

Scoping Paper

Adaptation and Social and Community Issues

Executive Summary

There are clearly social and community impacts of Climate Change; which will potentially widen existing inequalities, globally and locally, unless social impacts are actively addressed across the range of adaptation measures.

In Wales there are specific opportunities to deal with these because of the nature of the devolution settlement. Sustainable development is at the heart of governance in Wales and our Sustainable Development Scheme *Starting To Live Differently* includes the principle of social equity.

The Beecham Review established common principles for citizen-centered, efficient and accountable services in a small country. Beecham also strongly welcomed a willingness to embrace a mixed economy of provision including the public, private and not for profit sectors. In terms of adaptation it is essential that these principles are applied to the approach especially in understanding how Climate change will impact differently on different people.

Third sector organisations have established links with communities and are well placed to engage the public in issues around adaptation to climate change. Communication from voluntary organisations is well trusted and can reach specific interest groups or communities. Whilst a large number of third sector groups are actively working to encourage action on climate change, a majority of this activity focuses on mitigation issues. There is potential to harness the skills and experience of the third sector to similarly engage the public in adaptation. Similarly, grassroots activity -such as the Transition Towns movement- which tends to focus on mitigation could be expanded to embrace community resilience.

This paper does not try to set out exactly what the potential impacts on communities will be; that should form the basis of further work, and does significantly inform the papers from the Health group, and the Environment and Economic impact papers. There is a research project led by CAG Consultants for the Scottish and Northern Ireland Forum for Environmental Research (SNIFFER) on behalf of SEPA, the Scottish Government, Environment Agency Northern Ireland and other partners which specifically aims to do this. This is due to publish in early 2009.

What this paper suggests is that we need a way of engaging communities and jointly understanding their ways of coping, their vulnerabilities and resilience and developing a community consensus on the priorities for adaptation. This should be considered on a number of spatial levels, from local communities, communities of interest, Local Authority and Health spatial areas, regional and

national levels. The first part of this paper sets out the arguments in relation to this.

The second key issue revolves around how this emerging consensus and identified community risks can be turned into activity when the implications of Climate Change cut across all agencies. In essence, how do we get organisations to tackle a significant public risk when it does not sit easily within the corporate governance or performance measurement framework of that organisation? Whilst the catch all power of well being can be invoked to undertake innovative approaches to a range of issues it still does not drive day to day behaviour in the same way as the Wales Programme for Improvement does. The second part of this paper suggests a way forward on that issue to enable community centred risk to drive activity within local government and other key agencies.

Recommendations for the Commission to consider;

- That a further report detailing the work that CAG are undertaking on behalf of SNIFFER on the differential social impacts of Climate Change and adaptation on behalf of SEPA, the Scottish Government and the NI EA amongst other partners be brought before the Commission when it becomes available after January 09. The adaptation sub group then should be charged with identifying the key issues and how to take them forward. This work should also inform the development of any local adaptation strategies.
- That the process of engaging communities on the issue of Climate Change adaptation is reviewed; and an approach considered that does this on a local, regional and national basis. This would need to assess local vulnerability, coping strategies, risk and resilience. This could be linked to the Community plan, Spatial Plan and national processes. This is best undertaken in light of the Climate Change Bill and the likely requirement for local adaptation strategies.
- One approach to capturing this community centred risk is to amend the focus of the performance measurement regime as set out in the Wales Programme for Improvement. The Commission should consider if it wishes to recommend this as a potential way forward as part of the review of the WPI before considering how all public agencies can be incentivised to undertake joined up activity on adaptation. The role of LSB's is pertinent to this.
- That early learning from the Changing Climate Changing Places project is presented to the Commission to give some insight into how an approach matching an understanding of current vulnerability with future impacts can be used to inform adaptation planning on a County wide basis.

Adaptation and Community issues

The impacts of climate change are not evenly distributed – the poorest countries and people will suffer earliest and most"

Stern Review 2006

The community/socio impacts of Climate Change are fundamental to how Wales as a nation responds to this issue. Social equality and sustainable development underpin its governance arrangements.

It is clear that:

- Climate Change will widen existing inequalities, globally and locally, unless social impacts are actively addressed across the range of adaptation measures.
- There is an identified requirement for research into differential social impacts of climate change in UK

In this context the work undertaken by CAG consultants on behalf of SNIFFER <http://www.sniffer.org.uk/themes/climate-change.aspx> (Scotland and Northern Ireland forum for environmental research) is useful. The early part of this paper draws upon their early findings.

