



TRACTION

Advancing climate adaptation action

Using the Traction framework to understand enablers of adaptation action at the locality level

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Ruth Wolstenholme, Sniffer (ruth@sniffer.org.uk)

Authors

This document was produced by:

Anat Prag and Ruth Wolstenholme, Sniffer



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1. Purpose of this report

Traction offers a lens through which to view enablers and inhibitors of adaptation action at a range of levels, nationally, regionally and locally. Throughout 2021 Traction analysis has been implemented with stakeholders and communities in districts and regions in Malawi and Scotland and at the national level in Mozambique.

It is intended that the report offers readers a starting point for discussion on enablers of climate adaptation based on learning on using the Traction framework at the locality level - Outer Hebrides, Scotland, especially:

- (i) Those interested in applying the Traction Framework to understand how it can be used at a locality to explore progress with adaptation – as part of a stock take and setting of future intention
- (ii) For the various stakeholders in the Outer Hebrides who formed part of the pilot in 2021, to consolidate the learning from applying The Traction Framework

2. Introduction to Traction

Traction is a project to understand what enables climate adaptation action. The Traction Framework offers a lens through which to view enablers of adaptation action at a range of scales, nationally, regionally and locally.

The Framework is intended as a means of sharing knowledge across locations and nations including sharing across the global north and global south. It has been funded by the Scottish Government, and developed by sustainability charity Sniffer and the International Institute for Environment and Development (IIED).

The Traction Framework consider enablers of adaptation action from a number of perspectives. The first is the power to legislate and implement policy – essentially, the power to take decisions, and especially the scale/level at which this is held. The second, is the broader idea of a linked set of knowledges, skills and attitudes which enable organisations and the individuals within them to address challenges and opportunities relating to ‘real-world’ environmental issues. These may be held at the level of national, regional or local government departments, units within these departments, or even individuals working within units. They may also be held within community groups, businesses and the third sector. However, given the importance of long-term strategic action in response to climate change, assessment of the ability of these enablers to sustain themselves at a level above and beyond that of individual ‘champions’ is crucial.

Enablers of adaptation action are defined here as the technical capacity, legislative authority and inter-institutional systems that help to bring about change. Five broad enablers have been identified:

1. Visioning goals, targets and outcomes, through policy and leadership.
2. Defining and developing pathways from the present towards envisioned outcomes – governance processes and capacity to respond including financing.
3. Synthesis and utilisation of knowledge
4. Facilitation of cross-sector and cross-organisational collaboration via stakeholder and public engagement.
5. Consideration of ethics and justice

The Traction framework offers a way of systemizing empirical findings from experience and analysis through social learning.

3. Applying the Traction framework in practice

The Traction Framework has been applied in different countries and at different levels: at national level in Scotland and Malawi in 2018 and 2019; at a more local level in the Outer Hebrides in Scotland in 2021 where the “local context” of the different islands and communities together illustrate a regional picture; in four districts in Malawi in

2021; and in Mozambique at national level in cooperation with the International Institute for Environment and Development in 2021.

This application has enabled us to explore ***“How can the Traction framework help to explore enablers and inhibitors of adaptation action at different scales in both the global North and the global South?”***

The intentions are for the framework to support the following:

- **National Government:** To support understanding of **what is helping or inhibiting progress at a national level** – to inform progress or as part of the evidence base for scrutiny processes, whilst or - as part of making case (and identifying what is important to prioritize) for Global Funding for climate action
- **Regional Government:** Understanding what is **helping or inhibiting progress at a regional level** as a part of a stock take and strategy building process
- **Place-based partners at a locality level:** Understanding what is **helping or inhibiting progress at a locality level** as a part of a stock take and strategy building process
- **Community groups involved in climate action:** Offers a means to explore what is important as a basis of analysis, planning, stock taking, strategy building or action-planning depending on the process already undertaken – creates space to talk about governance, coherence, locally important concerns, justice

During 2021 we focused on the applicability of the Traction Framework at a sub-national level in Scotland and Malawi. The approach and learning from Scotland are outlined below. The approach and learning from Malawi are reported separately.

4. Applying the Traction framework at the locality level in Scotland

4.1. The Climate Change Context in Scotland

Climate change policy in Scotland responds to both a national UK and a Scottish framework, reflecting the devolution of decisions to be made by the Scottish Government. There are two key pieces of legislation: the UK Climate Change Act 2008 and the Climate Change (Scotland) Act 2009. The Climate Change Scotland Act includes a requirement for public sector organisations to support implementation of statutory climate change adaptation and mitigation programmes and report their progress annually. The Scottish Climate Change Adaptation Programme sets out the Scottish Government’s objectives in relation to adaptation to climate change. The second Scottish Climate Change Adaptation Programme (2019-2024) sets out policies and proposals to prepare Scotland for the challenges that we will face as the climate continues to change. The Programme is a requirement of the Climate Change (Scotland) Act 2009 and addresses the risks set out in the UK Climate Change Risk Assessment 2017. The third UK Climate Change Risk Assessment (UKCCRA3) Evidence Report, and Scotland summary was published in June 2021.

SCCAP2 takes an outcomes-based approach, derived from both the UN Sustainable Development Goals and Scotland’s National Performance Framework. This cross-cutting approach promotes co-benefits and integrates adaptation into wider Scottish Government policy development and service delivery.

