A SYSTEMS VIEW OF COMMUNITY ENGAGEMENT: EXPLORATION FOR SIMPLE RULES OF INTERACTION TO EXPLAIN COMMUNITY RESISTANCE IN LANDFILL SITING SITUATIONS

Phil Cook
207 George St.
Ingersoll, Ontario
Canada
N5C 1Z5

ABSTRACT

Success within today's corporate environment is increasingly dependent upon the corporation's successful interaction with its community. Communities are increasingly aware of their rights and demand responsible treatment from Corporations. This paper looks specifically at the Community Engagement dynamics involved in Landfill Siting situations.

In the same manner that the flocking of birds or the structure of termite mounds emerge from what are relatively "simple" noncomplex activities, interactions and interdependencies; can we identify these noncomplex activities in situations of successful and unsuccessful landfill sitings? This paper begins the process of exploration and identification of noncomplex activities which occur in these situations. The purpose of this exploration is to add to the body of Community Engagement Theory in a meaningful and practical way through the use of Systems Concepts involving Complex Human Systems.

These concepts are those low level interactions which produce higher level processes - community resistance / acceptance - in multi-layered complex systems. Also, the exploration will take note of the higher level system processes - quality of engagement i.e. Transformational, Transactional, Transitional - that constrain or induce the lower level system processes. Note will be taken of the coevolution of these system levels toward either a successful or unsuccessful siting situation.

The paper explores extant literature concerning Community and Community Engagement research in an effort to identify predominant and not so predominant thinking in the domain. Exploration in this domain of literature reveals many similar themes of interaction, interdependency and actions. The paper begins with a look at what is commonly or not so commonly defined as "Community". Several definitions of varying perspective prevail including; Community as stakeholder, Community as groups, Communities of practice, Communities geographically defined, and Communities of individuals. A practical whilst perhaps not definitive definition of Community is proposed for the purposes of the exploration. Not surprisingly this definition is a synthesis of the theory to date interpreted through the lens of Systems theories.

Given a practical definition of Community, then, the paper turns to the literature to explore the differing actions, interactions and interdependencies peculiar to Community

Engagement. Using the same method the author identifies a definition of Engagement from the literature and then turns the exploration toward the actions, interactions and interdependencies produced during Community Engagement. An emergent theme in the literature regarding Community Engagement is that of the "quality" of engagement. Although, this is found stated in several different manners, the author identifies key similarities and defines three qualities of engagement: Transactional, Transitional and Transformational. These types disaggregate into differing categories or qualities of engagement including; one way communication, two way communication, empowerment, inclusion, consensus building, multiparty dialogues, collaboration and "Guerrilla" public relations, etc.

Exploration beyond the quality of Engagement encompasses additional themes in the literature including; NIMBY, NIABY, Community acceptance, Community Resistance, Stakeholder Theory, Bonding and Bridging Social Capital, Reflexive Modernization (Equity, trust, Participation), Risk to the Community and the corporation, etc. While the literature in the domain is vast there are several low systems level noncomplex interactivities and interdependencies that can be identified.

A Systems perspective of the low level system interdependencies and interactions leads one to the conclusion that pre-knowledge of the quality of engagement and its potential consequences in producing high level system processes can provide valuable strategic information to those involved in situations of landfill siting.

The paper concludes with a summation of this synthesis and a suggestion of field study to be carried out to further test the Community Engagement theory derived through this secondary research. The end result of field study will contribute greatly to the justification and use of engagement quality as an important corporate strategic tool.

Keywords: Systems Thinking, Community Engagement, Quality of Engagement, Landfill Siting

INTRODUCTION

This literature review is inspired by the contemporary need for corporations to engage and interact successfully with communities. Community engagement has been forced to the fore by communities demanding influence on corporate behaviour and improved corporate responsibility. The review targets the community engagement literature that centres on the siting of landfills and other potentially controversial siting efforts such as; prisons, toxic waste sites, mines, nuclear facilities and alternative energy installations.

The initial foray into the literature demands a definition for community be sought. This exploration reveals that there are myriad definitions for community. Some of the more popular ones that are implied by the literature such as: Community as stakeholder, as group, as Geography, as Individual, as Community of practice and Community as system are described here. The author finds that while all definitions have merit most suffer a weakness of exclusion that render them less than useful in all circumstances. It is concluded that a systems approach that allows the definition of the elements that compose

a system, the boundary and the structurally coupled environment - while not to be confused with reality - be the most useful definition of community.

The review continues with pursuit of a definition of engagement and concludes that engagement is a behaviour inciting participation. Further investigation of the literature reveals that there are in general three points upon a continuum of participation that can be typified; transactional, transitional and transformational. The interactions of the corporation and community along this continuum vary from one-way limited participation of the community to a rich two-way communication including characteristics such as empowerment, dialogue, influence and deliberation, among others.

The paper concludes with a partial agreement that a transformational engagement strategy might best serve the corporation seeking successful siting situations. However, the literature also reveals sufficient discrepancy regarding the number of community members that should be engaged. This discrepancy grouped with an understanding of the emergence of community from the interactions of individuals inspires further research into this phenomenon as a conclusion.