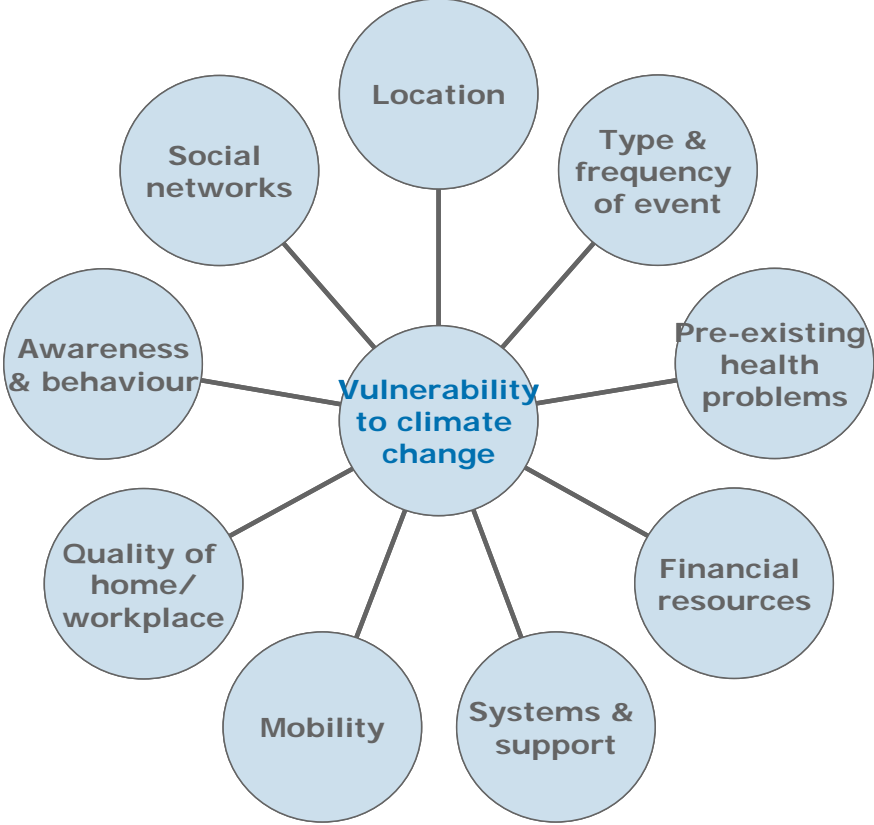
That project aims to:

- To identify the social impacts in the UK which are forecast to increase under climate change projections
- To identify the differential impacts, for example, based on exposure and sensitivity and capacity to adapt
- To identify adaptation measure that will need to consider these differential social impacts

Therefore its findings will be vital to this debate in Wales; these are likely to include;

- Poor are disproportionately exposed, vulnerable and affected
- Environmental change exacerbates inequalities
- Elderly, children and women are particularly vulnerable
- Conflicts and cohesion are likely to be issues as migration increases and nations attempt to access resources
- Most affected = most excluded People:
 - living in places at risk
 - are socially deprived (poor health, income, housing, mobility)
 - disempowered by lack of awareness, adaptive capacity, support and services, and involvement in decision-making

Therefore vulnerability to Climate Change can be seen in the complex interaction of a range of key issues. This is set out in a diagram below.



Source: Presentation by CAG Consultants (2008)

The quality of the local natural environment should be also be highlighted as a key issue with regards to community vulnerability to climate change with direct and irrevocable links to human health and well-being.

Scope and purpose of the paper

The purpose of this paper is to begin a debate on the 'Community' issues and impacts of Climate Change in relation to the Adaptation agenda. This distinction is important to bear in mind at this stage as there is much synergy to be gained from tackling mitigation simultaneously especially in a community context. However it is important to begin to understand the specific ramifications of adaptation on communities.

In terms of scope this is an area where there has perhaps being less defined activity and thinking. As such this initial document will begin to highlight some key issues. It is hoped that it will stimulate debate and raise other areas that require inclusion and highlight the linkages across them and the other sub group papers. However there is little debate within this paper yet on the types of adaptation required to deal with these issues. This is partly because we need to look at these issues on a range of levels and need to determine a process for doing this rather than assuming the response should be generic across Wales.

Approach

It is likely that in terms of taking this work forward there would need to be a more robust process of assessing vulnerability of communities on a community, local, regional and all Wales basis. This presents an opportunity to engage different players in this process and utilise current processes such as Community First, the third sector, LDP's/Community strategies, Groundwork Wales ("Working with Groundwork to tackle Climate Change" www.groundwork.org.uk/upload/publications/publications33.pdf), Community Design (who are and have been for many years actively engaging with communities regarding adaptation), climate change and sustainability, regional Spatial Plan groups and national forums.

It also requires a rethink on the focus of the performance measurement framework for the public sector in Wales if this community focus is to be mainstreamed into day to day activity.

Approach" can you include environmental organisations/charities such as At this stage the paper will only briefly highlight some major threats in regard of community resilience and vulnerabilities. This is where an approach or tool that could be used with local communities would be essential. The decision for Wales would be to come to a view on the desirability of such an approach, its practicality and the key mechanism to deliver this. Again clear linkages with public sector performance frameworks are essential.

The outcome of this work must be to develop an approach in engaging with communities and individuals on this issue, to increase community resilience and to ensure that all agencies and sectors which provide services do so in a way which understands the risks and develops appropriate responses with community support.

