INCLUSIVE CLIMATE **ACTION**

A TOOLKIT FOR EFFECTIVE **PUBLIC ENGAGEMENT IN DECISION MAKING**



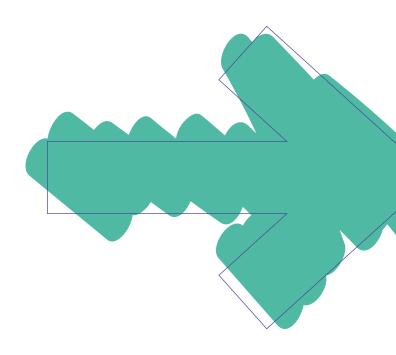




4 PARTICIPATION IS A POLITICAL ISSUE. THERE ARE ALWAYS **QUESTIONS TO BE ASKED ABOUT** WHO IS INVOLVED, HOW, AND ON WHOSE TERMS." SARAH WHITE¹

CONTENTS

Executive Summary	4	Planning your public engagement	18
		Developing a business case	19
Introduction to UK100 and Involve	5	Building a winning team	21
		Seven Steps	23
Introduction to the toolkit	6	Identifying the right method or methods	24
What is this toolkit and who is it for?	6	What we learnt from Local Climate	
How to use this toolkit	7	Engagement Phase One	24
The What and Why of Public Engagement		Beyond LCE phase one - some more	
in decision making?	8	methods to consider	27
Key Definitions	9	Prioritising methods	33
Three challenges of public engagement	10	Evaluation	34
Standards for Public engagement	11	Where to find more support	36
Benefits of public engagement	12		
Myths, Risks and Pitfalls	13	Notes	36
Why public engagement for		Appendix	37
climate action?	16		



EXECUTIVE SUMMARY

There was a time when there was a debate about how serious an issue climate change is, and the degree to which we, the human race, have caused it. Today, the focus has shifted to how we can prevent catastrophic climate change and ensure that our efforts are fair and equitable on both global and local levels.

Each council's work towards Net Zero will help to determine if the UK reaches its legally prescribed target of Net Zero by 2050. Public engagement in decision making becomes crucial for creating a timely and fair path to achieving this goal. Councillors, in their role of representing residents, are perhaps best placed to advocate for increased public engagement, bringing decision making closer to the communities they serve.

There are many risks that can hinder the delivery of any successful initiative to engage the public in decision making. There are also many myths that can prevent such initiatives ever getting off the ground. Pitfalls, risks, and misconceptions can undermine these initiatives, potentially allowing misinformation and disinformation to be given space to thrive. Understanding the International Association for Public Participation's (IAP2) spectrum and Involve's standards for deliberative processes can add rigour to public engagement efforts and help address these challenges.

It is important to develop a robust business case for engagement, which considers the financial costs and other resources needed to deliver, including the benefits of public engagement for improving decision making. This could be helpful to convince others that public engagement is necessary and can complement other council decision-making processes, such as statutory consultations or more traditional methodologies.

Once the case is made, it's important to build a team around you that possess the appropriate skills required. This team will need a governance process and an internal sponsor, and should comprise of senior leaders, officers and councillors, and it may or may not include external partners.

It is vital that time is spent considering and agreeing who to engage and how to engage. Each will be determined by your capacity, skills and resources, alongside the issue or issues you are addressing.

There are a wealth of methods available, each with its own pros and cons. By taking an informed approach to developing a public engagement initiative, the potential for multiple positive outcomes including good decisions, cannot be overstated.

INTRODUCTION TO UK100 AND INVOLVE

ABOUT UK100

UK100 is the only climate network of locally elected leaders that focuses on the delivery of Net Zero. We bring together local authorities across the country to share knowledge, collaborate, and advocate to the UK government with their collective power. Our membership spans the UK, is cross-party and represents all tiers of local government.

There are now 115 cross-party local leaders committed to meeting Net Zero at least five years earlier than national targets. We represent over 60% of the UK population covering both urban and rural environments.

UK100 connects local leaders to each other and to the national government, enabling them to showcase their achievements and learn from each other. We enable them to speak collectively on how to accelerate the transition to Net Zero locally and nationally.

You can read more about us here:

http://www.uk100.org



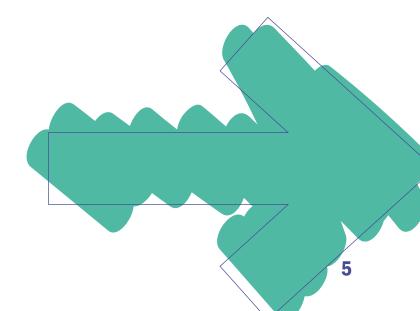
ABOUT INVOLVE

Involve is the UK's leading public participation organisation. We are an independent charity that works to make public participation and deliberation an everyday part of democracy, to help meet the challenges of the 21st century. Our vision is of a vibrant democracy where everyone can shape a society that works for us all.

Since our foundation in 2003, we have worked with governments, parliaments, civil society organisations, businesses, academics and the public across all four nations of the UK, and internationally, to put people at the heart of decision making.

You can read more about us here: https://www.involve.org.uk/





INTRODUCTION TO THE TOOLKIT

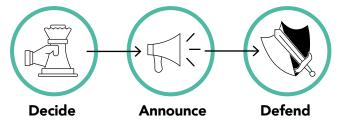
WHAT IS THIS TOOLKIT AND WHO IS IT FOR?

It has been estimated that 82% of UK greenhouse gas emissions are within the influence scope of local government.²

And 40% of people believe that their local council is best placed to tackle climate change in their local area.³

This toolkit is for councils, their officers and their elected members. It aims to support councils to move away from perceptions of councils 'doing to' the public they serve, towards 'doing with', supporting good and effective climate decision making that has the public's confidence.

From only traditional decision-making processes:



To utilising public engagement in decision making:



Whilst the toolkit aims to support the achievement of climate goals, it does not intend to provide tools to influence the public or change behaviours. It does, however provide tools for authentic public engagement, so that, ultimately, more people can be active participants in decision making, shaping the direction of travel on our journey to Net Zero.

Councils are adept at deploying traditional forms of engagement to influence decision making, such as -

- consultation surveys
- community and user group meetings
- tenant and resident meetings
- question time sessions at formal council meetings

However, many in local government recognise that the climate crisis is not 'business as usual' and that engagement for collaborative decisionmaking needs to be different.

Local leaders in councils are increasingly looking to different ways of engaging communities, seeking a better understanding of community opinions, ideas and solutions.

Developing a culture that enables participation in decision making is seen by many councils as a necessary action to address the most pressing issue the world faces - the climate emergency.

In Britain, around 95% of the population lives in a local authority area that has declared a climate emergency, which includes over 570 councils.⁴ Each of these councils is working with its residents to develop their response.