COMMUNITY

In order to identify the relations among the elements of the system that we are to observe - in this case a "community" - we must first search for a common ground definition or a useful definition for the purposes of observation within this research. Definitions abound within the literature of what the thing called "community" actually is. The exhaustive history of exploration of the term "community" is one that as Dunham, Freeman, & Liedtka (2006) state has been pursued by "philosophers, psychologists, sociologists, anthropologists, political scientists, even urban planners… Somewhere we suspect, are yet to be interpreted cave drawings defining the term" (p. 27). One study of literature, that is quite old, maintained over ninety differing definitions for community with only one common factor amongst them - they all dealt with people (Hillery, 1955). This poses an area of particular concern for this research as for the author to take a systems approach to identifying the elements of the system and the type of relations between them one must certainly identify the "boundary" of the system at hand. This is not an issue that is monopolized by this particular research as this is prevalent in the stakeholder theory literature as well (Dunham et al., 2006). Throughout the literature there are several implied definitions of community. The five that appear to come to the fore are: Community as Stakeholder, Community as Groups, Community of Practice, Community as Geographic Delineation, and Community as Individual Citizens.

Each of these types will be reviewed in the following sections of this research however, it stands to reason that each of the categories may represent many different variations within them - all certainly valid within the context of what is being described. We know from systems science that our biology alone affords us all little access to the objective world (Dell, 1987; Maturana, 1978, 1988; J. Mingers, 2006; John Mingers, 1990; Whitaker, 1991) and thus we must be satisfied that many views will make up an

approximation of what it is we are describing but that a perfectly comprehensive definition may well elude us infinitely.

We also must conclude from systems science and other sciences that while there are likely to be discernable patterns emerging at the boundary of chaos that dynamic systems such as those we might like to bound as communities are in constant flux and as such are impossible to define entirely (Coveney & Highfield, 1996). For as we define them they change before our eyes into something that reaches outside of these bounds.

To further exacerbate the authors' pursuit of a community definition it is interesting to discover that many authors do not clearly define what is meant by community (Frances Bowen, Newenham-Kahindi, & Herremans, 2010). Generally, within the literature, the definition of community is implied and as such the author has captured at best the implied definitions of community. This phenomenon is somewhat complicated by the disregard for one definition by other definitions. For example; Community as a geographical delineation may disregard the quality of the interactions between the members of this geographical delineation (Frances Bowen et al., 2010). Each of the possible definitions carries with it some weakness dependant on the perspective of those who might use the definition generally.

Community as Stakeholder

A common theme in the engagement literature is to classify the community as a stakeholder or a group of stakeholders in the discernment of how this "thing" might be approached and / or managed (Abzug & Webb, 1999; Brammer & Millington, 2005; Caputo, 2013; Coronado & Fallon, 2010; Dunham et al., 2006; Heiman, 1990). Within the stakeholder literature "community" tends toward being used as a "catch all" term in which other easily identified groups such as consumers, customers, suppliers, shareholders or Non-Government Organizations do not fall (Abzug & Webb, 1999). However, this is a dangerously broad definition which is likely to marginalize certain members or dilute the view of community from which special interest groups emerge rather quickly and with profound effect (Dunham et al., 2006). Certainly, with the case of the stakeholder definition the definition of the "other" stakeholders allows one to view community as that which has not been defined in any other way, however, this type of definition is of limited use and awkward at best. In fact, it is theorized that stakeholder theory when used by organizations vague in their definition of stakeholders may define a set of stakeholders that are easily identified and more easily appeased while disregarding a large group of those who might be most in opposition and marginalized by the objectives of the organization. In this sense stakeholder theory can tend toward complicity with inequity - a giving with one hand whilst taking with the other (Coronado & Fallon, 2010).

Generally, the definition of stakeholder is that of a group on whom an organization relies and without whom they may fail or whose influence may be either positive or negative toward the goals of the organization. In the case of this research then it is important to see this relation, for without some sort of community dynamic whether that be protagonist or antagonist toward an organization there is no need for answering the question of how

these groups form. In this sense then community as a stakeholder has validity for the author's pursuits in this research.

From a systems perspective the characteristic definition of community as a stakeholder implies a relation of dependence between the organization and the thing called community. The interaction then of the community stakeholder and the organization can certainly be seen to be complementary and positive toward the objectives of the organization or resistant and negative toward these objectives. A third characterization of these relations would be that of a neutral relation in which the stakeholder was neither a proponent nor an opponent.

One observes the implied definition of stakeholder as community when one explores the literature dealing with the syndrome defined as "Not In My Back Yard" (NIMBY) and the more recently defined "Not In Anyone's Back Yard" (NIABY) phenomenon (Heiman, 1990). The author will explore these phenomenon further at a later point in this review.

As mentioned previously, viewing or defining the community as stakeholder is somewhat flawed to the extent that it may even marginalize some groups. Next, the author reviews the literature regarding community defined as groups.

Community as Groups

Communities are certainly characterised or defined as groups within the Community Engagement literature. What is unique in the groups defining of community is that it need not be bound geographically and may represent groups who share a sense of belonging - tied together by common values, interests, beliefs, values or experiences - and possibly spread across a vast geography - possibly global (Dunham et al., 2006). Community groups can be defined as either proponents or opponents to certain activities in certain contexts and their views and perspectives will provide the observer with an idea of how they might react to a certain proposition - positive, negative or neutral. The range of community groups can be vast and include hobbyists, religious groups, charitable groups, and political groups (Dunham et al., 2006).

Viewing or defining Community as Groups does not preclude defining the community as stakeholder but rather disaggregates the whole into parts that are perhaps better defined in their activities and perspectives. In this sense then, stakeholder theory pervades the community as groups literature - especially when one considers Community / Industry interaction and relations (Dunham et al., 2006).

