



INSPIRING AND ENABLING LOCAL COMMUNITIES: An integrated delivery model for Localism and the Environment

Final Report

By
The Countryside and Community Research Institute









Summary of Project

Project Title: Inspiring and Enabling Local Communities: an integrated delivery model for Localism and the

Environment

Client Reference: Research commissioned by the Farming and Wildlife Advisory Group

Start Date: 01 February 2010

Finish Date: 31 January 2011

Duration: 12 months

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Date of Report: 31 January 2011

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Suggested citation:

Short C, Griffiths R and Phelps J (2010) *Inspiring and Enabling Local Communities: an integrated delivery model for Localism and the Environment.* Report to Farming and Wildlife Advisory Group and Natural England. CCRI: Cheltenham.

Acknowledgements

The authors would like to thank the Farming and Wildlife Advisory Group for commissioning this work and Natural England for providing funding through the Common Land Major Project. The encouragement and support of both Graham Bathe, Common Land Major Project Manager in Natural England and from Andy Ormiston, Managing Director, FWAG have been fundamental to the project. The case study would not have been possible without the support and input of the farmers, members of the local community and agency staff on Walmore so our thanks to them is substantial. Finally thanks are also due to other members of the Gloucestershire FWAG team and colleagues in CCRI for their comments and input.

Outline of the Integrated Local Delivery Model

The ILD model evaluated in this study was initially developed as part of the Caring for the Cotswolds Project, a £2.8 million landscape scale Heritage Lottery Partnership (HLP) project 2002 – 2007. The framework was deemed to be the most effective means by which the HLP project could help re-introduce and sustain management on over 90 species-rich limestone grassland sites on the Cotswold escarpment, many of which were registered common land. The first project to be delivered using this approach was in the parish of Uley, Gloucestershire where the objective was to support the village in the restoration and long term protection of Uley Bury Hill Fort and surrounding grassland. However, the main focus of the project was the restoration of species-rich limestone grassland in the Cotswolds Area of Outstanding Natural Beauty.

Following the end of the HLP project the Project Officer moved to become Conservation Advisor for FWAG, and now uses the same approach to deliver to wide range of environmental objectives. This is done through a process of facilitation involving all partner organisations with an interest in a particular area to both inspire and enable action from local landowners and neighbouring communities.

There are 8 key themes to the ILD model that run through all the examples where the approach has been used, including the Walmore case study evaluated in this report. The approach:

- looks to work within the lowest appropriate National and European administrative structure (i.e. parish or ward, town, county, district, region, country);
- clarifies which statutory and non-statutory partners have an interest in the area so that they can be involved and their strategic aims and objectives identified and delivered within that administrative area;
- seeks to deliver a wide range of strategic objectives within the defined area in order to maximise the wider landscape scale potential and effective use of public funds;
- seeks to strongly support and value the role and knowledge of the farming community;
- promotes the use of facilitation through an independent third party to develop a local management group that acts as the collective discussion forum for the area, with clear lines of communication to those public agencies with legal responsibilities;
- incorporates the Parish Council (or other local government framework) into the communication structure of the local management group to ensure continuity beyond project timescales;
- provides a forum for all those within the defined area to take action and offer knowledge and resources to achieve multi objective delivery with an inclusive list of partners;
- identifies funding opportunities, particularly through the Rural Development Programme for England, and match funding through joined up partnership working.

Following a number of discussions with Jenny Phelps and other staff at FWAG, drafts and revised versions of the ILD model were developed. Through this iterative process various representations of the approach used across Gloucestershire were revised and redrafted before an acceptable account that succinctly and clearly represented the core elements of the ILD model was agreed.

The next section provides an outline of the 6 Steps the make up the ILD model, these outline the process used by facilitators and act as a guide as to how the ILD model functions. The first page reviews all six steps, with subsequent pages providing more detail on each individual step within the process.