HOW TO USE THIS TOOLKIT

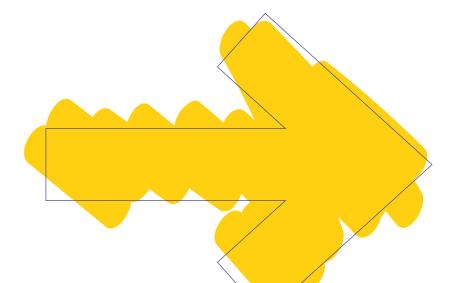
This toolkit is part of a series of resources developed by UK100 and its partners to assist leaders, mayors, councillors in all their roles, and officers in achieving their climate change goals. It will also be useful to others in the political sphere, such as Members of Parliament, Assembly Members, and representatives in the devolved nations.

It offers guidance, tools, and ideas to help local government leaders and their authorities effectively engage the public in decision-making processes related to climate action. The toolkit provides an overview of best practices for public engagement, emphasising that flexibility is essential, as each community is unique.

Rather than prescribing a specific path to public engagement, this toolkit serves as a roadmap that helps to make sense of a complex landscape, suggesting routes and allowing you to plot your own journey as effectively as possible.

For a comprehensive approach, this toolkit should be read alongside **the developing**Involve Resource Hub and 'Mitigating Climate Misinformation' toolkit, which provide additional insights into effective public engagement and addressing misinformation.

This toolkit can help local authorities enhance their public engagement efforts, fostering meaningful participation in climate decision making and building collaborative relationships with their communities.





KEY DEFINITIONS

Public engagement in decision making, in this context, means any engagement that is participatory or deliberative, that is led by local government working with partners, residents and their communities to support and influence good decision making.

Public participation is 'the engagement of individuals with the various structures and institutions of democracy, including voting, contacting a political representative, campaigning

and lobbying, and taking part in consultations and demonstrations.'

Deliberative public engagement is:

'an approach to decision making that allows participants to consider relevant information from multiple points of view. Deliberation enables participants to discuss the issues and options and to develop their thinking together before coming to a view, taking into account the values that inform people's opinions.'5

IAP2 SPECTRUM

	Increasing impact on the decision				
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed, and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

The International Association for Public Participation (IAP2) Spectrum (2018) (above) is widely regarded as a useful tool to identify the right type of engagement for any given purpose, such as for decision making in a local government context. The spectrum is also a valuable resource to share with the people you are engaging with, so that there is a

common understanding of the rationale and purpose of engagement.

During any engagement activity, reflecting on the level of engagement, and the impact it will have on any given decision, can give you confidence in the quality of your engagement and make your shared decisions more credible and robust.

THREE CHALLENGES OF PUBLIC ENGAGEMENT

The Centre for Public Impact / Calouste Gulbenkian Foundation has conducted a Public Engagement for Net-Zero Literature Review and in doing so has identified three challenges to public (or community) engagement:

Public engagement as a challenge of communication

Through engagement, we can reframe the debate, and better reflect the views and experiences of others to support decision making through good communication, including the views and experiences of marginalised and minority groups.

Public engagement as a challenge of intervention

Delivering effective and meaningful interventions requires sensitivity to what is the right way and the right time, in recognition of people's day-to-day lives and the major events they experience.

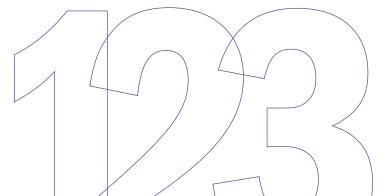
Public engagement as a challenge of collaboration

Involving communities in the design, implementation and ongoing delivery of interventions - the emergence of a 'done with' and not a 'done to' culture raises issues of group dynamics.

Having a rounded understanding of 'what good looks like' in the development of any engagement programme will help you to overcome these challenges.

This toolkit is focussed on public engagement in decision making and not public engagement to communicate, promote or drive specific behaviour changes.

While engagement for communication and supporting behaviour change have a critical role to play, we believe public engagement in decision making increases the likelihood of effective policy making which leads to better outcomes for people. When done right, these processes help decision-makers deliver a more robust, effective, and publicly-backed policy agenda.



STANDARDS FOR PUBLIC ENGAGEMENT

Involve has developed the following **ten standards** to support participatory and deliberative public engagement which:

- maintain independence and integrity
- can be held up against formal or informal scrutiny
- deliver better outcomes, ultimately leading to better policy making

Clear purpose: The process takes place at the right point in the decision-making cycle, with sincere willingness from decision-makers to consider and respond to recommendations. There is a clear question that sets out the scope of the process clearly for all involved and no decision has already been pre-made before the process.

Sufficient time and resource: The time and resource (people and budget) available should be proportionate to the question or purpose and to ensure an inclusive and rigorous process. Participants must have adequate time to learn, deliberate and come to a decision.

Inclusive: Participants are remunerated for all reasonable travel and accessibility expenses (including caring responsibilities) and their time, at minimum at real living wage per hour of their time. Information presented is clear, accessible and jargon free.

Transparent and accountable: The recruitment methodology, advisory group membership, speaker lists, agendas, and final recommendations are openly published. It is clear to everyone involved how the results are intended to be used and there is a public response from decision-makers.

Structured deliberation: Participants are supported through a facilitated process to consider and weigh up different perspectives and discuss with a range of other participants.

Reflective or diverse group of participants: The participants involved go beyond self selecting groups to include an element of random stratified sampling based on demographics, geography and/or attitudinal data.

Independent: The process is designed and facilitated by trained and impartial designers and facilitators, supported by an independent advisory body that reviews the agenda, design and inputs of a process to ensure balance and impartiality.

Balanced inputs: Participants hear balanced, accurate and comprehensive information and evidence from diverse speakers with a range of views enabling them to arrive at informed and considered judgements after a subsequent deliberation phase.

Collective decision making: A defined decision and/or set of recommendations are agreed collectively by participants.

The report outlines the rationale behind decisions or recommendations.



Closing the feedback loop: A summary of participant recommendations should be publicly shared. Decision-makers should provide updates on how they have or have not acted on the recommendations with reasons why.

More details on these standards and key questions to check whether you meet the standards can be found on Involve's website.⁶

It's important to note that these standards need to

be balanced with the funding, capacity and resources available. If a standard is not met, it is important to know the rationale for not meeting it - and how it is being mitigated.

BENEFITS OF PUBLIC ENGAGEMENT

Traditionally, local government, from parish councils to large unitary authorities and combined authorities, have engaged the public in a variety of ways across a vast range of responsibilities. Of course, the most commonly understood form of engagement in a democracy is voting in elections.

A truly informed and participatory democracy demands quality engagement between elections, going beyond traditional surveys, council and community meetings.

Effective public engagement can bring multiple benefits to local authorities, including making better decisions that work the first time, and increased buy-in and understanding (less opposition), helping to avoid mistakes and speeding up projects, reducing overall costs.

