




The diversity of rural areas as background for place-based policy and planning

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WASS Seminar Wageningen, June 22, 2011

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Overview

- Short description of the RUFUS project
- Link between the diversity approach of RUFUS and place-based approaches
- Examples from the RUFUS project
- Conclusions

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Theme 8: Socio - Economic Sciences and Humanities, call theme ‘The impact of Common Agricultural Policy (CAP) reforms on Europe’s rural economies’

Work Program area: ‘Regional, territorial and social cohesion’


Coordination: Leibniz Universität Hannover (Prof. C. v. Haaren)

Project duration: 02/2008 – 04/2011




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Project partners and External Scientific Panel







7 core partners from 5 European countries.

+ an **External Scientific Panel** with members from **4 additional European countries.**


ESP actively contributed to the results of the different WPs of the project. The members are the ‘advocates’ for their respective country.



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Starting points of RUFUS



- More attention is being given to **non-agricultural driving forces**;
- Rural development strategies are more concerned with the exploitation of the **endogenous potential or territorial capital** of rural regions;
- Rural regions are recognized as **multifunctional**;
- Therefore, the **diversity of rural areas** has to be considered in policy and planning;
- **Coordination and integration of sectoral policies for rural development** is needed to maximise synergy and avoid costs of non-coordination.


→ RUFUS aimed to provide stakeholders at the **European level** with **knowledge about the diversity of rural regions** to make diversity a basis for future policy strategies and measures




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Objectives

Work Packages



To provide a new meaningful typology of rural areas reflecting their problems and potentials

To explore the necessity and the options of policy integration

To formulate proposals for policy makers on how to consider the diversities of rural areas and how to shape a more place-based integrated policy


WP 2: Conceptual Framework and Baseline Assessment

WP 3: Typology of partner and ESP countries

WP 4: Maps of potentials (EU-wide), landscape visualisations

WP 5: Case studies linking top-down and bottom-up. Systematisation of rural development dynamics

WP6: From Research to Practice: Policy recommendations




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Diversities of Rural Areas

– some quotations




‘Rather than becoming more uniform in character, the European countryside is becoming more diverse than ever. The increasing differentiation produces both new policy challenges and new development opportunities’. (Copus 2010)

‘Globalization is refashioning the diversity of rural Europe not eroding it.’ (Woods 2010)

‘Take diversity as a source of wealth, a development asset’ (von Meyer 2010)


Rural areas have to be recognised as places with diverse combinations of historical, social, cultural and environmental features and the installation of relations among local actors (Cisilino et al., 2010)

‘The common EU targets for future development ‘must be ... capable of reflecting the diversity of Member States situations and based on sufficiently reliable data for purposes of comparison’. (Europe2020, p8).



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Diversities of Rural Areas
















Asset? Challenge?

How to visualise it?


How to compare it?

How to make use of it?




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Links between the diversity approach and the place-based approach – some examples



- **The differences in the development opportunities and challenges of diverse types** of rural areas in Europe have to be understood.
- The **differences and similarities in regional economic structures** being essential for designing effective strategies improving regional competitiveness have to be the basis of (rural) development policies.
- The deepening of the **social division of labour** has led to increasing **regional diversification** of rural areas. Each region may have a more or less unique development path. The **essential factors** which cause regional differences in the rural occupations' (differences in natural conditions, effect of centres, core-periphery structures, local factors) have to be clarified.
- **Social services** as backbones for territorial and social cohesion and for the overall development of rural areas have to reflect the needs of the locals.



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Diversity approach and the place-based approach – What is needed?



Society seeks for development approaches based on regional diversity to better understand the development opportunities and challenges of diverse types of rural areas in Europe

Therefore, we need:

- **Indicators** for diversity,
- description of **types** (spatially explicit),
- **visualisation of pattern** of types,
- **knowledge about essential factors for differences** in local development,
- consideration of essential **social, economic and ecological** factors for policy design



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Typology of rural regions

- High density of urban characteristics
- Medium density of urban characteristics
- Rural Type 1
- Rural Type 2
- Rural Type 3
- Rural Type 4
- Rural Type 5
- Missing Data

0 250 500 1,000 Kilometers

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 Prof. Dr. Gábor Herrmann
 Manuel Collado

