Public bodies need to continue the transition to a new ethos and attitude including that land managers *"begin to see that they do have an obligation to the communities"* affected by land management. Although there is evidence that some staff in a public body have already changed their view: *"we have a level of trust in their [communities] capacity for management, we were very sceptical of communities and their ability to manage"* at the outset.

Value engagement and empowerment skills: Currently some respondents feel *"It's just not recognised that there is a need for these important skills"*. *"Those of us who do any work on engagement are seen as a bit wacky. Corporately we are not well supported"*. *"It has always been seen as a bit of a practice on the side – I can't see how it will ever be mainstreamed – people don't recognise that it requires a very different skillset to that we already have within the organisations"*.

"*It is generally true that people who are involved with stakeholder engagement in my organisation operate under the radar – then the ones who are outward-facing are replaced with inward-facing people over time*".

Be open to ideas: Public bodies *"need to shift to a more open and inclusive culture. We need to be creative and open to ideas from outside",* though for at least one public body that is already happening with one person reporting "*We think very broadly - we don't just have active involvement in areas that we think will progress our agenda*".

Overcome "silo mentality": There is a need "*to break down barriers between government agencies and enable them to think more collectively. Everything is interconnected – we need to break away from tight sectors". "We need to get people to think more holistically. You can't have all these things as separate entities".* For example, one respondent said, "*foresters don't talk to the conservationists".* When the relevant public bodies do not plan land management in an integrated way it can lead to unintended consequences where one agency's actions are counter to the interests of another. There is also the need to develop "*better joined-up planning and working – reducing consultation fatigue and increased effectiveness and efficiencies".*

Learn from experience and from each other: "*We reflect on our performance and how we deal with on-going interest. This leads to a slight change in what we do".*

There is a *"growing network of community projects on the ground now where experience can be shared". "Networking is very effective between organisations – it's the same people time and time again – a good way of networking".*

5.8.2 Foster good practice engagement and empowerment

A number of suggestions focused on fostering good practice. Respondents emphasised the need to design integrated and tailored engagement processes. There is also a need for enhanced understanding of the difference between engagement and empowerment, with the agencies really listening to the communities and stakeholders and together developing a shared vision.

Design integrated engagement processes: There is a need to "*integrate what is at the moment opportunistic and ad hoc, with a more overarching, longer term strategy for engagement and empowerment"[99]* and to *"get away from project based and opportunistic thinking and think about the longer term"[99].*

Use professional facilitators: For larger projects, *"We need to engage professional facilitators"[36]* and "*support independent facilitation"[36]. "Where there is a consistently funded facilitator, who is trusted by the community, it is possible to build momentum because the ebb/flow thing isn't such a determining factor"[35].*

Use tailored approaches: At a local level, public bodies need to *"be adaptive"[74]* because *"the implications for small groups with low capacity is often not foreseen – 'one size fits all' approach does not always work in small*

communities"[96]. **"***We need to* s*trengthen self-sustaining dialogue and action – rather than us just parachuting in and getting people involved"[99].* The use of a "*trusted intermediary"[16]* is key to "*enable action on the ground"[16].*

Recognise the difference between consultation, engagement and empowerment: "*Carrying out formal consultations is not the same as community engagement and empowerment"[64].* Public bodies need to give "*communities more power in final decisions – and in implementation of projects. We tend to ask them their views but then we take final decisions rather than them making decisions"[94].* Going further, one respondent suggested there was a need to "*Move towards co-production. We have collaboration but not true co-production. There is definitely a place for it"[99].*

Develop a shared vision with communities and stakeholders: "*Ensure that the regulatory authorities (SEPA, SNH, FCS, etc.) realise what local communities want and do not just promote their own (statutory) agendas"[16]* and "*Consider suggestions and ideas from the 'bottom-up' rather than 'top-down"[54],* being "*prepared to listen*" *"[54].*

5.8.3 Support stakeholders and communities

As the interest in land use and land management grows, public bodies will need skills and capacity to respond. Stakeholders and communities need easier access to data and information, and easier, more open funding application processes.

Find ways to meet the demand: The challenge for public bodies will be to have the capacity to respond and *"match and resource an increased amount of interest"[79]* in land management and land use, including in the direct management of land.

Provide access to environmental and social data: Public bodies need to "*provide easier accessing of government data. We are required to use data as much as we can but it is a massive challenge to get hold of the data"[93].*

Simplify the funding application process: "*Funding applications should be accessible (language and physically), broad in scope and realistic, so that communities don't feel they are having to shoehorn their projects into their [the agency's] criteria"[47].*

5.9 Summary

To think about rural land use and land management is to think about complexity, uncertainty, contested evidence and a myriad of overlapping needs and wants[15]. However, there are also great opportunities associated with working at large and local scales and with people who have a connection to the land and to each other in a way not found in urban areas.

Respondents regarded successful engagement as being the inclusion of lots of different people in a wide variety of activities (open days, questionnaires, education activities, newsletters, volunteer tasks and so on). Inclusion is beneficial because it increases understanding and a sense of connection, but from an empowerment perspective, it is only when people have influence that they have genuine power.

6 Applying the Empowerment Framework

The Empowerment Framework is discussed earlier in section 4.2, and is repeated in Table 10 below to act as an index for the discussion that follows. The Framework sets out the possible roles in relation to who holds power, responsibility and resources for planning and who holds responsibility and resources for implementing land management.

Within the Framework, one category is not seen as inherently better than the others, rather each category can be seen as fit for particular purposes depending on the level of professional input necessary to achieve the objectives. Some projects, work strands, or initiatives can fit in more than one category and so, given the desire for enhanced empowerment, should function in the category that optimises engagement and empowerment.

Table 10: Empowerment Framework

		Responsibility for designing and planning land use and land management		
		Environmental professionals (from public bodies and the third sector) design and plan	Shared design and planning	Other stakeholders and/or communities design and plan
Responsibility for delivery and implementation	Environmental professionals (from public bodies and the third sector) deliver	1 Traditional professional service	2 Shared design and planning. Professionals responsible for delivery	3 Other stakeholders and/or community design, professionals deliver
	Shared delivery	4 Professionals design, shared delivery	5 All share in planning and in delivery (Full co-production)	6 Other stakeholders and/or community design, shared delivery
	Other stakeholders and /or communities deliver	7 Professionals design, other stakeholders and/or community deliver	8 Shared design. Users/community deliver	9 Self-organised, other stakeholders and/or community deliver

The following sections explain each category, illustrate examples of the types of land use and land management initiatives that could fit within it, suggest the roles and actions that each party can play, and provide suggestions about how empowerment could be enhanced. Changes in empowerment often result in a shift in the category or box a project fits into.

1. Traditional professional service

Description	This is traditional professional service and the way that many environmental organisations (public bodies. local authorities and environmental third sector organisations) have typically functioned.
Types of projects	Examples that sit within this category could include: • Some scientific surveys • Specialist advice on planning or developments • Emergency response to flood or fire • Advice to Government Ministers
Roles in planning	Environmental professionals from public bodies and third sector • Use science, policy and their own experience to make decisions Communities/stakeholders/citizens • Are informed about what has been decided
Roles in implementing	Environmental professionals from public bodies and third sector • Use science, policy and their own experience to implement management Communities/stakeholders/citizens • Are informed about the management taking place
Examples from this research	• Environmental research • Landscape initiatives • Getting a protected nature site in good condition • A large area project to restore river habitats and species, address pollution and wildlife crime • A national wildlife management project
How could engagement and empowerment be enhanced?	It is appropriate that some science and data gathering projects operate in this category. In other research, there is scope for scientists to work with science users in the co-creation of scientific knowledge. In fully collaborative science (Cell 5 on the Framework), users share in framing the research questions, developing research methods and disseminating findings. This helps to ensure the science addresses their needs as users. Another approach to increases engagement in science is 'citizen science'. The other cases in this category undertake a wide range of engagement activities such as surveys, drop in meetings, education, volunteer action, and workshops. Some of these are very inclusive and engage large numbers of people. However, the responsibility and decision power in both planning and implementation stages rests with environmental professionals from public bodies and NGOs. Other sectors and interests were not included in the management group. Future projects of this type could increase empowerment by increasing the influence of those they involve, broadening the governance to include other interests (e.g. business, tourism, recreation, health, the arts, local community representatives) and sharing power to both plan and deliver land use and land management (a full co-production approach in the middle cell on the framework).

	For larger projects, another way of increasing empowerment is to delegate responsibility and resources to sub-groups of communities or stakeholders. In this way, they can lead on specific smaller projects set within the goals and ethos of a larger strategic project.

2. All design. Environmental professionals responsible for delivery

Description	This category is where environmental public bodies and third sector organisations engage with a variety of other stakeholders/and or communities to plan action, but once the participation process finishes, responsibility for the implementation stage reverts to a group of environmental professionals who oversee delivery.
Types of projects	An example of a project that might sit in this category is a flood control scheme where stakeholders and communities influence design, landscaping and recreation use, but professional environmentalists and engineers hold responsibility for construction (although once constructed it could revert to shared management of the new asset).
Roles in planning	Environmental professionals from public bodies and third sector • Sponsor and enable the engagement process • Provide technical information and statutory constraints • Enable and support communities and citizens to take part • Deliberate with others and share decisions Communities/stakeholders/citizens • Input information about local context • Explain user needs • Input values and concerns • Check feasibility and acceptability with others • Deliberate with others and share decisions
Roles in implementing	Environmental professionals from public bodies and third sector • Hold responsibility and power over detailed implementation • Contract out or carry out the management work Communities/stakeholders/citizens • Are informed about the management taking place • May help implement practical management as a volunteer 'work force'
Examples from this research	A landscape project
How could engagement and empowerment be enhanced?	To date, most multi-stakeholder environmental projects have functioned in this category (such as integrated management of protected areas, catchments, forests, or coasts). Participation in the planning stage can be best practice with well-designed processes, careful stakeholder identification, and participants building consensus about land use and land management. The scope for improving empowerment is about what happens during the implementation stage.

	Empowerment could be enhanced in the following was: • The governance group overseeing implementation includes a mix of environmental interests and others such as representatives from communities, recreation, farming, business, or tourism • The governance group is accountable to communities and stakeholders (rather than to a committees within a particular agency) • Empowerment and deliberation are embedded in the project ethos • A wider group of stakeholders is brought together at regular intervals to review progress and share planning next steps • The project can shift role from directing to coordinating by delegating power and resources to smaller groups to implement delivery that fits with the parent project

3. Stakeholders and/or community design, professionals deliver

Description	In this category, the community/stakeholders plan land use and land management, and professionals then implement it.
Types of projects	Types of project that fit in this category can be collaboratively planned but technically difficult to deliver so have to revert to professionals for implementation. Examples include: • A local community looking after green space wanting eradication of exotic invasive species by the local council • An example outside Scotland is a badger bTB vaccination project in which stakeholders and locals planned and initiated the programme, with specially trained vets and wildlife professionals carrying it out
Roles in planning	Environmental professionals from public bodies and third sector: • Provide information on websites about setting up initiatives and working collaboratively (e.g. governance structures, health and safety, practical management advice) Communities/stakeholders/citizens • Hold full responsibility for planning land use and land management
Roles in implementing	Environmental professionals from public bodies and third sector • Contract out or carry out the management work Communities/stakeholders/citizens • Are kept informed about the management taking place
Examples from this research	None
How could engagement and empowerment be enhanced?	Build capacity so that members of the community and/or stakeholders have the necessary technical skills, licences and insurance to carry out the work for themselves.

4. Professionals design, shared delivery

Description	In this category, environmental professionals (from public bodies and the third sector) design and plan land use or management, and then communities, stakeholders and citizens share in implementing it.
Types of projects	Citizen Science monitoring programmes. The monitoring methods has to have sufficient scientific rigour to deliver viable data, but once the method has been developed, citizens organise themselves to collect the data and feed it back to a central database for collation, analysis and use. Examples include: • The British Trust for Ornithology bird counts • Farmers monitoring water quality • A project where citizens warden a coastal area, collect data about the quality of the habitats and level of human use which they feed back to the coastal project, and hold meetings and trips to increase their understanding and skills
Roles in planning	Environmental professionals from public bodies and third sector • Environmental professionals use their specialist skills and science to design and plan Communities/stakeholders/citizens • Are informed about what is planned
Roles in implementing	Environmental professionals from public bodies and third sector • Share equipment • Build capacity to share in delivery • Partner with communities and stakeholders to carry out management/research Communities/stakeholders/citizens • Provide work force • Learn new skills to share in delivery • Partner with professionals to carry out management/research
Examples from this research	None
How could engagement and empowerment be enhanced?	For citizen science projects, empowerment can be increased by shifting to a knowledge co-creation approach with data users and citizens collaborating over what data is needed, how it is gathered and how it is used and applied. A marine example where this happened is the GAP 2 project, which brought scientists and commercial fishers together to develop the research, carry it out and apply it to improved management. We also know of a diffuse pollution project working out how scientists and farmers can work together in a similar way.

5. Full co-production (shared design and shared delivery)

Description	Communities/stakeholders and professionals share planning and implementation as equal partners (sometimes referred to as co-production) playing to respective strengths and harnessing each other's resources. This is referred to as full co-production because the people who benefit from the services provided by public bodies (and NGOs) work with the professionals to share in the design, planning and implementation of the service. Full co-production is when responsibility, power and resources to plan and implement are shared.
Types of projects	Many land use and land management projects could fit in this category. At a local level examples could be: • Energy projects • Water and flood management projects • Habitat management • Environmental friendly community farming Landscape scale /large area projects could include: • Protected landscape management (e.g. National Nature Reserves National Parks, National Scenic Areas) • Catchment management • Outdoor recreation and access plans • Flood adaptation plans • Citizen science programmes • Re-wilding projects
Roles in planning	Environmental professionals from public bodies and third sector • Sponsor and enable the engagement process • Provide technical information and constraints • Enable and support communities and citizens to take part • Share decision making with others Communities/stakeholders/citizens • Input information about local context • Explain site user needs • Input values and concerns • Check feasibility and acceptability with others • Share decision making
Roles in implementing	Environmental professionals from public bodies and third sector • Co-governance as part of the management group • Input technical knowledge • Provide help with grants • Share equipment Communities/stakeholders/citizens • Co-governance as part of the management group • Input local knowledge and knowhow • Provide resources such as venues, volunteers, data, project hosting

	• Provide work force
Examples from this research	From Scotland: Landscape management using the ecosystem approach From elsewhere: National Park management
How could engagement and empowerment be enhanced?	At the planning stage, this requires a well-designed and facilitated consensus-building process that balances power between interests, moderates dominant characters, values all forms of knowledge and enables all to have an equal opportunity to input their thinking and shape the resulting decisions. When it comes to implementation, new governance arrangements and structures are likely to be needed and potentially new types of organisation, such as social enterprises or co-operatives. Empowerment can be enhanced further if the governance group seek opportunities to share power and resources outwards and downwards to more local and detailed levels of delivery.

6. Other stakeholders and/or community design, shared delivery

Description	In this category communities and/or stakeholders plan management but for technical reasons, delivery of the management needs the input of environmental professionals.
Types of projects	An illustration of the kind of project that could fit in this category comes from a case we were involved in outside this research and in another country. The community realised that in a major coastal storm and flood there would be a delay before emergency services could reach them. They then planned how to organise themselves and, once they could be reached, how they would need to work with relevant environmental agencies and emergency services.
Roles in planning	Environmental professionals from public bodies and third sector • Passive role during this stage but provide information and resources for groups to access (e.g. about setting up initiatives, working collaboratively, governance structures, insurance, practical advice) Communities/stakeholders/citizens • Organise themselves to plan the action that is needed, drawing on external information and resources as necessary
Roles in implementing	Environmental professionals from public bodies and third sector • Provide active support • Provide equipment Communities/stakeholders/citizens • Provide coordination • Provide human resources
Examples from this research	None

How could engagement and empowerment be enhanced?	Empowerment could be enhanced further by: • Providing more resources to help people take the initiative • Develop guidance with representatives of local communities so it is in an accessible language and style • Streamline and simplify access to funding and information • Encourage networking between groups so they can develop a learning community

7. Professionals design, stakeholders and/or community deliver

Description	In this category, technical specialism is necessary to design and plan land use or management, and then communities, stakeholders and citizens implement it.
Types of projects	An example of this is an agri-environment scheme where the environmental professionals work out appropriate land management prescriptions and then others (such as farmers, landowners, community buy out groups) then deliver the management on their land in return for a financial agreement. Another example might be the management of a nature area where professionals work out the habitat management but communities and citizens taken on responsibility for the practical management (such as scrub clearance, pond creation, or community farm grazing).
Roles in planning	Environmental professionals from public bodies and third sector • Professionals use their science, knowledge and obligations to plan land Communities/stakeholders/citizens • Are informed about the decisions
Roles in implementing	Environmental professionals from public bodies and third sector • Passive other than providing information on websites about governance structures, entity options, accounting, supply chains, bidding procedures, health and safety, practical management advice Communities/stakeholders/citizens: • Citizens (land holders), community or stakeholder groups hold responsibly for governance, finding funding, and implanting management • Community projects decide what kind of entity to be, including: social enterprise, community interest companies, cooperatives • Build accountability to wider community • Carry out management • May need to provide reports for grants and licences
Examples from this research	• Community mountain bike area • Wildlife Management Project
How could engagement and empowerment be	In agri-environment schemes, there is already a shift to collaborative planning at whole farm or land holding level. Increasing empowerment might be less about what happens at local/farm level and more about

enhanced?	engaging different voices in developing the initial goals and management prescriptions for the area/land type.
	Increasing empowerment in the example of a nature area would be to involve communities and stakeholders in sharing the management planning so it works for nature, landscapes, and livelihoods, before then working together to implement that management.

