



Horizontal Policy Coherence for Land Use Transformations: Initial Screening Results

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Presentation to QST Steering Group, 22nd February 2022, Online.



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Background

- Land Use Transformations project
 - focus on ‘joined up approaches’ for GHG reduction and other environmental goals
 - Biodiversity (terrestrial and aquatic)
 - Climate resilience
 - **Socio-Economic aspects (prosperity, justice)**
- LU/LUC Governance Analysis
 - Broad approach to ‘land use’
 - Rural land based sectors (agriculture, forestry, sporting, energy, conservation, recreation and tourism)



Transformations

- Commitment by Scottish Government

Ministerial Foreword



The Scottish Government is committed to realising our Vision for Agriculture and transforming how we support farming and food production in Scotland to become a global leader in sustainable and regenerative agriculture.



Scotland's National Strategy
for Economic Transformation

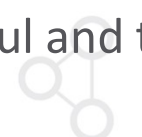
Delivery
Plans
October 2022

Delivering
Economic
Prosperity

Scottish Government
Riaghaltas na h-Alba

Research Purpose & Stage

- Research questions:
 - **Are there synergies, gaps or conflicts in the way current LU policies are supporting LU transformation?**
 - Are there problems of vertical, diagonal and/or horizontal coherence within existing LU policies?
 - Does coherence explain the ability to deliver LU Transformation?
 - What are the opportunities to improve or sustain coherence?
 - How can coherence be monitored more effectively in the future?
- Initial screening September 2022 – March 2023
- Leading to more in-depth analysis to understand patterns April 23 – Feb 24
- Combined activity with SRUC
- Work in progress – **your steer** to make it useful and timely





Why does coherence matter?

- Improved policy outcomes
- Help land managers and land users
 - Make the required transformations
 - Plan and adapt their business models
- Many policies – single business?
 - Multiple outcomes sought
 - Using different instruments, organisations
- Help manage complexity

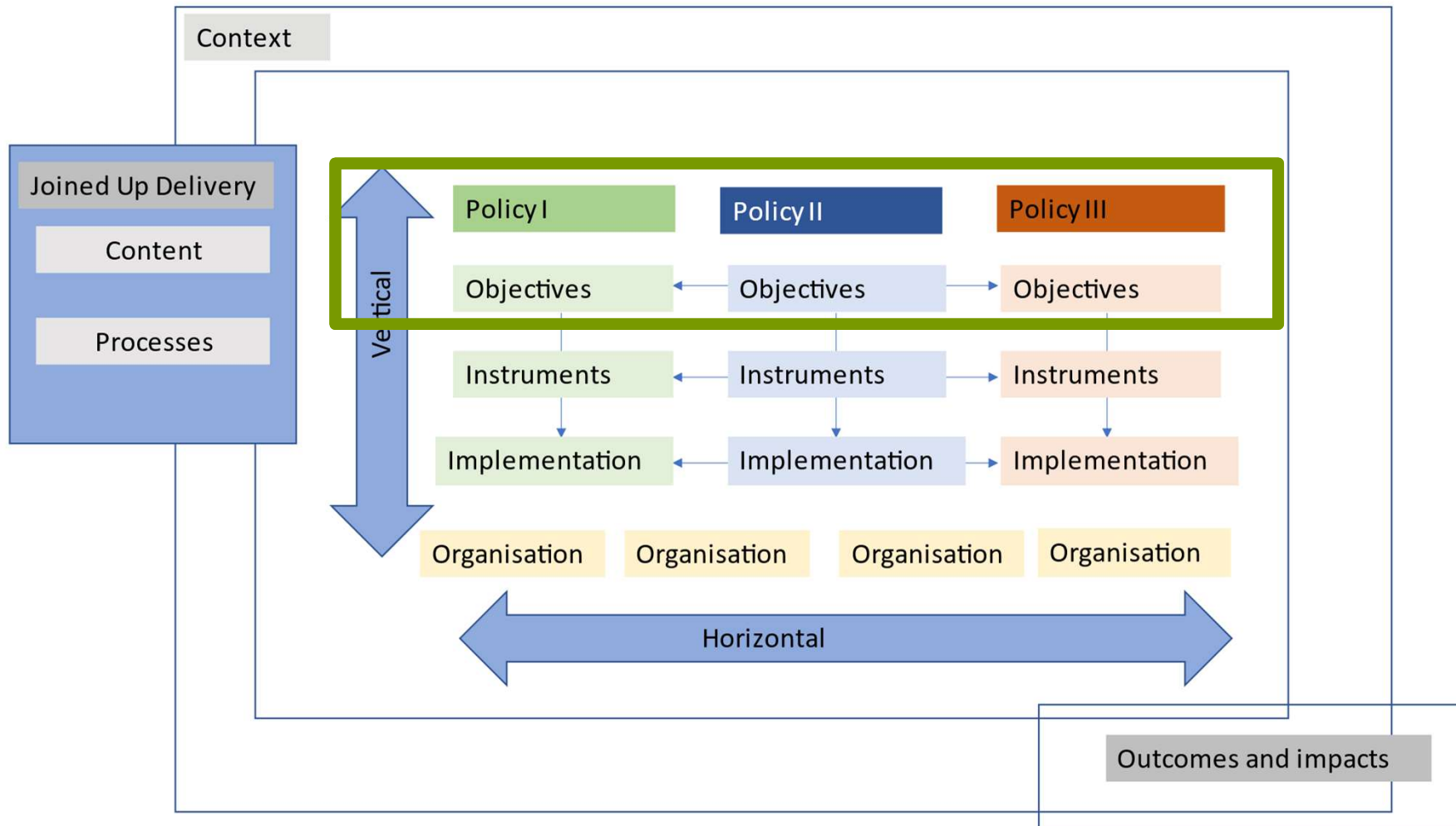
Need for coherence between the different outcomes and considerations, including rural development, environment, and food production.