Contemporary technology has played a role in the velocity and diversity with which community groups are forming. Recent community opposition movements in Toronto, Washington D.C. and Seattle have demonstrated that through internet and advanced communication technology new groups are aggregating in the community who may previously been seen as distinct groups with distinct perspectives on somewhat

specialized community movements; the UAW, tree huggers and turtle lovers presenting a united perspective toward the forming of the "future" in Seattle for example (Dunham et al., 2006). The speed and unpredictability of the formation of new groups adds to a difficulty in managing and defining community as groups as this is tantamount to predicting the future accurately and consistently.

Certainly the literature provides many references and implied definitions of community as groups in terms of a group of people living in the same locale or having common interests, with a similarity of identity (Fiol & O'Connor, 2002). Community groups that form in opposition to actions or movements quite often ending in violence are most commonly referred to as groups in the literature (Anguelovski, 2011).

Technology is not the only factor that causes difficulty in defining community as groups. There is a definite interplay of geography in situations as well. Groups may differ greatly in terms of human and social capital. Geographical separations such as rivers or even highways may cause social differences such as a difference in general levels of skills, capabilities, intelligence and education (Human Capital) or social networks and norms of reciprocity and trustworthiness (Social Capital) (Anderson, Schirmer, & Abjorensen, 2011). The author will explore the geographical definition of community further later in the review. First the author will review the possibility of Community defined as Communities of Practice - a somewhat different view of Community as Groups.

Communities of Practice

As mentioned previously a special type of community group is that of the community of practice. These specialized groups share an understanding of the group perspective and underpinning understanding of what is being done by the group. The implication is that they are united in action and in philosophy in their interactions and interdependencies within their environment. Most often these specialized groups are seen as tightly knit creative collaborative collective from whom creative work emerges collaboratively.

Certainly the roots of this concept are founded in the concept of Gemeinschaft - community with common beliefs (Dunham et al., 2006; Walton & Rivers, 2011). The concept is, however, somewhat limited as it is dependent on a communal and geographic definition that falls short of more contemporary definitions of community. Still, place-based definitions are prevalent in the literature and will be explored next.

Community as Geography

As mentioned previously quite often within the literature community takes on a geographical definition. Often, government or Industry will define initiatives and subsequently define community as that which is happening in a geographical area - an area of gentrification or a geographical market (Adamson, 2010). The concept of

Gemeinschaft is influenced by a place based perspective and as such has influenced a great deal of theorizing to date. The examples of place based interaction between industry and community have certainly helped in the widely implied definition of community as geography.

A group or community defined by geography may not necessarily define itself as a community in the sense of a town or city but may see itself as separated by deep seated emotional differences (Fiol & O'Connor, 2002). In this sense the geographical definitions of community may well be imposed upon the group by on lookers or by other groups outside of the geography. In the way that it is difficult for the fish to discover water it is possible that geographical definitions of community are imposed on those who might be included. While this is certainly a limitation it is also an important component of the NIMBY and NIABY phenomena. Without the community as geography definition it may be difficult to define community in a comprehensive and meaningful manner. However, as is the case in several contemporary assessments of community it may well be a nonfactor in other definitions (Bowen et al., 2008).

As the community as groups was a refinement of the view of community as stakeholder it is possible that the definition of the community as individuals has much merit as well. The following section of this review explores this theory.

Community as Individual

Certainly one cannot deny that the interaction of people - individuals - constitutes at the lowest common denominator the essence of community. A single individual does not a community make, however, it is the interdependencies, interactions and relations of these individuals that form the catalyst for that which might be bounded as community. Certainly there is some credence to be handed to the place in which these individuals reside - whether that is virtually or geographically - and that the individuals in interrelating might appear as groups identified as stakeholders. However, essentially one observes the countless relations of people in a context. As systems thinkers we observe the interactions, interdependencies and relations of the elements that define the system - community. We decide what community is and what is not - a boundary to the system knowing fully that everything is interconnected and all are elements of the total or comprehensive "real" system. At the base of the definition of the community as individuals is the concept that the individual holds a "Sense of Community" (McMillan & Chavis, 1986).

The vast Community Psychology literature provides much observation and theorizing about the individual and group "Sense of Community". McMillan & Chavis (1986) define the Sense of Community as being comprised of four elements: membership; influence; integration and fulfilment of needs; and shared emotional connection. The definition that these authors propose is as follows: "Sense of community is a feeling that members have of belonging, a feeling that members matter to one another and to the

group, and a shared faith that members needs will be met through the commitment to be together" (McMillan & Chavis, 1986).