8. Shared design. Stakeholders and/or community deliver

Description	Environmental professional and stakeholders/communities work together to plan what needs to happen but then the stakeholders/community/citizens take on responsibility for delivery
Types of projects	Collaborative deer management
Roles in planning	Environmental professionals from public bodies and third sector • Sponsor and enable the engagement process • Provide technical information and statutory constraints • Enable and support communities and citizens to take part • Deliberate with others and share decisions Communities/stakeholders/citizens • Input information about local context • Explain user needs • Input values and concerns • Check feasibility and acceptability with others • Deliberate with others and share decisions
Roles in implementing	Environmental professionals from public bodies and third sector • Provide information on websites about governance structures, entity options, accounting, supply chains, bidding procedures, health and safety, practical management advice Communities/stakeholders/citizens: • Citizens (land holders), community or stakeholder groups hold responsibly for governance, finding funding, and implanting management • Community projects decide what kind of entity to be including: social enterprise, community interest companies, cooperatives • Build accountability to wider community • Carry out management • May need to provide reports for grants and licences
Examples from this research	None
How could engagement and empowerment be enhanced?	Increasing empowerment in this context would be to increase the number of people, breadth of interests, or level of influence of those engaged in management planning and skilling more people to carry it out.

9. Self-organised stakeholder/community provision

Description	Members of communities and/or groups of stakeholders take the initiative to develop a local project making decisions about what land use or land management they want and how to organise themselves and their resources to deliver it.
Types of projects	This category is where many local projects best fit for example managing local nature reserves, local woodland enterprise, community energy or water projects, or community farms/orchards/gardens When working at scale, organisations need to have a larger role in planning and or implementation so larger scale projects fit better in the full co-production category.
Roles in planning	Environmental professionals from public bodies and third sector • Respond swiftly and in a streamlined way to requests for information • Provide online resources e.g. discussion packs that help people work through the key questions to work out what to do and how to set up a new group Communities/stakeholders: • The local group holds full responsibility for planning land use and land management
Roles in implementing	Environmental professionals from public bodies and third sector • Provide (or signpost) information on websites about governance structures, entity options, accounting, supply chains, bidding procedures, health and safety, practical management advice Communities/stakeholders/citizens : • Community or stakeholder groups hold responsibly for governance, finding funding, and implanting management • Communities will need to decide what kind of entity they want to be, including: social enterprise, community interest companies, cooperatives • Build accountability to wider community • May need to provide reports for grants and licences to public bodies
Examples from this research	• Community buy out of green space in an urban area • Community buy out of forest land • Energy efficient community building
How could engagement and empowerment be enhanced?	• Develop guidance with representatives of local communities so it is in an accessible language and style • Streamline and simplify funding, licencing, and opportunity to bid to supply goods or services • Encourage networking between groups so they can develop a community of interest and share knowledge and knowhow

Table 11, below, summarises the role of environmental bodies in each category.

Table 11: Summary of possible roles for public bodies and third sector environmental organisations, in each category

		Responsibility for designing and planning land use and land management		
		Environmental professionals from public bodies (and the third sector) design and plan	**Shared design and planning**	**Other stakeholders and/or communities design and plan**
Responsibility for delivery and implementation	**Environmental professionals from public bodies (and the third sector) deliver**		Decide 'with' but hold the resources and power to implement	Hear what is wanted and then use specialist skills, resources and power to deliver
	Shared delivery	Decide 'for' then build capacity to share delivery	Co-decide and co-deliver	Hear what is wanted then share and support delivery
	Other stakeholders and /or communities deliver	Decide 'for' then hand over to communities	Decide 'with' then hand over to communities	Keep in contact and offer support

7 Recommendations

This research found examples of good engagement and empowerment in Scotland around rural land use and land management. However the *"pockets of enlightenment"[99]* quote is apt in relation to people who understand and work this way and the projects they are involved in. There is some way to go before public bodies are consistently able to deliver effective good practice engagement and empowerment. This section presents our main recommendations for public bodies in Scotland (although much of its content may be of relevance to other environmental organisations and public bodies more widely). These are followed by practical recommendations.

Main recommendations for environmental public bodies

Work culture:

- Embed empowerment values and ethos in environmental public bodies
- Transition internal culture, skills, and capacity to support the engagement and empowerment agenda
- Celebrate success and value those with relevant skills

Review and maximise empowerment:

- Map current land-use and land management tasks onto the Empowerment Framework - then optimise the empowerment appropriate to each task
- Maximise opportunities for full co-production
- Develop processes and structures that empower
- Make land use and land management decisions with, not for, others
- Provide guidance, materials and practical support to communities and stakeholders so they can share in planning and implementation

Practical Recommendations

1. Enable a transition in ethos and practice at both organisation and individual level

2. Use the Empowerment Framework and levels of influence model as review tools

3. Build understanding about key engagement concepts

4. Increase understanding and skills to deliver good practice engagement

5. Handle the transition between planning and implementation with care

6. Set up an engagement and facilitation network

7. Carry out further research - in particular an evaluation and live feedback during the transition process

Each of these practical recommendations is discussed in more detail below with supporting information provided in the Annex.

7.1 Recommendation 1: Enable a transition in ethos and practice

7.1.1 A transition at organisational level

Organisations that want to engage and empower people in land use and land management need the capacity and skills to design and facilitate, or to commission, best practice engagement and empowerment. Based on the interviews and surveys in this research, this will require a process of transition to embed a new ethos and new ways of working.

Our focus here is on public bodies (but the same points apply to the large third sector conservation organisations).

This transition process should include an ethos that:

- Is respectful and positive towards people from other sectors and communities and towards their knowledge and skills
- Recognises that people have the right to have a say directly, or via a representative, in changes that impact on their lives, livelihoods and landscapes
- Has as high a regard for colleagues who work on engagement and empowerment as for other technical specialists
- Is willing to let go of 'power over 'and shift to 'power with'
- Recognises that a public body is just one stakeholder in land use and land management amongst many

The transition process should include internal procedures that:

- Are more flexible, adaptive, experimental and open
- Broaden the skills and knowledge looked for in recruiting
- Reward relevant skills in promotion
- Embed engagement and empowerment as business as usual
- Evaluate engagement and empowerment against best practice criteria (going beyond criteria focused on the number of opportunities provided and the number who took part, to measures of power to influence and power to act)
- Include outcome evaluation and monitoring that goes beyond natural science to include broader metrics such community confidence and action
- Encourage sound understanding and familiarity with good practice engagement and empowerment methods and tools

The transition process should include external work that is open to:

- Other forms of knowledge
- Outcomes that go beyond environmental considerations to be more holistic, integrated, and long-lasting

- New governance or project management arrangements that go beyond environmental allies
- Innovations and practices around land use and land management

The transition process should ensure that staff are empowered:

- Front line staff feel empowered and supported by their own organisation so they can build trust and take action with others (without having to refer up lines of management).

A project by the Welsh Government has already considered in depth the kind of ethos they think is needed to make a transition to a new ethos and practice. It is included in Annex 12 as a resource.

7.1.2 Encouraging and supporting transition at an individual level

Engagement and empowerment skills have not been typical recruiting priorities for highly scientific bodies such as SNH, FCS and SEPA and other environmental organisations. However, some public bodies are now adopting competency frameworks that value relevant skills and indicate a change in direction: for example, FCS has now adopted the Civil Service Competency Framework, which has a core competency of "*working with people*".

There is a tendency for environmentalists to see natural science as the exclusive source of authoritative knowledge, and to hold the view that natural science evidence should be the main determinant of what happens[1]. Holding this view makes it difficult to accept the legitimacy of others' evidence or knowledge or their role and influence in shaping what happens. To do so requires the change outlined in Table 12 below:

Table 12: Change in attitude of environmental managers[2]

From: ⟶	To:
Focus on scientific and technical knowledge	Many forms of knowledge are needed and used
Seeing other stakeholders as the problem	Realising we are all stakeholders and all part of the problem and the solution
Seeing other stakeholders and communities as a distraction and drain on resources	Realising they are a resource – of information, ideas and endeavour
Telling others what to do	Listening with an open mind
Pushing others to change	Working with others to agree change
Behaving as experts	Behaving as partners
Formal approaches	Informal and interactive approaches
Our ideas and solutions	The best ideas and solutions are the ones that are most workable, acceptable and used

For public bodies to make a transition to this type of thinking will take time. One of the organisational change models[3] classifies individuals and the speed with which they become 'players' i.e. actively involved in new ways of functioning and delivering organisational goals. It identifies the following categories and the percentage of

people who fall into each category: innovators (2.5%), early adopters (13.5%), early majority (34%), late majority (34%), and laggards (16%).

Any organisational process seeking to create a transition in staff and their role from being professional experts telling others what is best, to becoming partners in engagement and empowerment, will need to be handled with care, sensitivity and a long term view.

This research found innovators and early adopters busy in all the agencies and partnership projects but they also expressed frustration with colleagues and with organisational barriers. As one respondent said, *"very often people just don't like change – this [empowerment] can be difficult to make them understand - and that things are going to change for the better".*

If innovators and early adopters understand this change model, it may help them handle their impatience towards those who have not yet made the transition in thinking.

7.2 Recommendation 2: Use the Empowerment Framework and 'levels of influence' model as tools

We recommend that the Empowerment Framework (Table 4, page 19) and the 'levels of influence' model (Table 5, page 20) are used as tools to assess current work, to explore whether further empowerment is needed, and to plan action.

The initial step to do this is to identify discrete land use and land management tasks, initiatives, programmes, plans or projects. Once this is done, the people currently holding power over planning and/or implementation decisions can be asked to carry out a self-assessment using the models.

We suggest the following sequence of tasks:

1. Depending on the stage the work is at, assess who is in the group that holds power, resources and responsibility to plan land use and land management or to implement actions.

2. Consider if this group includes only environmental professionals (from public bodies and third sector) or also other interests, sectors and/or communities of interest or place.

3. Map the result on the Empowerment Framework.

4. Use the 'levels of influence' model to assess what kind of engagement is taking place, and the level of influence it is providing other stakeholders and communities.

5. With this information, assess whether the approach to land use and land management sits in the optimum location on the Empowerment Framework.

6. If it is appropriate for empowerment to be enhanced, work out how to do this. (For example, does it mean broadening the membership of the planning and implementation group to include others sectors and interests, or increasing the influence of other stakeholders and/or communities?).

7. Work out what support other stakeholders and/or communities need to take part in planning and implementation (for tools and approaches that support empowerment see 4.6.4, page 27).

7.3 Recommendation 3: Build understanding about key engagement concepts

Key engagement concepts include:

- **Negotiating with stakeholders does not have to mean selling out**. From the surveys and interviews, a few respondents expressed concern that empowering communities and stakeholders in decisions around land management might mean 'selling out' and result in weak compromises and poor land management. This is a legitimate concern if the process of planning land use and land management is poorly designed. However, engagement processes designed on consensus building principles work differently because they help people shift from adversarial negotiation tactics to cooperative ones (see Table 21, page 103) and seek to maximise win/wins.

- **It is important to use all forms of knowledge**. Rural land and rural communities are dynamic and constantly changing from both internal and external influences, which interact in often unpredictable ways[4]. Robust land use and land management decisions result from capturing multiple forms of knowledge, not only from scientific and technical knowledge.

- **Shift the focus from solving problems to building on strengths**. Problem solving is the typical cultural approach to change in the UK and the same applies to land use and land management. Problem solving involves identifying issues, challenges and difficulties and working out how to solve them. However, this can leave people feeling overwhelmed and disempowered. An alternative approach is to focus on what is already working well and then working out how that can be strengthened and enhanced. This builds buy-in and momentum for action.

Each of these is explored in more detail in Annex 10.

7.4 Recommendation 4: Increase understanding and skills to deliver good practice engagement

This research found people enthusiastic about engagement and empowerment, committed to doing the best possible work within available budgets, and having good intent towards working with communities and stakeholders. This is a strong foundation for developing good practice.

Clear guidance, increased understanding, and training in relevant skills, can build on this foundation and will maximise the likelihood that engagement processes achieve their goals.

As explained in Section 4.4, a common view of engagement is that it is successful if it is very inclusive and large numbers of people have been involved. However, empowerment requires a shift in emphasis from contact with large numbers of people to increasing the number and range of people who are empowered to influence the outcome.

Community and stakeholder engagement translates into empowerment and collective action through well-designed and delivered deliberative engagement processes which: enable a change from adversarial to co-operative negotiation behaviour, increase the range of information used, and engender ownership of decisions. These outcomes will help to increase the likelihood that robust land use and land management decisions are made.

The following sections describe some keys to success and are supported by further information and resources in the Annex 9.

7.4.1 Understand and deliver good practice

There is an international consensus amongst researchers and practitioners about what constitutes good or best practice (see 4.5.2, page 23). In the context of this research, some respondents clearly believed that certain projects were on the cutting edge of best practice, however closer inquiry suggested this was not the case. The risk here is that if people mistake *adequate* practice for *good* practice, others will copy it or organisations will roll it out as the best way to do things, without realising that there are better, more robust alternatives.

We have provided guidance on the key steps in a good practice engagement process in Annex 11 and provided links to good practice guides in Annex 9.

7.4.2 Enhance understanding of the role of engagement designer-facilitators

For larger area projects, respondents pointed to the role and importance of trained and skilled facilitators.

For an engagement process to be fair and impartial, the process designer and facilitator must be neutral and free to work on behalf of everyone. If the commissioning body directs or steers the facilitator, they cannot function as an independent third party and would have to compromise their professional ethics and standards. In this context, employing an independent facilitator is an act of releasing control, and as such can be an uncomfortable experience. It represents a radical shift in the organisational culture of public bodies and other institutions[5].

Facilitators vary in the amount of design and preparation they do. At one end of the spectrum are 'drop in' facilitators. They turn up and facilitate individual meetings within a process designed by the commissioning body. The facilitator can run the meeting in a fairer way and at lower cost, but this is a false economy. If the commissioning body holds power over the process, they control the outputs and outcomes – which is not genuine empowerment at work.

Designer/facilitators work at the other end of the spectrum. They scope the context and then hold responsibility for a fair and equitable process that they tailor to the situation. The commissioning body releases control on the process and takes on the role of secretariat, coordinator and host to the process that the third party designs.

During the research, respondents described engagement processes where the facilitators were trained external professionals, and processes where the facilitators were project officers from within the organisation or the project behind the engagement. It was unclear what criteria, if any, were used to decide who would be responsible for facilitating the processes. The pros and cons of using either project officers or professional facilitators are outlined in Table 13 and Table 14 below.

In principle, the greater the complexity, levels of tension, and difference of views, the more an independent facilitator is required.

Table 13: **Advantages and disadvantages of a project officer functioning as a facilitator**[6]

Advantages	Disadvantages
- It can be more cost effective - It helps to embed engagement and empowerment as business as usual - They have in-depth knowledge of issues and participants - They know the history of the project - They know about venues and other logistics	- Stakeholders may raise questions around trust, impartiality and neutrality (especially if there is pre-existing tension and suspicion) - The person may struggle to stay impartial - They may be vulnerable to influence by senior colleagues or high status participants - They may not be able to design and facilitate complex and multi-interest processes - The work is demanding and if this is not their main role it will have negative consequences on their day job - They may not be able to facilitate diverse, tense or large groups

Table 14: Advantages and disadvantages of using a professional facilitator[7]

Advantages	Disadvantages
- They know how to scope a situation and design the optimum process within time frames and budgets - They know how to tackle complexity and tension - They behave impartially - The can facilitate more in a group – up to 60 people	- They cost more - The commissioning body has to let go of control of the process - The resources required mean that professionally facilitated processes are often not feasible at local and community level

7.4.3 Ensure engagement is cohesive and integrated

One of the research findings was that a lot of engagement activities are taking place but they appeared to be organised in a somewhat *ad hoc* and disconnected way. This is less of an issue when the engagement is to gather information at the lower levels of influence. However it really matters if there is a core deliberative decision-making process supported by wider engagement (such as drop-in events or surveys).

When there is more than one element to the engagement, it is vital for clear, functional links to carry information and priorities between different activities. These links might be individuals who can carry the views of a particular interest group from one forum to another, or could be presented in the form of documents, maps, or presentations.

If these critical paths are not designed into the process, and genuinely functional (not mere lines on a diagram), the most immediate effect is on power. For example, broader engagement ends up having no meaningful influence on the core deliberations, or there is an imbalance in the types of knowledge or networks that are influencing the process.

Integrated processes are more empowering to more people, and as a result are more likely to result in the integrated and equitable use and management of land

7.4.4 Know about the pros and cons of different approaches and methods

An important part of designing a good practice engagement process is assessing the situation and working out which of the existing methods and approaches will work best for that context, or if a new approach needs to be designed or developed.

Being able to do this first requires a working knowledge of well-established methods, and how they function in relation to inclusion, deliberation and their ability to handle the complexity and tensions of land use and land management. To help with this Annex 6 presents a summary table of approaches and their strengths and weaknesses.

7.4.5 Know how to build agreement across dispersed communities and groups

The research shows that in some parts of Scotland, a key challenge for engagement is that workshops are not an option. Remote and dispersed communities, lack of suitable venues, and costly or poor transport connections were all mentioned as barriers (see Section 5.4.1, page 37).   Respondents also said that internet connection could be poor and, as a result, in some locations online engagement methods are not an option. This report does not go into detailed solutions for other contexts, however respondents working in this context seemed particularly stuck so we have addressed this here.

The clear requirement is to design a consensus approach for integrated action without bringing everyone together in one place. The key to solving this is to think about the elements of a workshop and how to do them remotely.

Briefing presentations are videoed and made available (online if that works or a DVD sent by post if not). The equivalent of breakout sessions happen by using a sequence of discussion packs that broaden out and narrow down the discussion (as illustrated in Figure 6 page 107). People meet in groups of about 10 people (using offices, pubs, community spaces, or homes) and work through a pack before reporting back. The pack includes how to host and run the meeting (including a timetable, the sequence of tasks and questions, how to record what people say, and how to report back). The facilitator then collates the outputs, just as they would from a workshop, before sending it back out to everyone so they can see what everyone else is saying. If this can't be done by the internet it is entirely feasible to do it by post.