Future Agriculture policy roundtable paper 22/2/23



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Policy coherence



Screening focussed on horizontal coherence to see how policies collectively support LU Transformations

Do the policy objectives relate to five transformative goals for land use?



Goals & Transformation definitions

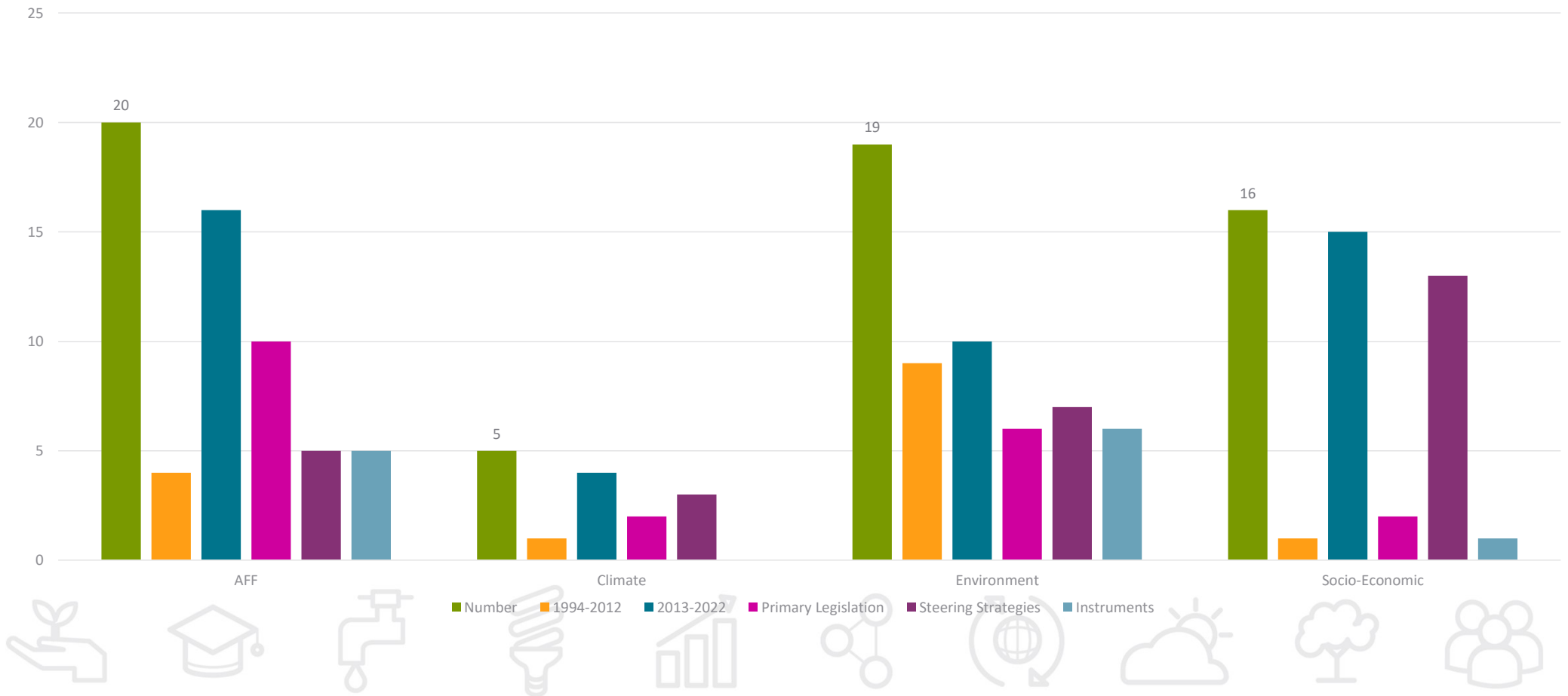
Goals	Transformation
Climate Mitigation	The degree of change to meet these goals is substantial, system wide, beyond incremental and is initiated rather than reacted to (contrasting with system collapse)
Biodiversity Restoration	
Climate Adaptation	
Economic Prosperity	
Procedural and Distributive Justice	
Yes, No, Other	Advances, Neutral, Retards

Documents taken at 'face value' and not tested to see if the outcomes being delivered