The outcomes include:

- Outcome 1: Our communities are inclusive, empowered, resilient and safe in response to the changing climate
- Outcome 2: The people in Scotland who are most vulnerable to climate change can adapt and climate justice is embedded in climate change adaptation policy
- Outcome 3: Our inclusive and sustainable economy is flexible, adaptable and responsive to the changing climate.
- Outcome 4: Our society’s supporting systems are resilient to climate change
- Outcome 5: Our natural environment is valued, enjoyed, protected and enhanced and has increased resilience to climate change

Locally, the Community Empowerment (Scotland) Act, the Scottish Climate Change Adaptation Programme, the National Islands Plan, as well as sectoral and organizational programmes contribute to addressing climate change adaptation and mitigation. The Scottish Government and COSLA agreed to adopt the Place Principle to help overcome organisational and sectoral boundaries, to encourage better collaboration and community involvement, and improve the impact of combined energy, resources and investment. The principle was developed by partners in the public and private sectors, the third sector¹ civil society² and communities, to help them develop a clear vision for their place. It promotes a shared understanding of place, and the need to take a more collaborative approach to a place's services and assets to achieve better outcomes for people and communities. The principle encourages and enables local flexibility to respond to issues and circumstances in different places.

The Scottish Government recognize that a coordinated approach is fundamental to delivering a just transition, given that the transition will transform all parts of our society and economy. It sets out that fairness will be at the heart of Scotland's climate action, ensuring that individuals and communities are not left behind.

4.2. Applying Traction at the locality level

The **Outer Hebrides or Western Isles (Na h-Eileanan Siar)** is an island chain off the west coast of mainland Scotland. Comhairle nan Eilean Siar is one of the 32 unitary council areas of Scotland. The Outer Hebrides is made up of 70 islands, 15 of which are inhabited. Scottish Gaelic is still the predominantly spoken language in the Outer Hebrides. Tourism is the primary economic activity on the islands with traditional industries of crofting, fishing and weaving. The population of the Outer Hebrides is 26,720 (2019).

There are many emerging climate action networks across regions and localities in Scotland, however the Outer Hebrides was selected for Traction framework analysis as the location of an active multi-stakeholder network of Government and non-governmental organisations that is working to advance adaptation across the islands. The Outer Hebrides Climate Change Working Group had confidence to work with Sniffer due to ongoing work through the Adaptation Scotland programme, supporting adaptation planning in the Outer Hebrides since late 2019. The climate adaptation context for the Outer Hebrides is outlined below.

The Outer Hebrides Climate Change Working Group: In June 2019, the Outer Hebrides Community Planning Partnership set up a Climate Change Working Group (CCWG) tasked with improving engagement with and understanding of climate change in the Outer Hebrides, building collaboration across organisations, and developing plans and priorities for action. The CCWG itself is formed of a diverse group of organisations representing local government, technical and sectoral agencies, university and academia, and voluntary and third sector and civil society. Member organisations have expertise and engage in a broad range of topics including climate adaptation and mitigation, environmental management and conservation, energy and transport, sustainable economy, public safety, and health and social care. In 2021 the CCWG strengthened links with creative practitioners, arts, heritage, community, environmental and third sector organisations across the Outer Hebrides to form the Làn Thìde partnership as part of Creative Carbon Scotland's Climate Beacons for COP26 initiative. The Lan Thìde partnership has a vision of working with the arts to explore climate impacts and vulnerabilities; generating qualitative data to feed into an inclusive climate change adaptation plan; and celebrating and protecting the islands' unique cultural heritage. The partners:

- Acknowledge that the Outer Hebrides are not a singular 'place'; it is important that this work takes account of the many varied communities, places and landscapes that make up the islands.
- Ensure that local communities, particularly vulnerable groups, are continuously engaged so that local knowledge and experience is valued and used to guide the project's development.

Since spring 2020 the Outer Hebrides CCWG have held many events online including a number of community engagement activities. It has been very important to engage community representatives, but online access, connectivity and reaching those that may not have access or comfort in working online or face online meeting

¹ non-governmental and non-profit-making organizations or associations, including charities, voluntary and community groups, cooperatives

² Formal and informal groups and citizens linked by common interests and collective activity

overload have made community engagement more challenging at this time. Means to facilitate face-to-face discussions where possible have been important, especially in creating a safe space for people to talk about climate and futures which are emotive subjects.

The Climate Challenge in the Outer Hebrides: Through the work of the CCWG and the Làn Thìde partnership a series of information gathering interviews, and mechanisms for the collection of data and evidence, including community discussions have outlined the key climate risks/stressors specific to the Western Isles. These include sea level rise, flooding, increased frequency and intensity of storms and winds, and coastal erosion as well as increased temperatures and reduced summer rainfall contributing to wildfires. In addition, risks also identified through the UKCCRA3 and verified with communities include risks to delicate machair³, seabed and peatland habitats, salinization of fresh water impacting crops and grazing lands for livestock, and cascading failures across infrastructure networks, health and wellbeing, economy, impacts on supply lines, loss of cultural heritage sites, increases in pests and diseases. The variable landscapes and ecosystems of the Outer Hebrides result in significant variation in climate and weather impacts across the island region.