7.5 Recommendation 5: Handle the transition from the planning stage to implementation stage with care

Following the planning stage, projects may need to make a transition to new working arrangements for the implementation stage. This is a vulnerable time for maintaining buy-in and trust and needs to be approached with care. The approach will also differ depending on whether the project is focusing on a large area (such as a landscape or catchment) or a project working at a local level. These are explored more below.

7.5.1 Integrated area projects

To increase empowerment at this stage, projects and initiatives may need to broaden the group (who hold responsibility for implementation) to go beyond professional public bodies and environmental allies.

One project that responded to the survey (from outside Scotland) is developing new governance arrangements. They described how during the deliberations about land use and land management, 45 participants built consensus about the numbers and mix of interests they wanted in the group overseeing implementation. They also worked up guidance on the group's roles and responsibilities including that: they were accountable to the wider group of stakeholders, should keep them informed of progress, and hold review workshops (perhaps annually), so the broader group could get together and continue to influence land management and use. The project is also exploring how the governance group is set up and considering whether it should be a social enterprise, cooperative or straightforward charity.

When integrated processes take place in this way, everyone can get on with what they are good at knowing their contribution is part of an integrated and complementary package of actions, and these are set within broad overarching goals for the area.

A key to on-going success is on-going engagement, including progress review workshops to help the project keep on track and responding to new pressures and opportunities.

7.5.2 Local area and community projects

The arrangements for a transition of local or community projects require particular care at this stage. Larger projects have the advantage of professional organisations forming part of an overseeing group. Local projects and community projects may only have this input through the planning stage, if at all.

These local projects need support in taking on land use or management as tenants or owners of land. This includes appropriate legal structures, governance arrangements, communication, financial management, human resources, and insurance.

They may also need support to develop the ability to sell goods or services, which require business planning, tendering and bidding, establishing supply chains, marketing, sales, and managing cash flow.

For a list of community capacity-building resources, please see Annex 9.

7.6 Recommendation 6: Harness assets for change

A key barrier in a time of shrinking public finance is finding the resources for engagement and empowerment and for land management itself.

When working in isolation, organisations and communities have too few resources or funds to meet their aspirations around both engagement activities and integrated land use and land management. Projects have threshold costs that no organisation alone could hope to meet. However, when the different organisations pool resources, they can not only meet the threshold costs, but as a partnership, have sufficient funds to achieve wider aspirations and deliver multiple benefits. As a result, the partners achieve more with their money or can make savings.

Whilst engagement and empowerment processes are resource intense, they harness untapped and previously unknown resources. One of the cases (a landscape project outside Scotland) reported that the process they used (a Stakeholder Dialogue facilitating co-production) resulted in participants making a long list of offers towards the project goals. The resulting *"Directory of Offers"* includes:

- People: staff time, volunteers

- Communication: website design, help developing a brand, use of their own media, use of their own networks to promote and disseminate what was happening

- Funds: Corporate Social Responsibility (CSR) funding from business, offers to help set up a new trust fund, donations, and a one company potentially offered a percentage of business profits

- Information: data, surveys and maps

- Practical work and technical skills: management of footpaths and habitats, technical and business skills or advice

- Learning opportunities: formal and informal education and interpretation

- Venues and refreshments: for meetings and different types of events

7.7 Recommendation 7. Set up an engagement and facilitation network

Some people who responded to the research said that they already network informally with others working on engagement and empowerment. There is scope to expand on this and to establish an engagement, empowerment and facilitation network across the agencies and partnerships. This would provide the support needed by people working on engagement and empowerment.

Dedicated networks for facilitators have been set up (by us) in the UK and elsewhere. They tend to start with a core group who receive in-depth training. Groups may then go on to:

- Develop time exchange arrangements where members swap time to help with designing engagement process and workshops, or helping to facilitate each other's events. Depending on the context, this team may then work under the guidance of more experienced members, of if the situation demands it, professional facilitators. Each workshop will then have enough skilled small group facilitators. The benefits of this approach are that it is more affordable than a full professional team; workshops are more equitable and interesting because a greater range of techniques can be used; and most importantly, participants feel their time has been well spent and the process is equitable.

- Host speakers and further training courses to help new members to develop relevant skills, or to expand the skillsets of existing members.

- Provide a 'critical friend' function to review each other's processes against good practice and provide feedback.

7.8 Recommendation 8: Carry out further research

Earlier recommendations focus on the transition needed within environmental public bodies to embed an ethos, capacity and skills to enhance engagement and empowerment. We recommend this is done with ongoing evaluation and feedback to help public bodies carry this into practice. This would avoid change being imposed from the top down (which would be in contradiction to the ethos of empowerment). A transition process with evaluation and feedback could include:

- Setting attitudinal baselines at the outset (and repeating these at various points during the process)

- Designing a process of dialogue that empowers all staff to be involved in planning and implementing action

- Mapping the organisation's work onto the Empowerment Framework to see where each type of work currently sits, and then considering whether or not empowerment could be increased and if so how

- Carrying out a formative evaluation to assess progress, overcome barriers, capture learning, and feedback into the transition process. Different questions could be asked at each stage of change, as outlined in Table 15 below.

Table 15: Possible stages of an evaluation and feedback process

Stage	Example questions
Understanding of empowerment	• To what extent have people understood empowerment? • What do they think of the transition plan?
Implementation of empowerment ethos and projects	• What difference has this made to how people work? • How many new projects have been set up using this ethos? • What is working and how can it be enhanced?
Effect of empowerment activities	• What effect do people think this change has had? • What difference do external people perceive? • What has changed on the ground? • What can be learnt for the next round of initiatives?

This approach would help staff in public bodies to be reflective and reflexive about their progress through culture change. It would mean staff feel they have more control over their own action learning and are not having 'experts' or seniors, impose things on them. This may help to reduce barriers to change.

Other research could include:

- In-depth analysis of particular projects to explore the power dynamics within engagement processes and the levels of community empowerment achieved

- Looking at the extent that engagement with low levels of influence (as undertaken by many of the projects we heard about) still builds social capital and buy-in

- Exploring how organisations can best embed the ethos and ethics of empowerment in their working culture

- In relation to community projects and concerns about strong local leaders becoming door keepers and blocking wider community empowerment: what are the optimum ways to support strong local leaders who need the determination and drive to initiate projects but then need to shift to a different skills set to manage community projects and community empowerment processes in an inclusive way.

- Examining potential differences and similarities between different areas of rural Scotland.

8 Summary and Conclusion

The ambition of the Scottish Government and public bodies is to learn from, and enhance engagement and empowerment in rural land use and land management. The benefits of getting it right are summarised in the table below.

Table 16: Benefits of engagement and empowerment

Stage	Benefits
During planning	• Better quality and more integrated decisions • Changes in understanding, new ways of thinking, and innovations • Consensus building for mutual benefit • Enhanced buy-in
During implementation	• Collaborative action, easier and quicker implementation • Strengthened communities (of place or purpose) who are more resilient • Increased confidence, capacity and skills to adapt to new challenges • New social and economic opportunities realised • Resources of time, energy, funds, data and staff released
Both stages	• Social capital (the sum of trust, reciprocity and exchange) is enhanced • Stronger working relationships and alliances between stakeholders/communities

Our research found strong foundations to build on including:

- A positive policy context in the Community Empowerment Act, the Land Use Strategy and related land use and management policy

- Interest and enthusiasm amongst some staff in relevant public bodies, environmental NGOs and partnership projects

- Increased aspiration and ambition amongst some local communities

- Examples at all scales from national level, to landscape, to local area

Engagement and empowerment can be increased by enhancing the understanding, skills and capacity within land owning and managing public bodies (and third sector organisations) and amongst local communities and stakeholders.

This includes enhanced understanding about power and the kind of power environmental public bodies have and use, and an assessment of where current work sits on the Empowerment Framework and where it could sit to increase empowerment and engagement. Greater skills are needed around how to analyse situations and how to run, or commission, facilitators to deliver good practice participation processes. Land use and land management projects must also give more attention to the implementation stage, including inclusive governance, new governance structures, accountability to stakeholders and on-going engagement.

This research showed that projects working at large scales (e.g. landscapes or catchments) are carrying out significant levels of engagement. However, the emphasis is on activities that engage large numbers of people, without these people necessarily being able to then influence land use and land management decisions.

Typically, the power to plan and implement land use and land management activities rests with environmental public bodies and conservation third sector organisations. In the planning stage, increasing empowerment will mean sharing the decision-making with other interests and other types of organisation. At the implementation stage, empowerment could mean mandating sub groups or organisations to hold resources and responsibility for specific initiatives. The overseeing group would then take on a coordinating rather than delivery role.

Community and local engagement projects have different challenges. The evidence from this research suggests that people involved in these kinds of project want clear guidance, simpler bureaucracy and practical support. Care needs to be taken to ensure local groups are working for and with the local community, and not for the interests of a vocal minority.

Well-designed and delivered engagement and empowerment initiatives harness untapped and previously unknown resources for change. This brings greater benefits for people, livelihoods, wellbeing, nature and landscapes.

Annex 1 Terms and Acronyms

Acronyms used in this report

bTB	Bovine Tuberculosis
CAMERAS	Co–ordinated Agenda for Marine, Environment and Rural Affairs Science
CBD	Convention on Biological Diversity
FCS	Forestry Commission Scotland
GAP 1 and GAP 2	Two phases of a project based on bridging the gap between science stakeholders and policy in a commercial fisheries context
GHG emissions	Greenhouse gas emissions
NGO	Non-governmental organisation
RSPB	Royal Society for the Protection of Birds
SAC	Special Area of Conservation (for habitats)
SEPA	Scottish Environment Protection Agency
SNH	Scottish Natural Heritage
SPA	Special Protection Area (for birds and their habitats)
SSSI	Site of Special Scientific Interest
UNECE	United Nations Economic Commission for Europe

Glossary of Terms

Please note: the research team has provided these definitions to help with understanding of the report. They should not be taken as definitive or official definitions.

Agri – environment schemes	Government programmes set up to help farmers and landowners manage their land in an environmentally friendly way.
Scottish Land Fund	A fund set up by the Scottish Government in partnership with Big Lottery Fund and the Highlands and Islands Enterprise. It supports rural communities in becoming more resilient and sustainable through the ownership and/or management of land.
Community of place	A group of people who live in the same place and who network and interact in the interests of that place.

Community of interest / purpose	A group of people who share a common interest or purpose and who network and interact around a shared interest.
Consultation fatigue	When stakeholders lose interest and/or are cynical about taking part in consultations - usually because they have not seen their contribution valued or make a meaningful difference in the past.
Consensus Building	A designed process that enables parties with different views and values to collaborate, solve challenges and negotiate a mutually acceptable way forward. 'Consensus' does not mean that everyone agrees about everything to the same extent. A group is said to have reached consensus when after thorough exploration, the group has found a way forward that everyone is willing accept. For some that will be the best option and others will accept it because through in-depth deliberation no better alternative has been found.
Co-production	Co-production is a reciprocal relationship between citizens, non-government organisations (NGOs), and public bodies, which draws on the resources (such as time, effort, energy, information, know-how, innovations, skills and funds) of each to share in the design, development and delivery of agreed actions to result in shared benefits.
Deliberation	In depth and careful thought and discussion, considering information and weighting options in order to make a decision.
Ecosystem services	The benefits that result from nature and natural processes that humans use and enjoy for and include: • supporting services (nutrient cycling, soil formation, water cycles) • provisioning services (food, water, minerals, raw materials) • regulating services (climate regulation, waste decomposition, water purification, pest control) • cultural services (spiritual, recreation, wellbeing and recreational benefits)
Green infrastructure	A network of green spaces, green roofs and walls, streams and rivers that support natural processes and support human wellbeing.
Re-wilding	Restoring an area of land to an uncultivated state where natural processes and habitats are able to develop. This may include reintroducing larger birds, fish and mammals that have been lost from the area.
RSPB	Royal Society for the Protection of Birds.
SAC	Special Area of Conservation. An area designated to conserve special habitats that are important in a European context.
Silo mentality	When organisations or departments within organisations do not collaborate or even share information and knowledge.

Social capital	The sum of trust, reciprocity, understanding, established norms of behaviour, shared values, shared goals, connectedness and networks.
Social productivity	Productivity that results from the collaborative agreement of shared goals and the sharing of resources and assets to achieve those goals
Social learning	Process in which individuals observe the behaviour of others and its consequences, and modify their own behaviour accordingly.
SPA	Special Protection Area: An area designated to conserve birds and their habitats that are important in a European context.
SSSI	Site of Special Scientific Interest: An area designated under national legislation to protect special habitats and species.
Statutory obligations	An obligation created under law to fulfil the intent of the law.

Annex 2 Key to Quotes

Respondent Number:	Organisation:	Country:	Quoted in this report
1	Business	Scotland	
3	Voluntary	Scotland	
4	Non-Government Organisation (NGO)	Scotland	
6	Other (Community)	Scotland	
8	Community Organisation	Scotland	✓
9	Other (Business)	Scotland	✓
10	Business	Scotland	✓
12	Other (Education)	Scotland	✓
14	Public Body (includes central Government, agencies and local authorities)	Scotland	
15	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
16	Research	Scotland	✓
17	Research	Scotland	✓
18	Non-Government Organisation (NGO)	Scotland	✓
20	Voluntary	Unknown	✓
21	Other (Public Body)	Scotland	✓
23	Research	Scotland	
25	Non-Government Organisation (NGO)	Scotland	✓
26	Community Organisation	Scotland	✓
27	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
32	Voluntary	Scotland	✓
34	Other (Charity)	Scotland	
35	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
36	Public Body (includes central Government, agencies and local authorities)	Scotland	✓

37	Other (Charity)	Scotland	✓
39	Other (Charity)	Scotland	✓
41	Research	Scotland	✓
42	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
43	Non-Government Organisation (NGO)	Scotland	✓
44	Community Organisation	Outside Scotland	
45	Community Organisation	Scotland	
46	Business	Scotland	✓
47	Community Organisation	Scotland	✓
51	Business	Scotland	✓
53	Other (Community)	Scotland	✓
54	Business	Scotland	✓
61	Business	Unknown	✓
64	Voluntary	Scotland	✓
65	Community Organisation	Scotland	✓
66	Voluntary	Scotland	
68	Community Organisation	Scotland	✓
70	Voluntary	Scotland	✓
71	Non-Government Organisation (NGO)	Scotland	✓
72	Business	Scotland	
73	Public Body (includes central Government, agencies and local authorities)	Scotland	
74	Partnership Project	Scotland	
75	NGO	Outside Scotland	
76	Research	Scotland	
77	Public Body (includes central Government, agencies and local authorities)	Scotland	
78	Community Organisation	Scotland	
79	Public Body (includes central Government, agencies	Scotland	

	and local authorities)		
80	Community Organisation	Scotland	
81	Community Organisation	Scotland	
82	Central Government	Outside Scotland	✓
83	Public Body (includes central Government, agencies and local authorities)	Scotland	
84	Public Body (includes central Government, agencies and local authorities)	Scotland	
85	NGO	Scotland	
86	Partnership Project	Scotland	
87	Business	Scotland	✓
88	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
89	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
90	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
91	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
92	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
93	Partnership Project	Scotland	✓
94	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
95	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
96	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
97	Partnership Project	Scotland	✓
98	Public Body (includes central Government, agencies and local authorities)	Scotland	
99	Public Body (includes central Government, agencies and local authorities)	Scotland	✓
100	Public Body (includes central Government, agencies and local authorities)	Scotland	✓

101	Partnership Project	Scotland	✓
102	Authority (Local Authority)	Scotland	
103	Partnership Project	Scotland	

Annex 3 Background to empowerment

At a Scottish level, national policy is increasingly embedding engagement. Scotland's Land Use Strategy[1] seeks to deliver multiple benefits from nature through "*partnerships with nature*" that "*link people with the land*". One of its objectives is: "*urban and rural communities better connected to the land, with more people enjoying the land and positively influencing land use*".

Empowering communities "*to influence how land is used and managed in Scotland*" is one of the key ways in which this objective is to be delivered. This includes influencing the management of privately owned land via policy instruments and "*wider community opinion*". This is supported by one of the ten principles that underpin the Land Use Strategy, which is that "*people should have opportunities to contribute to debates and decisions about land use and management decisions which affect their lives and their future*". One of the 13 actions for the Scottish Government included in the strategy is to "*identify and publicise effective ways for communities to contribute to land-use debates and decision-making*". Specifically, the Land Use Strategy makes a commitment to *"give appropriate guidance on land ownership models that give local communities an opportunity to have a stake in their future, and which support sustainable land use."*

Reforms to the Scottish planning system contained in the Planning etc. (Scotland) Act 2006[2] and subsequent National Planning Frameworks were based on the premise that "*creating more opportunities for community participation will help local people shape the decisions that affect their communities and forge new partnerships and ways of working*". Under the new system, communities have more opportunities than ever before to engage in planning decisions.

> **What is community empowerment?**
> The Scottish Government defines community empowerment as, "communities being supported to do things for themselves; people having their voices heard in the planning and delivery of services [through] community engagement and participation". A review of the academic literature on empowerment further specifies this as: a process and an outcome in which communities identify and overcome the conditions that foster powerlessness, and foster the power necessary to control and implement decisions that affect them.

Most recently, the 2015 Community Empowerment (Scotland) Act aims to "*strengthen community participation, unlock enterprising community development and renew communities*". It aims to empower community bodies through the ownership of land and buildings, and has increased the level of duty on public bodies to ensure that communities can influence decisions about the provision of services. It includes:

- Reforms to community planning, for example putting Community Planning Partnerships on a statutory footing, and imposes duties on them around the involvement of community bodies at all stages of community planning.