The ILD Model: Outline of a 6 Step Process for Facilitators

- 1. Once invited begin initial scoping to determine the area, its assets, key individuals and strategic frameworks involved.
- before visiting the area collect background strategic, historical and cultural information to scope the area's assets and core issues.
- > start with an open mind and determining the administrative area that includes all legal stakeholders and local interests (e.g. parish or ward).
- > gather many views in order to gain a comprehensive understanding of both assets and uses of the area with contacts for each.
- ➤ aim to try and understand local custom and tradition which influences the way in which the community works and how various decisions are made at the local level. Value this information.
- 2. Map the management tasks and verify these in an inclusive and open format
- > bring the findings from 1. to the community so that local knowledge and data can contribute to and strengthen the information you have found.
- > confirm the spatial area with the community and government agencies and the key assets, issues and challenges to be resolved.
- outline the opportunities so the local stakeholders and community clearly understand what tasks and challenges could be achieved together. Be enthusiastic and realistic.
- 3. Develop a management group around key local and statutory stakeholders
- disseminate proposals arising from 2. through local meetings, informal discussions and guided walks with local, regional/national stakeholders.
- develop a transparent and inclusive local management structure that sits, within the existing administrative framework.
- confirm arrangements with regional and national statutory bodies and other agencies and ensure that they are supportive of management proposals and the importance and benefit of local knowledge.
- 4. Encourage linkages and opportunities for local contribution and adoption of responsibilities
- identify strategic priorities from 3. that might be delivered by the local management group and associated funding streams and opportunities.
- Enable local responsibility through partnership working with appropriate statutory agencies alongside an associated funding plan.
- ensure opportunities for local ownership with key responsibilities led by local group alongside support of statutory agencies.
- 5. Establish capacity and role of the local management group; identifying and prioritising tasks
 - once 4. is agreed, having identified a management structure and responsibilities, supporting the local group to take the lead.
 - identify features and tasks that can be used to develop the capacity (both skills and commitment) of local and statutory stakeholders.
 - establish the role of the local group so it fulfils requirements of public bodies/associated funding responsibilities and is recognised as a subcommittee of the agreed administrative unit (e.g. Parish Council).
- 6. Implement proposals and embed management group and support
- after 5. it is for the management group to agree which actions to prioritise through funding and overall implementation process.
- > determine the most appropriate local government link to embed the group within a transparent and accountable structure.
- enable group members to offer their contribution and resources, allocation of specific tasks and training opportunities for volunteering.
- > support early implementations and discuss the process with local group and statutory agencies to ensure group is working effectively.
- agree with the group further points for internal review and ensure statutory agency availability to discuss issues on-site and remotely.
- check for equity, balance and inclusion in local group.

Step 1

Once invited begin initial scoping to determine the area, its assets, individuals and strategic frameworks involved.

- before visiting the area collect background strategic, historical and cultural information to scope the area's assets and core issues.
- start with an open mind and determining the administrative area that includes all legal stakeholders and local interests (e.g. parish or ward).
- gather many views in order to gain a comprehensive understanding of both assets and uses of the area with contacts for each.
- im to try and understand local custom and tradition which influences the way in which the community works and how various decisions are made at the local level. Value this information.

Overview of Step 1

Before visiting the area, gather as much information as you can, a good first point of contact might be the parish council. It is important to be informative about a project that you may have an opportunity to deliver in the area. Ask for help and local support, identifying why you have the opportunity to help in that area. Once on the ground people may ask you why you are there, so having the support of the local council is an sound starting point. Be especially aware of any recent history and stress the inclusive nature of the process, invite people to share their views on the characteristics of the area, value their knowledge and ask for their help.

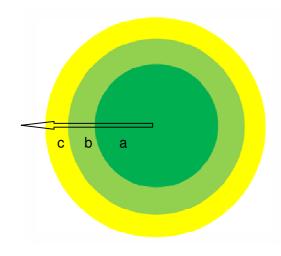
Stress the open nature of what you hope to achieve together rather than a set goal (e.g. 'save the water voles' or 'introduce grazing'). Talk to farmers about how to strengthen their businesses and members of the local community about their own interests and activities, how long they have been involved and who they discuss management issues with as well as how they would solve the various challenges they face. Remember the ultimate aim is to enable a framework for local problem solving process and rebuilding a sense of community. Most areas have proactive informed members of the community so ask locally who you should be talking to and what the main challenges and opportunities are.