Measuring Climate Change against Socio/Economic change

To a certain extent this has already been debated by the sub group in its wide ranging discussion concerning economic growth and how differing scenario's fundamentally affect the adaptation debate. The economic paper will examine this further.

It is important to note that as Climate Change and its impacts vary over time and probability, the society and infrastructure that it acts upon will also change. This is all too apparent given the current economic context.

The range of possibilities in this area relating to; population, income, technology, wealth distribution, laws and the environment amongst a host of others suggest that there is may not be much purpose in spending too much time in trying to understand what these might be; but an awareness of their potential role is important. However assumptions about economic growth/changes in living patterns etc are important.

Vulnerability of current socioeconomic and natural conditions to future climate change

Therefore given the complexity of trying to determine what might happen to society in the future the most straightforward and relatively easy thing to do is to first examine what impact climate change would have on today's conditions. This is important for three reasons:

1. **Today's conditions are known.** The population, where people live, income levels, technology levels, economy, and natural conditions are known or can be determined.
2. It will likely be **easier to communicate** risks about today's conditions than risks regarding a hypothetical future set of socio-economic conditions. It should be easier for people to understand how current conditions could be affected by climate change scenarios than first imagining how socioeconomic conditions could change and then trying to impose climate change on top of those socioeconomic conditions.
3. Analysing vulnerability of today's conditions essentially is a **starting point** against which analysts can compare the effect of socio-economic changes on vulnerability. For example, if a half metre sea rise happened with today's socio-economic conditions, then a particular number of people would be at risk. If the coastal population grows and the same sea level rise happens, then an additional number of people would be at risk. The advantage of this is that variables that increase or decrease vulnerability to climate change can be identified. This can be useful in addressing adaptation, i.e., trying to reduce or minimize change in variables that increase vulnerability and encourage change in variables that decrease vulnerability.

There are also clear links here with the UKCIP "Adaptation Wizard" approach for business. This could perhaps be modified, so that a "Community" becomes the focus, rather than an organisation. This will be investigated through the Changing Climate Changing Places project.

How to take this forward

In terms of future work there needs to be some broad thought given to what future socio-economic scenarios are envisaged for Wales. Against this there needs to be considered the probabilistic Climate Change data to understand what the potential adaptation issues are. There appears to be a cogent argument that vulnerability, coping strategies and required adaptation should be undertaken on a range of differing levels from community to national.

Therefore it is becoming clear that the old dichotomy of climate-scenario-led (impact) or vulnerability-based (adaptation) frameworks is no longer relevant. Researchers are beginning to realize that integrating climate predictions and adaptation decision-making, against a baseline of vulnerability, is what is needed. This is very important in understanding how climate predictions might be useful in different decision contexts now and in the near term (adaptation).

The Changing Climate changing Places project seeks to marry an understanding of vulnerability with an assessment of future scenario's to inform the development of a local adaptation strategy.

The Changing Climate, Changing Places project will involve four local authorities in Wales (Gwynedd, Flintshire, Cardiff and Rhondda Cynon Taff) developing strategic and practical approaches to climate change adaptation. This will require the participating authorities and project partners to work together to:

- develop more integrated strategic planning for adaptation and mitigation at a local level, including for individual service areas
- achieve a greater understanding of likely impacts, level of risk and appropriate responses based on UKCIP 2008 scenarios
- share data and information to inform decision-making, policy and practice
- ensure stakeholder groups are aware of the adaptation agenda and their role in mitigation
- identify knowledge gaps and research needs to inform future climate change adaptation.

The intention is that the four pilot authorities will be used as 'demonstration schemes and test beds' with the aim of developing models, tools and techniques which can then be disseminated amongst all Welsh unitary authorities. Outputs from the project will include risk registers, models, maps, data and guidance covering different aspects of local climate change impacts and adaptation.

Therefore one key challenge for the future is to develop frameworks that can integrate present-day vulnerabilities with long-term risks. Ideally such a framework would address present-day vulnerabilities, but also factor in changes in long-term risks from climate change (as well as from socio-economic changes). Again there is potential discussed later in this paper concerning how this may be addressed in terms of the Wales Programme for Improvement (mainstreamed within organisational behaviour). There also needs to be better engagement with communities around these issues.

Local Engagement

There is a great deal of activity in terms of local engagement. Some of this is clearly more bottom up such as the transition towns movement, or nationally such as the WAG Climate Change awareness campaign or locally led/delivered such as the householder guide for planning applicants/local development plan processes.

Third sector organisations clearly have established links with communities and are well placed to engage the public in issues around adaptation to climate change. Communication from voluntary organisations is well trusted and can be reach specific interest groups or communities. Whilst a large number of third sector groups are actively working to encourage action on climate

change, a majority of this activity focuses on mitigation issues. There is potential to harness the skills and experience of the third sector to similarly engage the public in adaptation. Similarly, grassroots activity -such as the Transition Towns movement- which tends to focus on mitigation could be expanded to embrace community resilience.