- It gives community bodies a right at any time to request to be involved in a process that is meant to improve the outcomes of a public service.

- It seeks to improve and streamline administrative procedures to make community right to buy more accessible and efficient, so that more communities are encouraged to register a community interest in land.

- Where all other options have failed to achieve the sustainable development of land, communities are given powers to acquire the land without having to wait for it to be put on the market (even without a willing seller), providing Ministers are satisfied that "*the right to buy is compatible with furthering the achievement of sustainable development in relation to the land and that the continued ownership of the land by the owner is inconsistent with furthering the achievement of sustainable development in relation to the land*".

- It provides communities with rights to make it easier for them to "*take over unused and underused public sector assets*", contributing towards the Government's commitment to have 1 million acres of land in community ownership by 2020[3].

Annex 4 Land Use Policy

The Climate Change (Scotland) Act (2009) committed to the development of a Land Use Strategy that provides a strategic vision and policy agenda for a more integrated approach to land use and management in Scotland. The first Land Use Strategy ran from 2011-2016, and the second strategy will come into effect in March 2016, running to 2021. Two Land Use Strategy Regional Framework Pilots were published in 2015, exploring novel methods for engaging communities in land use planning and other decisions relating to the future management of land. Evaluations of the delivery of the first Land Use Strategy identified shortcomings in the translation of principles from the strategy on the ground. Combining the findings of the reviews with evidence from the pilots, there is likely to be a much stronger emphasis on the empowerment of communities in decision-making to deliver principles in the second Land Use Strategy.

The first strategy set out the need for urban and rural communities to be better connected to the land, with more people enjoying the land and positively influencing land use and land management. One of the ten principles that underpins the first and second strategy was that "*people should have opportunities to contribute to debates and decisions about land use and management decisions which affect their lives and their future*". One of the 13 actions for Scottish Government identified in the first strategy was to "*identify and publicise effective ways for communities to contribute to land-use debates and decision-making*".

Building on this, the second Land Use Strategy focuses on informed decision-making, including "increased accessibility and wider empowerment of communities and stakeholders in decision making", as one of three core themes. This has been informed by the findings of two Land Use Strategy Regional Framework Pilots, which explored a range of novel methods for engaging communities in land use planning and other decisions relating to the future management of land. Evaluations of the delivery of the first Land Use Strategy identified shortcomings in the translation of principles from the strategy on the ground. Combining the findings of the reviews with evidence from the pilots, there is a much stronger emphasis on community empowerment to deliver principles in the draft second Land Use Strategy. It is proposed in the second strategy that informed decision-making may be facilitated via ecosystem service mapping, regional land use partnerships and frameworks, and land use facilitation and mediation.

The first Land Use Strategy identified all policies that related to land use in Scotland to develop an integrative vision for future land use. This analysis forms the basis of the continued vision of the second strategy. Policy instruments linked to land use include:

> Scotland's Land Use Strategy aims to *"fully recognise, understand and value the importance of our land resources, and where our plans and decisions about land use deliver improved and enduring benefits, enhancing the wellbeing of our nation"*. It has three objectives, focusing on economy ("*delivering multiple benefits*"), environment ("*partnerships with nature*") and communities ("*linking people with land*").

- The Scottish Forestry Strategy[1] which sets out a vision of a forestry sector "*that is diverse and strong; in tune with the environment; employing many people in a wide range of enterprises; and providing the many other services and benefits that people need, now and for the future*". Linked to this, the Forestry Commission Scotland's National Forest Land Scheme has helped create a stronger connection between local communities and land. Since 2005, nineteen local communities have taken over ownership and management of >3,000 hectares of forestry to deliver local aspirations.

- The National Planning Framework[2] recognises the increasing shortage of affordable housing for many rural communities in Scotland, and states that "*planning authorities should support, protect and enhance open space and opportunities for sport and recreation*". Linked to this, the National Forest Land Scheme[3] gives community organisations, NGOs, and housing bodies the opportunity to buy or lease National Forest Land to provide public benefits, including affordable housing and woodland crofts

- Access to much of the Scottish landscape is facilitated through the statutory right of access (often referred to as the 'right to roam') under the Land Reform (Scotland) Act 2003, subject to specific exclusions and as long as users behave responsibly. Under this legislation, local authorities and National Park Authorities must draw up a plan of core paths in their area, after consulting with local communities, land managers and path users. This is accompanied by the Scottish Outdoor Access Code[4] and the Woods In And Around Towns[5] initiative to promote active travel and healthy communities

- The Scottish Sustainable Communities Initiative[6] (launched in 2008) encourages the creation of places that are "*designed and built to last, where a high quality of life can be achieved*". This involved a series of charrette workshops where local authorities, landowners, the development industry and others discussed proposals with communities to create more ambitious, sustainable and inspiring places

- The Crofting Reform (Scotland) Act (2010)[7] aims to improve the governance of crofting by addressing absenteeism and land speculation, for example by establishing a Crofting Register

- The Climate Change (Scotland) Act (2009)[8] (which included the commitment to develop a Land Use Strategy) aims to reduce greenhouse gas emissions and transition to a low carbon economy through the establishment of ambitions GHG reduction targets: 42% by 2020 and 80% by 2050. There is also a Climate Change Adaptation Framework[9], designed to help communities adapt to the effects of climate change

- The Climate Change (Scotland) Act links to a collaborative approach to flood risk management planning in the Flood Risk Management (Scotland) Act (2009)[10] designed to help communities to deal with flood risks, and promote upstream land use and management practices that can alleviate flood risk

Building on the integrative vision of the first strategy, the draft second Land Use Strategy identifies the following policy areas where further action may be needed in the next five years:

- Using an Ecosystem Approach to better understand and manage natural resources for productive purposes, whilst conserving stocks of ecosystem services for future generations

- Ensuring relevant sectoral strategies (e.g. in marine, forestry and agriculture) take account of the Land Use Strategy Objectives and Principles in their design and delivery

- Information and awareness-raising to provide clarity on implications of the Land Use Strategy for the planning system and development planning, and how the Ecosystem Approach can be used in Strategic Environmental Assessment

- Reviewing the Scottish Forestry Strategy

- Facilitating access to data about land ownership and management via the Land Use Data Directory

- Encouraging the establishment of regional land use partnerships

- Developing and implementing measures to facilitate a step change in climate friendly farming and crofting

- Developing a more targeted approach in the current Scottish Rural Development Programme Agri-Environment Climate Scheme, using more localized, map-based assessments of ecosystem services to inform funding decisions

The draft second Land Use Strategy also makes a number of other proposals, including:

- Considering the advantages and drawbacks of a single policy statement about land which deals with ownership, use and management

- Further exploring the development of regional land use frameworks for rural areas of Scotland

- Exploring options for facilitation and/or mediation between land owners/managers and communities

- Scoping the potential to develop a strategic vision for Scottish uplands

Annex 5 Power

Power dynamics impact both the nature and quality of decisions and the acceptance of decisions. Power determines whose voices get heard and how knowledge is created or used[1][2][3][4][5]. Before organisations think about how to 'empower' others it is helpful to understand the different types of power they hold and how power works.

Most ways of defining power refer to the various means by which individuals and groups act and influence each other to act[6][7][8][9]. This includes status, positional, and social power *over* others, such as power that is mediated through pressure groups or differences in formal educational status that prevent equal participation of disadvantaged groups[10][11]. It may also include power to act, power with and power within, where individual and collective action shares the knowledge and skills necessary to enact change[12][13].

In this context, there are a range of social processes that can affect the quality of decisions and the likelihood that outcomes of a decision-making process will be accepted[14]. For example, collaborative, multi-stakeholder decision-making processes are significantly more likely to produce high quality and durable outcomes when they explicitly consider the role of power[15][16][17].

For the purposes of this report, there are two typologies that are particularly relevant to stakeholder and community empowerment in the land use sector. The first categorises the power base organisations and individuals use to assert their view. The second categorises the modes in which power may be used.

Power Base[18]

- **Statutory power** is based on external laws and statutory obligations and roles. Public bodies must fulfil these responsibilities, but there is often scope for altering the way they are achieved. This could include delegating power and accountability to other organisations or sharing power to decide how the obligations are implemented and met.

- **Financial power** can be exerted by sharing or withholding funds. In the current austerity context the financial power held by public bodies is diminishing, but there is still scope to share or give financial power through grants, service agreements or other forms of payment.

- **People power** derives from the numbers of people that support organisations or individuals. Of the environmental organisations, public bodies do not hold this kind of power but the large environmental NGOs and environmental or community campaigners do.

- **Land-owning** power is based on who holds land and the right to decide what to do with it. Environmental public bodies and third sector organisations hold considerable tracts of land and have typically held full 'say' over its use. Sharing this power involves either sharing land use and management decisions or selling or leasing land to others.

- **Knowledge power** is rooted in the types of knowledge held by a group, with natural science and technical knowledge. Environmental organisations have strong science cultures. They employ mainly graduates trained in the natural sciences and commission scientific research. As a result, they hold considerable scientific knowledge power. There are a number of ways of sharing knowledge power including:

  - Co-creating science knowledge with communities, users and stakeholders

  - Citizen science programmes

  - Providing accessible language summaries and presentations

  - Helping communities and stakeholders to present their information and data in a professional way so it stands alongside other sources.

  - Making science findings, data and maps freely available

  There has been a tendency for environmental organisations (across the world) to use science power to trump other interests. Some environmental organisations have a culture of 'scientism,' which is the belief that science is the only legitimate way of knowing and should determine the outcome. The solution to this is developing organisation cultures that recognise and respect the validity of other types of knowledge (for more on this see Section 7).

- **Moral/ethical power** is used by environmentalists to argue the 'intrinsic value' of nature and natural systems and make the case for conservation and sustainable management. Sharing moral and ethical power is not about weakening these values but realising that there are other moral and ethical arguments in relation to land use and management, which need to be factored in. These include social and economic justice (e.g. families having a right to a liveable income) that also need to be considered.

- **Economic power** is about using economic benefit to make the case beside other arguments in a cost benefit analysis.

  Many environmentalists who have relied on moral and ethical arguments are now shifting to economic arguments. This involves identifying what humans need and enjoy from nature and natural systems and working out what economic value it has. To do this, an 'ecosystem services' framework is being widely adopted within both research and policy communities. However, where this framework is used to justify the monetary valuation of ecosystem services, it is increasingly being contested[19]. Economic arguments and approaches work well where land is used to produce valued commodities (such as timber, food, or clean water) or to reduce risk (such as mitigating flood or climate change where risk to property and business can be quantified). The approach works less well for landscapes, rarity, beauty, or sense of place, which are difficult to give monetary value. Moreover, it can be argued from an ethical perspective that such services should not be valued purely in monetary terms.

  Some commentators have raised serious concerns about the effect of public and third sector organisations using this form of power. Shifting from moral and ethical (intrinsic values) to economic and use benefits (extrinsic values),

changes the 'frame' society uses to think about land and the environment to an economic consumer view of nature, 'places nature at our service', and results in people caring less for it[20] [21]. There is also a wide range of other concerns, for example focusing primarily on ecosystem services to humans could mean reducing risk to ourselves by designing out essential ecosystem processes such as fire and flood, which may be essential to other creatures, or replacing natural biodiversity with non-native plants that are better at capturing carbon.

- **Resource power (people, equipment, buildings).** Environmental public bodies and third sector organisations hold considerable resources of people, buildings and equipment. All of these can be shared with others in a variety of ways such as loaning meeting venues for free (or a token amount) or loaning land management equipment perhaps as part of a local tool and equipment share scheme.

- **Status/Positional Power** is the role and place a person holds in a hierarchy. This power can't be shared but it can be moderated so that it does not intimidate or overrule others' views and ideas. This is important if support for ideas, priority issues, and solutions are to be based on the merit of the proposal not the status of the person who suggested it. The following are ways to moderate this type of power:

  - Fostering strong values around collaboration and respect

  - Use of informal meeting styles, using first names and avoiding titles (such as Dr, Prof, Sir)

  - Using a trained and experienced facilitator who will know relevant skills and techniques

  - Personal choice of the individual to function as an equal not a superior

  When there are big differences of status power in a group, chaired meetings are not a good solution. The Chair is likely to be a person of status themselves and this can reinforce status power rather than moderate it.

- **Behavioural power** is about the level of dominance that individuals or organisational cultures, exert on others. Behavioural power result from an individual's character, skills and choices and whether they behave in a passive, assertive or aggressive way when relating to others. Organisational behaviour can be enabling with strong equalities policies or in contrast have cultures where there is educational elitism, racism, sexism, class prejudice, or snobbery. To foster collaborative behaviours, organisations can provide training and skills in assertiveness and encourage deep respect for stakeholders and communities. Skilled and experienced facilitators will know a range of ways of moderating behavioural power to enable people to work constructively together.

- **Political Power** results from a mix of status, allegiances and beliefs. Members of communities and stakeholders are likely to hold more political power at local levels whilst environmental public bodies will have more political power at landscape and national scales.

Modes of Power

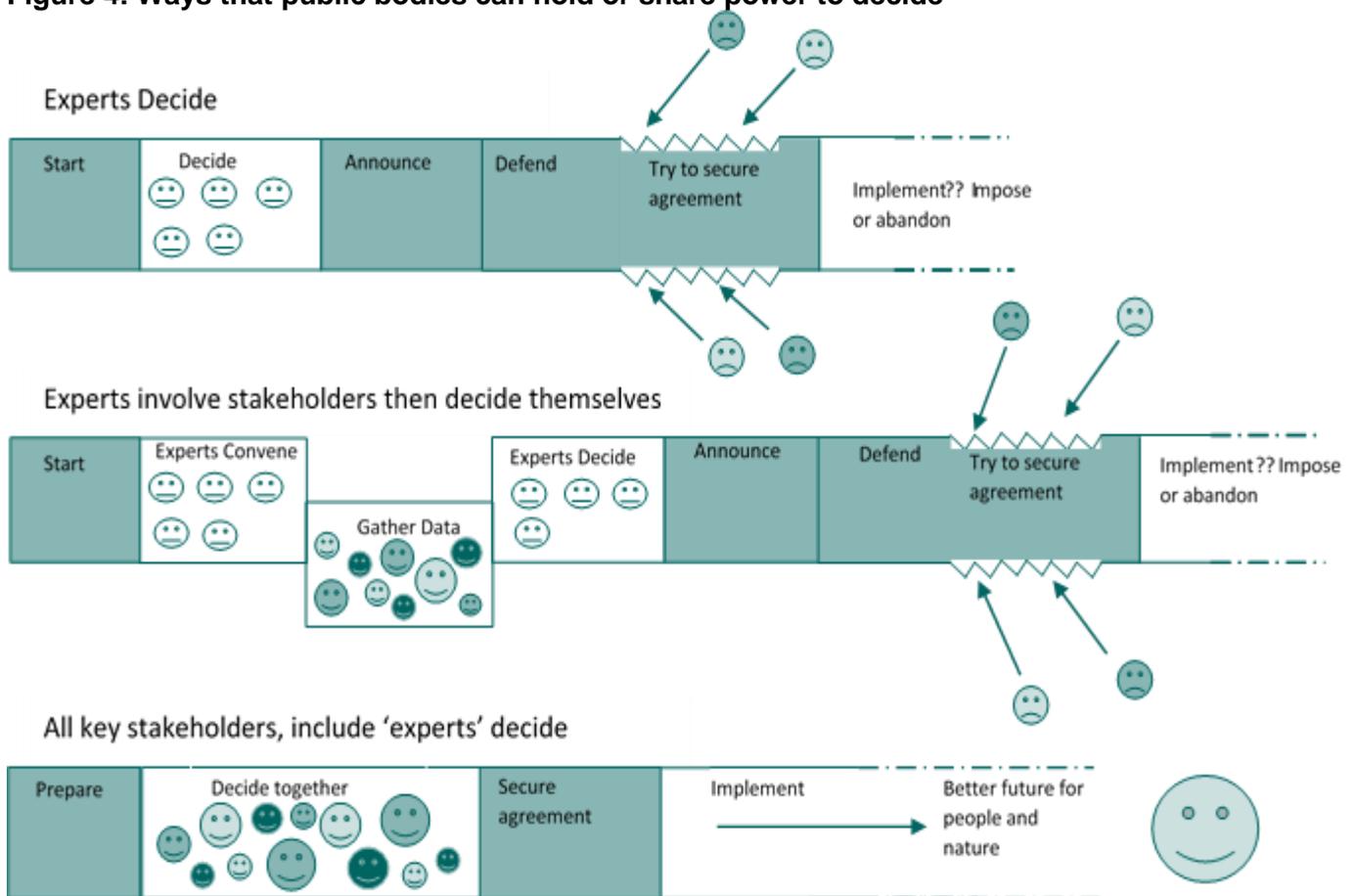The types of power listed above are expressed through four sets of power relations[22]:

1. **Power over** (the ability to influence and coerce). With this kind of power if one party increases power it will be at the cost of the other party whose power diminishes. When this happens, it can trigger a backlash and in an environmental context, a legal challenge or direct action campaign when the less powerful party fights back.

2. **Power with** (power from collective action). This contrasts with power over because when people work together, power to act increases, strengthens and leads to collective action.

3. **Power to** (the ability to organise and change existing hierarchies).

4. **Power within** (power from individual consciousness) is based on the character and psychology of the individual or group of individuals and how they see themselves related to others. Increasing 'power within' results from building self-esteem and changing perceptions of rights, capacities and potential[23].

A common way of seeing power is to think of it as a commodity (e.g. as something that can be passed from one generation to another) or as a structure (e.g. a position in a hierarchy that grants the holder certain powers, or social structures such as class and religion). These views of power are that it is relatively unchanging or unchangeable[24].

Another way of understanding power is that it is something that occurs between people or groups of people and is relational, so power dynamics can change if and when the social interactions change.