Some debate remains as to whether this sense of community manifests at the group level or only at the individual level or whether it manifests at both (Chavis & Pretty, 1999). Of interest is the concept that community may well be an emergent phenomenon of individuals and that there may be a reciprocal or self-reinforcing feedback set up which is community - individual sense of community feeding group sense of community and then group sense of community feeding individual sense of community (See Figure 1). Regardless, of the validity of this claim it is easily managed intellectually, that the concept of community as individual must begin with some sense of community at the individual level i.e. community defined as individuals.
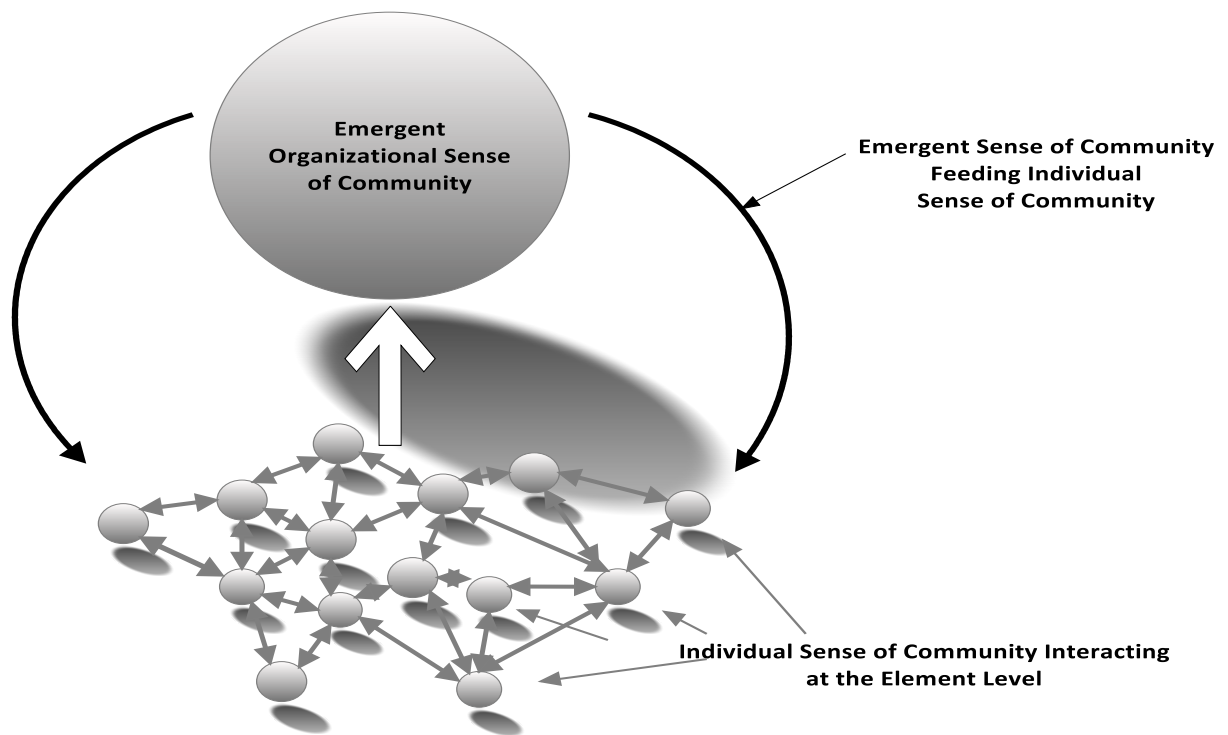
Emergent Organizational Sense of Community

Emergent Sense of Community Feeding Individual Sense of Community

Individual Sense of Community Interacting at the Element Level

Figure 1

Community as System(s)

Figure one implies an emergent sense of community which is a sort of psychic system emergent from the individual psychic systems of its elements and their interactions. On its own this is a systemic perspective of the thing describing Community in this case. The interaction and interdependencies of the elements producing an emergent collective sense of control, behaviour and characteristics - including the ability to deal with external threats (McMillan & Chavis, 1986). This is not to say that the systems perspective should preclude the other definitions or perspectives of community as this would not comply with the understanding that has evolved of systems in general. The geographical context

of the system in general may - as in the NIMBY phenomenon - or may not - as in the virtual community - have bearing on the community system in question. Certainly community as stakeholder is a means of drawing boundaries around different groups within a system and observing the interdependencies and interactions of these groups or individuals with the community system of interest.

One can easily perceive community at its most basic of levels - the interaction of two elements or individuals. From this point one may extend the boundary of definition of community - in the same manner that one might zoom out the focus of a microscope or camera lens - to include a more wide spread and less granular observation of interactions and interdependencies. Several individuals may represent a group or stakeholder for the purposes of the observation while others may look at individuals as stakeholders in the examination of the system in question. None of these definitions is incorrect and all may serve purposes of triangulation and comparison in the analysis of one or many systems. Modelling systems for the purpose of observation and understanding after all is not the attempt at a comprehensive description of reality but rather as a means through which understanding is more effectively reached and applied to the situation.

When one selects a boundary one draws a line around elements within a system and defines the system. Three things have occurred in drawing the boundary. One has defined what is inside the boundary (the system its organization and structure), what is outside the boundary (its environment to which it is structurally coupled) and the boundary itself (that invisible psychic line which identifies the previous two characteristics). This line is moveable psychically by any observer and or by the same observer for reasons of illustrative observation and understanding. In this sense Community is an observation of patterns and emergent patterns of interaction and interdependencies of elements of the described and bounded systems at hand.

For the purposes of this paper the author will use the perspective of Community as a System paying full respect to the extant literature regarding Community Engagement and defining the boundaries of the current System being discussed - previous to the discussion. The import of the Definition of Community cannot be denied and is an important first step in the exploration of community engagement. The next obvious step before combining the two terms is to explore how the literature typifies and defines the term Engagement.

ENGAGEMENT

Of interest specifically in this review is that interaction of two systems bounded as Industry and Community. For current purposes the author will explain the boundary that is "industry" as one that encompasses the employees of the organization that are directly involved with the engagement of the community in question. This area will be explained at length later in the review. The understanding of the interrelations and interdependencies between Industry and Community has become a contemporary strategic concern (Bowen et al., 2010). In order to explain the term Engagement one must look to that which exists within the literature. Among many other uses the term engagement is coined as "to induce to participate"("Engage - Definition," n.d.). This

definition describes behaviour and, while not definitive, is deemed useful to this research. The literature is rife with differing definitions quite often implied as opposed to explicit. The act of engaging a community is quite often implied as some quality or strategy of communication or information sharing or dissemination process.