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15.09.2010

References:
 EUROSTAT Regio Database
 CORINE land cover data
 national data bases

Typologies— combination of different indicators

RUFUS typology:
 Combination of nine indicators in a cluster analysis on NUTS3 level for nine European countries

- Characteristic combination of indicators
- Distribution of the combinations in Europe
- Pattern of similarities and differences
- Information on EU level

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Information about main combinations of characteristic factors

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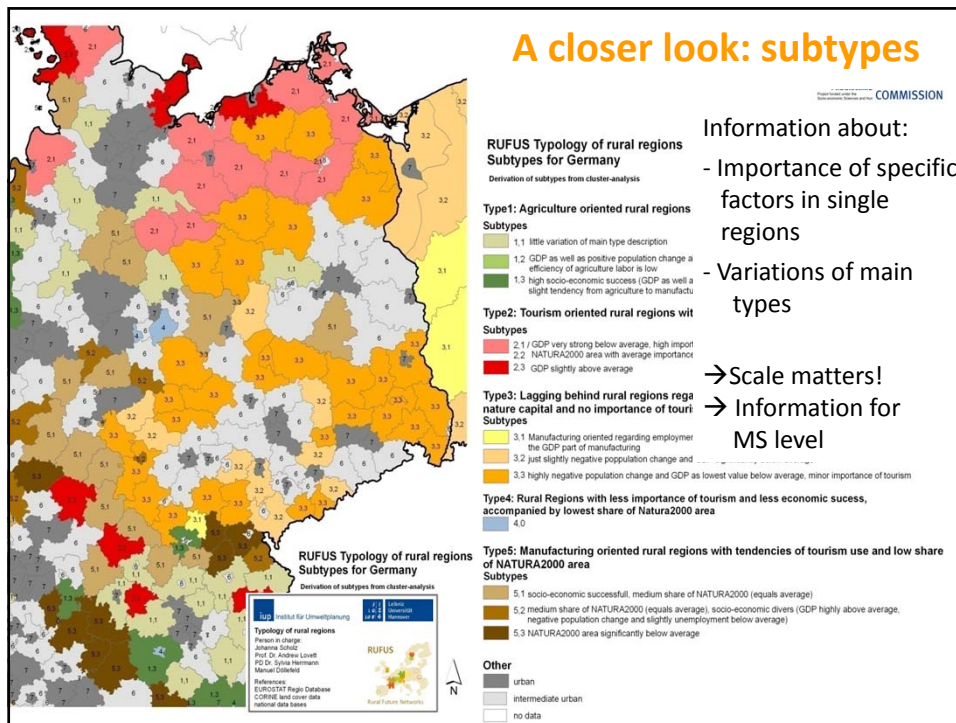
Typology of rural regions

- High density of urban characteristics
- Medium density of urban characteristics
- Type 1 areas are the most socio-economically successful with low unemployment and high income. No sector dominates in its contribution to the economy and there are a low number of Natura 2000 sites. Agricultural employment plays a major role.
- Type 2 regions have a medium level of economic success in which agriculture and the service sector play a major role. They have a low level of immigration and their share of Natura 2000 sites and tourism is high.
- Type 3 areas tend to be economically lagging behind with high unemployment and low income. There is a high level of migration out of the regions and a decline in population. The regions contain a high percentage of Natura 2000 areas, although tourism is low.
- Type 4 regions are relatively few in number. Similar to Type 3 they are economically lagging behind with a high level of unemployment and a low income. However there is no out migration and a small level of immigration. These regions are orientated towards manufacturing with little potential for nature and tourism.
- Type 5 regions have the highest income but higher unemployment than Type 1. They are dominated by the manufacturing sector. Tourism is moderately important although it is not reliant on nature potential as there is a marginal number of Natura 2000.
- Missing Data

Characteristics (indicators):

- Economic success
- Role of different sectors
- Social indicators like unemployment and population change
- Natural assets (NATURA2000)
- Specific economic activities (tourism)