Figure 4: Ways that public bodies can hold or share power to decide, below, illustrates that power relations can be deliberately changed. The top level is where environmental public bodies (and/or third sector organisations) have 'power over' others and hold all the decision making power. The next level involves the organisation/s engaging others to inform and influence their decisions whilst holding power to make the final choice. Both of these levels can trigger resistance. The bottom level is where decision-making power is shared in a collaborative process.

Figure 4: Ways that public bodies can hold or share power to decide[25]

Experts Decide

| Start | Decide | Announce | Defend | Try to secure agreement | Implement?? Impose or abandon |

Experts involve stakeholders then decide themselves

| Start | Experts Convene | Gather Data | Experts Decide | Announce | Defend | Try to secure agreement | Implement?? Impose or abandon |

All key stakeholders, include 'experts' decide

| Prepare | Decide together | Secure agreement | Implement | Better future for people and nature |

Changing power relations

Changes of power can occur at three, interconnected levels: the personal, group and wider social sphere.

1. **The Personal Level**. At this level, empowerment is about progressively undoing the negative effects of feeling disempowered. This involves building self-esteem, self-belief, a sense of agency, confidence and capacity for powerful action without disempowering others[26]. At this personal level, empowerment satisfies a fundamental psychological need for self-determination and control[27].

2. **Group Level.** Group power rests on personal power. When individuals have increased personal power they have confidence for interpersonal empowerment and influence within a group. The group takes on and influences decisions in the community or wider social sphere [28].

3. **Wider Power**. At the wider, collective level, empowerment is a process where individuals and groups work together to gain levels of power that none can achieve alone. This could be through collective action, community organisation, campaigning or involvement in political processes[29]. In this way, individuals and

organisations within an empowered community support each other and gain increased influence and control over the quality of life in their community.

This view of empowerment is that each level of empowerment is connected in a sequential and additive way with the initial focus on building self-esteem, confidence and individual capacity, leading to interpersonal empowerment at group level and in turn the social networks that form the basis for collective empowerment.

The idea of empowerment being an incremental process may apply where there are no professional engagement facilitators. However where there are, facilitators can design a process and use skills and facilitation techniques that moderate the more powerful voices and enable quieter less confident individuals to express their views and be listened to with respect. In this way, individuals gain confidence within the process from the outset.

Summary

Understanding these different types and ways of thinking about power is a helpful precursor for public bodies to think about empowerment and what it means for them and the choices they make. The key points are:

- Power is highly dynamic
- It is created in the interplay of power dynamics within relationships and in socially constructed power structures
- Empowerment is both a process and an outcome that operates at interlinked scales
- Power is the result of both structures and relationships
- Environmental bodies hold different types of power
- Environmental bodies have choices about whether they hold onto power, share it, or give it away, and whether they use their power to block or enable action

The presumption for community and stakeholder engagement and empowerment is that environmental public bodies will share or give away power to enable better outcomes for people, livelihoods, land and landscapes.

Annex 6 Engagement methods and approaches

Table 17: Engagement methods and approaches

Roots of the method/ approach	Methods and approaches	Main level of influence	Focus	Strengths
Environmental management	• Stakeholder Dialogue / Designed Consensus Building	Consultation through to Shared Decision Making	Helping people find what they agree about and find mutually acceptable and implementable ways forward. Desire to provide an alternative to conflict and the inaction arising from deadlock.	Strengths • Fosters mutual understanding and creativity • Has a high regard and respect for stakeholders • The process is designed to help people move from positional to principled negotiation • Harnesses different types of knowledge • Optimises social capital Weaknesses • Dependent on the participants and negotiations in the room so not predictive or mathematical (like some e.g. multi-criteria analysis) • Requires skilled person to design and facilitate and be accepted as able to be impartial
	• Public Dialogue	Consultation	Desire to engage citizens with no prior knowledge to dialogue with scientists to influence management or policy	Strengths • Representative of the views of wider society • Deliberative Weakness • Resource intense because on top of usual dialogue costs, citizens are paid an allowance to attend. • Can take too long - there may be insufficient time from when a policy maker is aware of a contentious issue to the point they have to make policy decisions Although deliberative outputs usually inform rather than make science or policy decisions

Roots of the method/ approach	Methods and approaches	Main level of influence	Focus	Strengths
Human geography and economics.	• Multicriteria analysis • Valuation methods	Information gathering	Seeking to understand what people value	Strengths: • Uses the language of maths, economics and science and appears to be transparent, repeatable and provide strong "evidence" Weaknesses: • Based on economic models of human behaviour (i.e. that humans are 'rational optimiser') • Results are fed into computer models to generate answers and this can disassociate stakeholders from the outcome • The technical language that surrounds the methods • The primary focus is information gathering and processing rather then principled negotiation
Planning and developers	• Planning for Real • Participatory Mapping • Participatory GIS	Information Gathering and Consultation	Understanding how people want space to be planned and designed	Strengths: • Very visual and engaging Weaknesses: • Usually used to provide information for decision makers - although approaches to Participatory GIS (Geographic Information Systems) are developing to be more consensual • Understanding and using maps is a form of literacy and so this can be a barrier to use
	• Drop in Meetings	Information giving and gathering	Enabling people to contribute their views at a time convenient to them	Strengths • Individuals attend events at a time suiting them • Large numbers can contribute Weaknesses • No deliberation with others • Can create so much comment that it enables organisations to 'cherry pick' the comments that resonate with their ideas

Roots of the method/ approach	Methods and approaches	Main level of influence	Focus	Strengths
International Development	• Participatory Rural Appraisal (PRA)	Information gathering and consultation	A way of capturing information from local people in developing countries. Often uses techniques that don't depend on literacy.	Strengths • Creative ways of gathering diverse forms of knowledge Weaknesses • Tends to be used for very local decision making or as a way of gathering information for authorities to make decisions
Community Development and Education	• Participatory art projects • Fun days • Open days	Information giving and gathering	Education, community cohesion, connection to a project or area.	Strengths • Can involve very high numbers of people Weaknesses • Not deliberative • Does not provide power or influence
Marketing	• Focus groups and social surveys	Information gathering	Capture information to inform decisions	Strengths • Surveys can capture high numbers and breadth of perspectives • Focus group recruitment methods are designed to find individuals who reflect demographics and have no prior knowledge so more reflective of the wider populace Weaknesses • Way of gathering information but not making decisions, building social capital or creating momentum for action

Roots of the method/ approach	Methods and approaches	Main level of influence	Focus	Strengths
Legal	• Alternative Dispute Resolution (ADR)	Decision Making	ADR enables in depth negotiation between a few parties	Strengths • Mediated process resulting in acceptable outcome for parties involved Weaknesses • Requires a trained mediator • Can only involve a few parties
	• Citizens Juries	Information gathering	Citizens Jury involves 12 people in deliberating in depth based on hearing and cross-examining expert witnesses. Used to inform policy makers	Strengths • In depth deliberation • Citizens recruited from broader society Weaknesses • Only 12 people are involved • Can be time consuming • Despite being very deliberative the jury's verdict functions only as information for policy makers
Business /organisational development	• Appreciative Enquiry	Consultation or shared decision making	A focus is on appreciating and building on strengths and what is working already (instead of on problems)	Strengths • Generates enthusiasm and energy for change • Positive and forward focused Weaknesses • The culture of science and environmental management can react against the full AI method as a too touchy/feely in style.

Roots of the method/ approach	Methods and approaches	Main level of influence	Focus	Strengths
	• Open Space	Decision Making	Enabling a group to develop their own agenda and priorities	Strengths • Very open and dynamic • Can involve large numbers of people Weaknesses • Can be too open for some environmental contexts where there are environmental and statutory constraints • Can be vulnerable to dominant characters taking over the agenda or individual discussion sessions

Annex 7 Supporting communities and stakeholders

Table 18: Ways of supporting communities and stakeholders when planning land use and land management

Approach	No of projects that did this (out of a total of 14)
Supporting their communication to and from their wider network	9
Providing plain language briefing, PowerPoint presentations, notes, and maps	6
Supporting them preparing their own data, maps and graphs in a professional way so they stand alongside other sources of information	5
Supporting development of the community/stakeholder group's social media or newsletters	3
Helping communities or stakeholders link with others with similar interests	3
Providing expenses to enable people to attend workshops	1
Providing a payment to enable people to attend (e.g. for self-employed fishers, foresters or farmers or for care of dependents to free people to attend workshops)	1

Table 19: Ways of supporting communities and stakeholders at implementation stage

Forms of support	No of projects that did this (out of a total of 10)
Technical land management advice (e.g. about habitats, animal husbandry, tree management, flood resilience)	5
Organisational development and capacity building (e.g. developing sound governance, legal support, insurance, accountancy, staff recruitment and management)	4
Grants/funds to start up and get established	3
Help to fill in grant or funding applications	3
Operating funds	2
Loan of equipment	2
Long term lease of land	1
Help with planning applications (e.g. for offices, stores or classrooms)	1
Practical and specialist land management (e.g. using special equipment, vehicles or	1

licences)	
Training in practical land management skills	1
Help in the ability to sell goods or services (e.g. business advice, establishing supply chains, marketing, selling, cash flow, tendering/bidding)	1
Office space	0
Sale of land	0

Annex 8 Motivation for engagement

This typology is about the practical and principled motivation organisation/s may have for carrying out engagement and participation activities.

Table 20: Possible motivations for engagement

Category	Type	Objective	Rationale
Practical	Functional	Improvement of the quality of the decision	Inclusion of a wide range of specialist and local knowledge holders to integrate knowledge and ensure that decisions are better informed
	Instrumental	A way of getting an outcome and making progress more easily	Inclusion of a wide range of people so that there is 'buy-in' and less or no resistance later
	Reputation	Maintaining the reputation of the organisation/s involved	A concern that making a decision without engaging others will damage the credibility and reputation of the organisation/s
	Financial	Carrying out the work in the most cost effective way	A wish to avoid costly delays and legal challenge
	Compliance	Ensuring work complies with relevant legal instruments and policy on participation	Ensuring that decisions comply with legal requirements and cannot later be challenged in law
Principled	Democracy	Commitment to inclusion as a moral imperative	People should be included because they have a right to be involved in decisions that affect them
	Emancipation	Commitment to including those who have been marginalized in the past	Emphasis on social inclusion of less privileged groups who most often suffer from environmental degradation
	Representation	Ensuring representatives of all relevant social categories have a voice	The only way of getting an outcome that is fair is to ensure that representatives match the demographics of those who will be affected

Annex 9 Engagement and empowerment Resources

Scottish Resources

- The Scottish Executive's (2004) Consultation Good Practice Guidance. Available: http://www.gov.scot/Resource/Doc/1066/0006061.pdf

- National Standards for Community Engagement (2005): Available: http://www.scdc.org.uk/what/national-standards/

- The VOiCE tool: Available: http://www.voicescotland.org.uk/

- Public engagement in forestry. Forestry Commission. (2011). A tool box for public engagement in forest and woodland planning. Available: http://www.forestry.gov.uk/toolbox

- Community toolkit (Scottish Land and Estates Community Engagement Programme) (To improve engagement by estates with communities). Available: http://www.scottishlandandestates.co.uk/index.php?option=com_attachments&task=download&id=1366

- Forestry Commission Scotland. Available: http://scotland.forestry.gov.uk/supporting/strategy-policy-guidance/communities

- Buddery, P. and Shafique, A. (2013). Report on 'Environmental protection and management: a social productivity approach for SEPA and SNH'. Available: http://www.snh.gov.uk/docs/A1250708.pdf

- Talking about our place. SNH. (2012). Project and toolkit. Available: http://www.snh.gov.uk/protecting-scotlands-nature/looking-after-landscapes/communities/talking-about-our-place/

- 'Building Community Capacity' Available: http://www.gov.scot/Resource/Doc/206381/0054848.pdf

- 'Involving your community' Development Trusts Association Scotland (DTAS): http://www.dtascommunityownership.org.uk/sites/default/files/COSS_Involving_Community_WEB.pdf

Funding Streams

The Scottish Government's Regeneration Unit has several funding streams aimed at supporting community-led activity, community asset ownership, and support with developing community capacity:

- Regeneration Capital Grant Fund
- People and Communities Fund
- Strengthening Communities Fund

Scottish rural networks and enabling organisations

These include:

- Scottish Rural Network. Available: https://www.ruralnetwork.scot/

- LEADER groups. Available:
  http://www.gov.scot/Topics/farmingrural/SRDP/LEADER and
  https://www.ruralnetwork.scot/funding/leader

- Community Woodlands Scotland. Available: http://www.communitywoods.org/

- Community Land Scotland. Available:
  http://www.communitylandscotland.org.uk/

- Community Learning and Development services. Available:
  http://www.educationscotland.gov.uk/communitylearninganddevelopment/

- Planning Aid Scotland. Available: http://pas.org.uk/

Other potential support may be found through third sector organisations, local authorities, and Development Trusts.

UK and international good practice guides include:

- National Consumer Council. (2008). Deliberative public engagement: nine
  principles. Available: http://www.involve.org.uk/wp-
  content/uploads/2011/03/Deliberative-public-engagement-nine-principles.pdf

- International Association for Public Participation. Available: http://www.iap2.org/

- International Association of Facilitators. Available: https://www.iaf-world.org/site/

Toolkits and handbooks include:

- International association for public participation toolkit. Available:
  http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/toolbox.pdf

- HarmoniCOP's: Learning Together to Manage Together. (2005). Available:
  http://www.harmonicop.uni-osnabrueck.de/HarmoniCOPHandbook.pdf

- Biodiversa Stakeholder Engagement Toolkit. Available:
  http://www.biodiversa.org/577

- Living with Environmental Change Partnership's Knowledge Exchange
  Guidelines. Available: http://www.lwec.org.uk/ke-guidelines

- CADISPA toolkit (links to various international resources for engaging
  communities and building community capacity). Available:
  http://www.cadispa.org/index.php/resources/toolkits

Annex 10   Key Engagement Concepts
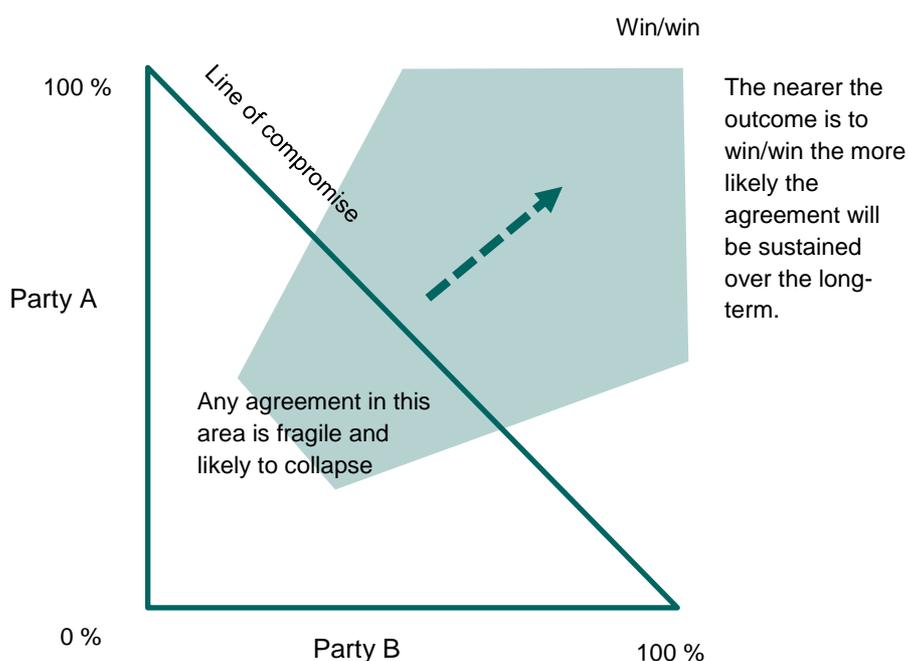
Getting beyond compromise

From our experience, environmentalists often express the concern that involving other stakeholders or communities in decisions around land management risks '*selling out the environment*', weak compromises and poor land management.

This is a legitimate concern if the process of planning land use and land management is poorly designed and based on adversarial/positional negotiation behavior. However, engagement processes designed on consensus principles work differently because they help people shift from adversarial negotiation tactics to cooperative ones.

The model in Figure 5 explains this idea further. It represents two people (Party A and Party B) negotiating with each other. The shaded area is the zone in which a negotiated outcomes could be reached. Outside this zone parties are getting too little of what they want and the negotiation will break down.

If person A and person B use positional and adversarial negotiation tactics, it is a battle of power. A 50:50 outcome (the middle of the line of compromise) is the fairest outcome and sometimes described as 'win/win' but in reality both parties are losing 50% of what they want so it is actually lose/lose. If one person has more power than the other and can increase their share it will be at the cost of the other person and force a win/lose outcome.

Figure 5 Negotiation model

Win/win

100 %

Line of compromise

Party A

The nearer the outcome is to win/win the more likely the agreement will be sustained over the long-term.

Any agreement in this area is fragile and likely to collapse

0 %

Party B

100 %

This way of thinking about negotiation and power is the basis of the fear environmentalists express about weak compromise and the risk of '*selling out*' on environmental priorities.

A well designed and facilitated engagement process, based on principles of consensus building, will help people change behavior, seek mutually beneficial outcomes and maximize win/wins and collective action. Table 21 below describes the difference between positional/adversarial tactics and positional/co-operative behavior.

Table 21: Characteristics of adversarial and co-operative behaviour

Positional/adversarial negotiation behaviour	Principled /co-operative negotiation behaviour
Withhold information	Share information
Make threats	Ask questions
Argue from positions	Explore interest and needs
Attack the others knowledge or them	Explore knowledge and perspectives
Defend position	Seek solutions
Work on each other	Work on the challenge
Actively seek win/lose	Actively seek win/win

Using all forms of knowledge

Rural land and rural communities are dynamic and constantly changing from both internal and external influences, which interact in often unpredictable ways[1].