In the sense that engagement is a verb - an action - the literature suggests that engagement is behaviour and behaviour of differing qualities. Often is the case in the literature that engagement is seen as lying on a continuum (Abzug & Webb, 1999; Anderson et al., 2011; Baxter, Eyles, & Elliott, 1999; Bowen et al., 2008; Bowen et al., 2010; Caputo, 2013; Dear, 1992; Dunham et al., 2006; Esteves & Barclay, 2011; Hardy & Phillips, 1998). To generalize the continuum, while not being identical in the literature, its portrayal is a range between a level and quality of engagement that is from least to most participative. As has Bowen et al. (2008) the author will look to the Leadership and Governance literature referring to Community Engagement and use the continuum of quality of induction to participate as that which ranges from "transactional" through "transitional" to "transformational".

Transactional Behaviours of Engagement

Engagement typified by the term transactional is that which contains tactics of participation including; a corporate stance of "giving back", one-way communication (from Industry to Community), a large number of community partners, occasional community interaction, limited trust development, a learning transfer from the corporation to the community only, business only control of the process of engagement, and distinct benefits and outcomes (Bowen et al., 2008). The literature suggests that information dissemination is key to community engagement and successful projects (Adamson, 2010; Baxter et al., 1999; Connor, 1988; Esteves & Barclay, 2011). However, the literature suggests that transactional information provision alone does not necessarily create empowerment (Adamson, 2010) and that this type of engagement behaviour is tantamount to a public relations manoeuvre confusing education with what turns out to be insincere support of community understanding (Heiman, 1990).

Evidence of this behaviour is cited when corporations seek positive publicity through sponsorship or, in more extreme cases, when organizations act in authoritarian ways based on some legislated and official interest of the community, placing the community in a position of reacting to a seemingly government sanctioned proposal as opposed to participating in conversation with planners (Farkas, 1999). It is often the case that legislation does not make mandatory any public participation in the initial phases of an organization planning a project that may affect communities profoundly - Community Engagement is not obligatory (Dütschke, 2011).

Community Engagement has a history of organizations secretly establishing plans for projects such as landfills, prisons, mines, etc. and carrying on with their construction without any information being supplied to the community. In light of the opposition that such behaviours created a higher profile behaviour including education and persuasion

was developed. Unfortunately, this one-way coercive posture proved merely to alert the community and produced opposition - an equally risky strategy to that of the secretive one (Dear, 1992). A key downfall of the transactional approach is that, even in the event of a face to face meeting of community and industry, where the project is presented and community members are allowed to comment, lack of constructive dialogue hallmarks these events (Hoxie, Berkebile, & Todd, 2012).

Views and information provided to a community are often seen as outsider views and as such as irrelevant regardless of the sincerity of the presentation. Transactional Engagement Behaviours do not account for insiders (i.e. community members or those with sense of community mentioned previously) to be involved in a meaningful way (Fiol & O'Connor, 2002). This type of behaviour is what the literature presents as the most basic type of engagement on the continuum and includes employee volunteering, philanthropic donations, pushing communication through education and lobbying (Bowen et al., 2010). At its most extreme this type of communication and behaviour may be likened to a kind of "guerrilla" public relations tactic (Dunham et al., 2006).

Transitional Behaviours of Engagement

Transitional Behaviours of Engagement are those that move beyond the one-way engagement behaviours of transactional behaviours but do not fully achieve the meaningful dialogue and sense making that occurs in transformational behaviours of engagement (Bowen et al., 2008). Transformational Engagement is typified by learning, leadership and empowerment and as such requires a deep exploration on behalf of the researcher in order to determine whether or not transactional or transformational behaviour is that which is being observed (Hardy & Phillips, 1998). Bowen et al. (2008) detail the Transitional Engagement Behaviour as that which displays; the Corporate stance of Building Bridges. Two-way communication, many community partners, repeated community interaction, an evolutionary nature of trust, learning transfer to the firm, corporate control over the process and distinct benefits and outcomes from the process (pg. 14).

Transitional Behaviours are indicative of the shift toward an understanding by the firm that early communication, transparency of activity and involvement of the community will produce improved results in community relations and acceptance of projects built in or near the community (Chia, 2011; Eltham, Harrison, & Allen, 2008). However, some cite that traditional methods of public involvement concerning decision making do not work (Baxter et al., 1999; Hoxie et al., 2012). Pursuit of two way dialogue doesn't insure appropriate information exchange to allow either the industry organization to receive enough information to make changes in their strategy or the community to feel they have been heard.

Of interest to this review is the question of who should develop and implement the structure of the two way communication. Anguelovski (2011) suggests that the process of community engagement start with industry and community co-creating the structure of the communication. This is of interest because the literature typifies transitional engagement behaviours as those which demonstrate two-way communication grouped

with corporate control over the process of engagement. Clearly defining the number and set of participants in two-way communication and not the participation of a broader and co-created group of community participants may jeopardize the dialogue from the outset. This suggestion is in direct contrast to what Bowen et al. (2008) and Bowen et al.(2010) suggest as a necessity for the successful engagement of community - a small group of partners.

The information that is available in the transitional engagement cases is scrutinized in the literature as well. Dütschke (2011) suggests many shortcomings of transitional engagement information dissemination including ignorance of local language differences, use of highly technical language, irregular updates, and lacklustre promotion of site tours.

Structure of engagement and quality of information flow both suggest the fragility of trust within the domain of the transitional engagement. Where trust within a transformational engagement is relational at the personal level trust within the transitional engagement is cognitive and evolves based on repeated interactions (Bowen et al., 2008; Bowen et al., 2010).