As the table below highlights, the benefits of effective public engagement can be felt in councils, in communities and amongst individual citizens.

COUNCIL	COMMUNITY	MEMBERS OF THE PUBLIC
Can help to ensure better congruence between the council's 'vision' and what happens in practice.	Can help to improve the democratic accountability of councils.	Should engender a sense of involvement and participation in decision making.
Decision making should be based on representative views - engagement can help to supply this.	Increases representation and can help to identify community leaders.	Can help to ensure representation for groups which are often marginalised or unheard.
Can help to reduce the influence of pressure groups and single-issue politics.	Can help to improve the community's understanding of the business of local government.	Can help to empower actors and increase resident control of local affairs.
Can help to improve feedback on strategic proposals and generate innovative ideas for consideration by the council.	Can help to ensure that strategies and plans take account of local social, economic and environmental factors.	Can help to engage residents in the resolution of their own problems and the allocation of resources to address these.
Increases participatory democracy and can help to improve the reputation of members as legitimate community leaders.	Can help to foster the development of consensus and community competence.	Can help individuals to better understand the nature of local government.

Source: A councillor's workbook on community leadership | Local Government Association

MYTHS, RISKS & PITFALLS







MYTHS & MYTH-BUSTING

It is wise to expect some cynicism about the value of public engagement. Often, any 'kick-back' can be based on myths that can and should be challenged.



Engagement is too expensive

Early engagement has been found to reduce costs
Non-engagement or late engagement can increase the likelihood of delays.





Engagement only works for easy issues

The climate crisis is perhaps the most complex of issues. There is strong evidence in the UK and beyond that public engagement has supported councils and governments to overcome many of the challenges associated with the climate emergency.



Residents aren't up to it

Whilst of course the views of climate experts and related subject specialists are critical in the development of good policy and practice, those with lived experience are experts themselves and are often well placed to identify deliverable solutions especially when given the opportunity to learn from subject specialists.



Citizen power is a floodgate we should avoid at all costs

It is true that there are risks and pitfalls associated with giving voice to a range of diverse and sometimes controversial opinions. However, by enabling people to share and deliberate it is more likely that whilst some may continue to disagree, with good quality engagement, more people are more likely to at least understand.



Members of the public don't want to be involved,

they just want good service

By understanding the different levels of engagement we are best placed to provide opportunities that meet the widest possible cohort of participants. The more we can enable people to affect change, the more people will want to positively contribute to their communities, their democracies and to finding solutions to the climate crisis.



RISKS

The risks of public engagement will vary in their impact and severity depending on the method, scope and purpose of any particular engagement initiative. Considering and assessing risk is always advisable. Broadly speaking, it could be said that there are five risks, presented below alongside proposed mitigations:

	RISK	MITIGATION
	Rhetoric/ practice gap	Be clear about what is/isn't in scope – and why Identify in advance what decisions you are asking people to influence.
2	Failure to deliver	Don't over-promise. Get the people responsible for delivery on board and in the room.
3	Engagement fatigue	Research what has already been done. Identify genuine gaps.
4	Initiative can be opposed	Explain what is/isn't in scope – and why. Make sure you have contingency plans in place.
5	Breaks or erodes trust	Don't bias or try to steer the process. Be honest with participants about what they can/can't influence.



PITFALLS

Alongside these risks, there are many potential pitfalls, such as:

- You don't have a clear ask or decision.
- The decision has already been made.
- You don't know what to do with the outputs of the engagement process.
- You don't have buy-in from the right people in advance.
- You don't allocate enough resource or time to allow for meaningful engagement.
- You don't close the feedback loop explaining what you have done with the outcomes and why.

By considering myths, risks and pitfalls, the best possible chance is given to support any public engagement activity.



CORNWALL'S RESIDENT PANELS ON LOCAL AREA ENERGY PLANS (LAEPs)

A LAEP is being developed by Cornwall
Council and Council of the Isles of Scilly to
make the region's energy cheaper, more secure
and sustainable. The **Cornwall Residents' Energy Panel** was formed as part of the
process to get resident's views to inform the
development of the LAEP.⁷

The panel was selected from across Cornwall to discuss how to achieve better energy security in local communities and consider how homes need to be heated, how travel must become less energy intensive and how the energy that is needed should be generated.

The LAEP will recommend changes reflecting the deliberations of the panel. The work of the panel will be complemented by a traditional public consultation enabling residents across Cornwall and the Isles of Scilly to contribute their views.



Achieving Net Zero is both a national and international imperative. How decisions are made, along with the nature and impact of such decisions needed to meet this obligation, is contested.

Public engagement in decision making seeks to enhance the quality of these decisions, benefiting councils, the communities they serve, and the planet.

At first glance, the UK's progress in addressing climate change since the 1990s may seem impressive, but the overwhelming majority of this progress has been achieved through the decarbonisation of electricity generation, the 'low-hanging fruit'.

There has been a concerning lack of progress where emissions are closer to people's day to day lives, for example:

- in our communities,
- in our homes,
- in our places of leisure,
- in our places of worship,
- in our places of learning,
- in our workplaces,
- in how we travel between the above.

Given that over 80% of emissions fall within the scope and influence of local government⁸ councils are pivotal in the drive towards Net Zero. This legally binding target places significant responsibility on local authorities. In short,

councils are on the front line of the Net Zero mission.

Public engagement in decision making can play a crucial role in this context by fostering a collaborative approach to addressing climate issues. When done effectively, it allows communities to actively contribute to the solutions, voice their concerns, and provide valuable input directly to decision-makers. This participatory approach not only enhances the decision-making process but also helps mitigate the impact of misinformation and supports the credibility and effectiveness of climate initiatives.

Timely and meaningful engagement at the local level is essential for ensuring decisions are wellinformed and reflective of community needs, paving the way for successful and sustainable climate policies.

VALUE TO COUNCILS AND THEIR NET ZERO OBJECTIVES

- identifying community concerns that might impact political reputation
- identifying community support
- 'humanising' the activity by bringing local government leadership closer to communities and assisting in developing solution focused approaches (remove the 'keyboard warrior' effect)
- identifying opportunities for ongoing fruitful engagement within councils and between a council and the community it serves
- giving a mandate or reinforcing an existing climate related mandate (for example, a climate emergency declaration or a manifesto pledge)
- exposing and challenging misinformation and disinformation

VALUE TO THE PUBLIC AND THEIR COMMUNITIES

- having their voices heard
- having their needs and values represented in policy
- building trust in decision-makers and politicians
- developing a culture of local decision making
- shaping what happens in their community
- strengthening communities





This section intends to provide practical guidance to support the development and execution of your public engagement initiatives for decision making.

DEVELOPING A BUSINESS CASE

Understanding the challenges and opportunities of public engagement and articulating them convincingly within your council and among partners may be enough to advance your engagement initiative.