To reduce uncertainty policy makers talk about the need for evidence based decisions but that begs the questions whose evidence and who decides whose evidence counts? Most environmentalists favour science above other kinds of knowledge but scientific knowledge is never complete: intrinsic to the pursuit of science knowledge is that it is contested and challenged both from within and from other disciplines.

Communities and stakeholders hold other kinds of knowledge about the way things work. These can include: local trends and changes, how the environment is used and who uses it, key locations for particular activities, cultural meanings, and feelings about the place.

A well-designed engagement process will help people share what they know about the situation and what they base that knowledge on. Everyone has the right to then question what they hear and where information is contested, the group can work out what to do. For example, whether the uncertainty is of such significance that the group is unable to make any further decisions until it is addressed or if the matter is easily addressed and the group can move forwards.

Shifting focus from problems to strengths

The usual approach to land use and land management is problem solving, which involves focussing on the problems and how to fix them. Research shows this can have a negative effect,[2] causing people to feel defensive and disown the problem, and blaming something or someone else. People can also feel overwhelmed with the complexity and scale of a challenge and become demotivated, feel powerless or deny a problem exists[3] . Fixing problems takes resources (people, time, energy,

creativity, innovation and funds). Unless there is a new injection of resources, it has to be drawn from what is already working with the potential for weakening that too and causing a net increase in problems.

An alternative and more effective approach is to design a process that frames questions to help people identify what is already working well, consider what needs to happen to enhance or strengthen current efforts and then explore what else needs to happen. This has a positive effect. People feel their contribution is identified, acknowledged and valued. They realise good work is already being done so the challenge seems more solvable. This kind of approach builds positive momentum for delivery, harnesses existing resources of time, effort, innovation and energy and works with the current momentum. In short, it motivates people and plays to strengths.[4]

Annex 11 Guidance for good practice engagement

Table 22 describes the key steps in an engagement process suitable for planning land use and land management at area or larger scales. (Local and community scale projects are unlikely to have the resources to deliver a thorough facilitated engagement process, but can be supported to follow these stages through group discussion packs and other materials).

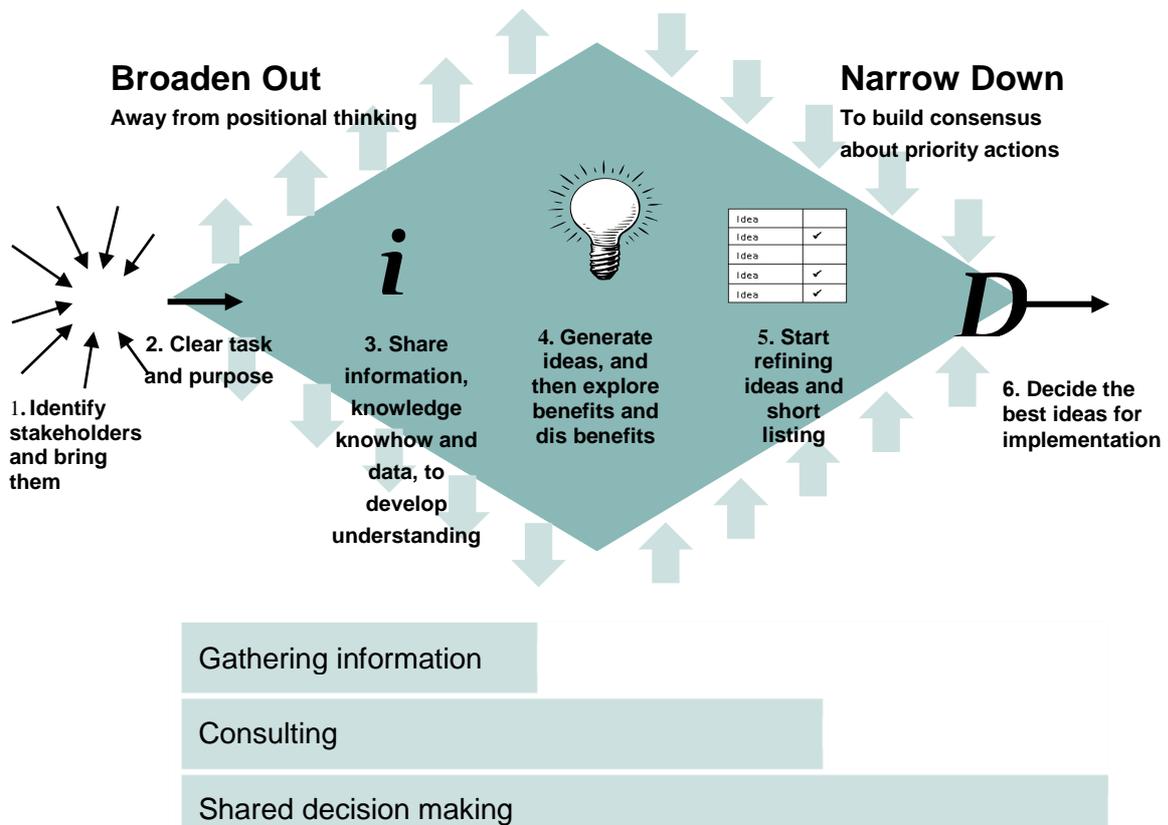**Table 22: Key steps in an engagement process**

Stage	Details
1. Scope the context	This includes finding the following information: • The maximum level of influence (i.e. can others make, share or influence decisions or only provide information for decision-makers?) • The number and types of people who need to be involved • How easy it would be to get everyone to a workshop • The level of tension and trust • The timeframes by which decisions need to be made • The past history between participants and whether they are likely to have similar or different: views, values and information • Whether the issue is complex or straightforward • What else is going on that is affecting the context • The geographic scale • The levels of governance that need to be involved (e.g. community, local, area, national, international) • The capacity to support and facilitate the process
2. Commission a skilled in-project or third party designer/facilitator	• Decide whether the process can be designed and facilitated by project officers, community members, or needs an impartial and professional facilitator. • If a professional designer/ facilitator is needed then pause until they have been involved. The best facilitators won't just 'drop in' and work in someone else's design. They will want to scope the situation and craft the optimum process within budgets and timeframes and ensure it is sound and equitable. The less their hands are tied by pre-existing design, the more they can do their best work.
3. Systematically identify communities and stakeholders	• Identify all the different interests • Work out who needs to be in which level of influence (see Table 6) • Ensure that the core group holding decision power is equitable, inclusive and balanced. For example (depending on the focus of the engagement) this could mean equal numbers from business, environment, recreation, community, heritage/landscape, and landowning interests.
4. Develop an engagement strategy	• Identify how to engage people depending on the level of influence possible, their interests, and communication preferences • Design the number of face-to-face workshops for the core deliberators and what happens before and after each • Design in other supporting engagement such as questionnaires or drop in meetings

		• Map the information flows and decision paths between different engagement activities and ensure links are genuinely functional (not just lines on a flow chart). Functional links are through people, documents and presentations.
		• Set out who will use engagement outputs, what they will use them for, and when.
		• Set out how progress will be communicated
5.	Design the core engagement process	• Design a sequence of workshops and within that the sequence of questions, facilitation techniques and methods, room layouts, and how best to group people
6.	Facilitate	Use a facilitator with the skills and experience to do a good job. Key attributes are that they: • Have knowledge, experience and skills to facilitate group interaction and group process • Provide an environment where participants can speak freely and safely • Encourage cooperative behavior • Enable equal opportunity, so strong voices don't dominate • Handle tension and incidents • Maintain confidentiality • Know a range of facilitation techniques and tools and when to employ them • Handle the pressure of a live process
7.	Monitor and adapt	Process Monitoring includes: • Survey baseline perspectives at the start of the process • During the process use a set of good practice criteria to review it and make adaptations as necessary • At the end ask people what influence they feel they have
8.	Embed engagement as business as usual	• Ask people how they want to be involved in influencing ongoing implementation, monitoring and review.

Stage 5 in the table above involves designing the core process to facilitate the shift from positional tactics to cooperative behaviour. This process is illustrated in Figure 6[5]. It shows how a well-structured process first helps participants to share and explore information in order to broaden out perspectives and help people move away from positional argument. Next, participates work together to generate ideas and solutions and explore the pros and cons of each. Finally, the process enables them to narrow options down to ones that are mutually acceptable.

The figure also illustrates that the purpose of the process (to gather information, consult or make decisions) determines how much of this process is completed.

Figure 6: The process of discussion broadening out before narrowing down matched with three levels of influence

Broaden Out

Away from positional thinking

Narrow Down

To build consensus about priority actions

i

D

2. Clear task and purpose

1. **Identify stakeholders and bring them**

3. Share information, knowledge knowhow and data, to develop understanding

4. Generate ideas, and then explore benefits and dis benefits

5. Start refining ideas and short listing

6. Decide the best ideas for implementation

Gathering information

Consulting

Shared decision making

Annex 12　Summary of success story survey

Table 23: Summary of projects that responded to the online success story survey

Place on Empowerment framework	Case code	Focus of project	Scale	Who in decision group	Influence of others	Named engagement method	Approach	Professional Facilitation	Sign off held by	Projects view of other interests/ communities	Support provided	Who is responsible for implementation	Accountable to	Capacity building	New structure
				Planning land use and land management								**Implementing land use and land management**			
Shared planning and shared implementation – co-production															
	1	Landscape Project	Land-scape	35 in a mix of key interests	Share decision making	None specified	Deliberative process of multiple workshops	Yes independent	The group of 35	Partners	Yes	35 in a mix of key interests	Wider Community	Yes	New Charity
	10	National Park	Land-scape	45 mix of key interests Unusual partners: Business interests Airport Aggregates Concession-aires	Share Decision Making	Co-production via Stakeholder Dialogue	Co-production with deliberative and consensus process across 3 workshops	Independent professional	The group of 45	Partners	Not known	Interim Management Group (interests/types and role agreed by 45	The broad stakeholder group of 45	Not yet	A new entity will be set up but form to be worked out
Shared decision making - environmental professional organisations responsible for delivery															
	4	Landscape Project	Land-scape	Multiple organisations Unusual partners : Arts Council	Share Decisions Consultation Providing info and suggestions	None Specified	Various	Yes Independent	Varies	Some partners Some beneficiaries	Yes	**Multiple organisations**			

Place on Empowerment framework	Case code	Focus of project	Scale	Who in decision group	Influence of others	Named engagement method	Approach	Professional Facilitation	Sign off held by	Projects view of other interests/communities	Support provided	Who is responsible for implementation	Accountable to	Capacity building	New structure
				Planning land use and land management								Implementing land use and land management			
Self-organised user/community provision															
	6	Community buy out of green space	Local	Community Organisation		None specified		Chaired	Public Body		No	Not got to this stage yet			
	7	Buy -outs of forest land		Community Organisations	To provide information and suggestions	None Specified			Public Body signs of plans		Yes	The community organisation	Once plan signed off to themselves and their community		Likely
	8	Energy efficient community building project	Local	Community Organisation	Sharing decisions and providing suggestions	Consensus Techniques	Involved over 25% of community	Independent	Community Organisation	Partners and beneficiaries	Yes	Skilled members of community	Community and stakeholders	Yes	Development Trust (Charity and Ltd Co)

Place on Empowerment framework	Case code	Focus of project	Scale	Who in decision group	Influence of others	Named engagement method	Approach	Professional Facilitation	Sign off held by	Projects view of other interests/ communities	Support provided	Who is responsible for implementation	Accountable to	Capacity building	New structure
				Planning land use and land management								Implementing land use and land management			
All design. Community/Stakeholders Deliver															
	9	Community recreation area	Local	National Park and Ltd Company	Consulted so can provide suggestions	None Specified	Community and stakeholder consultation exercises	Chaired	National Park Committee	Beneficiaries	Yes	Community	The community	Yes	Social Enterprise and Ltd Co
Environmental Professionals from public bodies and third sector hold main responsibility to plan and implement															
	2	Landscape Initiative	Land-scape	Steering Group of usual organisations	Consultation Providing info and suggestions	None Specified	Various information gathering methods	Yes initial independent then within project	Steering Group	Beneficiaries	Yes	Steering Group	Board	Yes - advice	
	5	Getting a protected nature site in good condition	Local	Public body and private landowner	Kept informed, Volunteering, outdoor learning	None Specified	Information provision via newsletters education days		A public body	Beneficiaries Workers		A public body			

Place on Empowerment framework	Case code	Focus of project	Scale	Who in decision group	Influence of others	Named engagement method	Approach	Professional Facilitation	Sign off held by	Projects view of other interests/ communities	Support provided	Who is responsible for implementation	Accountable to	Capacity building	New structure
				Planning land use and land management								Implementing land use and land management			
	11	National project to restore river habitats and species, address pollution and wildlife crime	Multiple protected areas	22 partners in the project	Consulted so can provide suggestions	None specified	1:1 meetings Consultation Information provision Workshops at site level	Chaired	Public Body	Beneficiaries	Yes	The project	Public Body	Yes	
	13	Research Environmental data	National	Partnership of public body, researchers, industry	To provide information and suggestions	None	Collaboration		Public Body						
Mixed															
National Local Groups	12	Wildlife Management Project	Land-scape	National Group and Local Management Groups	Stakeholder share decisions Communities provide suggestions		1:1 meetings Public meetings Presentations		Public Body	Some partners Some beneficiaries	Yes	Groups of farmers, crofters, landowners and public body and NGO	National Group	Not yet	Too soon to say

Place on Empowerment framework	Case code	Focus of project	Scale	Who in decision group	Influence of others	Named engagement method	Approach	Professional Facilitation	Sign off held by	Projects view of other interests/ communities	Support provided	Who is responsible for implementation	Accountable to	Capacity building	New structure
				Planning land use and land management								**Implementing land use and land management**			
Too soon to say or unclear (and would need more investigation)															
Too soon to say	3	Env Forum supporting a new trail		To be determined	Consultation	None specified	Various information and opinion gathering	Too soon to say	A public body		Yes	Not got to this stage yet			
Unclear	14	Species	National	Broad group of Public bodies, Researchers, NGOs, land managers/owners	Provide information	None specified	Chaired Steering Group Workshops Seminars Meetings Questionnaire	Chaired	Unclear- Possibly Chair of the Group	Providers of information and comment	Expenses for some Steering Group Members	Steering Group Day to day work by project staff	SNH & Scottish Government	No	No

Annex 13   Shifting culture of environmental bodies

Adapted from: Reynolds, D., 2015, Welsh Government Sustainable Futures Development Architecture. Crown copyright 2015.

BEFORE	AFTER
Change of ethos	
We used to think this….	But now we have evidence that…
HERO We believe that we are the only ones who can solve the problems - and need to rescue the environment for its own sake and for people	HOST We know we can't do it alone. When we invite diverse people to come together and have focused conversations about real challenges, then we can create, manage and deliver solutions that will last. We are practicing and developing our hosting skills.
CONSULTATION We need to work out what we think is possible, formally ask the public about it, adapt our views in light of this, then decide the way forward and implement it.	ENGAGEMENT and EMPOWERMENT We deliver our responsibilities by working with communities and stakeholders to develop shared outcomes, projects and reporting mechanisms.
INTERVENTION We need to intervene to fix the things that aren't working based on an 'expert knows best' or 'problem-solution' model.	COLLABORATION We work together to increase interdependency between communities, stakeholders and the public sector. We recognise that behaviour change is more successfully when people have direct ownership and make use of their own and others' experience and resources as equals.
AD HOC MEETINGS AND WORKSHOPS We have to involve others but don't think this is an important part of our work or as important as our expert view and science. We do what we have to as and when necessary.	WELL DESIGNED ENGAGEMENT PROCESSES We learn from best practice and have cohesive well designed engagement processes that enable everyone to discuss, share information, explore options, plan action and collaborate and achieve the outcomes together.
Change of organisational culture	
We used to think this….	But now we have evidence that…
CORPORATE CONSISTENCY To be successful everyone needs to conform to the same basic bureaucratic patterns and behaviours.	APPRECIATING DIVERSITY To be resilient we need a diverse, enthusiastic work force held together by a desire to learn and a commitment to the civil service (or other ethical) code.

SILO WORKING We only input within our own area of responsibility within our own organisation - even if we are the only representative from the environmental public bodies in the room - other matters are for other people not for me.	**COLLEGIATE RESPONSIBILITY** We each have responsibility to help achieve the bigger goal so when other expertise is needed we do our best to assist by finding the people who can help and/or being a conduit for communication and support.

Impact	
We used to think this….	But now we have evidence that…
PROBLEMS Problems are solved by reducing them to their individual parts, creating specific agencies, teams and solutions to solve each one and tackling each separately.	**PLACES & SOLUTIONS** We start by looking at the combined impacts of our actions in the real world; discover with others the links between the people, places and communities that are affected; share our knowledge and develop integrated approaches with others that attempt to solve multiple challenges.
SHORT TERM FIXES Based on 'expert knows best' model we provide pick lists of services or interventions, aimed at fixing day-to-day symptoms with no flexibility to adapt to context, people, or place.	**LONG TERM RELATIONSHIPS** To solve tough problems, we bring all the key interests together, recognising they have just as much to bring as ourselves and together we can work out and solve underlying causes. We need to commit to people to help discover and build on all our strengths and increase trust.
MEASURING We need to work out what information and evidence we need for each individual project or policy and set up contracts to provide this by designing new research projects from scratch.	**SENSING** We maximise use of existing information, including community and stakeholder data and knowledge, by collaboratively developing research questions, carrying out the research and applying findings to land use and land management.