The combination of these important aspects of transitional engagement behaviour set it apart and - according to the literature - places it in a second position in relation to transformational engagement behaviours - superior in effectivity to transactional behaviours yet inferior to transformational behaviours.

Transformational Behaviours of Engagement

The third type of engagement behaviour on the continuum derived from the literature is that of transformational engagement behaviour. This type of engagement behaviour is characterized by; a corporate stance focused on changing society, two-way communication, few community partners, frequent interactions, a trust based on personal relationships, jointly generated learning, shared control over the process and joint benefits from outcomes (Bowen et al., 2008). In much of the literature transformational engagement behaviours are touted as those with the highest probability of successful collaboration (Adamson, 2010; Chia, 2011; Cornelius & Wallace, 2011; Dunham et al., 2006; Eltham et al., 2008; Hart & Sharma, 2004) and yet they are the least well researched types of engagement behaviours - due in part perhaps to the ease with which identification and measurement of transactional and transitional forms of behaviour can be pursued (Bowen et al., 2010).

Transformational engagement behaviours are those which are hallmarked by communication, dialogue and the stature of community created and promoted by the behaviours of the industry involved (Chia, 2011). The literature opens at this point to concepts of dialogue and deliberative democracy. Dialogue theories centre on forms of communication that encourage multiple viewpoints and facilitate the shift in one's own viewpoint based on the understanding of the viewpoints of others. Use of the term Deliberative democracy suggests that the power based in the more widely accepted form of democracy be stripped away and replaced with deliberation. Consensus through voting on perspectives is replaced with consensus sought through dialogue (Gray & Stites,

2013). Involvement of the community to the extent of dialogue and deliberation suggests an environment that goes beyond community engagement toward community empowerment or that, at least, this form of community engagement produces community empowerment (Anderson et al., 2011). Empowerment, regardless, suggests that through dialogue, the community involvement produces influence in the process and thus the process provides empowerment (Adamson, 2010). Empowerment of course depends on the creation of a social space which encourages empathy between Industry and Community that encompasses culture, thought processes, value systems, and language differences (Hart & Sharma, 2004). It is interesting to note that transformational behaviours of engagement are those which most closely match the definition of engagement reviewed previously - to induce to participate.

The literature reveals at this point an embellishment of stakeholder theory. The embellishment expands the definition of a stakeholder from - a person or group on which the firm relies - to that of - a person or group on which the firm relies and which is affected by the firm (Dunham et al., 2006). This produces an end result of interaction with influence from the community in question which, it is posited by the author, is an improved method of engagement compared to the transactional and transitional behaviours.

Transformational engagement behaviour does, however, presuppose that the community is in a state where they will accept an environment of dialogue with Industry. Grassroots activists, quite often associated with NIMBY theory, are cited in the literature as being unwilling to negotiate deeming this as a sign of weakness for their cause toward an overarching objective that they are not interested in supporting. Heiman (1990) suggests that social consensus through informed and rational participation is a doubtful outcome given the facts, figures and tactics in the hands of grass roots community activists and that the most effective path to community engagement is through a systemic understanding of how the unregulated competitive market produces waste and yet is not particularly responsible or suited to manage it.

The NIMBY literature also suggests timing and sustained interaction as key to the success of consensus in siting situations. Farkas (1999) suggests that it is critical to acquire knowledge of the community power structures and key stakeholders and then build support with these key players as well as ensuring all members of the community are supportive - not just the community leaders.

It should be noted that relationship building implied by transformational engagement behaviour requires a great deal of investment by the corporation (Hillman & Keim, 2001). Transcending the simple supply of information as is the case in transactional engagement requires both economic and temporal investment in trade for what is hoped to be an increase in the social capital gained through this interaction (Anderson et al., 2011). This engagement behaviour is designed to make the NIMBY phenomenon unnecessary through empowering the community with a feeling of control and a belonging to the process (Dorshimer, 1996).

The primary goal of transformational behaviour then is to provide a forum of trust and uninhibited communication through which learning, thinking, questioning and decision making can occur inevitably empowering the community. Participants of this type of engagement have reported a never before experienced strong sense of community (Hoxie et al., 2012).

On a final note regarding transformational engagement behaviours, Fiol & O'Connor (2002) comment that the transformational engagement strategy is most effectively approached as a co-evolutionary process where no particular member of the process is likely to be able to supply an ultimate solution. This approach precludes others' thoughts of disparate parties coming together and immediately producing ultimate solutions or ultimate problem definitions; but, rather that the parties work together on ever larger scope issues that will provide ever increasingly successful efforts and thus build trust and attract allies.

CONCLUSION

This paper is a review of the literature regarding Community Engagement done in an effort to begin the exploration of the phenomenon in order to identify low level interactions that lead to higher level processes such as those that might contribute to community acceptance or opposition to landfill siting. In doing so the author sets out to first establish a definition of the term community. The term as it appears in the literature can be defined in many ways; geographically, as a stakeholder, as groups, as communities of practice, as individuals, and as a system. Each of these definitions has weaknesses of omission and strengths of inclusion and it is surmised by the author that each be used as a tool of observation most suited to the phenomenon at hand. The systems approach is one that lends itself most effectively to this area. For the purposes of this review, then, it is posited that community be defined as a boundary set with a particular set of elements interacting internally and defining the system and a structurally coupled external environment. Acceptance that this is merely a description of a system used for clarity of observation and not a model of reality is mandatory for this type of community definition.

When approached in this manner it is of particular interest to view community as a system of interactions of elements - in this case individuals - whose interdependencies, interactions and relations produce community. In this manner the group sense of community emerges from the interaction at the elemental level. Community in this sense then is explained as an emergent phenomenon that is both fed and feeds the sense of community present at the individual level.