Traction Analysis in the Outer Hebrides: In late 2021, Sniffer, in cooperation with the Outer Hebrides CCWG implemented Traction framework research through five focus group discussion (FGD) meetings with different Governmental and Non-Governmental organizations and representatives of the CCWG in the Outer Hebrides. This included the Community Planning Partnership (CPP), NatureScot, SEPA, Comhairle nan Eilean Siar, University of the Highlands and Islands, Western Isles Libraries. Adaptation Scotland / Sniffer, Community Energy Scotland, Seas of the Outer Hebrides, Peatlands Action, Community Land Scotland, Global Environmental Justice Group (University of East Anglia). The FGD were delivered by facilitators that were already known to the group, working from an established level of trust and confidence to share reflections safely.

Through the focus group discussions, a range of topics were explored, including:

- History, engagement and the vision of the CCWG
- Linking national frameworks and local realities
- Cooperation, collaboration and engagement of different groups and priorities in climate action in the Outer Hebrides
- Data collection, informing knowledge, defining pathways and responses
- Functioning of the CCWG
- Equity and fairness
- Priorities and looking forwards

The intention was to use the Traction framework with the Outer Hebrides CCWG as a tool to enable the group to reflect on progress so far; and to begin to define next steps based on their reflections against the five key enablers, and what they feel is important in accelerating and enhancing governance in adaptation planning and implementation.

5. Learning from the Traction framework in the Outer Hebrides

We outline below:

- Learning in relation to what is enabling or inhibiting adaptation progress across the five Traction framework enablers: visioning and leadership, governance, gathering and use of information, cooperation and justice within the context of the Outer Hebrides and the stakeholders involved
- Learning in relation to the process of using the Traction framework at the local level in Scotland.

³ fertile low-lying grassy plain found on part of the northwest coastlines of Ireland and Scotland, in particular the Outer Hebrides

5.1. Enablers of effective local governance in adaptation planning and implementation in the Outer Hebrides, Scotland

A series of key learning points on what enables change based on the learning with the Outer Hebrides CCWG include:

1: Visioning, goals, targets and outcomes through policy and leadership

Integration of adaptation within local action planning, undertaken by local actors is key to systemic impact and is enhanced when:

- **National strategy and vision** are translated to local level with the leadership of Community Planning Partnership providing strong commitment to developing action plans in response to the national climate emergency
- **Inter-linkages exist between sectoral issues** evident through policy, cooperation, governance and action
- **Shared goals exist between local groups and organizations**, including in relation to:
 - Understanding the impact of climate change at the local level
 - Creating a climate change adaptation plan at the local level
 - Different participating groups reaching out and engaging across the islands and communities of the region with a shared understanding and goal
 - The importance of integrating climate change across all sectors of Local Government or Community Planning Partnership outcomes
- **Shared agreements exist on governance, ownership and accountability on climate action** between different organizations in the Outer Hebrides

Inhibitors at the local level

Capacity to support: the climate action work of the CCWG is undertaken in a voluntary capacity and organizations with less capacity may be underrepresented. This impacts both strategic aspects and operational aspects of progressing adaptation.

2. Governance processes and capacity to respond including financing

Governance processes and capacity to respond are enhanced when adaptation is based on local realities with meaningful representation in decision-making and third sector engagement. Key aspects that were found to support action include:

- **Adaptation planning is driven by local issues and local responses.** Climate change cuts across all priorities of the CPP Local Outcomes Improvement Plan (LOIP). The group recognized the importance of integrating climate action into the LOIP as a priority to be able to contribute to most critical impacts in the Outer Hebrides. This include ensuring a local response to national programmes such as the National Islands Plan and investment programmes.
- **Local lived experience and local knowledge is gathered**, to enhance or validate evidence at both local and national level.
- Mechanisms exist to ensure effective broad engagement including:
 - **Representation and engagement of Third Sector Groups** as a significant success that has better enabled space for community groups and local organizations to be a part of understanding the challenge.
 - The **role of young people as catalyst for change** in ensuring climate action is on the agenda at the local level
 - **Communication and accountability** of the group: with the wider public being a part of addressing and responding to the challenges identified.

- **Mobilizing financing for investment, action and resourcing:** a key enabler to adaptation at the local level is the ability to draw upon resources for adaptive management processes and the necessary alignment with other sectoral programs and resources. Without resources this becomes a barrier. This includes:
 - Financing for the allocation of dedicated personnel to coordinate the work of the group and to enhance outreach and engagement across the region. Such an approach helps to ensure co-benefits and efficiencies between programmes, projects and sectors.
 - Considering cost benefit analysis to identify how adaptation saves money in the long term and to explore the challenge and cost-benefits between environment and social issues. For example, fuel poverty and cost of transition or gaining acceptance and understanding from local people that some things might need to be abandoned.
 - Increased investment is needed for adaptation, noting that there is currently much higher investments in mitigation action

Inhibitors at the local level

The tension between expanding sectoral and organizational diversity in the work of the CCWG with effective functioning of the group: the CCWG has broad representation but many within the CCWG felt a need to expand and enhance the engagement of different kinds of organizations and community groups to better represent the islands and concerns in the Outer Hebrides. It is also recognized that bringing too many groups into the work of the CCWG may challenge the positive ways of working of the group. Effective mechanisms to enhance diversity in the work of the CCWG without compromising the ability for the group to function effectively must be explored.

