

T.B. MACAULAY

LECTURE



32nd T.B. Macaulay Lecture

Does the idea of Integrated Rural Development still have any place in Scotland?

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A Starting Point

The OECD's recent Review of Rural Policy in Scotland called for a more integrated approach across SG.

- Is Integrated Rural Development still possible in 21st Century?

Outline

- Integrated Rural Development – a brief history.
- Rural Development in a ‘nobody-in-charge’ world.
- ‘Place-shaping’: reconceiving spatial planning.
- Towards ‘neo-endogenous rural development’
 - the potential of LEADER
- Illustration: a framework for Crofting.
- Conclusion

Integrated Rural Development : a potted history.

- European Union's IRD programme in 1980s.
 - Towards *territorial* not *sectoral* programmes
 - Led to the LEADER action programme, 1991-
- Integrated Rural Development as a means of bringing together sectoral policies at a local level through municipal coordination.
- But what meaning does IRD have in the context of the 21st Century, and in terms of the 'new rural governance'?

The New Rural Governance

- The concept of “Governance”:
 - Partnership with private and voluntary sectors
 - New role for the state as *enabler* rather than *provider*
 - Tangled hierarchies, flexible alliances and networks
 - Government ‘at a distance’; governing through community
 - ‘Power to’ (generative) not ‘Power over’ (authoritative)
- Effectiveness of these new styles of governance?
 - Partnerships, complexity, accountability, inclusion, scale?
- Participation & empowerment, or abdication?

Reconceiving Spatial Planning

- Healey (2004): the concept of spatial planning has been reinvented in this changed context.
 - Understands ‘place’ as a *social construct*, continually co-produced and contested
 - Views connections between territories in terms of ‘relational reach’ rather than simply distance and proximity
 - Sees development as multiple, non-linear, continually emergent trajectories (Amin & Thrift 2002)
 - Context of network society & multi-scalar governance
 - Institutional relations: *generative* not *authoritative*.
 - Role of planners in facilitating deliberative ‘place-shaping’

Key Issues in 'Place-Shaping'

- Two key issues if planning reconceived:
 1. How to mobilise actors to develop strategic agendas collaboratively and inclusively in 'diffused power' contexts?
 2. How to employ concepts of place and space?
- Political mobilisation, not planning techniques.
- Tensions between the state's role as *enabling and entrepreneurial* and its regulatory role.
- 'Neo-endogenous' rural development – not IRD.
- A core element both of the collaborative planning project and of neo-endogenous rural development (eg.LEADER) is 'capacity-building'...

Capacity-Building and LEADER

- Place-shaping relies on capacity-building (Healey et al) which consists of building communities' ...
 - Knowledge resources
 - Relational resources (social capital)
 - Mobilisation capabilities (capacity to act collectively)
- LEADER initially an experiment in supposedly endogenous development (ie. “bottom-up”), built on local knowledge, local actors and local capacity to act.
 - Does mobilise actors to develop strategic agendas...
 - Does employ concepts of ‘place-shaping’...
 - But unresolved issues of vertical relations – not truly “bottom-up”...

LEADER's potential..?