Sample n = 60

Sample



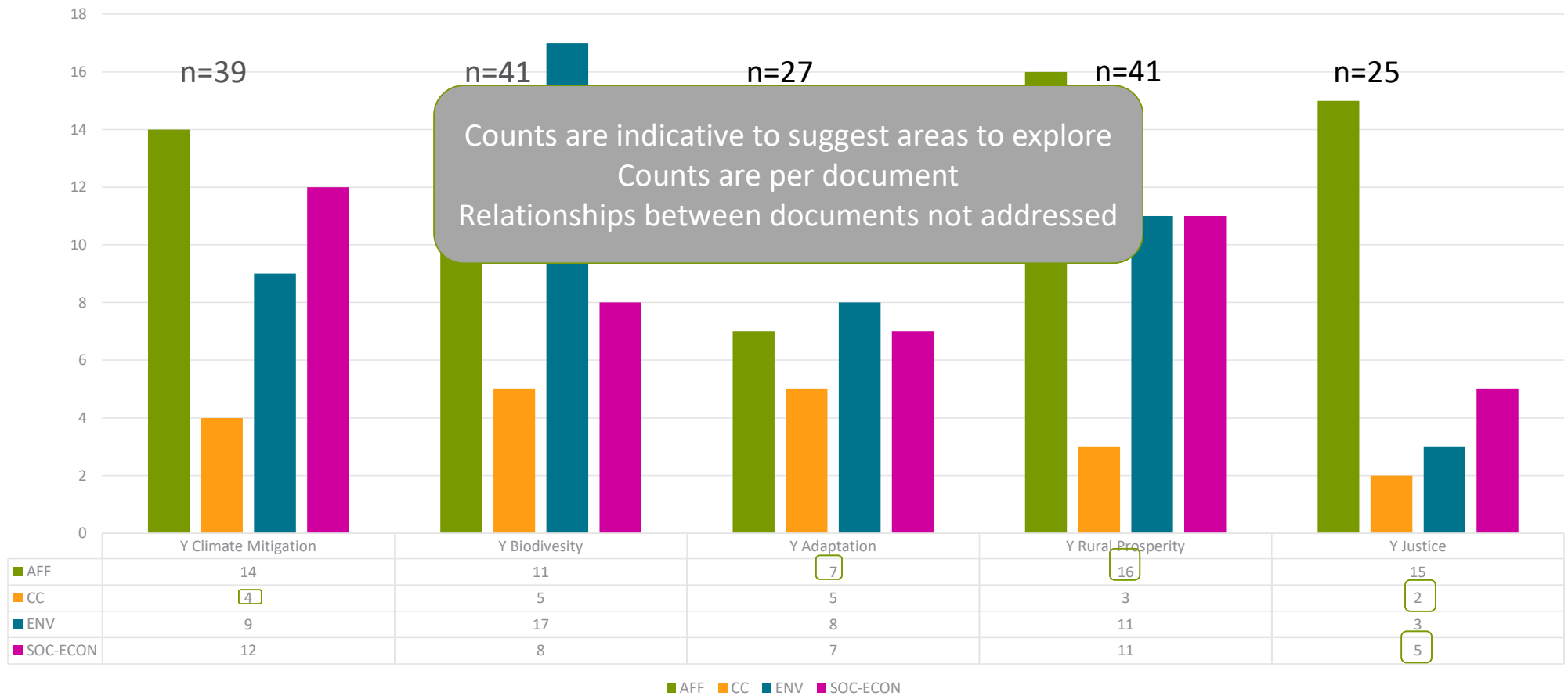
List of AFF policies screened

Agriculture (Retained EU Law and Data) (Scotland) Act 2020
Agri-Environment Climate Scheme (2022)
Crofting Reform (Scotland) Act 2010
Crofting: national development plan 2021
Delivering our Vision for Scottish Agriculture: Proposals for a new Agriculture Bill (2022)
Forestry and Land Management (Scotland) Act (2018)
Good Agricultural and Environmental Conditions (GAECs) 2022
Land Reform Act (2003)
Land Reform Act (2016)
Land Use Strategy (2021)
Less Favoured area Support Scheme (2022)
Local Food strategy consultation (2021)
Proposed new Land Reform Bill (during 2023)
Scotland's Forestry Strategy 2019–2029
Scottish Land Rights and Responsibilities Statement (2017)
Scottish Rural Development Programme (2021-2024)
Sustainable and regenerative farming - next steps: statement (2022)
The Common Agricultural Policy (Cross-Compliance) (Scotland) Regulations 2014
The Scottish Government's Policy on Control of Woodland Removal (2009)
The Scottish Government's Rationale For Woodland Expansion (2009)