3: Synthesis and use of knowledge

Resilience pathways, including strategies, choices and actions that reduce climate change and its impacts must be influenced by evidence-based knowledge. Climate information needs to be accessible, relevant and empowering for decision-making by different users and based on their needs This can be enhanced by:

- **Data and evidence gathered and used at local level building** upon a range of national and local expert advice. It is important to create space for debating research on the impact of the changing climate on different aspects of the locality or region, validating it with communities and the wider public
 - The **Third Sector involvement** is important to better bring different groups into the process and ensure feedback mechanisms, enabling a web of knowledge interactions between these diverse groups and different issues across the islands.
- **Ensuring the voices of those impacted by climate change inform pathways to action:** This means understanding how different people are affected by climate change and specific local concerns including how systems and places interlink.
 - Within the Outer Hebrides socio-economic factors such as sustainable economy, sustainable population and health and wellbeing are significant issues; and the marine environment and local natural capital and heritage play a critical role in defining the culture and resilience of the islands. The changing climate, increased temperature, variable rainfall patterns and increased frequency and intensity of storm events have significant impact on all aspects of life in the Outer Hebrides and are linked, however it is also recognized that certain people and places on the islands are more vulnerable, more exposed or less able to cope with climate change impacts.
- Regional planning and discussions about what may be lost or damaged benefit from being opened up to every community. However, tailored approaches to ensure meaningful engagement across the islands that enable smaller group discussions and one-to-one conversations, are key.

Inhibitors at the local level

Inconsistent understanding between users on how data is used, owned and applied can impede building pathways: data protection concerns and a diverse range of perspectives on what level of data is needed to support building pathways to action can impede the process of exploring the climate challenge. Further, lack of shared understanding of climate change impacts and evidence with those that are affected impedes local ownership and drive of any subsequent climate action

4: Collaboration and coordination and inclusion of civil society

Deliberate efforts are needed to ensure that governance structures make space for local organizations, local leaders and community groups, especially so that those most impacted by climate change have a voice in governance and decision-making. In the case of the Outer Hebrides enablers to collaboration and coordination and inclusion of civil society were identified as cutting across all other enablers, this can be enhanced through:

- A willingness and commitment by local authorities that different groups in a community should be a part of the process
- Mechanisms and incentives for meaningful public engagement and evaluation of the effectiveness of that engagement
- Third sector and civil society is important to better bring different groups into planning, action and feedback mechanisms

Inhibitors at the local level

Challenge to enable meaningful engagement and collaboration with those impacted by climate change: those who are most vulnerable to climate change impacts may be hesitant or resistant to participation in collaboration on adaptation. Reasons for this might include, but are not limited to consultation fatigue, a feeling that collaborative activities do not address the most urgent priorities they face or challenges to face planning for climate action in a positive manner

5: Consideration of ethics and justice

To ensure fair and inclusive adaptation action it is vital to understand the challenges for those most impacted by climate change and to ensure that underrepresented groups are able to participate and be a part of the process. This is enhanced by:

- **Understanding intersectionality within the local context**, where the interconnected nature of social categorizations such as race, class, and gender, are regarded as creating overlapping and interdependent systems of discrimination or disadvantage.
- **Understanding what representation, Equity, Diversity and inclusion (EDI) means within the local context** to ensure that the diverse voices are heard and there are means of engagement, both geographically across the different islands in the region but also reflecting different levels of advantage, types of groups and languages (especially Gaelic) and IT access across the islands and region. Efforts to engage community representatives and hear their voices is well-received as an opportunity to grow the potential and importance of this area of work. The third sector have played an important role, with representatives that have provided expertise on social issues and championed EDI in the CCWG's work
- **Ensuring transparency and accountability**, with mechanisms to ensure insights, advice and knowledge from communities is fed into the CCWG and there are means for the CCWG to be accountable to the wider public on decision-making

Inhibitors at the local level

Business-as-usual models that prioritise economic growth and political cycles: Local policies or plans may not have funding attached to them and therefore are unable to deliver meaningful results or change or be embedded or based on local capacities and resources already in place. The importance to think more broadly about how to build local capacity and build on the capacity that's already there for local communities to deal with climate change beyond the political cycles in place.

5.2. Learning from the process of using the Traction framework

Working with the **Outer Hebrides CCWG** the Traction framework has:

- Created the space for different stakeholders to explore together in a structured and systematic manner what's important, where have they come from and where do they want to go in looking forwards.

- Provided stakeholders the opportunity to generate a stock take and reflect on successes, initiate a roadmap to help frame how far the group has come, communicate challenges, recommendations, and opportunities going forwards
- Offered a tool to support monitoring and self-evaluation, accountability on progress and processes. It was recognized that the approach was not so black and white as a traditional evaluation or review approach. The CCWG suggest it will be worth in the next year reflecting on the Traction framework and findings from 2021 to think about the impact it has had in helping them develop.
- Enabled stakeholders to think about the foundations or building blocks for adaptation – and set the stage that this is not a business-as-usual approach but requires multi-stakeholder, joined up thinking.
 - Considering ownership and drivers with the group, tension between “us” and “them” and where the accountability lies
 - Recognising the need for a shared roadmap and shared tangible outputs
 - Highlighting the importance of enhanced communication and outward accountability, presenting a shift of thinking from output orientated to systemic thinking
 - Gathering perspectives towards what the CCWG understand as joined up thinking and why it is important
 - Creating a change agenda that is framed and emerging within the challenges and recommendations
- Enabled CCWG members to agree together on the importance of accelerating
 - A collective vision and shared understanding of the climate challenge in the Outer Hebrides, connected with wider priorities (mitigation, poverty reduction, wellbeing etc.).
 - A shared understanding of climate risk and vulnerabilities as a basis for identifying priority actions
 - Local actions that are grounded in local realities – with civil society playing a key role in identifying who should be a part of understanding these local realities.
 - A stronger, more agile, locally led approach, with mechanisms for community input and leadership
- Enabled a distinct reflection process to help participants build stronger and more trusting relationships through honest dialogue on issues. This relationship building has helped in getting the group through the various stages of development of the group