Cost	
We used to think this….	But now we have evidence that…
EFFICIENCY To achieve outcomes we need to make everything as big, simple and fast as possible, using the minimum possible resources; including human resources.	**RESILIENCE** We are efficient with our use of physical resources through whole life-cycle design and engineering; reduce, reuse, recycle. For human and natural resources, we increase resilience i.e. our long-term ability to cope with change through continuous learning and sound relationships.
RISK MINIMISATION We are risk averse and put our faith in carefully designed risk logs and detailed processes that protect us from criticism and help identify the	**RISK MANAGEMENT** We learn and increase our understanding of the substantial long term challenges now and in the future, and increasing our appetite for taking

cause after failures have occurred.	appropriately managed short term risks
We need to plan and monitor in as much detail as possible, on paper or on a computer, to ensure that every aspect is tied down and completed on schedule.	We try new approaches, experimenting; measuring success, learning lessons and discovering more as we go
TRANSACTING We need to bargain for the cheapest deal to get as much as we can for the smallest possible outlay.	GIFTING We are generous with our time, effort and skills, while being clear about sustainable development principles such as the need for protection and enhancement of Scotland's assets (social, physical and environmental capital).

Mechanism	
We used to think this….	But now we have evidence that…
POWER We need to work out what to do (in great detail), then secure funding and then tell/convince other people to do it.	PLAY Leadership happens all over the place. We share evidence and work together to identify the best, coordinated way forward; creativity is the key.
SCALING UP We need to create easily replicated models/projects and then reproduce them everywhere else.	INSPIRING ACROSS We learn from real experiments on the ground and use these to inspire others to take similar, yet tailored, approaches elsewhere.

References

Executive Summary

[1] The Scottish Government. (2015). *Community Empowerment and Engagement.* Available: http://www.gov.scot/Topics/People/engage. Last accessed 11/12/2015.

[2] Adapted from Bovaird, T (2006) Commission for Rural Community Development - Beyond Engagement and participation, user and community co-production of services. Carnegie Trust

Introduction

[1] Wenger-Trayner, E. and Wenger-Trayner, B. (2015). Learning in Landscapes of Practice: A framework. Learning in landscapes of practice boundaries, identity and knowledgeability. London, United Kingdom: Routledge.

[2] Rapport, J. (1984). Studies in empowerment: Introduction to the issue. Prevention in Human Services 3, 1-7.

[3] Bailey, D. (1992). Using participatory research in community consortia development and evaluation: lessons from the beginning of a story. American Sociologist 23: 71-82.

[4] The Scottish Government. (2015). *Community Empowerment and Engagement.* Available: http://www.gov.scot/Topics/People/engage. Last accessed 11/12/2015.

[5] Bridges, W. (2009) Managing Transitions. De Capo Press pp 169.

Background and Context

[1] Land Use Strategy 2016 - 2021. (2016). The Scottish Government. Available: http://www.gov.scot/Topics/Environment/Countryside/Landusestrategy. Last accessed 11/12/2015.

[2] Convention on Biological Diversity. (2015). *Ecosystem Approach.* Available: https://www.cbd.int/ecosystem/principles.shtml. Last accessed 11/12/2015.

[3] Aarhus, Denmark. (1998). Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters. Available: http://www.unece.org/fileadmin/DAM/env/pp/documents/cep43e.pdf. Last accessed 11/12/2015.

[4] The European Parliament and of the Council. (2003). EU Participation Directive (2003/35/EC). Available: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32003L0035. Last accessed 11/12/2015.

[5] The European Parliament and of the Council. (2000). EU Water Framework Directive 2000/60/EC. Available: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32000L0060. Last accessed 11/12/2015.

[6] The European Parliament and of the Council. (2001). Strategic Environmental Assessment Directive 2001/42/EC. Available: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32001L0042. Last accessed 11/12/2015.

[7] Council of Europe. (1996). Pan-European Biological and Landscape Diversity Strategy. Ministerial Conference "Environment for Europe" (Sofia, Bulgaria, 23-25 October 1995). 74 (1), p1-66.

[8] Brisbane Declaration. (2005). Available: http://www.ncdd.org/exchange/files/docs/brisbane_declaration.pdf. Last accessed 11/12/2015.

[9] Scottish Government Website: http://www.gov.scot/Topics/People/engage Last accessed 26/02/2016

[10] World Economic Forum. (2008). Water Security: The Water-Energy-Food-Climate Nexus. Available: http://www.weforum.org/reports/water-security-water-energy-food-climate-nexus. Last accessed 5th Jan 2016.

Literature Review

[1] Rowlands, J. (1995). Empowerment examined. Development in practice 5: 101-107.

[2] Connick, S. and Innes, J.E. (2003) Outcomes of collaborative water policy making: Applying complexity thinking to evaluation. *Journal of Environmental Planning and Management* 46, 177-197.

[3] Arnstein, S. R. (1969). "A Ladder of Citizen Participation," Journal of the American Planning Association, Vol. 35, No. 4, July 1969, pp. 216-224.

[4] Hart, R. (1992). Children's Participation. Innocent Essays. (4), p1-41.

[5] Wilcox, D. (1994). The Guide to Effective Participation. The Guide to Effective Participation. 1 (1), p1-28.

[6] Forestry Commission (2011). Public Engagement in Forestry – A toolbox for public engagement in forest and woodland planning. Edinburgh.

[7] IAP2 Spectrum: International Association of Public Participation. (2007). http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum_vertical.pdf. Accessed January 2016.

[8] Arnstein, S. R. (1969). "A Ladder of Citizen Participation," Journal of the American Planning Association, Vol. 35, No. 4, July 1969, pp. 216-224.

[9] Bovaird, T. (2006). Commission for Rural Community Development - Beyond Engagement and participation, user and community co-production of services. Carnegie Trust

[10] Adapted from Bovaird, T (2006). Commission for Rural Community Development - Beyond Engagement and participation, user and community co-production of services. Carnegie Trust.

[11] Pound, D. (2015). Designing and Facilitating consensus-building - Keys to Success. In: Redpath, S.M. Gutiérrez, R.J. Wood, K.A. & Young, J.C. Conflicts in Conservation. United Kingdom: Cambridge University Press. p240-253.

[12] Pretty, J. & Ward, H. (2001). Social capital and the environment. World Development 29(2): br209– 227.

[13] Buddery, P. and Shafique, A. (2013). Report on 'Environmental protection and management: a social productivity approach for SEPA and SNH'

[14] Reed, M. S. A. Graves, N. Dandy, H. Posthumus, K. Hubacek, J. Morris, C. Prell, C. H. Quinn, and L. C. Stringer. (2009). Who's in and why? A typology of stakeholder analysis methods for natural resource management. Journal of Environmental Management 90(5): 1933-1949.

[15] Stanghellini, P. S. L. (2010). Stakeholder involvement in water management: the role of the stakeholder analysis within participatory processes. Water Policy 12(5): 675-694.

[16] NRC. (2008) Public Participation in Environmental Assessment and Decision Making. Washington, DC: The National Academies Press.

[17] Newig, J. and O. Fritsch. (2009). Environmental governance: participatory, multi-level – and effective? Environmental Policy and Governance 19(3): 197-214.

[18] Cuppen, E. (2012). Diversity and constructive conflict in stakeholder dialogue: considerations for design and methods. Policy Sciences 45(1): 23-46.

[19] Studd, K. (2002). An Introduction to deliberative methods of stakeholder and public participation. English Nature Research Reports 474, 63pp.

[20] Holmes, T. & Scones, I. (2000). Participatory Environment Processes; Experiences from North and South. IDS working paper. Institute of Development Studies, Brighton.

[21] Brisbane Declaration. (2005). www.iap2.org.au/sitebuilder/resources/knowledge/asset/files/37/unbrisbanedeclarationcommunityengagement.pdf. Last accessed 21/12/2015.

[22] Habermas, J. (1989) The Structural Transformation of the Public Sphere. Cambridge MA, MIT Press.

[23] Daniels, S.E. & Walker, G.B. (1996) Collaborative learning: Improving public deliberation in ecosystem-based management. Environmental Impact Assessment Review 16, 71-102.

[24] Bloomfield, D. Collins, K. Fry, C. Munton, R. (1998). Deliberative and inclusionary processes: Their contributions to environmental governance. 1st ESRC 'DIPs in environmental decision-making' seminar, 17th December 1998.

[25] Bessette, J.M. (2001) Deliberation: Political Aspects. International Encyclopedia of the Social & Behavioral Sciences, 3377–3380.

[26] Abelson, J. Forest, P. Eyles, J. Smith, P. Martin, E. & Gauvin, F.P. (2003). Deliberations about deliberative methods: issues in the design and evaluation of public participation processes. Social Science & Medicine, 57, 239-251.

[27] Patel, M. Kok, K. & Rothman, D.S. (2007). Participatory scenario construction in land use analysis: An insight into the experiences created by stakeholder involvement in the Northern Mediterranean, Land Use Policy 24, 546-561.

[28] Elwyn G. (2010) Deliberation before determination: the definition and evaluation of good decision- making. Health Expectations 13, 139–147.

[29] Mummery, J. Rodan, D. (2013). The role of blogging in public deliberation and democracy. Discourse, Context and Media 2, 22–39.

[30] Halpern, D. & Gibbs, J. (2013). Social media as a catalyst for online deliberation? Exploring the affordances of Facebook and YouTube for political expression, Computers in Human Behavior 29, 1159-1168.

[31] Reed, M. (2008). Stakeholder participation for environmental management: a literature review Biological Conservation 141: 2417–2431.

[32] Pound, D. (2009). Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network. Natural England Commissioned Report, Number 008.

[33] Crawford, B. *et al.* (2010) Small scale fisheries management: Lessons from cockle harvesters in Nicaragua and Tanzania. *Coastal Management* 38, 195-215.

[34] Gross, D.P. and Lowe, A. (2009) Evaluation of a knowledge translation initiative for physical therapists treating patients with work disability. *Disability and Rehabilitation* 31, 871-879.

[35] Kenter, J. O. M. S. Reed, K. N. Irvine, E. O'Brien, E. Brady, R. Bryce, M. Christie, A. Church, N. Cooper, A. Davies, N. Hockley, I. Fazey, N. Jobstvogt, C. Molloy, J. Orchard-Webb, N. Ravenscroft, M. Ryan, and V. Watson. (2014). UK National Ecosystem Assessment Follow-on. Work Package Report 6: Shared, Plural and Cultural Values of Ecosystems. UNEP-WCMC, LWEC, UK.

[36] Kirshbaum, M. (2008) Translation to practice: A randomised, controlled study of an evidence-based booklet for breast-care nurses in the United Kingdom. *Worldviews on Evidence-Based Nursing* 5, 60-74.

[37] Heylings, P. and Bravo, M. (2007) Evaluating governance: A process for understanding how co-management is functioning, and why, in the Galapagos Marine Reserve. Ocean and Coastal Management 50, 174-208.

[38] Kuper, M. et al. (2009) Supporting the shift from state water to community water: Lessons from a social learning approach to designing joint irrigation projects in Morocco. Ecol. Soc. 14.

[39] de Vente, J., et al. (in press) A participatory approach for selecting sustainable land and water management options in Drylands: A case study from SE-Spain. Ecology & Society.

[40] Pound, D. 2009. Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network. Natural England Commissioned Report, Number 008.

[41] Reed, M. S. 2008. Stakeholder participation for environmental management: A literature review. Biological Conservation 141(10): 2417-2431.

[42] Lee, M. and C. Abbot. 2003. 'Legislation: The Usual Suspects? Public Participation Under the Aarhus Convention.' The Modern Law Review 66 (1): 80-108.

[43] Nelson, N., Wright, S., 1995. Power and participatory development: Theory and practice. Intermediate Technology Publications, London.

[44] Duane,T.P., 1999. Shaping the Sierra: Nature Culture and Conflict in the Changing West. University of California Press, Berkeley, CA.

[45] Wondolleck, J.M., Yaffee, S.L., 2000. Making collaboration work: Lessons from innovation in natural resource management.Island Press, Washington, DC.

[46] Cooke, B., Kothari, U. (Eds.) 2001. Participation: the New Tyranny? Zed Books, London.

[47] Burton, P., Goodlad, R., Croft, J., Abbott, J., Hastings, A., Macdonald, G., Slater, T. 2004. What Works in Community Involvement in Area-Based Initiatives? A Systematic Review of the Literature. University of Bristol and University of Glasgow, London.

[48] Gerrits, L. and J. Edelenbos. 2004. Management of sediments through stakeholder involvement. Journal of Soils and Sediments 4(4): 239-246.

[49] Scott 2011, US. National Research Council report on 'Public Participation in Environmental Assessment and Decision Making' (2008)).

[50] Creamer, E. C. (2015). 'Community': the ends and means of sustainability? Exploring the position and influence of community-led initiatives in encouraging

more sustainable lifestyles in remote rural Scotland. PhD Thesis, University of Edinburgh.

[51] NRC. (2008) Public Participation in Environmental Assessment and Decision Making. Washington, DC: The National Academies Press.

[52] Ibid.

[53] Ibid.

[54] Reed, M. S., A. C. Evely, G. Cundill, I. Fazey, J. Glass, A. Laing, J. Newig, B. Parrish, C. Prell, C. Raymond, and L. C. Stringer. (2010). What is social learning? Ecology and Society 15(4): r1. [online] URL: http://www.ecologyandsociety.org/vol15/iss4/resp1/

[55] Lee, M. and C. Abbot. (2003). 'Legislation: The Usual Suspects? Public Participation Under the Aarhus Convention.' The Modern Law Review 66 (1): 80-108.

[56] Reed, M. S. (2008). Stakeholder participation for environmental management: A literature review. Biological Conservation 141(10): 2417-2431.

[57] de Vente, J., et al. (in press) A participatory approach for selecting sustainable land and water management options in Drylands: A case study from SE-Spain. Ecology & Society.

[58] Involve. (2005). *People and Participation: How to put citizens at the heart of decision-making*. London: Involve. URL: http://www.involve.org.uk/people-and-participation/ [Accessed January 2016]

[59] Pound, D. (2009). Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network. Natural England Commissioned Report, Number 008.

[60] Pound, D. (2004). Stakeholder dialogue – A good practice guide for users with lessons from the Isle of Silly AONB. Countryside Commission

[61] Durham E., Baker H., Smith M., Moore E. & Morgan V. (2014). The BiodivERsA Stakeholder Engagement Handbook. BiodivERsA, Paris (108 pp). http://www.biodiversa.org/702

[62] LWEC. (2012). Knowledge Exchange Guidelines. Available: http://issuu.com/profmarkreed/docs/lwec_ke_guidelines_2012. Last accessed 14 Jan 2016.

[63] Reed, M. S. 2008. Stakeholder participation for environmental management: A literature review. Biological Conservation 141(10): 2417-2431.

[64] Reed, M.S. Bonn, A. Broad, K. Burgess, P. Fazey, I.R. Fraser, E.D.G. Hubacek, K. Nainggolan, D. Roberts, P. Quinn, C.H. Stringer, L.C. Thorpe, S. Walton, D.D. Ravera, F. Redpath, S. (2013). Participatory scenario development for

environmental management: a methodological framework. Journal of Environmental Management 128: 345-362.

[65] Reed, M.S. Stringer, L.C. Fazey, I. Evely, A.C. Kruijsen, J. (2014b). Five principles for the practice of knowledge exchange in environmental management. Journal of Environmental Management 146: 337-345.

[66] Pound, D. (2015). Designing and facilitating consensus building – keys to success. Chapter 17 in Conflicts in Conservation: navigating towards solutions. Edited Redpath, S, M. Cambridge University Press.

[67] Pound D. (2005), Planning landscapes for sustainability – the role of stakeholder participation. In McCollin, D. Jackson, J. (Editors) Planning, People and Practice. The landscape ecology of sustainable landscapes. IALE UK.

[68] de Vente, J, M. Reed, L. C. Stringer, S.Valente, J. Newig. (2015) In press. How does the context and design of participatory decision making processes affect their outcomes? Evidence from sustainable land management in global drylands. Ecology & Society.

[69] Involve. (2005). People and Participation: How to put citizens at the heart of decision-making. London: Involve. Available: http://www.involve.org.uk/people-and-participation/ Accessed January 2009.

[70] Fazey, I. et al. (2010) A three-tiered approach to participatory vulnerability assessment in the Solomon Islands. Global Environmental Change 20, 713-728.

[71] Meagher, L. et al. (2008) Flows of knowledge, expertise and influence: A method for assessing policy and practice impacts from social science research. Research Evaluation 17, 163-173.

[72] Rowlands, J. (1995). Empowerment examined. Development in practice 5: 101-107.

[73] Taliaferro. J. (2004) Power Polictics and the Balance of Risk: Hypotheses on Great Power Intervention in the Periphery

[74] Evans K (2011) 'Big Society'in the UK: a policy review. Children & Society 25: 164-171.

[75] Singleton, S. (2002). Collaborative Environmental Planning in the American West: The Good, the Bad and the Ugly. Environmental Politics 11(3): 54-75.

[76] Ferreyra, C. R. C. de Loë, and R. D. Kreutzwiser. (2008). Imagined communities, contested watersheds: Challenges to integrated water resources management in agricultural areas. Journal of Rural Studies 24(3): 304-321.

[77] Armitage, D., R. de Loë, and R. Plummer. (2012). Environmental governance and its implications for conservation practice. Conservation Letters 5(4): 245-255.

[78] Rowlands, J. (1995). Empowerment examined. Development in practice 5: 101-107.

[79] Kenny et al (2015) Land Based Social Enterprises – What is standing in the way of new models of common good land use? Shared Assets. Available: http://www.sharedassets.org.uk/wp-content/uploads/2015/10/Land-based-social-enterprise-FINAL.pdf Last accessed January 2016.

[80] NRC. (2008) Public Participation in Environmental Assessment and Decision Making. Washington, DC: The National Academies Press

[81] NRC. (2008) Public Participation in Environmental Assessment and Decision Making. Washington, DC: The National Academies Press.

[82] Burgess, J., Harrison, C. & Filius, P. (1998). Environmental communication and the cultural politics of environmental citizenship, Environment and Planning A 30: 1445–1460.

[83] The Theory of Reasoned Action and Theory of Planned Behaviour (Fishbein & Ajzen, 1975; Ajzen & Fishbein, 1980.