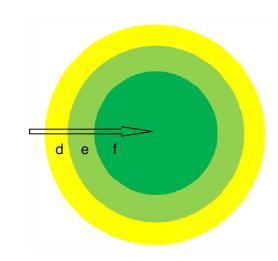
Build up a picture of the wider area and its assets, not just the designated area; there likely to be are a number of interconnected issues that involve the local community and surrounding land. When attending a parish meeting council, ask which adjacent parishes might need to be involved as areas can be linked and issues go beyond one area of administration. Begin to list, using your network of contacts, which statutory agencies are involved and who is involved with the local decision making bodies (farmer group, local civic society, parish council etc.). Begin to sketch this out in a list or diagram using the process on the next page.

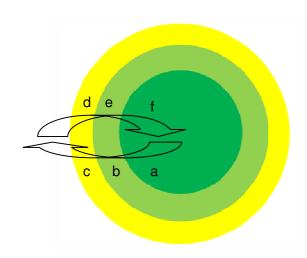
Key tools

- One-to-one meetings with key local stakeholders (e.g. on their farm).
- Carry out walks with local interest groups and agency staff together.
- Open invitations to get involved at local meetings (Parish Council etc).
- Identifying assets and associated organisations/objectives for multi-objective delivery.

- Avoids using a predetermined area to solve a single problem for a particular organisation.
- Doesn't use a single issue approach that is wedded to a tried and tested solution from elsewhere.
- Looks beyond an initial input to statutory agencies or national representatives.







Guidance for scoping phase within Step 1.

The first part of the scoping phase is to gather information on the key assets and characteristics within the inner circle (a), e.g. the parish or defined area if larger. This may relate to designations (SSSIs), habitats, species, national trails, protected landscapes and current projects (e.g. Heritage Landscape Partnership) but represents the physical and governance assets of the whole local area.

Once you have gathered a reasonably full understanding of the natural assets within the administrative area, move to regional level, shown by the middle circle (b), and record all the regional strategic frameworks that could be delivered within the defined central area.

Finally move to the outer circle (c), this represents the national and in some respects international strategic and policy frameworks that have a direct relationship to the inner circle (a). This should provide you with a good grasp of the range of physical assets and the associated frameworks at the local, regional and national level. The next part of the scoping is to identify the contacts responsible for the delivery of these frameworks. This is done in reverse order, because a secondary aim here is to make the connections from the national and regional to the local level.

The aim at the national level (d in the outer circle) is to identify the person with responsibility for delivering the legal obligation associated with a designation or policy objective. At the regional level (e in the middle circle) this would identify the project officer with responsibility for the local (inner circle) area. Finally the scoping should try to identify key people within the local area (f in the inner circle) who either are or could deliver the legal obligation or policy in question with the local community.

This process of working out from the central area and then returning creates a 'petal' that connects the local and national for one issue. Repeat the sequence of identifying the framework and the associated contacts for other aims and interests and the end product is a 'flower' complete with 'petals', each petal connecting the national, regional and local for a particular objectives. A 'full' flower, complete with annotations is shown in the Case Study section.

Step 2

Map the management tasks and verify these in a inclusive and open format

- bring the findings from 1. to the community so that local knowledge and data can contribute to and strengthen the information you have found.
- confirm the spatial area with the community and government agencies and the key assets, issues and challenges to be resolved.
- outline the opportunities so the local stakeholders and community clearly understand what tasks and challenges could be achieved together. Be enthusiastic and realistic.

Overview of Step 2

Once Step 1 is complete ensure that you bring the findings back to the community and statutory agencies so that they can contribute further. This will be recognised as a 'starting point' and the process can move on through Step 2 and beyond, gathering more information. Have a further site visit with all the stakeholders so the greater understanding of the opportunities to integrate the socio-economic and environmental aspects of the community can be revealed through dialogue. The presence of all stakeholders can resolve challenges and builds up the relationships that will ultimately deliver the outcomes and social capital required.