Comparison of Goals

AFF = 20; CC = 5; Env = 19 and Socio-Econ = 16

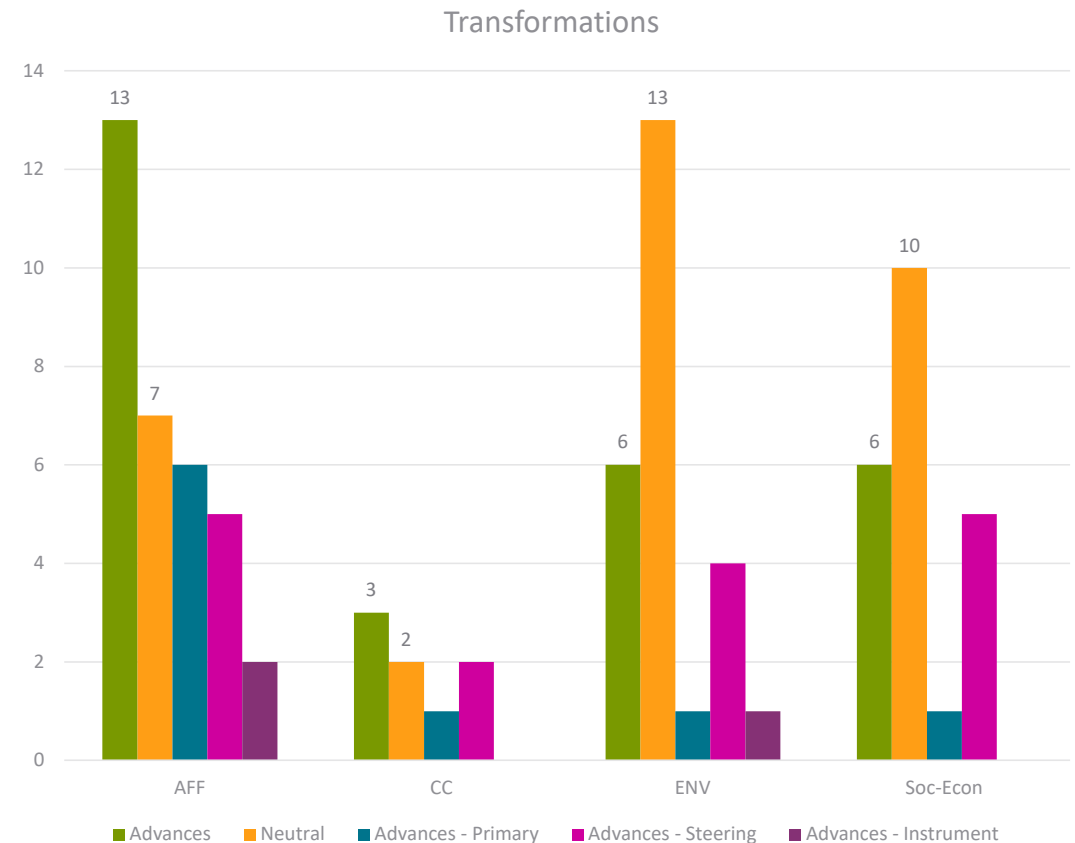


Reasons for these findings

- Direct and indirect support for goal counted
 - included co- and core- benefits; implied and explicit
 - excluded passing references or unintentional outcomes
- Link to overall objective of policy
- Age of policy matters esp. for climate but not always
- Type of document matters but not always
- Other coding
 - often associated with debate over degrees of intention and outcomes

Overall Transformation Findings

- More neutral (32) than transformational (28)
 - Mainly newer policies (only 3 > decade old)
 - Some topics lagging
 - Importance of steering strategies
- 8 transformational policies meet all 5 goals
 - 4 policies do not meet Goal 1 (Climate Mitigation)
 - 5 policies do not meet Goal 2 (Biodiversity)
 - 10 of the policies do not meet Goal 3 (Adaptation)
 - 4 of the policies do not meet Goal 4 (Prosperity)
 - 9 of the policies do not meet Goal 5 (Justice)



Preliminary discussion

- Not many policies are transformational and coherent across the 5 goals for Land Use transformation
 - Yet ... focus on trajectory?
- Potentially a reliance on ‘steering strategies’ which is problematic if there are no associated instruments, indicators or targets
 - Will explore in vertical coherence analysis
- Attention to climate action (mitigation **and** adaptation) and nature; whilst leaving no one behind...
 - Clearer pathway for Just Transition for multiple objectives
- Caution – does our sample explain our findings?
- Unclear how coherence works – what have we missed?