These findings from using the Traction framework were consolidated into an Outer Hebrides CCWG report and were presented by a subset CCWG members to the wider group as a basis of identifying a series of next steps to accelerate adaptation planning.

6. Summary of value of the Traction framework at a locality scale

Use of the Traction framework at the locality scale has successfully acted as a stimulus for discussion and as means of systematically identifying strengths and areas for prioritisation of action that are appropriate to the locale under review. The framework could be used as a basis of context analysis and monitoring and evaluation of adaptation action for place-based approaches. A number of positive features have been identified. It provides:

- A structured framework to support different stakeholders to explore a range of perspectives on adaptation governance, planning and implementation in a systematic manner. Specifically, it can be helpful in considering local governance, representation, community engagement, data and knowledge, policies, and resourcing.
- A means of structuring reflection on what is needed to enable the conditions to be able to adapt:
 - Helping stakeholders to connect issues to unpack adaptation from the perspective of different stakeholder groups and prioritize what was important going forwards
 - Unlocking what is important in governance, creating space for commitments by a number of different stakeholders to take forwards priorities related to visioning and leadership, governance mechanisms, cooperation ensuring the voices of communities are better represented, gathering and use of information, and justice.

- Creating an opportunity for different stakeholders to find a common ground on a range of topics, for example enhanced representation or different attitudes towards diversity. It established the need to have a shared understanding on these topics
- Helping to build up relationships and solidarity on different concerns between stakeholders and allowing for emotions to be shared and expressed.

7. Recommendations for enhancement to the Traction framework

Based on insights from using the Traction framework in the Outer Hebrides several areas for further development have been identified.

- The approach to using the Traction framework and enablers can be subjective. The question of “who” is using and facilitating the analysis is a very important, with the need to consider impartiality and trust. Key questions to support users to apply the Traction framework
- Analysis of governance and cooperation in climate action needs to be connected to the place, people and assets or resources. A series of questions could be developed to help framework users – especially at the regional to local level – to develop a climate rationale to connect climate change and the issues in their place
- In the Outer Hebrides, the Traction analysis was undertaken as a review of an ongoing process. However, it is suggested that this analysis can also offer a meaningful entry for stakeholders with concern to explore what is important. A series of questions could assist
 - Users to understand how they might use the framework as an entry to initiate context analysis as well as review of ongoing processes
 - Users facilitate consensus building and ownership building as a part of the Traction framework analysis
- The Traction framework offers opportunities to help stakeholders at a range of levels and working in a range of contexts. It is important to make the Traction framework more accessible and help future users apply the framework with some practical tools or visualizations: This could be addressed by changes to the language used to make it more accessible to a range of users.
- The descriptions under Enabler 5: Ethics and Justice need to be sharpened to better support users in exploring issues of climate justice
- Representation: Based on learning in the Outer Hebrides representation emerged as a concern across all enablers and this does need attention to help future users understand the relevance representation as a cross cutting theme

These insights have been acted upon for the revised version of the [Traction framework](#).

8. Conclusions: How does the Traction framework support adaptation at the locality level?

Based on learning in the Outer Hebrides with the CCWG, the Traction framework has supported a range of stakeholders and groups to explore, analyse and enhance their own adaptation governance, planning and implementation. Specifically, it has provided a means of exploring a range of perspectives in a structured and systematic manner. It has supported stakeholders to outline and demonstrate what is working well and what could be better and could inform analysis, planning and prioritization.

The Traction framework has offered a means of monitoring and self-evaluation, and accountability on progress and processes, and has helped to consider who should be engaged in climate change adaptation planning and action. The Traction framework has provided a clear lens to explore what is needed to enable the conditions to be able to adapt with specific attention to visioning and leadership governance mechanisms, cooperation ensuring the voices of communities are better represented, gathering and use of information and justice. The Traction framework has been used to catalyse shared analysis and agreements across different stakeholder groups as a basis of action.

9. Next steps

The Traction process acted as a catalyst. It has provided fresh motivation for the CCWG, enabling them to both better articulate what they have achieved so far, and to identify priorities for accelerating adaptation action. Through the Traction process, the Working Group identified the need for:

- a collective vision and shared understanding of the climate challenge in the Outer Hebrides, connected with wider priorities
- a shared understanding of climate risk and vulnerabilities as a basis for identifying priority actions
- local actions to be grounded in local realities - with civil society playing a key role
- a stronger, more agile, locally led approach, with mechanisms for community input and leadership

The group sought to use the Traction analysis as a basis for a press release to celebrate their work to date, and in January 2022 held a workshop to reflect on the results of the Traction process and identify next steps. In addition, they are now building a road map of action, prioritising resourcing, and identifying “quick wins”.