However, there may be circumstances where you will need to develop or commission the development of a more formal business case so that the costs and benefits are properly understood.

In developing a business case, consider the '5 case model' used widely in local government and beyond. The following provides an overview, but further research may be needed if you are seeking to develop a detailed business case.

Strategic Case: how does the proposed engagement support wider strategic, corporate objectives (including and beyond a climate emergency declaration and Net Zero target)?

Economic Case: what value might public engagement to residents, communities and businesses that the council serves bring, beyond the strategic case? What are the options, and in what ways do they

represent value for money or otherwise? What are the benefits of local climate action and the Net Zero mission, and what are the co-benefits?

Commercial Case: this is particularly applicable if an engagement exercise involves procuring external services to support delivery. It is worth considering what skills gaps exist internally and how such gaps might be filled in the most efficient way.

Financial Case: the financial case is a demonstration of the availability of the existing budget and the additional funding required to deliver your activity. Indicative costs and comparisons help to understand and demonstrate affordability. This may include costs for space, refreshments, reasonable expenses, and rewards for participants and partners, as well as costs associated with externally procured providers.

Management Case: this dimension concerns the capacity to appropriately manage and deliver an initiative so that you have the right team and expertise in place to provide robust governance, monitoring and evaluation, using project management techniques.

Crafting a strong business case for public engagement in decision making involves demonstrating how it can address both strategic and operational risks. Identify related risks already noted by your council, such as climate-related risks like flooding or potential costly legal actions. Highlighting how effective engagement can mitigate these risks, including the threat of costly judicial reviews, can be compelling, and help to advance your business case!

Consider the broader benefits beyond more traditional financial metrics. An economic case can include non-monetary advantages such as improved community well-being, increased public awareness, or enhanced resilience that may come from the policy change. Effective public engagement in the decision-making stage can lead to more informed, relevant, and impactful policies that better address community needs and priorities.

It is helpful to understand the 'opportunity cost' of any engagement activity (i.e., what won't be achieved so that public engagement can take place) and to have some idea of the degree to which public engagement constitutes a 'spend to save' exercise.

Are you able to demonstrate direct savings compared to alternative approaches, for example,

would an externally commissioned feasibility study or options appraisal be more expensive than an in-house public engagement exercise? Which would be of more value when considering the value of engagement to the council and to those being engaged?

Your engagement project should have clearly defined outcomes and success measures (see Page 34), incorporated into any business case. These might be 'quantitative outcomes' or 'qualitative outcomes'.

EXAMPLES OF QUANTITATIVE OUTCOMES

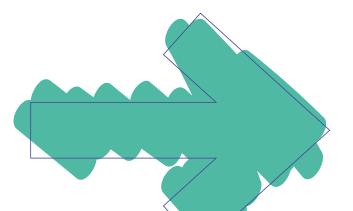
A quantitative outcome might be:

- Number of people engaged.
- Reduction in carbon tonnes.
- Number of warmer homes with lower bills.
- Number of shorter or less polluting journeys.
- Additional square metres of pollinators.

EXAMPLES OF QUALITATIVE OUTCOMES

A qualitative outcome might be:

- Feeling more confident to articulate the case for Net Zero.
- Feeling more energy secure.
- Being more empowered to take action.
- Having more propensity to cycle.





BUILDING A WINNING TEAM

Public engagement for decision making can require a wide range of skills, such as event management, IT skills, facilitation, communications and subject expertise.

Therefore, considering who may possess the required skills can be an important factor. Your team may be small and tightly defined (for example, a group of two or more council officers and/or councillors) or it may be a multiagency, cross-sector partnership drawn from a wide range of disciplines across the council or beyond.

It is important that a whole council approach is taken too, so that appropriate internal partnerships are forged, and champions of the programme are identified across the organisation.

A COUNCILLOR'S ROLE

Councillors can play an invaluable role in any public engagement process. In addition to having a unique level of both insight and oversight in their community and council, a councillor is able to contribute in the following ways:

- The driving force: councillors can initiate and own public engagement.
- The community connector: councillors can bring residents, community groups, businesses and others together for engagement.
- The participant: councillors can bring their own local knowledge and lived experience to public engagement initiatives.
- **The champion:** councillors can help ensure that the results of engagement work are appropriately shared, within the council and beyond.



FIVE STAGES OF TEAM DEVELOPMENT

Your delivery team might benefit from an awareness of Bruce Tuckman's five stages of team development. Tuckman's model promotes the development of a shared leadership culture, meaning that not only could you develop a participatory engagement programme, but it can also be created by a team that has designed the engagement through a participatory, co-production process.

Forming

This is the phase where the team comes together and requires a visible leader so that the appropriate structures are put in place to move forward.

Storming

In this phase, there is a risk of conflict. Personalities and differing professional approaches can spark creativity, but can also be unproductive.

Norming

The norming stage is a relief as it marks the end of storming! The leader's role moves more to a facilitation and coordination role.

Performing

This is likely to be the delivery stage of your public engagement – when you engage. It may be that this stage continues for the foreseeable future and tackles future opportunities, or it may be that the team has come together for a time specific project and 'adjourns'.

Adjourning

This is sometimes included in Tuckman's model. It is where you ask what next, how do you share results of the evaluation and your achievements and how will this experience change things in the future?

The University of Glasgow provides a **simple overview of Tuckman's model** that builds on the above. ¹⁰ (Depending on the public engagement method or methods used, Tuckman's model might also be useful to refer to the people you are engaging with too.)

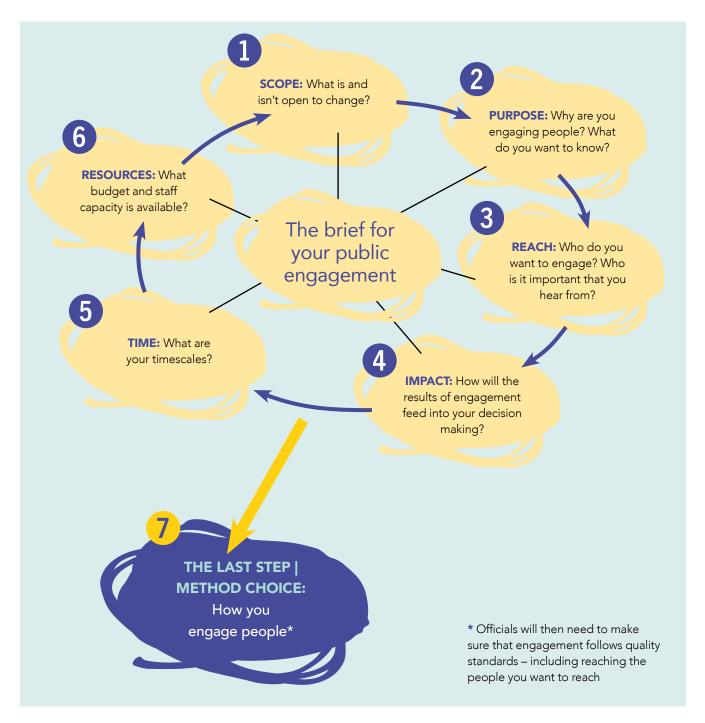


SEVEN STEPS

Public engagement for climate-related decision making can aim to achieve a vast number of outcomes or outputs, from developing a comprehensive strategy that covers the range of issues and opportunities presented by climate change and environmental degradation to addressing very specific issues or opportunities, such as how to make a social housing area more

energy efficient, how to promote sustainable travel in a neighbourhood, or how to improve biodiversity in a public park.