The ILD model is based around joined up delivery within a defined administrative area to which people have a sense of belonging. Take the findings from the site visit(s) in particular and begin to try and match the management tasks and challenges identified with different match funding opportunities and contributions from statutory agencies, for example for delivering statutory or European directives. Discuss and inspire the local community through an open meeting to prioritise these and see how this might be achieved together.

What you are actually doing here is to establish a local management group, which includes, or has links to, all stakeholders with an interest to deliver in that administrative area and the local community who live there. This creates a marriage of local, technical, specialist and practical knowledge for delivery. Discussions with individual farmers would need to remain confidential, unless volunteered. Their aspirations for sustaining and developing their farm businesses are important and might be linked to assistance and information on cross compliance, grants, Environmental Stewardship, adding value and green tourism. Encouraging the community to reconnect with the farmed environment and recognising the potential of farmers to contribute to long term sustainability and community resilience (as a source of local food, water, green energy, local employment or land use that might reduce flood risk) is important. This is additional to those contributions already made in terms of biodiversity, landscape and access provision.

Key tools

- Open meetings to share review in Step 1.
- Use media and maps to overlay different strategic priorities in an accessible way.
- Develop a list of management tasks and challenges from the site visit.

- A greater emphasis and willingness to listen and change approaches part way through.
- Sharing central data with the local community and other stakeholders so they can discuss it and contribute their knowledge and expertise.

Step 3

Develop a management group around key local and statutory stakeholders

- disseminate proposals arising from 2. through local meetings, informal discussions and guided walks with local, regional/national stakeholders.
- develop a transparent and inclusive local management structure that sits, within the existing administrative framework.
- confirm arrangements with regional and national statutory bodies and other agencies and ensure that they are supportive of management proposals and the importance and benefit of local knowledge.

Overview of Step 3

Using the findings from Steps 1 & 2, begin to collectively decide who should be represented on a local management group. Include all of the statutory agencies and local rightsholders but be open about membership so if other local interests want to be involved invite them as well. Use the output from Step 1 to locate the various individuals, local groups, regional and national agencies who might be involved. The list might be quite long as the aim is to be inclusive. Share the ideas arising from Step 2 through open meetings, site visits and guided walks inviting local stakeholders and agency staff so they can discuss management tasks and challenges directly with each other. Continue to develop the diagram until all are satisfied that it represents the main assets, the defined area itself and how decisions are made. However, understand that such representations are dynamic and change as new information becomes available.

The management structure could rest within an existing body; this should be the preferred choice as it would be seen to support an existing, possibly traditional, system of governance rather than imposing a new one. However, it would need to be acceptable to everyone and be flexible enough to take on any additional duties. As a means of introducing suitable checks and balances there should be some links to the appropriate administrative body (e.g. parish or district council), perhaps as a sub-committee. This gives the group stability as well as ensuring a greater degree of transparency and accountability than a stand-alone body. This is important in regard to the long term legacy of the ILD model.

It is important to check with all regional and national stakeholders who have a statutory responsibility that they are up-to-speed with what is going on and content that the progress to date is in line with their requirements for the area and fits with the overarching multi-objective framework.

Key tools

- Personal discussions between local stakeholders and agency staff.
- Walks with local interest group and agency staff discussing issues together.
- Using existing structures to share ideas and findings thus building on local knowledge and capacity.

- Working with existing structures wherever possible, especially where these are traditional.
- Attempting to match national obligations with local delivery and opportunities.
- Introducing a transparent and inclusive locally based management structure with links to the statutory agencies and the local administrative area.

Step 4

Encourage linkages and opportunities for adoption of responsibilities locally

- identify strategic priorities from 3. that might be delivered by the local management group and associated funding streams and opportunities.
- Enable local responsibility through partnership working with appropriate statutory agencies alongside an associated funding plan.
- ensure opportunities for local ownership with key responsibilities led by local group alongside support of statutory agencies.