What is clear is that the bulk of the engagement with the public has been around mitigation issues. It is often within this context that the public 'understand' climate change.

However the actuality is that the amount of climate change embedded into the system and the reality of what will be added over the next fifty years means that there will be clear adaptive consequences for communities and individuals. What is more problematic is finding a sensible way of engaging with people and local organisations/community groups. Both perhaps require different approaches, a matter which the communications sub group will wish to consider.

In terms of individuals it will operate on at least two levels. A discussion of the global threats and what it means to life in Wales, and specific threats to their communities and the specific responses required. An example of this may be rising sea levels where there is growing evidence of the types of changes we are likely to see and over what timescale this is likely to happen. This has an obvious specific impact in areas prone to flooding. The debate will need to consider and understand that greater flood defence work is unsustainable in some areas. This is an approach that requires communities to understand and engage with such solutions.

Community Resilience, Vulnerability and Coping strategies

However this issue is wider than engaging with the public and building their understanding. When specific weather events do affect communities it is their resilience to deal with these incidents which will do much to reduce the biggest effects. Put simplistically a more coherent supportive community is more likely to be able respond proactively rather than wait for a blue light response. This may be as simple as during a heat wave where the elderly are particularly vulnerable, having neighbours checking and helping could make a difference; to communities actively engaging and planning their local response to issues.

This reinforces the view that vulnerability and coping strategies may vary over fairly small geographical areas and therefore the social and community impacts.

The adaptation connotation of this section clearly is that communities must understand the threats posed by climate change, have them articulated in a way which makes sense to them, and that they should be actively engaged in determining what adaptation is appropriate, necessary and cost effective.

Impacts

As discussed earlier in this paper what we are seeking to do is to begin to understand the potential societal impacts of Climate Change and begin to understand the adaptation processes that will be required.

This reinforces the suggestion set out earlier in this paper that a process is required at a range of spatial levels which sets out socio/economic profiles, likely climate change scenario's, vulnerabilities and resilience to allow a more holistic response in terms of adaptation on a range of themes. Then places it within a context within which action can actually happen. The community centred risk approach integrated into local performance frameworks is one way of considering this.