In particular, the Traction framework opened up space to better recognise the contribution of other organisations beyond the Community Planning Partnership, such as the creative partners involved in the Outer Hebrides Climate Beacon project, and the richness of the contribution of local community groups.

Annex 1: Using the Traction framework in the Outer Hebrides: methods

In early 2022, we moved away from referring to competences and instead are proposing to refer to enablers of change as reflected in the project reports. However, all report annexes remain as applied tools and hence still refer to competence.

Sniffer developed a question set around the traction competence that would enable those in focus group discussions to be able to explore and answer the competences in a way that was meaningful and relevant to them at the local level.

How?

We took each competence and worked out what that might mean in specific context and then wrote questions that aligned with that competence and then found that there was a lot of overlap because there is a lot of over overlap between the competencies. We extracted some of the overlapping questions, and then they had this question set that didn't necessarily align entirely with the competence areas, but that was relevant for the Outer Hebrides, and we could clearly see where they had come from the original 5 competence areas. We could align where these questions had originated from and the Outer Hebrides issues

Structurally the 5 competence areas were integrated into a series of Key Questions including

- Setting the scene, opening and sharing engagement in the CCG and the vision of the CCG
- Section 1: linking national frameworks and local realities
- Section 2: Cooperation, collaboration and engagement of different groups and priorities in climate action in the Outer Hebrides
- Section 3: Data collection, informing knowledge, defining pathways and responses
- Section 4: Functioning of the CCG
- Section 5: Equity and fairness
- Section 6: Priorities and looking forwards

The before and after of how the language was adjusted in order to be more accessible to partners is captured in the two annexes to this report

- *Annex 2: Outer Hebrides / Local Interview Guide*
- *Annex 3: Malawi / National Interview Guide*

The adjustments provided a sense where the competencies are coming in but are not framed (or limited) by the competences

We aimed to enable people to have discussions that that bridged all these different competencies, so they weren't siloed into this sort of different sets, to have more organic conversations

We wanted to create the conditions that created a safe and comfortable space for people to be able to open up and talk about things that were important to them and talk to each other, not necessarily talk to us.

We framed the questions, we gave the prompts, but it in a few cases we had really nice conversations happening between different stakeholder groups talking about what they thought was important in terms of Governance or sort of crucial issues that the climate change working group needed to be putting more attention towards.

We were not able to gather voices from the most localized levels, people living in the islands that were not a part of the Working Group and that was a shame as it would have been very helpful to also gather those perspectives, and ground truth what was being stated as priorities by CCWG members, it was planned as such but finally was not practical to realize in the timeframe.

These meetings lasted approximately 2 hours because the conversations were really rich, different conditions to be able to enable more meaningful community engagement, how people see their role in contributing to local and national policy plans and frameworks, data management and how we use information and where we have to go with that, ethics and justice and how people will see that within the work that we do in the climate change working group and whether or not they think we've got a good handle on those things or shared consensus of what

that means for the climate change working group, the goals for the group and our main priorities and recommendations and ways forward.

We compiled a draft report and then met with five people who had been part of the focus group discussions and presented the draft findings to them to verify the findings, looking at priorities together and then they wrote an introduction to the findings to give to the climate change working group. We shared that that report with the group. The chair of the group made the point that it is the climate change working groups' role to take findings forwards.

Annex 2: Interview guide Scotland / Local

STAKEHOLDER INTERVIEWS – SCOTLAND – GUIDANCE FOR INTERVIEWERS November 2021

Introductions

- *Introduce the project aims – see below*
- *Describe the process and how the information will be used*
- *If recording, please note that what they say will not be directly attributable to them. Ask if recording is OK*
- *Aim is for interview to be less than 90 minutes*

Project aims: Traction is an international shared-learning approach to understand what advances and what acts as a barrier to climate adaptation at different levels and scales.

It uses the concept of Adaptation Competence as a lens to look systematically at adaptation across a range of scales – national, regional, local. By ‘competencies’, we broadly mean ‘knowledges, skills and attitudes which enable organisations and the individuals within them to address challenges and opportunities relating to environmental and climate change issues.

Adaptation competences are defined within Traction as the technical capacity, legislative authority and inter-institutional systems that help to bring about change. Five broad competence areas have been identified

- Visioning goals, targets and outcomes, through policy and leadership.
- Defining and developing pathways from the present towards envisioned outcomes – governance processes and capacity to respond including financing.
- Synthesis and utilisation of knowledge
- Facilitation of cross-sector and cross-organisational collaboration via stakeholder and public engagement.
- Consideration of ethics and justice via normative competence

The Traction project captures and shares learnings from climate adaptation initiatives in different countries to further understanding of these adaptation competencies. We hope to capture learning on climate change adaptation progress in the Outer Hebrides using the Traction framework. Sniffer works with the IIED with funding support from Scottish Government on the [Traction](#) project.

Process – A series of Focus Group Discussions will be held with different stakeholders and groups from the Outer Hebrides to

- To enable stakeholders in the Outer Hebrides in the Climate Change Group (CCG) to reflect on progress in advancing climate adaptation in the Outer Hebrides, barriers to progress and suggestions in looking forwards.