[84] Stern, P. (2000). Toward a coherent theory of environmentally significant behavior. *Journal of Social Issues* 56: 407-424.

[85] Hargreaves, T. (2011). Practice-ing behaviour change: Applying social practice theory to pro-environmental behaviour change. Journal of Consumer Culture March. 11 (1), p79-99.

[86] Hargreaves, T. (2011). Practice-ing behaviour change: Applying social practice theory to pro-environmental behaviour change. Journal of Consumer Culture March . 11 (1), p79-99.

[87] Rogers, E.M. (2010). Diffusion of Innovations. 4th ed. United States: Simon & Schuster. p1-518.

[88] Pound, D. (2015). Designing and facilitating consensus building – keys to success. Chapter 17 in Conflicts in Conservation: navigating towards solutions. Edited Redpath, S, M. Cambridge University Press

[89] Argyris, C., and D. A. Schön, (1978). Organizational Learning: A Theory of Action Perspective Series on Organization Development. Addison-Wesley Reading, Massachusetts.

[90] Fazey, I., J. A. Fazey, and D. M. A. Fazey. (2005). Learning more effectively from experience. Ecology and Society 10(2): 4.

[91] Keen, M. and S. Mahanty. (2006). Learning in Sustainable Natural Resource Management: Challenges and Opportunities in the Pacific. Society & Natural Resources 19(6): 497-513.

[92] Kenter, J. O., M. S. Reed, K. N. Irvine, E. O'Brien, E. Brady, R. Bryce, M. Christie, A. Church, N. Cooper, A. Davies, N. Hockley, I. Fazey, N. Jobstvogt, C. Molloy, J. Orchard-Webb, N. Ravenscroft, M. Ryan, and V. Watson. 2014. UK

National Ecosystem Assessment Follow-on. Work Package Report 6: Shared, Plural and Cultural Values of Ecosystems. UNEP-WCMC, LWEC, UK.

[93] Reed, M. S., A. C. Evely, G. Cundill, I. Fazey, J. Glass, A. Laing, J. Newig, B. Parrish, C. Prell, C. Raymond, and L. C. Stringer. 2010. What is social learning? Ecology and Society 15(4): r1. [online] URL: http://www.ecologyandsociety.org/vol15/iss4/resp1/

[94] Pahl-Wostl, C. and M. Hare. 2004. Processes of Social Learning in Integrated Resources Management. Journal of Community & Applied Social Psychology 14(3): 193-206.

[95] Siebenhüner, B., and J. Suplie. 2005. Implementing the access and benefit-sharing provisions of the CBD: A case for institutional learning. Ecological Economics 53: 507– 22.

[96] Bennett, P., & Smith, S. J. (2007). Genetics, insurance and participation: how a citi- zens' jury reached its verdict. *Social Science & Medicine* 64: 2487–2498.

[97] Lehoux, P. Daudelin, G. Demers-Payette, O. & Boivin, A. (2009). Fostering deliberations about health innovation: What do we want to know from publics? *Social Science & Medicine* 68: 2002-2009

[98] Pellizzoni, L. 2003. Uncertainty and Participatory Democracy. Environmental Values 12(2): 195.

[99] Taylor, B., and R. C. de Loë. 2012. Conceptualizations of local knowledge in collaborative environmental governance. Geoforum 43(6): 1207-1217.

[100] Thomas, J. C. 1995. Public Participation in Public Decisions. New Skills and Strategies for Public Managers. Jossey-Bass Publishers, San Francisco.

[101] Macnaghten, P., and M. Jacobs. 1997. Public identification with sustainable development. Investigating cultural barriers to participation. Global Environmental Change 7(1): 5-24.

[102] Bulkeley, H., and A. P. J. Mol. 2003. Participation and Environmental Governance: Consensus, Ambivalence and Debate. Environmental Values 12(2): 143-54.

[103] Papadopoulos, Y., and P. Warin. 2007. Are innovative, participatory and deliberative procedures in policymaking democratic and effective? European Journal of Political Research 46: 445-72.

[104] NRC. (2008) Public Participation in Environmental Assessment and Decision Making. Washington, DC: The National Academies Press

[105] Coglianese, C. 1997. Assessing consensus: the promise and performance of negotiated rule making. Duke Law Journal 46: 1255-346.

[106] Pound. D., (2015) Fair inclusion: a participatory method for creating balanced and legitimate stakeholder groups. Unpublished. Dialogue Matters.

[107] Koontz, T. M. 2005. We Finished the Plan, So Now What? Impacts of Collaborative Stakeholder Participation on Land Use Policy. Policy Studies Journal 33(3): 459-481.

[108] Stringer, L. C., C. Twyman, and D. S. G. Thomas. 2007. Combating land degradation through participatory means: the case of Swaziland. Ambio 36(5): 387-393.

[109] Blicharska, M., K. Isaksson, T. Richardson, and C. J. Wu. 2011. Context dependency and stakeholder involvement in EIA: the decisive role of practitioners. Journal of Environmental Planning and Management 54(3): 337-354.

[110] Involve (2005) *The True Costs of Public Participation*. Full report. Written by Edward Andersson and Diane Warburton. Involve, London

[111] Warburton. D. (2009) Sciencewise Evidence Counts – Understanding the Value of Public Dialogue. Sciencewise

Findings from surveys and questionnaires

[1] Working together for Sustasinable Estate Communities; Exploring the potential of collaborative initiatives between privately owned estates, communities and other partners. University of the Highlands and Islands.

[2] Southern, A., Lovett, A., O'Riordan, T., & Watkinson, A. (2011). Sustainable landscape governance: Lessons from a catchment based study in whole landscape design. Landscape and Urban Planning, 101(2), 179-189.

[3] Bergmann, A., Colombo, S., & Hanley, N. (2008). Rural versus urban preferences for renewable energy developments. Ecological economics, 65(3), 616-625.

[4] Cowell, R. (2010). Wind power, landscape and strategic, spatial planning—the construction of 'acceptable locations' in Wales. Land Use Policy, 27(2), 222-232.

[5] Munday, M., Bristow, G., & Cowell, R. (2011). Wind farms in rural areas: How far do community benefits from wind farms represent a local economic development opportunity? Journal of Rural Studies, 27(1), 1-12.

[6] Munday, M., Bristow, G., & Cowell, R. (2011). Wind farms in rural areas: How far do community benefits from wind farms represent a local economic development opportunity? Journal of Rural Studies, 27(1), 1-12.

[7] Lambert, R. A. (2011). Strangers in a Familiar Land: The Return of the Native 'Aliens' and the (Re) Wilding of Britain's Skies. Invasive and introduced plants and animals: Human perceptions, attitudes and approaches to management, 169-184.

[8] Brown, K. M., & Slee, B. (2002, June). Salience and its implications for Common-Pool Resource management in Scotland: a tragedy of a different kind? In *The International Association for the Study of Common Property (IASCP) 2002 Conference. Victoria Falls, Zimbabwe.*

[9] Glass, J., Price, M., Warren, C., & Scott, A. (Eds.). (2013). *Lairds, Land and Sustainability: Scottish Perspectives on Upland Management*. Edinburgh University Press.

[10] Condon, P.M., (2012). Design charrettes for sustainable communities. Island Press.

[11] Pound, D. 2011. The Eco What Approach? In Landscape Ecology and Ecosystem Services. IALE UK

[12] ECOPAG. (2010). Environmental Consequences of Participatory Governance – A Comparative Meta-Analysis of Case Studies in Environmental Decision-Making. Available: http://www.edge-project.eu/ecopag/home/. Last accessed 5th Jan 2016.

[13] de Vente, J, M. Reed, L. C. Stringer, S.Valente, J. Newig. In press. How does the context and design of participatory decision making processes affect their outcomes? Evidence from sustainable land management in global drylands. Ecology & Society.

[14] Pound, D. (2009). Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network. Natural England Commissioned Report, Number 008

[15] Kenter, J. O., M. S. Reed, K. N. Irvine, E. O'Brien, E. Brady, R. Bryce, M. Christie, A. Church, N. Cooper, A. Davies, N. Hockley, I. Fazey, N. Jobstvogt, C. Molloy, J. Orchard-Webb, N. Ravenscroft, M. Ryan, and V. Watson. 2014. UK National Ecosystem Assessment Follow-on. Work Package Report 6: Shared, Plural and Cultural Values of Ecosystems. UNEP-WCMC, LWEC, UK.

Recommendations

[1] Van Boven, G. and Hesselink, F. (2003). Conservation Results by Managing Change, the role of communication, education and public awareness. Gland, Switzerland: IUCN Commission on Education and Communication.

[2] Adapted from Van Boven, G. and Hesselink, F. (2003). Conservation Results by Managing Change, the role of communication, education and public awareness. Gland, Switzerland: IUCN Commission on Education and Communication.

[3] Rogers, E. (2003).Diffusion of Innovations.   Simon and Schuster. 576pp

[4] Murdoch, J. (2000). Networks—a new paradigm of rural development?. Journal of rural studies, 16(4), 407-419.

[5] Reed MS (2008) Stakeholder participation for environmental management: a literature review. Biological Conservation 141: 2417–2431.

[6] Pound, D. (2014) Pros and cons of in house facilitators versus independent professionals – findings from 60 discussions. Training Materials. Dialogue Matters.

[7] Ibid

Annex 1

[1] Scottish Government. (2011). Getting the best from our land - A land use strategy for Scotland. Available: http://www.gov.scot/Publications/2011/03/17091927/0. Last accessed 10th February 2016.

[2] Parliament. (2006). Planning etc. (Scotland) Act. Available: http://www.legislation.gov.uk/asp/2006/17/contents. Last accessed 21/12/2015.

[3] June 2013 Ministerial Announcement (See also One Million Acres by 2020 - Strategy report and recommendations from the 1 Million Acre Short Life Working Group. December 2015)

Annex 2

[1] Forestry Commission Scotland. (2006). The Scottish Forestry Strategy. Available: http://scotland.forestry.gov.uk/supporting/strategy-policy-guidance/forestry-strategy. Last accessed 11/12/2015.

[2] National Planning Framework 3. (2015) Available: http://www.gov.scot/Topics/Built-Environment/planning/National-Planning-Framework. Last accessed 11/12/2015.

[3] National Forest Land Scheme (NFLS). (2015). Forestry Commission Scotland. Available: http://scotland.forestry.gov.uk/supporting/strategy-policy-guidance/communities/national-forest-land-scheme-nfls. Last accessed 11/12/2015.

[4] Outdoor Access - Scotland. (2015). Available: http://www.outdooraccess-scotland.com. Last accessed 11/12/2015.

[5] Woods In and Around Towns (WIAT). (2015). Forestry Commission Scotland. Available: http://scotland.forestry.gov.uk/supporting/strategy-policy-guidance/communities/woods-in-and-around-towns-wiat. Last accessed 11/12/2015.

6 Scottish Sustainable Communities Initiative. (2011). The Scottish Government. Available: http://www.gov.scot/Topics/Built-Environment/AandP/Projects/SSCI. Last accessed 11/12/2015.

7 The Crofters (Scotland) Act. (1993). Crofting Scotland. Available: http://www.crofting.scotland.gov.uk/legislation.asp. Last accessed 11/12/2015.

8 Climate Change (Scotland) Act. (2009). The Scottish Government. Available: http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/climatechangeact. Last accessed 11/12/2015.

9 Scotland's Climate Change Adaptation Framework. (2009). The Scottish Government. Available: http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/adaptation/AdaptationFramework. Last accessed 11/12/2015.

10 The Flood Risk Management (Scotland) Act. (2009). The Scottish Government. Available: http://www.gov.scot/Topics/Environment/Water/Flooding/FRMAct. Last accessed 11/12/2015

Annex 4

[1] Fazey, I., *et al.* (2013) Knowledge Exchange: A review and research agenda for environmental management. *Environmental Conservation* 40: 19-36.

[2] Williams, G., et al. (2003) Participation and power: Poor people's engagement with India's employment assurance scheme. Development and Change 34: 163-192.

[3] Reed, M.S. (2008) Stakeholder participation for environmental management: A literature review. *Biological Conservation* 141: 2417-2431.

[4] Chambers, R. (1997) Whose Reality Counts?: Putting the First Last. ITDG Publishing

[5] Partidário, M.R. and Sheate, W.R. (2012) Knowledge brokerage - potential for increased capacities and shared power in impact assessment. Environmental Impact Assessment Review 39: 26-36.

[6] Valorinta, M., et al. (2011) Path Dependence of Power Relations, Path-Breaking Change and Technological Adaptation. Industry and Innovation 18, 765-790.

[7] Hatt, K. (2012) Social Attractors: A Proposal to Enhance 'Resilience Thinking' about the Social. *Soc. Nat. Resour.* 26, 30–43.

[8] Gaventa, J. (1980) Power and powerlessness : quiescence and rebellion in an Appalachian valley. Clarendon Press.

[9] Avelino, F. and Rotmans, J. (2009) Power in transition: An interdisciplinary framework to study power in relation to structural change. *European Journal of Social Theory* 12, 543-569.

[10] Ingram, H. and Stern, P. (2007) Research and Networks for Decision Support in the NOAA Sectoral Applications Research Program.

[11] Whiteley, J., et al. (2008) Water, place and equity. MIT Press

[12] Foucault, M. and Gordon, C. (1980) Power/knowledge: selected interviews and other writings, 1972/1977. Harvester Press

[13] Barnes, B. (1983) Social-Life as Bootstrapped Induction. *Sociology* 17, 524-545.

[14] Connick, S. and Innes, J.E. (2003) Outcomes of collaborative water policy making: Applying complexity thinking to evaluation. *Journal of Environmental Planning and Management* 46, 177-197.

[15] Chambers, R. (1997) Whose Reality Counts?: Putting the First Last. ITDG Publishing.

[16] Connick, S. and Innes, J.E. (2003) Outcomes of collaborative water policy making: Applying complexity thinking to evaluation. *Journal of Environmental Planning and Management* 46, 177-197.

[17] Kuper, M*., et al.* (2009) Supporting the shift from state water to community water: Lessons from a social learning approach to designing joint irrigation projects in Morocco. *Ecology & Society 14.*

[18] Pound, D. (2014) Training materials. Dialogue Matters.

[19] Kenter, J.O. Reed, M.S. Irvine, K.N. O'Brien, E. Brady, E. Bryce, R. Christie, M. Church, A. Cooper, N. Davies, A. Hockley, N. Fazey, I. Jobstvogt, N. Molloy, C. Orchard- Webb, J. Ravenscroft, N. Ryan, M. Watson, V. (2014) UK National Ecosystem Assessment follow-on phase, technical report: Shared, Plural and Cultural Values of Ecosystems. UNEP- WCMC, Cambridge.

[20] Crompton, T. (2010) Common Cause The Case for Working with our Cultural Values. WWFUK.

[21] Sanderson, B. (2013). Money talks: the impact of economic framing on how we act and feel. Available: http://publicinterest.org.uk/money-talks-the-impact-of-economic-framing-on-how-we-act-and-feel/. Last accessed 5th Jan 2016.

[22] Rowlands, J. (1995). Empowerment examined. Development in practice 5: 101-107.

[23] Luttrell, C. Quiroz, S. Scrutton, C. & Bird, K. (2009). Understanding and operationalising empowerment. London, UK: Overseas Development Institute.

[24] Lips, H. (1991). *Women, men and power*. Mountain View, CA: Mayfeld.

[25] Pound, D. (2004) Training Manual. Dialogue Matters pp 105

[26] Rowlands, J. (1995). Empowerment examined. *Development in practice* 5: 101-107.

[27] Conger, J. A. & Kanungo, R. N. (1988). The empowerment process: Integrating theory and practice. *Academy of management review* 13: 471-482.

[28] Israel, B. A. Checkoway, B. Schulz, A. & Zimmerman, M. (1994). Health education and community empowerment: conceptualizing and measuring perceptions of individual, organizational, and community control. *Health Education & Behaviour* 21: 149-170.

[29] Parsons, R.J. (1991). Empowerment: purpose and practice principle in social work. *Social Work with Groups* 14: 7-21.

Annex 10

[1] Murdoch, J. (2000). Networks—a new paradigm of rural development?. Journal of rural studies, 16(4), 407-419.

[2] Yuliani, E. L., Adnan, H. and Indriatmoko, Y. (2008). The Use of Appreciative Inquiry as a Tool for Enhancing Adaptive Capacity in Natural Resources Management. Cheltenham: IASC Conference.

[3] Bandura, A. (2007). Impeding ecological sustainability through selective moral disengagement. Int. J. Innov. Sustain. Dev., 2, 8-35.

Sutton, R., Douglas, K. and Murphy, A. (2012). *Engaging Communities in Climate Change and Adaptation Measures. A review of relevant psychological science*. University of Kent: CC2150 InterReg Project.

[4] Pound, D. (2015). Designing and Facilitating consensus-building - Keys to Success. In: Redpath, S.M. Gutiérrez, R.J. Wood, K.A. & Young, J.C. Conflicts in Conservation. United Kingdom: Cambridge University Press. p240-253.

[5] Ibid

How to access background or source data

The data collected for this social research publication:

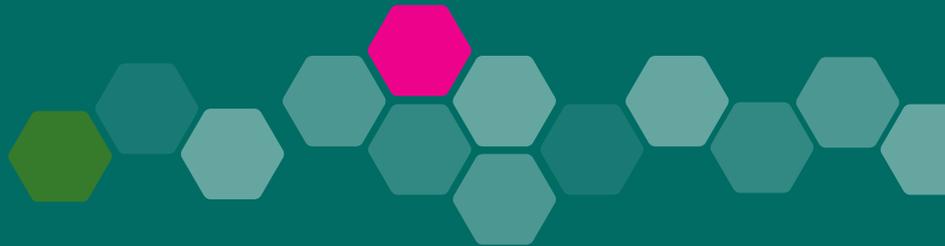☒ cannot be made available by Scottish Government for further analysis as Scottish Government is not the data controller.