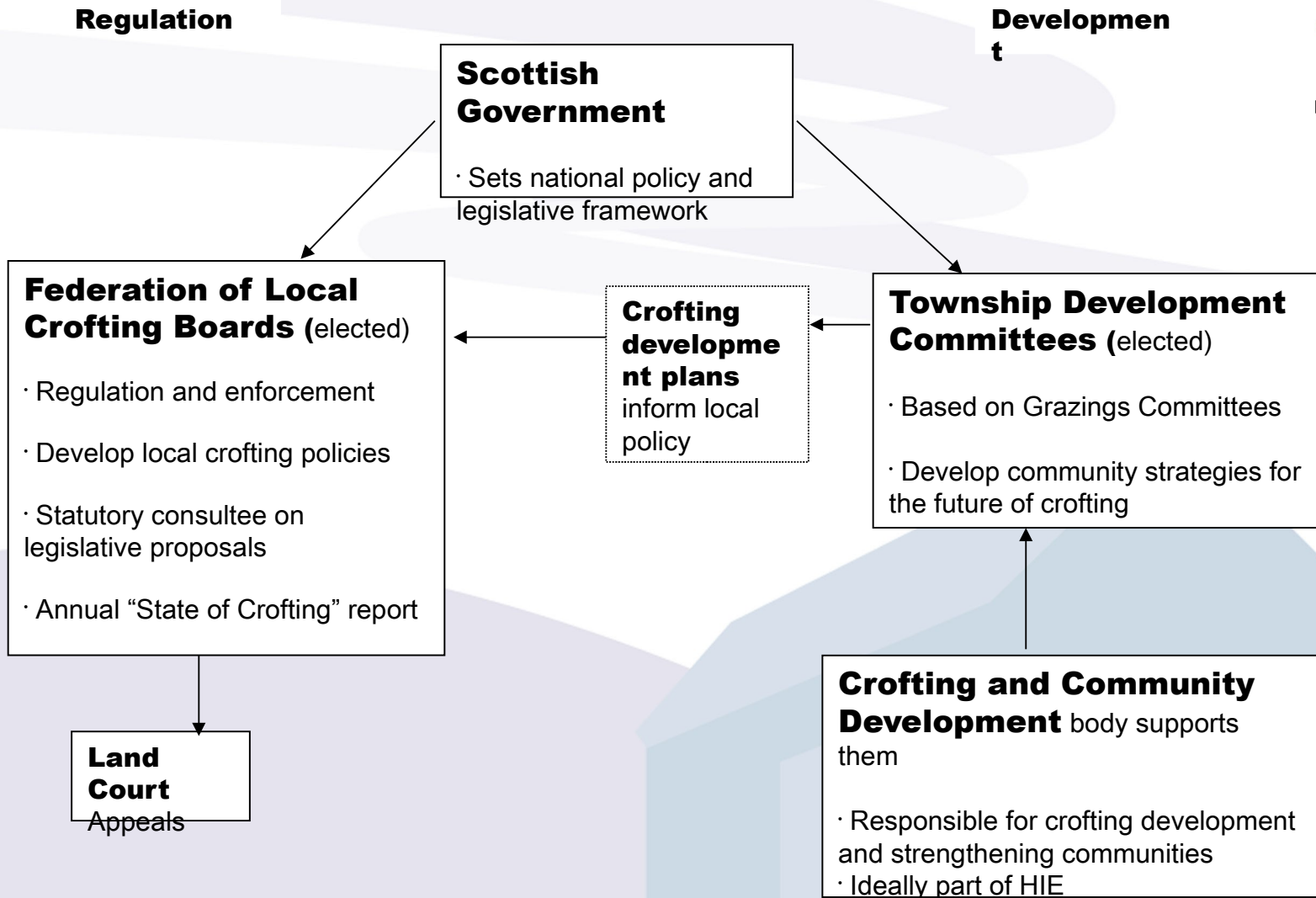
- There may be an opportunity to move beyond the original LEADER experiment to address the issues raised in this paper.
- Discourse of LEADER could be recast in terms of a new experiment - in finding ways of doing 'disintegrated rural development', addressing the challenges of:
 - Neo-endogenous rural development (how top-down meets bottom-up)
 - Multi-scalar governance (how can vertical integration be promoted)
 - Supportive state (how to adopt an enabling/fostering role which welcomes unexpected emergences/innovations)
 - Generative state (how to be a catalyst for local action, mobilising less powerful actors, and becoming an agent for change)
 - Mainstreaming... for example in Finland.

Crofting and Rural Development

- The recent report of the Crofting Inquiry has sought to address many of these issues.
- Empowering communities at various levels:
 - Federation of Local Crofting Boards (regulation)
 - Township Crofting Development Committees preparing their own strategies for the future (development)with support from SG, HIE and others (generative power) while also protecting the broader public interest
- Capacity-building and place shaping as core ideas.

... best illustrated with a diagram...

Summary of Proposed Structure



Conclusions

- How can SG pursue a more integrated approach? Not through old-style IRD coordinating state programmes.
- Instead, hold out hope of *Dis-integrated Rural Development* by which the state exercises generative power to stimulate action, innovation, struggle and resistance and to release potentialities. Mobilisation of people to develop strategies is crucial challenge.
- LEADER offers potential to pilot ways of addressing these issues in practice, building capacity to act, experimenting with models for vertical integration and multi-scalar governance.
- The Crofting Inquiry's report also illustrates this approach.
- Such an approach must be *integrative*, both vertically and horizontally, while nevertheless being *dis-integrated* in the sense that power is given up to local actors and the unexpected is embraced – far from earlier ideas of IRD.