This will be documented and used as a basis of validation, review and discussion between different stakeholder groups to reflect on:

- The CCG governance, partnership and engagement in advancing climate adaptation in the Outer Hebrides
- Successes and challenges, stock take and identify how far the CCG have come, identify opportunities in going forwards
- Identify key concerns and priorities together as a basis of planning
- In addition, lessons from applying the Traction framework in the Outer Hebrides will be consolidated as a part of a multi-country learning approach.

The approach to writing the results document is to consider the following:

- **Perspectives of stakeholders (i.e., these interviews) as well as**
 - Policy documents – these include strategies, frameworks, plans etc.
 - Collaboration i.e., schemes and organisations that facilitate collaboration

Within the setting of the Outer Hebrides, Scotland, stakeholders from the Climate Change Group were supported to use the Traction framework as a basis of both internal and external review and analysis. Questions to explore Traction framework competence were presented to create space for stakeholders to reflect on competence in relation to local realities and both internal and external aspects relating to governance. Adjustments to the flow and emphasis of questions from the original framing of the Traction framework are highlighted in green.

Key Questions are arranged around the following elements which align with and across the Competence areas including:

- *Setting the scene, opening and sharing engagement in the CCG and the vision of the CCG*
- *Section 1: linking national frameworks and local realities*
- *Section 2: Cooperation, collaboration and engagement of different groups and priorities in climate action in the Outer Hebrides*
- *Section 3: Data collection, informing knowledge, defining pathways and responses*
- *Section 4: Functioning of the CCG*
- *Section 5: Equity and fairness*
- *Section 6: Priorities and looking forwards*

Results also contributed to a stock-take as a means to celebrate and appreciate progress and support thinking forwards

Ice-breaker question: Setting the scene, opening and sharing engagement in the CCG and the vision of the CCG

- *When and how do you remember getting involved in the CCG?*
- *What do you think are some highlights of the CCG so far? Perhaps one highlight each*
- *Would you say the CCG has clear goals? (If so, what?). If no, maybe in subsequent questions give recommendations around it?*
- *What would you say are the most important goals and visions of the CCG work?*
- *This was very important in not only an icebreaker but setting the scene for those engaged in the discussions. On a number of occasions, the level of reflection in this section touched on many of the topics below*

COMPETENCE AREA 1: VISIONING GOALS, TARGETS AND OUTCOMES THROUGH POLICY AND LEADERSHIP

This competence area refers to the goals and targets set out in climate adaptation policy and legislation. We'll discuss the extent to which these are integrated across different sectors and levels of government, the importance of leadership in driving initiatives forward, and how these things come together to facilitate climate change adaptation.

Key Question 1.1: focusing on linking national frameworks and local realities: Using examples such as the Climate Change Act, the climate change plan or the Sustainable Development Goals. Can you describe how you see your role within the CCG in contributing towards both national policies and local issues and policies in the OH?

- *What are your priorities for being involved in this work?*
- *How does the CCG work on adaptation align with other important priorities in the Outer Hebrides? This may not be needed depending on how Question 1.1 is answered*
- *Suggestions to enhance this for specific priorities identified as important.*
- *What do you see as enablers or barriers to this?*

Seeking to explore: Coherence – horizontally and vertically, and Processes to encourage integration:

Key question 1.2: In tackling climate issues in the Outer Hebrides, what do you think is most important to enable climate action at a range of scales/levels?

- *Local features that contribute to enabling or limiting local action?*
- *Recommendations?*
- *Individual and organisational champions that drive work forwards?*

Seeking to explore: champions and leadership and connecting with local realities

COMPETENCE AREA 2: DEFINING AND DEVELOPING PATHWAYS FROM THE PRESENT TOWARDS ENVISIONED OUTCOMES

In this competence area we'll discuss ability to foster innovation, opportunities for knowledge sharing, potential for consensual decision-making and access to financing, resourcing and assets:

Was compressed with

COMPETENCE AREA 3: SYNTHESIS AND UTILISATION OF KNOWLEDGE

In this competence we'll discuss the ability of stakeholder and decision-makers to understand with and deal with data, information and complexity i.e., the various social and environmental factors that affect our ability to adapt to climate change. As a basis of building a shared understanding in tackling climate risks. To this end, we'd like to find out more about the mechanisms in place to integrate different types of knowledge (local, traditional, social science, arts – as well as 'hard' science), and then make this information accessible to society. Also understanding the scope to combine different types of local capacities in a strategy (representation and recognizing the validity of different experience)

The importance of aligning development pathways with process of data, information and understanding the climate challenge (together) as a part of understanding innovation, knowledge sharing, potential for consensual decision-making between actors AND the importance of exploring governance and what should look like within the context of these two competence areas was evidently important for stakeholders in their discussions in the Outer Hebrides; this also emerged strongly in the local testing of the framework in Malawi and was the catalyst for combining the Competence 2 and 3. It was evident in analysing the Malawi findings that it was very difficult to separate the two.

Key question 3.1 The data collection process (adaptation project) aimed to contribute to an adaptation plan. From your perspective where are we in the process of collecting and using the information we have gathered so far?