Developing a brief, as set out below, will support the identification of the appropriate method or methods at the end of a tried-and-tested process to use in any given public engagement initiative.



IDENTIFYING THE RIGHT METHOD OR METHODS



Deciding upon the most appropriate approach for your council will depend on many things, including:

- existing data, resources and skills at your disposal
- the budget you have for additional resources, can you 'buy in' external facilitators or other expertise?
- your potential partners and what financial and in kind support they can provide
- the issue you are addressing
- your desired outcome or output (for example, whether you are seeking develop a wide-ranging strategy or make a discrete intervention in a community)
- who you want to engage, for example, their needs, cultural considerations and lived experience



WHAT WE LEARNT FROM LOCAL CLIMATE ENGAGEMENT PHASE ONE



This toolkit has been developed partly as a result of learnings from the Local Climate Engagement programme.

Local Climate Engagement is a partnership between Involve and UK100 along with like-minded organisations Climate Outreach and Shared Future.

The programme aimed to enable local authorities and partnerships to plan, commission and deliver high quality public engagement in their climate decision making, in a way that benefits local government, its partners and the local population it serves.

LCE sought to provide local authorities with a package of training, mentoring, peer learning and hands-on support.

The first phase of the programme saw the recruitment of 21 local authorities across England,

most of whom joined the programme because they recognised the need to improve their public engagement in order to meet their ambitious, stretching climate goals. More information on the LCE phase one programme can be found in the **Evaluation Report.**¹¹

The desire of councils to develop a culture of participation and engagement was evidenced throughout LCE1 phase one. For example, the evaluation noted:

- The programme was vastly oversubscribed.
 There were 75 applications received for 21 places, at a time of unprecedented pressures on local government which is facing reduced resources and capacity across their operations.
- Some participants noted the opportunity to increase capacity and engage in team building by joining the programme.
- In a council officer survey, three-quarters of the 48 respondents did not feel that their

- employer was good at engaging with the public on climate-related decisions.
- Respondents also recognised that the engagement with diverse groups was challenging.

This unmet demand indicates a desire across local government to develop a better understanding of the opportunities provided by deeper, more participatory public engagement within their areas to support the achievement of climate goals. This also suggests that existing, traditional methods used by councils may not be seen as appropriate or sufficient, given the magnitude of the climate emergency and the engagement challenge it presents. LCE phase one deployed a range of engagement methods across participating local authorities.

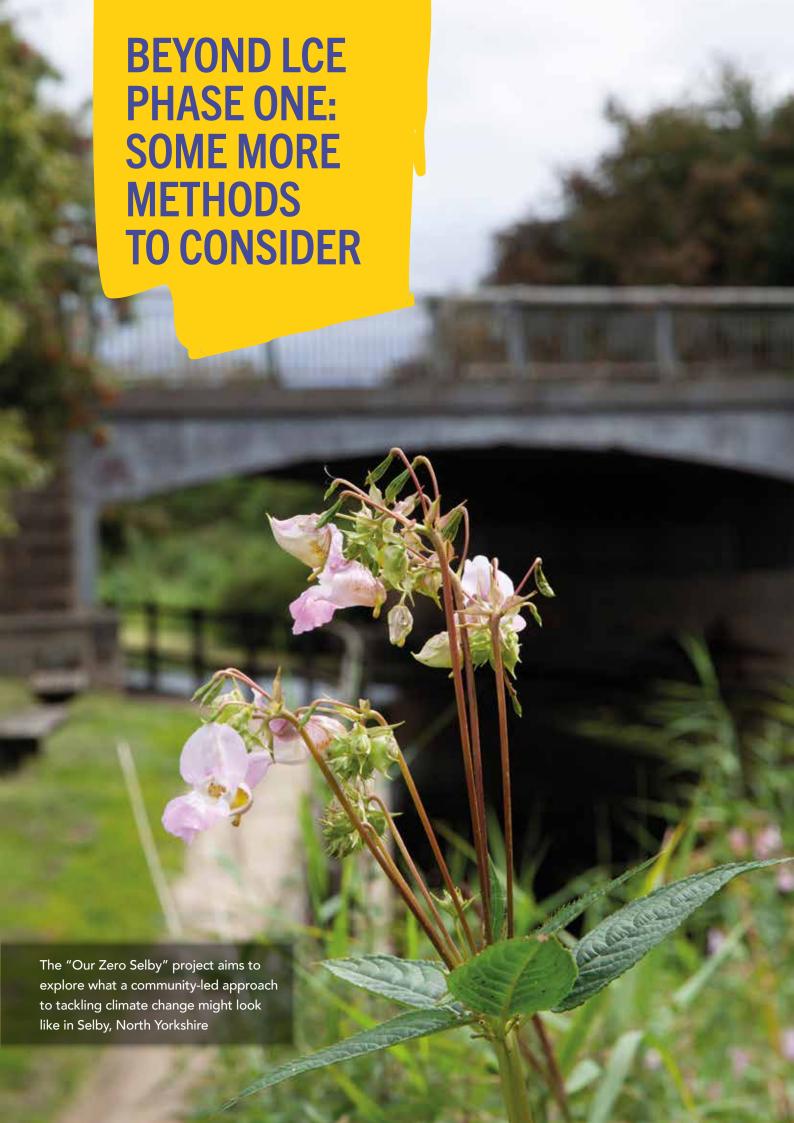
EIGHT TIPS FROM LCE PHASE ONE

	TIP	LEARNING FROM LCE
1	Provide comprehensive and timely information before, during and after activities	Some participants in LCE phase one felt that the flow of information to them could have been better.
2	Use external skills and expertise where possible.	Councils participating in LCE phase one welcomed the additional capacity and expertise that the programme offered. Organisations like UK100 were also said to add 'credibility'. The LCE evaluation noted that in some circumstances there was limited data collected which would have assisted the external evaluation.
3	Collect data about participants throughout where possible (within GDPR) including baseline data	Understanding the starting point of participants adds richness. E.g. has a participant engaged on climate issues previously?
4	Consider 'rewards- e.g. honorariums for participants	To encourage diversity, providing rewards may encourage greater take-up (especially for in-person events/workshops).
3	Work through community partners	To encourage diversity, promoting engagement through community partners may widen response rates
6	Recruit community members or to deliver engagement	In some circumstances, council staff or politicians may not be best placed to engage.
7	Be clear and realistic about the level of influence participants will have in the decision-making process.	The evaluation noted it's important to be clear about what's in and out of scope, and what is within the remit of participating councils.
8	Include costs for public engagement in budgets and funding bids	LCE councils reported limited funding and competing workloads a barrier to engagement in the programme.