Overview of Step 4

Once the management group is formed begin working together to form an agreed list of management priorities to begin seeking funding and release social capital through volunteering.. This may require some of the committee to work together in gathering material and data for applications. This will also determine how often you should meet and may be where as well. Wherever possible try to develop a sense of collective responsibility towards the group by local stakeholders and the statutory agencies. Funding is most likely to come from the statutory agencies and through other government sources. Bring all this to the management group in an inclusive way so that all of those involved can see the full picture. Avoid keeping anything separate, apart from confidential information on individual agreements, even if it seems that it has little to do with the main activities of the group. All issues and decisions should go through the group. The meeting place is important; it should be neutral and have a good social atmosphere, e.g. a community hall or social club is ideal. Keep an eye to ensure that membership of the group has equity and balance as well as being inclusive.

Wherever a decision is required in terms of prioritising or adjusting the agreed list of management tasks bring this to the group and trust in their ability to see the bigger picture rather than report a decision that individuals have taken. As the group begins to take responsibility, look to encourage certain members or combination of members to take responsibility of certain tasks. If the members of the local management group don't know each other very well then look to develop some social activities. Make sure the meetings are run professionally but fairly so that all have the opportunity to speak and feel that they are treated equally. Keep repeating that all members of the group are equal. While feelings and passions can be high reconcile the need for all to express themselves and the impact of personal comments, remember that facilitators don't get directly involved. Share the notes and outcomes of the meetings widely through an email circle to county and regional bodies as well as those who locally try to attend. Be aware that not all members will have access to the internet; make the effort to be inclusive of all by printing and posting to those without email or that they are reliably informed through another route.

Key tools

- Open and inclusive running of the local management group.
- Implementation of the strategic prioritise identified in Step 3.
- Developing the collective responsibility and social fabric of the group.

- The approach looks to increase the local capacity to manage the area rather than external experts.
- Working with the local stakeholders and enabling a process that increases local willingness.

Step 5

Establish capacity and role of local management group; identify and prioritise tasks

- > once 4. is agreed, having identified a management structure and responsibilities, supporting the local group to take the lead.
- identify features and tasks that can be used to develop the capacity (both skills and commitment) of local and statutory stakeholders.
- establish the role of the local group so it fulfils requirements of public bodies/associated funding responsibilities and is recognised as a subcommittee of the agreed administrative unit (e.g. Parish Council).

Overview of Step 5

As the local management group becomes established ensure that the links to other structures set up in Step 3, such as the link to the statutory agencies, are working. It may be appropriate to have a launch event, but be careful about the timing as it would be good to show case something that the group has achieved and that they are content to share their experiences with outsiders. This may in turn reveal other individual or stakeholders who would like to or feel that they should participate in the local management group. Be prepared to be flexible as this would avoid the management group becoming a 'club' or even worse a 'closed shop'. It should be open to all with an interest and inclusive, so new members are welcomed as they appear.

As the group works through the agreed management tasks and other matters at the meetings begin to develop a picture of the different skills it has and match these against what you and others feel that it needs. After a few months begin to formalise the group in terms of jobs within it such as Chairing, taking notes etc. but also start embedding the local management group within the process of the statutory agencies and other public bodies, especially those associated with funding. It is important that the notes of meetings are accurately, fairly reported and circulated to all. Experience has shown that successful and communicative local groups often result in statutory agency staff staying in touch with a project because they enjoy being part of its success and progress. Consider sourcing some funding for training for the members of the local management group, potential areas are note taking, chairing, procurement systems where quotes are being sourced for capital works. Differences may occur as capacity develops, encourage the group to discuss these openly but be willing to assist as a facilitator.

Key tools

- Having an open approach to membership of the local management group.
- Connecting the local management group into the agency and funding network, noting that staff change regularly.
- Be confident in the ability of local stakeholders to deliver, don't look for excuses of failure.

- Having confidence in the ability of local stakeholders.
- Seeing the potential in training up those at the local level.
- Acknowledging that local people can be passionate about local spaces and this can be channelled into local delivery and partnership.