- *What would be important to consider in going forwards in*
- *How the knowledge was and continues to be collected?*
- *How the information can be used?*
- *What do you feel are successes and challenges?*

Seeking to explore: integrate different types of knowledge

Key question 3.2: To what extent do you feel that the CCG understand the impact of climate risks to different groups and priorities in the Outer Hebrides? Please share examples.

- *Is there a shared understanding in the CCG of the challenges?*
- *Any specific recommendations to be considered?*
- *What would be important to consider in looking forwards in building a strategy towards action?*
- *What is the thinking towards building a strategy to enhance local responsiveness and effectiveness of decision-making, policy influencing and action for adaptation?*

Seeking to explore: building a shared understanding in tackling climate risks and make this information accessible to society – these questions triggered significant concern towards how the public had access to information on the climate challenge

Key question 3.3 What is the space for local action to contribute towards and be embedded within a local strategy?

Seeking to explore: knowledge sharing, potential for consensual decision-making (especially between community and the CCG but also within the CCG between the different groups)

Funding – follow up to question 3.3 if not raised by participants themselves.

Key question 3.4: Describe the opportunities and landscape for financing of adaptation action emerging from the strategy or priorities of the CCG

- *What steps are being taken – and what steps do you think need to be taken – to provide the kind of financing and resourcing needed for adaptation action?*

Seeking to explore: financing, resourcing

Issue of Governance: Functioning of the CCG

This was recognized as really important to explore, governance reflection emerged through almost all elements of the discussions – but special space identified to capture this where not sufficiently described

Key question 3.5: What do you feel are the best examples of how the CCG works and the areas that can be improved? (including)

- *Group structure: e.g., formal meeting structure, Chair, minutes, etc.*
- *Group culture: e.g., to what extent do CCG meetings foster idea generation? How comfortable are they? Group dynamics? Visioning*
- *Any specific recommendations to be considered?*

Seeking to explore: understanding governance in relation to the various competence areas discussed (in most part this question was related to other issues discussed in advance of this question)

COMPETENCE AREA 4: FACILITATION OF CROSS-SECTOR AND CROSS-ORGANISATIONAL COLLABORATION

In this competence area, we'd like to know about the mechanisms in place to encourage collaboration in the decision-making process. This means collaboration with different sections of society, and across different sectors of government as well as know how well adaptation policy is linked to development and poverty reduction actions (reflected in Q1). We're also interested in mechanisms that encourage reflection on how effective these engagement processes have been (this was moved to section 2 of the questions however issues of representation, local voices and engagement in governance emerged very strongly resulting in alignments between Competence 4 and 5).

Key question 4.1: Do you think it is important to understand different local groups and organizations perspectives to tackling the climate change challenge for the Outer Hebrides? Why, please give examples

- *In terms of engagement and collaboration, what are the benefits for local people themselves in being involved in this work?*

Seeking to explore: multi-stakeholder engagement (in identifying the climate challenge) / public engagement and consultation

Key question 4.2 Do you feel the way the CCG is organized allows space for community groups and other local actors or organizations to be engaged in climate action? Please share examples of why

- *Which local actors or organizations could be better engaged?*
- *What do you think are barriers to engaging local actors & organisations?*
- *How might the CCG help to maximize their collaboration and community/organisational voices in general?*
- *Any specific recommendations to be considered?*

Seeking to explore: multi-stakeholder governance for engagement / two-way deliberation and evaluation

linking adaptation actions with national development imperatives and economic issues – captured under Q1 (no need for prompts as forthcoming in all cases)

COMPETENCE AREA 5: CONSIDERATION OF ETHICS AND JUSTICE VIA NORMATIVE COMPETENCE

In this competence area we'll discuss how different groups in society can be more or less vulnerable to climate change and can also be impacted in different ways. We'd like to know the extent to which this is taken into account when developing climate change adaptation strategies and policies.

Climate change is a long-term issue and adaptation will, therefore, require a long-term, concerted effort that transcends political cycles. We'd also like to discuss how this can be achieved and what efforts/progress has been made so far.

Key question 5.1 To what extent do you feel the group considers/exhibits equity and fairness in its work? Please share examples of how the group has integrated this

- *Internally: Within the CCG? Do you think that group have a consistent understanding on equity and fairness?*
- *Externally: Response to equity and fairness in the context of the diversity, culture and history of the Outer Hebrides?*
- *What do you see as enablers or barriers to this area of work?*

Seeking to explore: equity, fairness, justice internally and externally

Key question 5.2: Thinking to the future, what do you think would be the most important aspects for the CCG to consider in inclusion of equity and justice in the work of the CCG?

- *How might your own or others experience/positionality influence answers to this?*

Seeking to explore: priorities for equity, fairness and justice in looking forwards with the CCG?

Creating space to identify more important priorities in looking forwards

Key question 6.1 Of all the different recommendations discussed, what do you think is most important and why?

- *Short term: What do you think the CCG should focus on over the next 2 months?*
- *Longer term: What do you think the CCG should focus on over the next 2 years?*
- *Where would you like the CCG to be in 2 years?*

Sniffer Edinburgh Climate Change Institute, High School Yards, Infirmary Street, Edinburgh EH1 1LZ, Scotland, UK

T: 0131 651 4674 **E:** info@sniffer.org.uk **W:** www.sniffer.org.uk

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Registered Office: Caledonian Exchange, 19a Canning Street, Edinburgh, EH3 8HE