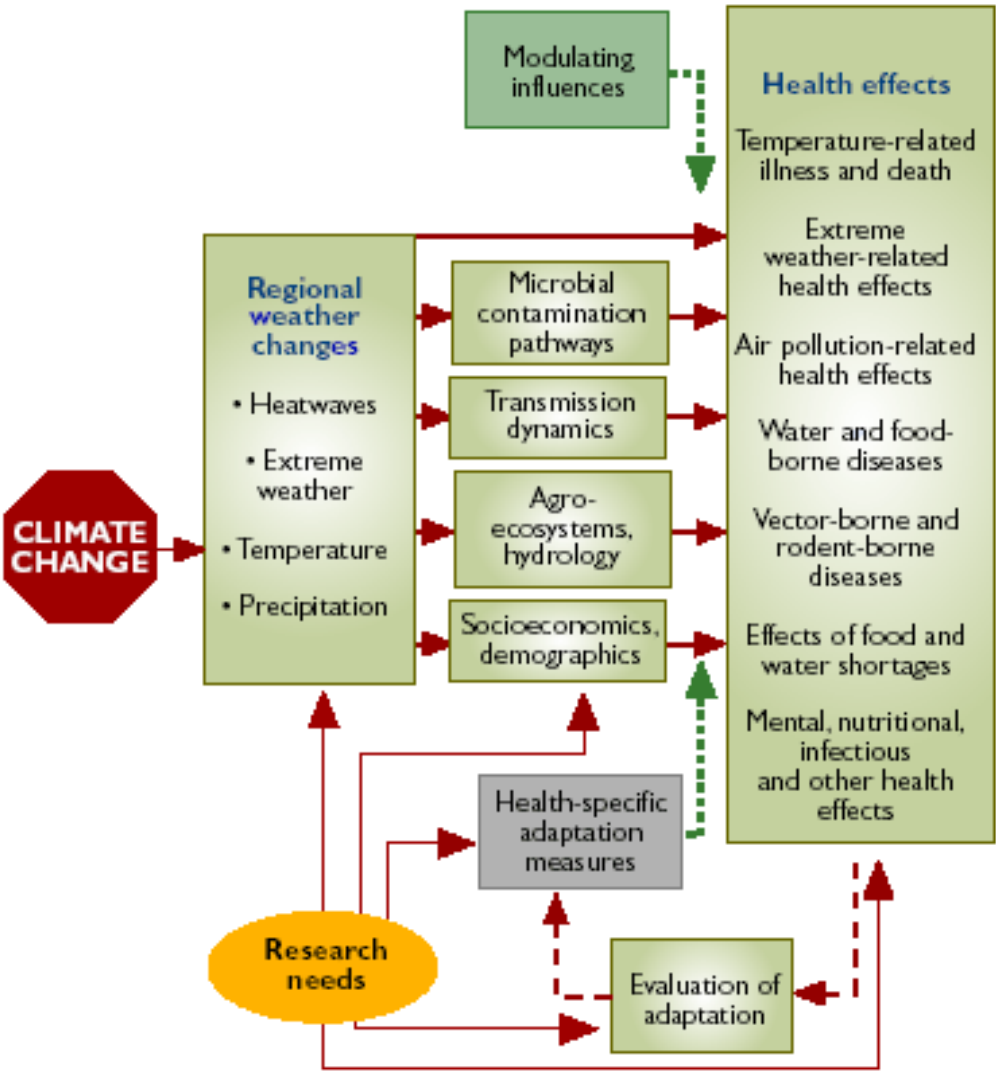
Specific Issues

In terms of clarity it is worth identifying some key issues at this stage. This is where this paper clearly interacts with the work being done on Health, Environmental and Economic issues.

This list is not exhaustive, includes issues which are directly affected by Climate Change, some which are secondary consequences and some which warrant a paper in their own right. With those caveats the issues identified thus far are:

- Health
- Built Environment – infrastructure (including green infrastructure)
- Natural Environment
- Housing – affordability/adaptability
- Land management/use/recreation
- Sea level rise/coastal issue
- Water resources – combating increasing demand as availability falls
- Flooding
- Waste management
- Housing
- Planning
- Energy resilience – peak oil – fuel poverty - renewables
- Social integration/cohesion/migration
- Travel and tourism
- Food security/cost of living
- Employment/economy
- Demography/population
- Cost effectiveness

The WHO has undertaken work on Climate Change and Health issues which highlight the complexity of this debate. Local coping strategies, vulnerabilities and adaptive capacity would be part of the modulating influences.



Community-centred strategic risk management and its implications for the updating of the WPI and dealing with issues like Climate Change

Any process which identifies specific implications for communities must result in specific activity to deal with the risks. There has always been problems with issues which cut across organisational boundaries, where activity and investment by one organisation results in significant savings elsewhere in the system. Much of the scenario's work undertaken by Wanless on health is a good example of this. Part of this issue is how organisations such as the public sector understand risk and determine priorities in response to it.

For example fuel poverty is a significant risk to communities across Wales. Latest figures suggest that up to 1 in 3 households are suffering fuel poverty. However it is difficult for local authorities to prioritise expenditure in this area over and above their statutory duties and the areas of key performance as set out by WPI. Therefore to deal with issues like Fuel poverty and Climate Change we need a new approach to community risk.

Therefore the 'Community-centred strategic risk management' (CCSRM) approach aims to:

- Build on established 'SWOT' & 'PESTLE' based approaches to strategic planning, particularly at the level of Community Strategies and other high level local authority and partnership strategies and plans.
- Connect this to the strategic risk management arrangements that have become well-established within local authorities through the WPI and are widely recognised to have played an effective and important role in shaping and driving improvement within authorities, but which are also widely perceived to be a) overly 'organisation-centric' in their view of risk, and b) inadequately connected to Community Strategies and the other high level plans that should be providing strategic direction for the authorities and hence shaping their improvement priorities.
- Suggests that documented strategies and plans on this level can only be meaningful and effective if they are founded in real life, locally grounded, self-sustaining 'co-productive strategy systems' that depend on the active participation of communities in order to achieve their intended outcomes.

What the approach entails:

- a) Developing a sense of shared purpose and direction within and amongst local communities and their public service & governance organisations that is organised around a vision of sustainable community well-being that is a) locally negotiated and legitimised through a diverse and inclusive web of engagement and accountability

processes, and b) grounded in a strong, locally-applied evidence base. This echoes the engagement process suggested earlier.

- b) Recognising, and systematically exploring, the interdependencies between local community well-being as envisioned and the wider social, economic and environmental ecologies of which local communities are a part, and on which their well-being depends.
- c) Within this, identifying both a) threats to the vision of well being, and b) opportunities for enhancing it
- d) Systematically building and drawing on a strong evidence base to assess 'likelihood' and 'impact' ('How real is the threat/opportunity, what are potential impacts, and how much do they matter?')
- e) Grounding this in the perceptions and direct experiences of local people / communities, asking a) 'how does this perceived threat/opportunity manifest itself in the day to day lives of people in this locality?', b) 'in what ways, and how much does it matter to local people/communities?', and c) what solutions can people envisage, how do they want/intend to contribute to these, what obstacles to they perceive, and what do they ask/expect from the local authority and others to support/enable effective action?
- f) Integrating evidence-based assessments with value-based judgements (legitimised through the same diverse and inclusive web of engagement and accountability processes referred to above) to arrive at priorities for both direct action and enabling actions and strategic capacity building.
- g) 'Following the buts, ifs & 'and sos' - Carrying this approach through to identify, assess and address obstacles and constraints within the co-productive system – i.e. within individual organisations, partnerships, local communities and the relationships between and amongst them; identifying 'and sos' to address every significant 'but' or 'if only', and, where these 'and sos' trigger further 'buts & ifs', testing and addressing these in turn.
- h) Recognising the full range of resources that are required – and available – to enable and deliver strategic activity that is aimed at protecting and/or enhancing sustainable well-being (paying particular attention to, and fully 'taking into account' resources within communities – including creativity, knowledge and solution-awareness as well as capacity for action), in essence understanding local resilience and coping mechanisms.
- i) Developing and implementing sub-strategies for resource renewal & capacity building