As covered earlier, it is a fact that no single method is risk free, and that levels of participation vary, but it is also true to say that all methods have potential benefits, as indicated in **the evaluation** of LCE phase one.¹² Through the

range of methods utilised during LCE phase one there was a range of insightful and important cross-cutting learning that will be helpful to reflect on before embarking on any engagement exercise.

METHOD (PLACE DEPLOYED)	EVALUATION COMMENT
Online consultation (Lancaster, Sunderland, Derbyshire)	"[If people have] a strong negative opinion, they put it out there. People don't tend to do that if they have a positive opinion Polis (consultation software) was really good, because [we found that] quite a small proportion of people had strong negative opinions around climate focused proposals. Most of the opinions were very positive." Council officer in Lancaster
Pop-up stalls at events and in the street (Warwick and Stratford-on-Avon, Derbyshire)	"Having that visible presence is definitely helpful We were in a prime location to show that we as the parish council and the district councils are doing some positive work around climate change A lot of people commented on the day saying, 'it's great you guys are doing this'. So definitely it has [had] a positive effect for us." Councillor in Warwick and Stratford-on Avon
In-person workshops on climate or nature (Essex, Warwick and Stratford-on-Avon)	"By getting involved with our own group, we actually have quite a lot of power to make a difference here." Participant in Essex
Community research by members of the public (Lancaster)	"People aren't going to talk to us as a council like they talk to them People were probably more open. Like they got better conversation happening. If we were to do it, conversation would have been more likely around complaints." Council Officer in Lancaster
Meetings with community groups or interested individuals (Sunderland, Derbyshire)	"I do also think that it does take more time, but they are invested in the idea of investing to save. If we spend more time doing it well now, it will actually save us time and energy and resource and the challenges later on." Council Officer in Sunderland



Involve has compiled a vast range of participatory methods, some of which were reflected in activities delivered during LCE1.¹³ Many others have been utilised for climate decision making in the UK and internationally. There are almost endless variations to some of these approaches, and some are delivered under different names. Each of the methods outlined on Involve's website is described alongside a consideration of costs, time

expense, strengths and weaknesses. The below methods are given as examples, rather than recommendations. There are more detailed case studies illustrating the practical use of some methods, and links to some others in the table.

While not all are directly related to Net Zero, there are learnings from these that can be helpful when thinking of public engagement for decision making related to climate change.

	METHOD	WHAT IS THIS?	PROS	CONS
1	Participatory budgeting	Participatory budgeting enables community members to decide how to allocate a budget or a portion of a budget. Participants develop ideas, within the limitations of cost and feasibility and vote for the most impactful proposal which is then implemented.	This method offers genuine empowerment and promotes transparency and inclusivity.	Gaining representative engagement can be difficult. Doesn't work well where central targets and restricted budgets limit the amount of power that can be given to citizens.
2	Legislative theatre	Legislative Theatre (similar to 'Forum Theatre') is a type of theatre that follows a 'watch', act' 'propose' 'vote' process, allowing the audience to become involved in identifying policies to overcome social and political problems that develop on stage. Case Study: Shifting power in policy-making ¹⁴	This can be an immersive and accessible method, helping to solve complex or entrenched issues, particularly when working with marginalised groups or communities.	Governments and institutions might exhibit reluctance as it does not follow the familiar norms of policy discourse. The process itself necessitates the guidance of facilitators with exceptional skills in bridging the gap between creative expression and legislative action.
3	Community conversations	A Community Conversation is a facilitated but not overly formal conversation between people who are connected to a particular issue or concern, conducted with a view to overcoming barriers and identifying ways forward. Case Study: Bringing people together to share their health and care experiences. 15	Particularly useful in places where there is a level of disagreement or conflict. It can provide a structured yet relaxed and welcoming environment to build solution-focused dialogue.	Typically a relatively short intervention from which other activities might develop. If deliberately used to bring groups who have differing views or experiences it is wise to understand the sensitivities and to be skilled in working through them positively.

Citizens' Assemblies	A Citizens' Assembly brings together randomly identified participants to deliberate over a number of days, through structured discussion, often supported by presentations from experts.	A trusted method to ensure diverse and equal representation that leads to informed, often creative or innovative	This method is costly, time consuming and logistically complex. It can over promise
	·	decisions.	and under deliver if political will is limited or compromised.
Citizens' juries	Like a Citizens' Assembly, a Citizens' Jury intends to invite and understand a diverse range of representative views and experiences to be reflected upon within decision-making process. Citizens' juries are smaller in number than their 'assembly' equivalent. They are often used to address more localised issues than Citizens' Assemblies. Case Study: Jersey assisted dying citizen's jury16	'Jurors' are upskilled to enable informed decision making. Diverse perspectives support enhanced legitimacy.	Small sample of citizens involved, although this should be highly representative of the demographics of the given area. Specificity of the issue/ decision and top-down framing of the question. Whilst less demanding that a Citizens' Assembly, organising a citizens' jury can be resource intensive and costly.
6 World cafe	A world cafe makes use of an informal cafe setting for participants to explore an issue by discussing it in small table groups. Discussion is held in multiple rounds of 20-30 minutes, with the cafe ambience intended to allow for more relaxed and open conversations to take place. Case Study: Neighbourhood policing ¹⁷	Good at generating ideas, sharing knowledge and gives participants a lot of control over the process. Process supports a sense of community and mutual respect. Can be useful for researching an issue or building collective intelligence.	Cannot easily deliver clear and accountable direct decisions, detailed plans or a statistical view of different opinions in isolation and can be difficult to record and report on often rather free-flowing discussions.
Co- production	This refers to a way of working where service providers and users work together to reach a collective outcome. The approach is value-driven and built on the principle that those who are affected by a service are best placed to help design it. This is an approach to decision making and service design rather than a specific method. Case Study: Transforming public services ¹⁸	Taps into the insights and expertise of those who are at the receiving end of public services. Enables users/ residents and professionals/ politicians to work together as equals and learn from each other. Builds skills, confidence and aspiration among participants.	Difficult to manage well when dealing with larger groups. Can appear exclusive and unrepresentative to those users/residents who are not invited to take part. Requires a considerable time commitment.

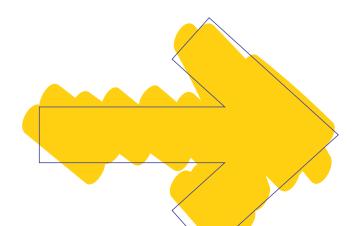


All methods described above are designed to be fully participatory, meeting the ten Involve standards described earlier.