The review continues from the definition of community and explores the literature for a definition of engagement. The author posits that, at its essence, engagement is a behaviour that encourages or incites participation. The literature reveals that the level or quality of participation may be typified on a continuum ranging from transactional through transitional and arriving at transformational. The continuum ranges from little participation incitement to behaviours inciting dialogue, sense making, influence, empowerment and deliberation.

A Systems View of Community Engagement: Exploration for Simple Rules

Within the literature there is great support for the success and desire for organizations to engage at the transformational level in order to ensure successful and sustained acceptance of projects such as landfills. However, there is discrepancy within the literature regarding how community should be bounded (i.e. who should be included and who should be excluded in the engagement behaviour). While the majority of the literature supports small numbers of community participants involved in transformational engagement there is sufficient literature to suggest that this may not be the only structure or perhaps even the best structure for these types of engagement.

The author concludes that while there is sufficient literature support for transformational engagement to be the strategic pursuit of siting organizations that there is also sufficient literature to substantiate the pursuit of how the individual sense of community may play a vital role in the understanding of the dynamics at work in siting situations. This is to say that, there is a question regarding how large the number of community members (individuals or groups) should be when considering transformational engagement. The view of the community as an emergence of the interactions, interdependencies and relations of that community's (re: system's) elements combined with the uncertainty within the literature regarding the number of community members to engage lead to a need for further research into the role that individuals play in the formation of Industry - Community transformational engagement strategies.

The author also concludes and suggests that further research including case study of siting instances be carried out in the field through interview to further determine the role that individual and the group sense of community play in siting situations. The end result of this research will be to further refine transformational Engagement strategies for siting organizations.

REFERENCES

Abzug, R., & Webb, N. J. (1999). Relationships between Nonprofit and for-Profit Organizations: A Stakeholder Perspective. *Nonprofit and Voluntary Sector Quarterly*, 28(4), 416–431. doi:10.1177/0899764099284003

Adamson, D. (2010). Community empowerment: Identifying the barriers to "purposeful" citizen participation. *International Journal of Sociology and Social Policy*, 30(3/4), 114–126. doi:10.1108/01443331011033319

Anderson, C., Schirmer, J., & Abjorensen, N. (2011). Exploring CCS community acceptance and public participation from a human and social capital perspective. *Mitigation and Adaptation Strategies for Global Change*, 17(6), 687–706. doi:10.1007/s11027-011-9312-z

Anguelovski, I. (2011). Understanding the Dynamics of Community Engagement of Corporations in Communities: The Iterative Relationship Between Dialogue Processes and Local Protest at the Tintaya Copper Mine in Peru. *Society & Natural Resources*, 24(4), 384–399. doi:10.1080/08941920903339699

Baxter, J., Eyles, J., & Elliott, S. (1999). From siting principles to siting practices: a case study of discord among trust, equity and community participation. *Journal of Environmental Planning …*. Retrieved from http://www.tandfonline.com/doi/abs/10.1080/09640569911037

Bowen, F., Newenham-Kahindi, A., & Herremans, I. (2008). Engaging the community: A systematic review. *Research Network for* …. Retrieved from http://nbs.net/fr/files/2011/08/NBS-Systematic-Review-Community-Engagement.pdf

Bowen, F., Newenham-Kahindi, A., & Herremans, I. (2010). When Suits Meet Roots: The Antecedents and Consequences of Community Engagement Strategy. *Journal of Business Ethics*, 95(2), 297–318. doi:10.1007/s10551-009-0360-1

Brammer, S., & Millington, A. (2005). Corporate reputation and philanthropy: An empirical analysis. *Journal of Business Ethics*, 61(1), 29–44. Retrieved from http://link.springer.com/article/10.1007/s10551-005-7443-4

Caputo, A. (2013). Systemic Stakeholders' Management for Real Estate Development Projects. Gbmr.ioksp.com, 5(1), 66–82. Retrieved from http://www.gbmr.ioksp.com/pdf/vol. 5 no. 1/6-Caputo, 2013.pdf

Chavis, D., & Pretty, G. (1999). Sense of community: Advances in measurement and application. *Journal of Community Psychology*, 27(6), 635–642. Retrieved from http://onlinelibrary.wiley.com/doi/10.1002/(SICI)1520-6629(199911)27:6%3C635::AID-JCOP1%3E3.0.CO;2-F/full

Chia, J. (2011). Communicating, connecting and developing social capital for sustainable organisations and their communities. *Australasian Journal of Regional Studies*, 17(3), 330–352. Retrieved from http://www.anzrsai.org/system/files/f8/f4/f72/f76/o469/Chia.pdf

Connor, D. (1988). Breaking through the "NIMBY"Syndrome. *Civil Engineering*. Retrieved from http://scholar.google.com/scholar?hl=en&btnG=Search&q=intitle:Breaking+Through+The+'+Nimby+'+Syndrome#0

Cornelius, N., & Wallace, J. (2011). Cross-Sector Partnerships: City Regeneration and Social Justice. *Journal of Business Ethics*, 94(S1), 71–84. doi:10.1007/s10551-011-0780-6

Coronado, G., & Fallon, W. (2010). Giving with one hand: On the mining sector's treatment of indigenous stakeholders in the name of CSR. *International Journal of Sociology and Social Policy*, 30(11/12), 666–682. doi:10.1108/01443331011085259

Coveney, P., & Highfield, R. (1996). *Frontiers of complexity: the search for order in a chaotic world* (p. 462). Random House Publishing Group.