Step 6

Implement	> after 5. it is for the management group to agree which actions to prioritise
proposals and	through funding and overall implementation process.
embed	determine the most appropriate local government link to embed the group
management	within a transparent and accountable structure.
group and	enable group members to offer their contribution and resources, allocation
support	of specific tasks and training opportunities for volunteering.
	support early implementations and discuss the process with local group
	and statutory agencies to ensure group is working effectively.
	agree with the group further points for internal review and ensure statutory
	agency availability to discuss issues on-site and remotely.
	check for equity, balance and inclusion in local group.

Overview of Step 6

As the management group begins to settle make sure that some of the management tasks and priorities are beginning to be resolved, as this will give the group confidence that they are achieving something. Don't be disheartened if some issues are on-going or new ones arrive, that is the nature of integrated local delivery. The level of interest among local stakeholders and the reason for its significance to statutory agencies may increase. Encourage the agencies to share their knowledge of the site so that the understanding of the local stakeholders grows along with their ability to deliver of management tasks and take more responsibility.

Embedding the local management group within the decision making structures is important for its long time sustainability, as outlined in Step 3. Making the group a sub-committee of the local parish or district council would achieve this aim, provided the council are willing to take on this role and know what is expected of them. Be aware that local people often sit on more than one committee so they may have a view on which is the most suitable option. At this stage check that all meetings of the local management group are minuted and that these are be circulated and shared with agencies and other local groups and associations. Follow up to ensure that these minutes are satisfactory and acted on as necessary by the statutory agencies in particular. Establish the best place to meet locally, preferably with a social area so that the community can get to know each other as well as those from agencies and non government organisations. Over time stakeholders may choose to attend meetings, providing updates and reporting through an agreed contact.

After a year or so review the activities so it can be clearly be seen what has, and has not been, achieved. Hopefully this will be encouraging. This is also a good opportunity to check that the local management group has a good balance, equity and is functioning in an inclusion manner.

Key tools

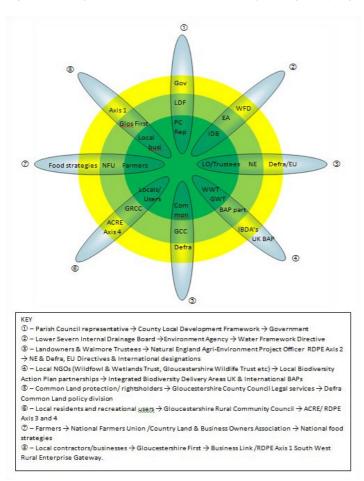
- On-going development of the local management structure.
- Developing the social and responsibilities on the group.
- Linking to existing governance.

- Look to the local stakeholders to provide the long-term management.
- Embedding the integrated local delivery into the local decision-making processes

Reflections

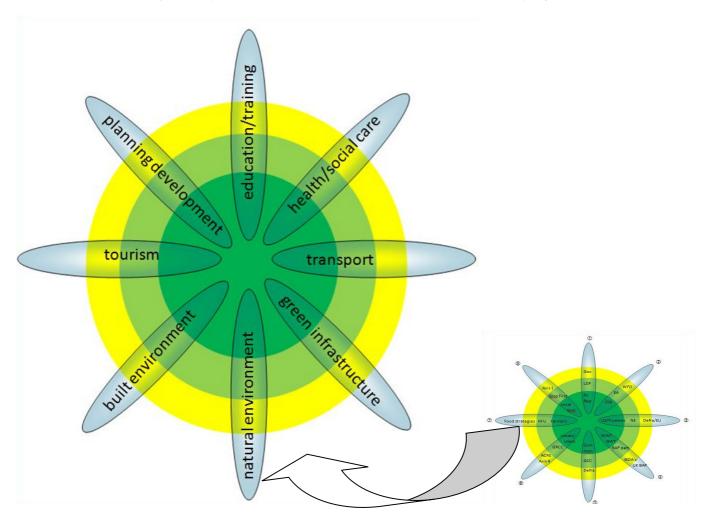
Clearly the main achievement of the ILD model used by FWAG in Walmore, as in other locations, is getting all of the local and national interests around the same table discussing the main challenges on the site and implementing some them in less than two years. This is in stark contrast to the lack of joined up thinking, fragmented management and minimal meetings that had preceded FWAGs involvement. This key difference highlights the importance of a qualified independent facilitator with excellent people skills to inform, link and enable the process and embed into decision making at different strategic and administrative levels. Figure 1 shows the product of the six stage process for one such area, Walmore in Gloucestershire, with the interconnected areas identified. The embedding of the process and sustaining of its delivery provides the facilitator with the confidence to move on to the next priority community, with the local management group save in the knowledge that they can call on the facilitator as and when necessary.