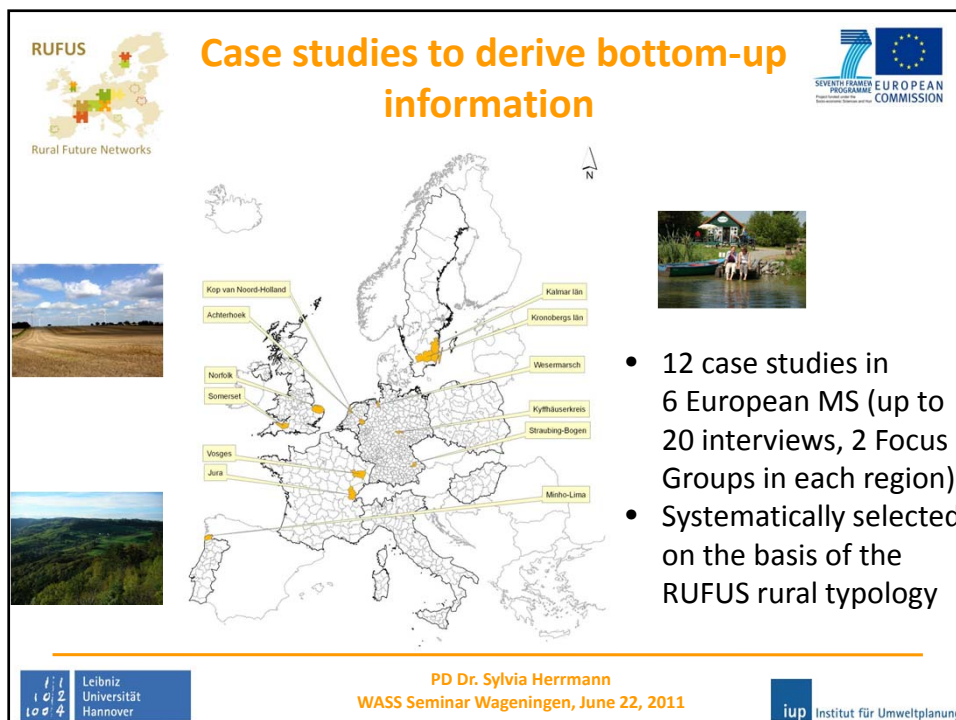
→ Shows strengths and weaknesses of the regions
 → delivers basis for possible development options (e.g. valuing of natural capital)



Information about:

- Importance of specific factors in single regions
- Variations of main types

→ Scale matters!
 → Information for MS level





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Results from the case studies describing the role of local diversity



Enabling factors for rural development

- **Human capital** (leadership) plays a crucial role in the development of regions
- **Integration of different actors** and policy fields is seen as crucial to overcome regional/local problems (e.g. cooperation between enterprises and schools to overcome lack of well skilled workers)
- If development is based upon regions' potentials it is essential that regional actors **understand** the variety of programmes and initiatives to use them for their purposes.
- **Knowledge transfer** about EU-initiatives is one of the most successful strategies.




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Role of policy integration



Regions are unique but also part of shared identities like:

- labour markets
- belonging to a certain type of landscape
- having the same regional problem


Intensity of policy integration varied considerably

from loosely
organised dialogues in
which the partners
informed each other

➔


to well-structured,
permanent forms of
communication, and joint
goals between committed
partners.

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Role of collaboration




Collaboration is most likely to occur when supported by:

- approaches of spatial planning and territorial contracts
- the existence of labour, or other markets, that exceed political-administrative borders
- EU's structural funds.


→ **territorial** integration can function as a door-opener for other forms of policy integration

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Role of funding programmes



Compartmentalisation of funding programmes can give:


- funding shaped potentials (only those that get funding are perceived as potentials)
- a strong accent on urban development in spatial strategies
- that the relationship between spatial strategies (with the aim to integrate sectors) and agriculture/ forestry is weak.