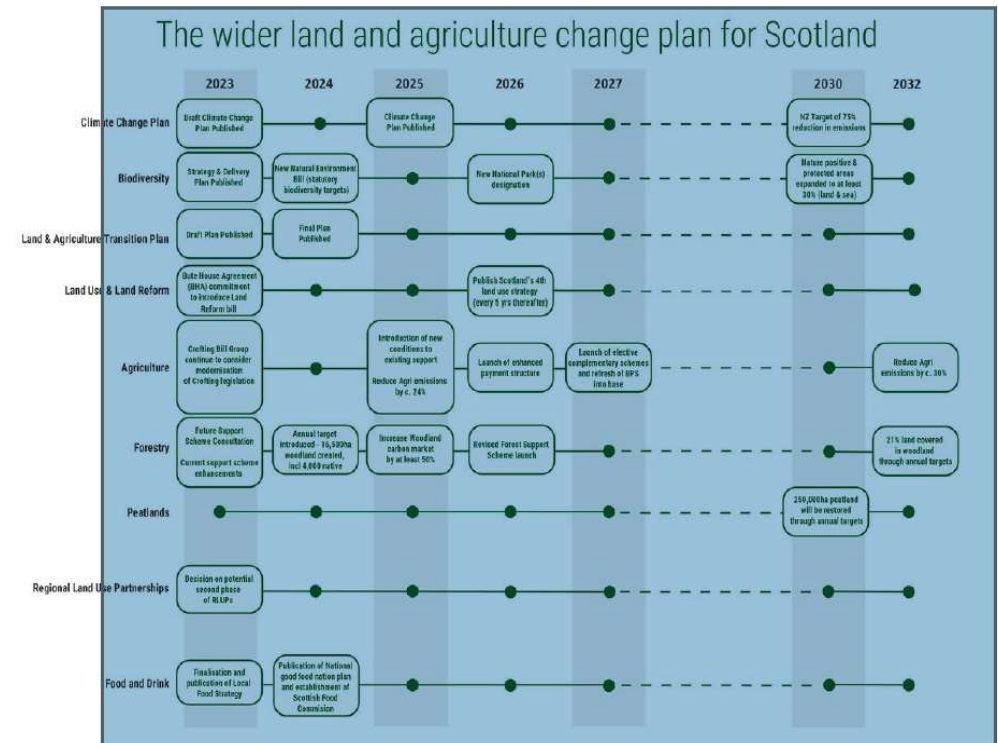
How does this relate to EC research?

- Horizontal Coherence research helped
 - Highlight some gaps for EC to consider (e.g. water, adaptation)
 - Importance of wider Agriculture Support Package for transformation (policy sudoku)
- Vertical Coherence research might help
 - How Agricultural Support Package is linked to delivery of **other** policy objectives
- EC research highlighted
 - Vertical coherence issues **within** one policy domain
 - Implementation criteria to help with assessing vertical coherence
 - Attention to M&E processes to help learn and improve coherence
 - Transformation pathways ‘step –up, mainstream and stretch?’



Next Steps

- Ongoing Interviews to get feedback on screening findings
- Deeper analysis
 - Horizontal, vertical and diagonal coherence
 - Importance of implementation
 - Attention to M&E (targets, indicators)
- Share insights with next cycle of QST
- How to help with future policy development?
- What would be useful for you?



Source: Routemap Stakeholder Toolkit, Feb 2023



Prior research on policy coherence can be found here:

<https://www.hutton.ac.uk/research/projects/balancing-multiple-goals-natural-resource-management>

<https://www.hutton.ac.uk/research/projects/water-integration>

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Further research in the RESAS Strategic Research Programme 2022-27 in the [Land Use Transformations](#) (C3-JHI-1) SRUC-c3-2 Modelling The Socio-economic, Greenhouse Gas And Natural Capital Impacts Of Land Use Policy And Opportunities? <https://pure.sruc.ac.uk/en/projects/resas-22-27-sruc-c3-2-modelling-the-socio-economic-greenhouse-gas>
SRUC-c3-1 Impacts Of Land-based Financial Support Mechanisms On Land Values, Landownership Diversification And Land Use Outcomes <https://pure.sruc.ac.uk/en/projects/resas-22-27-sruc-c3-1-impacts-of-land-based-financial-support-mec>

The James Hutton Institute and Scotland's Rural College are supported by the Scottish Government's Rural and Environment Science and Analytical Services Division (RESAS)