Figure 1 Diagram of Walmore case study using scoping approach



It is worth reflecting that this type of approach is more developed within community development circles, largely through Community-led Planning and this includes initiatives within rural areas, such as Parish Plans, to those in market towns and sub-urban neighbourhoods as well as the Transition Town movement. Moreover, it is possible to bring these different approaches together using the 'flower' diagram where the environmental 'flower' becomes a petal in a 'cross cutting' flower that includes all agendas that could be scoped and delivered in the same way e.g. transport, housing, tourism and health, see Figure 2.

Figure 2 Indication of how the FWAG ILD model may link into wider agenda. (Note - The smaller flower is from the Walmore case study and represents the natural environment in the wider scoping of the area.)



There remains an opportunity to combine the land management and community orientated approaches through the funding provided by the Rural Development Plan for England (RDPE). For example this could be used in the training of facilitators, providing them with the people skills and equipping them to work with communities as they consider the physical assets within and close to their communities while at the same time supporting the rural community councils, who are specialists in developing other aspects of CLP process. The facilitation of environmental aspects of CLP might be simple to deliver in some locations and more complex in others. The case study would suggest that it is most needed where there is some 'community land' or land locally recognised as being of environmental value, for example registered common land or the linking of a local nature reserve to the wider countryside may require skilled facilitation.

In conclusion, it is clear that the ILD model is a viable and valuable process, which appears to have strong synergies with other approaches. The closest approach that is widely understood within the UK context is that of CLP, but this is largely absent in terms of its influence on the UK countryside. The experience within Gloucestershire appears to show that a CLP type approach can inspire and enable communities to make a significant contribution towards the meeting of national environmental targets and obligations.

The FWAG ILD model deserves both more attention and scrutiny and should be part of the wider discussion going on within national, regional and local fora so that it can be tested thoroughly and made available more widely. This should focus on five main areas.

- How the ILD model can be incorporated into existing CLP mechanisms and thus extending the scope conventional community development and CLP approaches so that they included the physical and natural assets in and around communities.
- Reducing the acknowledged complexity in the national delivery framework and the lack of connection
 at the national, regional and local level between public agencies, NGOs, the private sector and
 landowners using the FWAG ILD model offers an opportunity for local delivery that can be adjusted to
 suit whatever options are developed and installed at the national level.
- The development and training of independent facilitators and participatory practitioners over and above
 the current existing resource. This will involve a number of agencies and organisations as well as
 adapting existing short courses and CPD arrangements. There are short-term needs in order to meet
 current demand but also longer-term issues that need to be explored. The emphasis should be in
 delivering landscape-scale change and enabling communities.
- Where the resourcing for the implementation of the ILD model will come from in the future as it extends across to different parts of the country. Currently, much responsibility for resourcing rests on the effective utilisation of funds through the RDPE, although this source is likely to reduce from 2012 meaning that new opportunities will need to be identified. One example might be the emerging discussions surrounding 'green credits' and 'biodiversity offsetting' as an alternative way of prioritising the Green spend.
- What policy frameworks will be adjusted through the use of this report, especially its findings on localism and the impact of top-down policy. Wider use of the ILD model in a wide range of communities will further test its ability to inspire and enable them in the delivery of national environmental targets. All those involved with the environment want to see better outcomes for the effort and money invested. Embedding local ownership and participation and creating the opportunity to draw all interested parties together makes sense and should encourage more tangible outcomes through local evaluation, monitoring and ownership.