Implications for the 'Performance & Improvement' agenda

Local authority 'performance' – and hence 'improvement' - can be broadly defined in terms of the extent to which, &/or success with which, the authority is delivering its primary functions – broadly categorised & widely cast in terms of i) service delivery, and ii) community leadership.

The CCSRM perspective suggests that these functions are brought together at the level of protecting and enhancing the sustainable well-being of communities. In other words, at the outcome level, performance and improvement can be defined and evaluated in terms of:

- the extent to which, &/or success with which, a) threats to sustainable well-being are identified, avoided and addressed, and b) opportunities for enhancing sustainable well-being are identified, created and taken.

However, there is another aspect of performance that sits below this outcome level, but is critical to it. 'Good performance', and hence 'scope for improvement' has to be defined in terms of the 'ways in which' things are done, as well as 'what is done' and 'what it achieves'. Indeed, the wording of the 1999 Local Govt. Act duty to "make arrangements to secure continuous improvement ..." can be interpreted as a recognition that even the best 'arrangements' cannot necessarily ensure successful outcomes, and that, in essence, statutory duties can only be meaningfully imposed at the level of establishing 'arrangements' that can reasonably be expected to lead to outcomes, rather than at the level of achieving the outcomes themselves.

The CCSRM perspective also shifts and expands the way in which performance and improvement are viewed on this second level. In this it reflects and builds on aspects of the Making the Connections work on governance in LSBs and, closely connected to that, aspects of the WAG guidance on community planning in Local Vision and its supporting advisory papers.

The concept of 'co-productive strategy systems' is central to the CCSRM approach. If 'the way in which things are done' is regarded as a legitimate and necessary focus for the evaluation of performance and improvement, then the CCSRM approach suggests that the principle locus for that evaluation is the co-productive strategy system. On this level performance and improvement can be defined in terms of

the extent to which, &/or success with which, the authority is building, ensuring and protecting certain desired &/or required characteristics within the strategic, governance, managerial and operational systems through which those functions are delivered (these characteristics being deemed essential – 'though not necessarily sufficient - to the continuing successful delivery of those functions).

These characteristics include, but are not confined to, such characteristics as:

- i. efficiency
- ii. sustainability (in the 'SD' sense)
- iii. equity
- iv. diversity
- v. engagement & accountability
- vi. financial health & probity

Accordingly, one consequence of the CCSRM approach is that it extends the scope and emphasis for performance management and improvement planning from individual organisations (local authorities & others) into the wider co-productive strategy systems. If the principle aim is to protect and enhance community well-being (rather than the well-being of the organisation per se) then the primary focus should be the co-productive strategy systems through which well-being is shaped, delivered and protected. The aspects of local authority performance that matter most are those that are concerned with the authority's leadership of, participation in, and specific contributions to, those strategy systems.

Organisation-centric risk management and improvement continues to be highly important in this, but it is secondary. The organisational 'buts and ifs' matter a great deal, but only in so far as they constrain the authority's ability a) to help lead and shape the wider, co-productive strategy system, and b) to deliver the authority's direct contributions – planned &/or potential - within that wider system.

Integrating the CCSRM approach into updated WPI Guidance - or supporting advisory papers (critique of 28/2005 & exploration of the implications for 2009 update)

It can be argued that nothing within the current WPI Guidance – 28/2005 – is in any way at odds with the Community-centred view of strategic risk being advocated here. Yet, somehow, the 'WPI in action' seems to be falling well short of the aspirations embedded within the approach and the potential that they point to. The problem may be that the current guidance does not say enough, and it could be argued that it offers less in this regard than did its predecessor (18/2002).