MIXED METHODS

A mixed methods approach involves using a combination of the methods described above, along with others that can also be implemented.

There are other useful methods, such as pop-up stalls or bespoke community workshops, which allow people to engage more informally. These methods should be used as part of a mixed methods approach; when used in isolation, they would not meet the standards of deliberative public engagement.



HOW CAN COMMUNITIES LEAD THE TRANSITION TO NET ZERO IN SELBY?

The "Our Zero Selby" project, launched in 2021, aims to explore what a community-led approach to tackling climate change might look like in Selby.¹⁹

In its first phase, the project engaged local residents, businesses, and organisations through crowdsourcing, gathering input on what they value about Selby and what changes they want to see.

This input was used in community decision-making events to develop a vision for climate action that benefits everyone. With new funding from the National Lottery Community Fund, the project is now moving into its second phase, focusing on implementing priority projects that address

climate change while enhancing local skills, jobs, fairness, and well-being.

A Citizen Governance Group is being formed to ensure local voices continue to shape the work as it progresses.

> **Cornwall** and its resident engagement for developing their Local Area Energy Plan (LAEP) provide another important case study.²⁰



LEICESTER CLIMATE CONVERSATION

After declaring a climate emergency in 2019, Leicester City Council set about delivering the 'Leicester Climate Conversation', which sought to offer multiple channels of engagement to support the development of the city's Climate Emergency Action Plan.

Leicester's Climate Assembly was a one-day, externally facilitated workshop event run in partnership with the Royal Society of Arts.

Delegates were selected from the applications using an anonymised process to get a cross-section of people reflecting the city population.

A Young People's Climate Assembly was internally facilitated and supported by Leicester's Youth Council. Twelve schools

booked to take part, deliberated on the actions required to appropriately respond to the city's climate emergency declaration.

Alongside an online questionnaire and presentations at ward community meetings, a 'conversation pack' was made available throughout the conversation period for any group wanting to run their own

discussion event. The pack was promoted to groups across the city.



A PARTICIPATORY BUDGETING IN NEWHAM

The **People Powered Places programme**

in the London Borough of Newham was launched in 2018, designed to foster a culture of participation, increasing transparency, and building trust in local government by actively involving residents in decision making.²¹

Between 2021 and 2023, the programme allocated £1.6 million from the

Neighborhood Community
Infrastructure Levy, funding
157 local projects. It is
recognized as one of the
most extensive participatory
budgeting efforts in the

UK. Newham Co-create, the borough's Go Vocal-powered engagement platform, has significantly enhanced resident engagement with the borough's Community Assemblies programme, enabling widespread participation and fostering a collaborative spirit through its information-sharing and participatory budgeting features.

HARINGEY CLIMATE PARTNERSHIP

The Haringey Climate Partnership

brings together the council and the local community to develop practical steps that can be taken to tackle the climate emergency.²²

The partnership is a
dedicated forum for
residents, community
groups, businesses, and
other local organisations
to learn about the council's
Climate Change Action Plan,

share their own ideas and projects, and work with the council to develop joint solutions for a low-carbon future.

The partnership is evidence of Haringey's commitment to becoming a Net-Zero carbon borough by 2041.







CITIZEN'S ASSEMBLY — HOW SHOULD THE UK TACKLE CLIMATE CHANGE? Climate Assembly UK, commissioned by assembly heard evidence, discussed, and

Climate Assembly UK, commissioned by six House of Commons select committees, gathered 108 diverse members from across the UK to explore public preferences on achieving net-zero emissions by 2050.

Meeting over six weekends in 2020, the

assembly heard evidence, discussed, and voted on key areas like land travel, home energy use, and diet. Their recommendations aimed to guide the UK's approach to reaching its legally mandated climate targets.²³



PRIORITISING METHODS

The impact of an engagement exercise depends on selecting the right method for its purpose and scope. Careful consideration of these factors can help you prioritise options and ensure the engagement is integrated effectively into policy or decision making, which can also strengthen your business case.

For example, the long-term impact of delivering a Climate Assembly may reap such great rewards that the high cost and effort may be considered 'good value' (a robust business case will help you to understand this).

Conversely 'quick wins' – such as a mixed-method approach including street stalls at a school's gates – might be of equal or greater value for different reasons, perhaps relating to time, budget, or an identified difficulty in engaging local parents.

The Appendix contains some exercises you might wish to do alone initially and then, if appropriate, with your team to understand which engagement methods are most appropriate to your given circumstances.

PRIORITISATION MATRIX

Having gone through the seven steps to planning public engagement, method selection always comes at the end. Pick two or three potential engagement methods from the above or from Involve's website that might assist you in achieving your climate goal or goals and plot them on a matrix to help you consider the most appropriate method.

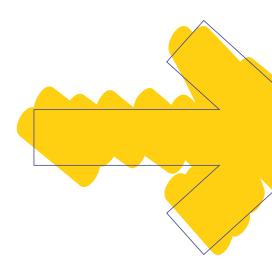
Asking the right questions, in the right way

Whichever method or methods you choose, all forms of engagement will need to pose questions that are carefully framed to meet the aims of the engagement. In this regard, it is advised that a lot

of thought is given to any question asked in an engagement initiative.

The team that delivers consultations within a local authority will be skilled at developing questions that are aimed to elicit appropriate responses.

Partners at universities, where research questions are developed frequently, may also be able to support. Specialist organisations such as Involve may also provide guidance in this area, as well as guidance on facilitation. Community organisations, may be able to reach seldom heard communities and involve a wider group of diverse voices if they are included in the engagement process.



EVALUATION

As mentioned when discussing business planning, evaluation should be considered at the outset as you consider your desired outcomes and success measures, potentially through your business case development.

Approaches to evaluation will differ depending on the engagement method(s) used and scale of any given activity (for example, whether it is a 'one off', designed to take place over a longer defined period or to be ongoing).

Evaluation may be done in-house or may be done by an external evaluator. There will be choices to be made about whether data collected is anonymous or not, and the methods used to evaluate (for example, questionnaires, interviews, polling).

Engagement is an opportunity to collect, analyse, and share a vast amount of data and for your council to become 'smarter' as a result. Data from your evaluation can be of enormous value in this regard.

Below are some basic steps to go through when developing your approach to evaluation.

SCOPING

Understand how you want your evaluation to influence and inform current and future climate goals.

Understand what you must cover and what you would like to cover, your capacity and prioritise accordingly.

Ask what your success measures or performance indicators are.

COLLECTING DATA

When is best to collect data: before (benchmarking), during, and/or after any given

activity? What sort of data will most powerfully reflect how the engagement activity went?

Consider who you most want to talk to about the evaluation – will they respond to quotes, images, graphs, or charts or a mixture of these?