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Insights from RUFUS for policy making reflecting regional diversity – Strategic level (EU)



Strategic Level


Programmatic Level

Delivery Mechanism Level

For a **STRATEGIC FRAMEWORK 2014 – 2020 for EU-Funds** (ERDF, ESF, EFF, EAFRD) towards co-ordination and synchronisation of policies:

- Strengthening the **EU's role as facilitator of policy integration** including improved **compliance between EU and national policies and funding**
- Providing visions and guidelines for a common European development policy including a **common understanding** of development in rural areas as part of regional development
- **Strengthening the place based approach** to respect the diversity of EU regions and valorisation of endogenous potentials
- **Extending and improving local co-operation/governance models**, like Urban, Leader, Euregio

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Programmatic level – EU and MS



Strategic Level


Programmatic Level

Delivery Mechanism Level

For building a **framework for integrated approaches** on Programmatic and Delivery Mechanism Level:


- **Integrated policy approaches** should be an essential element of the funding period 2014-2020, based on **comparative advantages** of regions.
- A more **place based approach** improving the spatial targeting of policy incentives may increase the effect of policies by taking into account:
 - the **different characteristics**, strength and weaknesses of regions,
 - the **high spatial variation** of territorial capital,
 - **synergies and trade offs** between different rural development options,
 - **regional path dependency** regarding institutions, economic structures, social capital

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Programmatic level – EU and MS



Strategic Level


Programmatic Level

Delivery Mechanism Level

For a **General Regulation for Integrated Approaches** in all EU-Funds:


- The general regulation should define a common and **simplified** finance, administration and monitoring **system** complying with the requirements of integrated approaches.
- **All funding lines** with integrated approaches (e.g. integrated regional development, integrated coastal zone management, water framework directive, urban development) **should be subject to this regulation**.
- The **funding** implemented through this general regulation should **be earmarked** so that the money can be assigned to the EU funds were it comes from.

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Delivery mechanism level - region



Strategic Level


Programmatic Level

Delivery Mechanism Level

Implementing regional budgets to support policy integration →
Combining two or more EU-Funds (region = more or less NUTS 3/local)


- **Option “State Aid Rules”**: Common rules based on Budget/Financial Regulations ---> loss of guideline competence for DGs
- **Option “Acceptance”**:
 - General Regulation for Integrated Approaches or
 - Mutual acceptance of all funds regulation by all funds (all regulations have to be accepted by all Committees) or
 - similar articles for regional budgets in all funds regulations
- **Option “Policy Competition/Selection”**: At the beginning of the funding period the regions select the rules they will follow (out of 4 funds)

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Conclusions and open questions



- Typologies are appropriate **tools to display the diversity of regions** in an understandable way and to compare different combinations of essential factors.
- Still **more place-based/territorial indicators** (e.g. for endogenous potential, natural capital) are needed and the related **data**.
- **Scale** is a critical issue – there is always a tension between providing a good overview and displaying (important) details for the EU level.
- Therefore, **bottom-up information** is needed. This demands for a better **connection** between quantitative (top-down) and qualitative (bottom-up) approaches.
- This is true for the scientific methodologies as well as for the political approach.



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Diversity – a challenge or an asset?



It is a **challenge**, because

- it raises **complexity** and makes common **planning more difficult**
- it makes **programming more difficult**
- it needs **more information** about frame conditions, potentials, human capital
- it asks for **more policy integration** on all planning levels concerned

It is an **asset**, because

- it offers a broad range of **development options** appropriate to the diverging situations in the regions (not one size fits all, e.g. not all regions can become a touristic centre)
- it allows regions to **react in different ways** to the future challenges
- it enables **to be different**, which is a strong driver of human behaviour
- it supports the development of **place based solutions** ('intelligent growth')



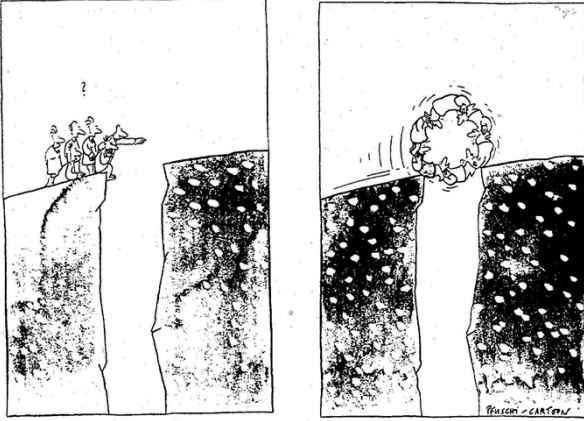
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Let's look for appropriate solutions!

SEVENTH FRAMEWORK PROGRAMME EUROPEAN COMMISSION



Thank you for your attention !

Many thanks to my RUFUS colleagues for providing information.

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