For example:

- The current Paragraph 4:4 of the current guidance states that: "The most fundamental threat than an authority faces is a failure to meet its strategic objectives and statutory duties, and thus a failure to improve to that end. For the purposes of this guidance, risk is therefore any potential development or occurrence which, if it came to fruition, would jeopardise the authority's ability to: achieve its strategic aims, and/or

provide services as planned, and/or fulfil its statutory duties, including the duty to make arrangements to secure continuous improvement". In placing 'achieving its strategic aims' at the top of this list (albeit that hierarchy/primacy is not stated or intended) the wording might be considered to be not materially inconsistent with the CCSRM approach. However, to make it positively supportive of a CCSRM approach:

- a) the expression of the concern in terms of the threats that "an authority faces" would be recast as a concern with the threats (and opportunities) that local communities face, and ...
- b) it would be helpful to expand on what is meant by both 'strategic aims' and 'arrangements to secure ...', with the argument being that aims and intentions to enhance the strategy system, such as building community capacity and co-productive engagement dynamics, are legitimate and important aims in their own right - and hence that obstacles to such enhancements, whether within, or external to, the authority as an organisation, are a legitimate, and potentially high priority, focus for intervention and 'improvement' planning.
 - In a series of statements that were at the core of the WPI as initially formulated, 18/2002 spelt out the following in a section specifically addressing 'Community leadership':

"Community strategies will provide the central reference point for all other plans, highlighting key priorities for the local authority area as identified by all partners and local communities themselves...." (1.2)

"The Improvement Plan ... will need to be consistent with the community strategy, when developed" (1.3)

"The [Council's] executive ... will need to ensure that there is a clear hierarchical relationship between the authority's community planning arrangements and the Improvement Plan" (1.11)

There was no positive, agreed decision to exclude these principles or imperatives from 28/2005, and they can be taken as implied at various places within the current Circular (see footnote¹). However, the lack of a headlined section in 28/2005 that is explicitly devoted to Community Leadership and Community Strategies may, in hindsight, be seen as contributing to the failure

¹ Relevant references in 28/2005 include those in (1.7) referring to "a revised WPI ... which ... join[s] together the other components of the accountability and improvement framework ... [including] ... a heavily reduced (and community-focused) statutory planning framework"; (1:9) referring to the joint risk assessment as "the means by which an authority and its regulators assess the key areas for improvement in light of the authority's priorities and those of the citizens and communities that it serves."; and (2:2) referring to the need for "continuous action within each authority, and between authorities, partner organisations and the citizens they serve, to ... develop a longer-term strategic outlook and a set of broad priorities for action, built around the community strategy and the high-level strategic plans that remain as statutory requirements". The current Circular does not anywhere either cite the Local Government Act 2000 or refer explicitly to authorities' community leadership functions.

of the WPI to break out of its organisation-centric focus over the past 2-3 years.

Beyond this, and in addition to what has already been said about the place of organisational risk management within the wider picture, the CCSRM concept and approach has a range of significant implications for what the updated guidance might say, however it is structured. Some examples are identified in outline in what follows (there are many more, and those identified here are not explored in any depth):

Accountability & engagement

The concept and approach highlight the critical importance of establishing and maintaining a vibrant 'co-production dynamic' in achieving the well-being outcomes that authorities should be focussed on. By any plausible assessment, failure to establish such a dynamic has to be counted as a highly significant strategic risk across the board for local government in Wales. This makes accountability and engagement processes a central and essential focus for improvement – building on and expanding the 'explain & engage' theme within 28/2005 and applying it within the wider strategy system.

At the same time the approach suggests that the 'holding to account' aspect of accountability – and performance reporting more generally – should be focussed more clearly around a) authorities' contributions to outcomes and impacts on the whole system level, and b) their leadership, participation and direct contributions to well-formed, fit for purpose, strategy systems.

Sustainability & Equalities

The CCSRM approach is essentially and inherently concerned with driving and shaping Sustainable Development in line with the conceptual framework for SD set out in "One future – different paths the UK's shared framework for sustainable development"- DEFRA March 2005) to which the Assembly Government is signed up. It can be argued that the integration of a CCSRM approach into the WPI would amount to the full integration of SD into the improvement framework.

Likewise, in relation to equalities, the approach highlights the extent to which equity and diversity are essential dimensions of a) sustainable well-being outcomes in communities, and b) effective and fit for purpose strategy systems. This may help build on the approach of the current WPI by reinforcing the important principle that 'equalities' failures matter principally because of their impacts on community and citizen well-being, rather than because of their impacts on local authorities as organisations. Conceptually, this is nothing new; significant gains in relation to the equalities and diversity agendas would be dependent on the ways in which the logical and deliberative imperatives that a CCSRM approach would point to in these areas were translated into imperatives for action through WPI processes for

accountability, performance management, challenge and regulation. The whole package has to be right.

Efficiency

The approach and perspectives of CCSRM – with their focus on community outcomes and co-productive strategy systems highlight – and potentially expand - the concept of ‘social efficiencies’ as advanced in *Beyond Boundaries* (4:1). ‘Social efficiency’ is clearly a key dimension of good performance in local government and the strategy systems that it leads and is involved in. It might be argued that since Beecham made the important distinction between ‘social’ and ‘technical’ efficiency very little progress has been made in integrating the concept into the improvement agenda in a coherent way. The CCSRM perspective highlights the threats that social inefficiencies pose to community well-being, not least through the opportunity costs that they incur.