Decide the most appropriate and effective way of collecting information. This might be through methods such as questionnaires, interviews or group activity.

ANALYSING DATA

Look back at your success or performance indicators and any benchmarking you have done. Consider your data against other comparable activities, reports or research findings you are aware of; is it consistent or does it contradict?

TESTING FINDINGS

In addition to comparing your findings with other comparable activities, consider bringing partners and/ or participants together to discuss and test findings.

REPORT WRITING

The presentation of your evaluation might be used to inform, influence and promote your work within the council and beyond it (for example, with potential funders).

Evaluation of engagement can support other areas of decision making within any council, for instance it should be used in reports that go to (for example) cabinet/executive, scrutiny, full council

Having an accessible report that can be shared widely could be the most valuable output of your whole public engagement activity.

Learning from evaluation may stimulate

opportunities for further engagement with the existing cohort, or an opportunity to widen your connections for future engagement. It may also reveal a potential participant or group of participants that has not been considered or identified.

Importantly, effective evaluation and action from it, can hardwire your public engagement into the formal decision making processes and wider activity of the council.

KEEPING IT SIMPLE: WHAT WORKED WELL? / EVEN BETTER IF?

No matter the type or scale of any engagement, receiving a response to the questions 'What worked well?' and 'This engagement would have been even better if....?' can bring forward insightful reflections on an engagement activity, encouraging constructive responses. This approach works particularly well at in-person events and can lead to more in-depth discussion, creative ideas, and better decisions.

WHAT WORKED WELL (WWW)	EVEN BETTER IF (EBI)



WHERE TO FIND MORE SUPPORT

UK100 and Involve might be able to support you as you consider opportunities for public engagement in decision making.

We'd be delighted to discuss your support needs and signpost you to appropriate tools/ organisations that might be able to help you in your efforts to engage the residents and communities you serve as you try to achieve your climate goals.

Please email **membership@uk100.org** or **info@involve.org.uk** if you would like to access such support or even share your feedback on this toolkit. We'd love to hear from you!

TRAINING

Involve offers tailored training, mentoring and strategy development to organisations, institutions, and authorities looking to develop their skills and understanding of participatory dialogue and deliberative public engagement processes, facilitation skills, specific engagement methods, and more.

For more information visit: https://www.involve.org.uk/our-work/public-engagement-training

NOTES

- 1 https://policy-practice.oxfam.org/resources/ depoliticising-development-the-uses-and-abuses-ofparticipation-130209/
- 2 UK Government, 2021: https://www.gov.uk/government/publications/net-zero-strategy
- 3 https://www.uk100.org/publications/power-shift
- 4 climateemergencydeclaration.org
- 5 https://involve.org.uk/resources/knowledge-base/ what/deliberative-public-engagement
- 6 https://involve.org.uk/resources/knowledge-base/ what-are-qualities-good-participatory-process/what-arequalities-good
- 7 https://www.cornwall.gov.uk/council-news/ environment-culture-and-planning/15-000-households-toget-invite-to-apply-for-cornwall-residents-energy-panel/
- 8 https://www.gov.uk/government/publications/netzero-strategy
- 9 https://assets.publishing.service.gov.uk/ media/66449468ae748c43d3793bb8/Project_Business_ Case_2018.pdf
- 10 https://www.gla.ac.uk/media/Media_358180_smxx.pdf
- 11 https://involve.org.uk/our-work/our-projects/how-can-local-authorities-engage-public-climate-decision-making
- 12 https://involve.org.uk/sites/default/files/uploads/docuemnt/LCE%20Part%201%20Evaluation%20Report.pdf

- 13 https://involve.org.uk/resources/methods
- 14 https://www.engage.barnet.gov.uk/case-studyshifting-power-in-policy-making
- 15 https://engagebritain.org/community-conversations/
- 16 https://www.involve.org.uk/our-work/our-projects/ should-assisted-dying-be-permitted-jersey-and-if-sounder-what-circumstances
- 17 https://www.mutualgain.org/wp-content/ uploads/2016/11/MutualGain-Reading-WC-Case-Study. pdf
- 18 https://www.scie.org.uk/co-production/examples/hammersmith-fulham/
- 19 https://www.involve.org.uk/our-work/our-projects/how-can-communities-lead-transition-net-zero
- 20 https://letstalk.cornwall.gov.uk/laep
- 21 https://www.govocal.com/case-studies/lessonslearned-newham-flagship-participatory-budget-program
- 22 https://new.haringey.gov.uk/news/20240513/join-haringey-climate-partnership-to-shape-a-fairer-greener-future
- 23 https://www.involve.org.uk/our-work/our-projects/how-should-uk-tackle-climate-change

APPENDIX

PRIORITISATION MATRIX

Pick two or three potential engagement methods from the earlier sections or from Involve's website, that might assist you in achieving your climate goal or goals, and plot them on a matrix to help you consider the most appropriate method.

Developing a brief, as set out below, will support the identification of the appropriate method or methods at the end of a tried-and-tested process to use in any given public engagement initiative.

High		
ıct		
Impact		
Low		
	Easy	Challenging

INTERNATIONAL ASSOCIATION FOR PUBLIC PARTICIPATION'S (IAP2) SPECTRUM CORE VALUES: CHECKLIST

Alongside the IAP2 spectrum highlighted in the toolkit, there is a set of 'core values' as well which are mentioned below. Checking your engagement proposal against these values AND Involve's Standards may add rigour to your activity.

HOW DOES YOUR PROPOSED ENGAGEMENT MEET T	HE IAP2 CORE VALUES?
CORE VALUE	IS YOUR PROPOSED ENGAGEMENT ACTIVITY MEETING THIS CORE VALUE?
Is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.	
Includes the promise that the public's contribution will influence the decision.	
Promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision-makers.	
Seeks input from participants in designing how they participate.	
Provides participants with the information they need to participate in a meaningful way.	
Communicates to participants how their input affected the decision	

IAP2 SPECTRUM ALIGNMENT

Revisiting the IAP2 Spectrum, think about where any given form of engagement that may be relevant to your activity fits into the IAP2 Spectrum headings. Which of the spectrum headings does it best fit into and what will be the impact or outcome?

	YOUR PROPOSED ENGAGEMENT AND POSITION ON THE IAP2 SPECTRUM	DESIRED IMPACT / OUTCOME
EMPOWER		
COLLABORATE		
INVOLVE		
CONSULT		
INFORM		

The table below, completed with a hypothetical housing retrofit project in mind, intends to help you to consider the IAP2 Spectrum in the context of those you intend to engage with.

	PARTNER 1 e.g. RESIDENTS ASSOCIATION	PARTNER 2 e.g. ENERGY COMPANY	PARTNER 3 e.g. ANTI- POVERTY CHARITY
EMPOWER	*		
COLLABORATE			*
INVOLVE		*	
CONSULT			
INFORM	*	*	*