Dear, M. (1992). Understanding and Overcoming the NIMBY Syndrome. *Journal of the American Planning Association*, 58(3), 288–300. doi:10.1080/01944369208975808

Dell, P. F. (1987). Maturana's constitutive ontology of the observer. *Psychotherapy: Theory/Research/Practice/Training*, 24(3), 462–466. Retrieved from http://linkinghub.elsevier.com/retrieve/pii/S0033320409603399

Dorshimer, K. (1996). Siting major projects & the NIMBY phenomenon: the Decker Energy project in Charlotte, Michigan. *Economic Development Review*. Retrieved from http://scholar.google.com/scholar?hl=en&btnG=Search&q=intitle:siting+major+projects+and+the+nimby+phenomenon+the+decker+energy+project+in+Charlotte+Michigan#0

Dunham, L., Freeman, R., & Liedtka, J. (2006). Enhancing stakeholder practice: A particularized exploration of community. *Business Ethics Quarterly*, 16(1). Retrieved from http://www.jstor.org/stable/10.2307/3857725

Dütschke, E. (2011). What drives local public acceptance–Comparing two cases from Germany. *Energy Procedia*, 4(August 2010), 6234–6240. doi:10.1016/j.egypro.2011.02.636

Eltham, D. C., Harrison, G. P., & Allen, S. J. (2008). Change in public attitudes towards a Cornish wind farm: Implications for planning. *Energy Policy*, 36(1), 23–33. doi:10.1016/j.enpol.2007.09.010

Engage - Definition. (n.d.). Retrieved June 15, 2014, from http://www.merriam-webster.com/dictionary/engage

Esteves, A. M., & Barclay, M.-A. (2011). New Approaches to Evaluating the Performance of Corporate–Community Partnerships: A Case Study from the Minerals Sector. *Journal of Business Ethics*, 103(2), 189–202. doi:10.1007/s10551-011-0860-7

Farkas, M. ann. (1999). Not in my backyard: the issues and complexities surrounding prison siting. *The Justice Professional*, 12, 95–109.

Fiol, C. M., & O'Connor, E. J. (2002). When Hot and Cold Collide in Radical Change Processes: Lessons from Community Development. *Organization Science*, 13(5), 532–546. doi:10.1287/orsc.13.5.532.7812

Gray, B., & Stites, J. (2013). *Sustainability through partnerships: Capitalizing on Collaboration*. wageningenportals.nl (p. 109). London: Network for Business Sustainability. Retrieved from nbs.net/knowledge

Hardy, C., & Phillips, N. (1998). Strategies of Engagement: Lessons from the Critical Examination of Collaboration and Conflict in an Interorganizational Domain. *Organization Science*, 9(2), 217–230. doi:10.1287/orsc.9.2.217

Hart, S. L., & Sharma, S. (2004). Engaging fringe stakeholders for competitive imagination. *Academy of Management Executive*, 18(1), 7–18. doi:10.5465/AME.2004.12691227

Heiman, M. (1990). From "Not in My Backyard!" to "Not in Anybody's Backyard!" *Journal of the American Planning Association*, 56(3), 359–362. doi:10.1080/01944369008975779

Hillery, G. (1955). Definitions of community: Areas of agreement. *Rural Sociology*. Retrieved from http://ci.nii.ac.jp/naid/10019404892/

Hillman, A., & Keim, G. (2001). Shareholder value, stakeholder management, and social issues: what's the bottom line? *Strategic Management Journal*, 139(August 1999), 125–139. Retrieved from http://www.academia.edu/download/31064742/rprnts.shareholdervaluesocialissues.pdf

Hoxie, C., Berkebile, R., & Todd, J. (2012). Stimulating regenerative development through community dialogue. *Building Research & Information*, 40, 65–80. Retrieved from http://www.tandfonline.com/doi/abs/10.1080/09613218.2011.628546

Maturana, H. R. (1978). Biology of language: The epistemology of reality. *Psychology and Biology of Language and Thought*, 27–63. Retrieved from http://grace.evergreen.edu/~arunc/texts/cybernetics/maturana/BofLanguage.pdf

Maturana, H. R. (1988). Reality: The search for objectivity or the quest for a compelling argument. *Irish Journal of Psychology*, 9(1), 25–82.

McMillan, D., & Chavis, D. (1986). Sense of community: A definition and theory. *Journal of Community …*, 14(January). Retrieved from https://communities.autodesk.com/india/sites/default/files/secure/docs/McMillanChavis---psychological-Sense-of-community.pdf

Mingers, J. (1990). The philosophical implications of Maturana's cognitive theories. *Systems Practice*, 3(6), 569–584. doi:10.1007/BF01059640

Mingers, J. (2006). Realising systems thinking: knowledge and action in management science. *Order A Journal On The Theory Of Ordered Sets And Its Applications*. New York: Springer Science and Business Media.

Payne, S., & Calton, J. (2004). Exploring research potentials and applications for multi-stakeholder learning dialogues. *Journal of Business Ethics*, 55(1), 71–78. Retrieved from http://link.springer.com/article/10.1007/s10551-004-1570-1

Walton, S., & Rivers, C. (2011). A missed opportunity: understanding community stakeholders' perspectives. *Australasian Journal of Environmental Management*, 18(3), 155–169. doi:10.1080/14486563.2011.591521

Whitaker, R. D. (1991). Is There a Hole in Your Parentheses, Or are You Wholly Parenthetical? Enolagaia.com. Retrieved from http://www.enolagaia.com/RW2-Parentheses.pdf