Its attention to the principle of co-production, leading to its recognition of the central importance of community resources (widely defined) within effective strategy systems, reinforces the contribution that the CCSRM approach can make on this front. In a sense this is an ‘accounting’ issue. The approach calls for a shift in the way the ‘balance sheet’ for strategic risk management is conceptualised (specifically, on the ‘impact’ side of the risk equation). This can be taken to imply the need for a parallel shift in the conceptualisation and scope of the balance sheet for ‘efficiencies’ judgements; in the process it may offer a route and mechanisms for the full integration of social efficiency into the concepts of performance and improvement.

Joint Risk Assessment, Regulation, Scrutiny, Peer challenge

The most complex, and potentially contentious, implications of the CCSRM concept for the WPI inevitably relate to external audit and inspection and their place within wider accountability, challenge and risk assessment processes.

Above all, the distinction between ‘community-centred’ and ‘organisation-centred’ risk raises the question of the levels, or points, at which external audit and inspection is most appropriately and useful pitched. For example:

- Should regulation be focussed principally on the organisation, providing assurance around local authorities’ (and others’) fitness for purpose in delivering their agreed functions and contributions to the wider strategy system? This would probably not look that different from the current JRA process, but would help to define and focus its scope more clearly.
- Should external audit and regulation be involved in providing challenge and/or assurance at the strategy development level – testing/challenging decision-making processes and/or the

evidence-base /content through which local strategic (community-centred) priorities and aims are determined?

- To what extent could/should regulation be focussed around themed, 'universal' risks (e.g. climate change – mitigation &/or adaptation -, obesity, social justice)? Potentially, regulation could 'follow the butts (risks)' through such themes from strategic to partnership to organisational levels – starting with the risk rather than the organisation, but getting into organisations whenever and wherever significant constraints and/or failures/shortcomings are identified?

These sorts of questions obviously all call into question the different contributions, connections and appropriate/desirable balance between audit & regulation, scrutiny arrangements (organisational & wider-system), and other 'challenge &/or assurance' mechanisms such as Peer assessments. But, but if the challenge that the concept of CCSRM offers is accepted as relevant, valuable and legitimate, then this complexity must be addressed

Appendix One

Definition of key terms

It is important to understand this concept of vulnerability to climate change if we are to form a view on how to engage communities on this. It has been described as a function of three components:

- ▶ **Exposure**, which is essentially what is at risk to climate change (i.e., what is *exposed* to climate change) and the change in climate. So, it includes:
 - The population (e.g., people, species) that can be affected by climate change
 - Settlements and infrastructure that can be affected by climate change
 - Natural resources that can be affected by climate change
 - The nature of climate change itself, e.g., change in sea level, temperature, extreme events.

There are obviously differential exposures and therefore differential impacts.

- ▶ **Sensitivity** is defined by the Intergovernmental Panel on Climate Change (IPCC) as “the degree to which a system is affected, either adversely or beneficially, by climate-related stimuli. Climate-related stimuli encompass all of the elements of climate change, including mean climate characteristics, climate variability, and the frequency and magnitude of extremes. The effect may be direct (e.g., a change in crop yield in response to a change in the mean, range, or variability of temperature) or indirect (e.g., damages caused by an increase in the frequency of coastal flooding due to sea-level rise)”
- ▶ **Adaptive capacity** is defined by the IPCC as “the ability of a system to adjust to climate change (including climate variability and extremes) to moderate potential damages, to take advantage of opportunities, or to cope with the consequences”
- ▶ Adaptive capacity is determined by:
 - Economic resources
 - Technology
 - Information and skills
 - Infrastructure (including ecological)
 - Institutions
 - Equity

Adaptive capacity is therefore a function of all these issues. Limitation in any one can limit adaptive capacity in general.

So, *vulnerability* is defined by the IPCC as “the degree to which a system is susceptible to, or unable to cope with, adverse effects of climate change, including climate variability and extremes. Vulnerability is a function of the

character, magnitude, and rate of climate change and variation to which a system is exposed, its sensitivity, and its adaptive capacity” The greater the exposure or sensitivity, the greater the vulnerability; the greater the adaptive capacity, the lower the vulnerability.

For societal systems, impact can be measured as change in value (e.g., gain or loss of income) or in morbidity, mortality, or other measure of well-being. Again communities and individuals will experience this impact in different ways.

Adaptation is defined by the IPCC as, “adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities” (Smit et al., 2001, p. 881). Note that the definition includes “actual” (realized) as well as “expected” (future or anticipated) changes in climate. Thus, adaptation can be happening in response to perceived change in climate or in anticipation of future change in climate. **Autonomous adaptation** is considered to be adaptations made by affected entities, such as individuals, societies or nature, in response to observed or perceived changes in climate. A communities socio/economic standing is likely to impact upon their ability to undertake this autonomous adaptation.

Anticipatory or proactive adaptation is made to reduce risk from future changes in climate. This is where government and other agents intervene taking account of the ability of different sections of our communities to adapt. Therefore public policy on adaptation must be clearly informed by an understanding of the vulnerability/resilience factor.