The political nature of empowerment and resilience: who is writing the "scripts"?

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Leading the way in Agriculture and Rural Research, Education and Consulting

A "script" or narrative …

(1) Our internal narrative?

Resilient communities...

Intuitively, we *know*...

Empowered people...
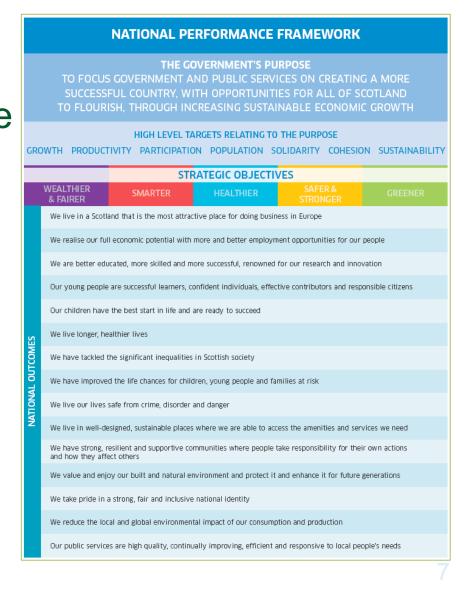
Less resilient communities...

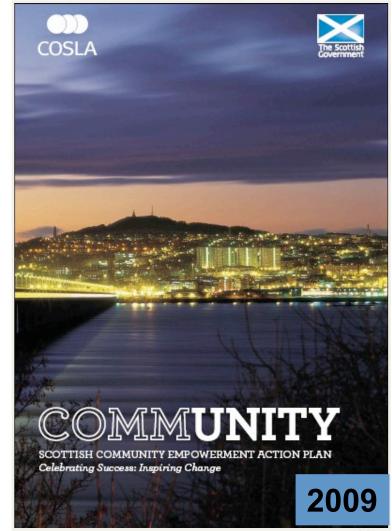# (2) An empowered and resilient citizenship [SG]

Resilient communities:

- "We have strong resilient and supportive communities where people take responsibility for their own actions and how they affect others" (Outcome 11)
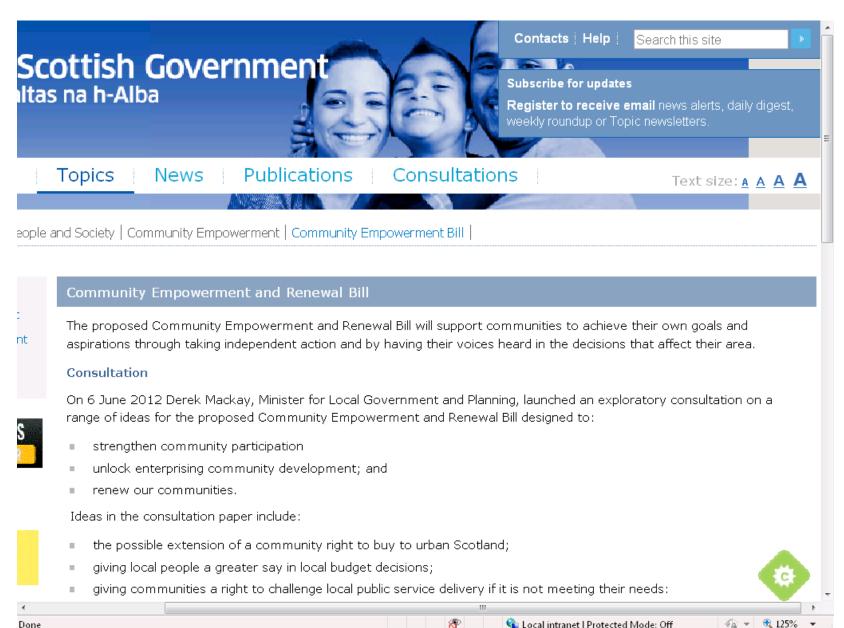

National Performance Framework

SG & COSLA: Community Empowerment

- "Community empowerment is a process where people work together to make change happen in their communities by having more power and influence over what matters to them"

2009

Community Empowerment & Renewal Bill

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eople and Society | Community Empowerment | Community Empowerment Bill |

Community Empowerment and Renewal Bill

The proposed Community Empowerment and Renewal Bill will support communities to achieve their own goals and aspirations through taking independent action and by having their voices heard in the decisions that affect their area.

Consultation

On 6 June 2012 Derek Mackay, Minister for Local Government and Planning, launched an exploratory consultation on a range of ideas for the proposed Community Empowerment and Renewal Bill designed to:

- strengthen community participation
- unlock enterprising community development; and
- renew our communities.

Ideas in the consultation paper include:

- the possible extension of a community right to buy to urban Scotland;
- giving local people a greater say in local budget decisions;
- giving communities a right to challenge local public service delivery if it is not meeting their needs;

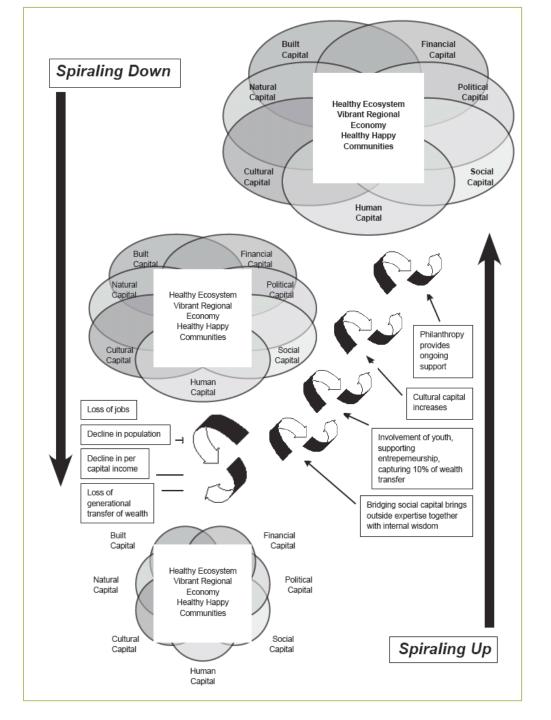Done | Local intranet | Protected Mode: Off | 125%

(3) To be empowered, capacity and/or capitals must be released or built...

Spiraling up or down...

- Emery and Flora (2006)

(4) Empowerment is key to resilience

"freedom *from*, freedom *to*"
(Local autonomy – Pratchett, 2004)

Research narrative: 'Resilience'

- "Community resilience is the existence, development and engagement of **community resources by community members** to thrive in an environment characterised by **change, uncertainty, unpredictability, and surprise**.
- Members of communities **intentionally develop personal and collective capacity** to respond to and influence change, to sustain and renew the community, and to **develop new trajectories for the communities' future**"
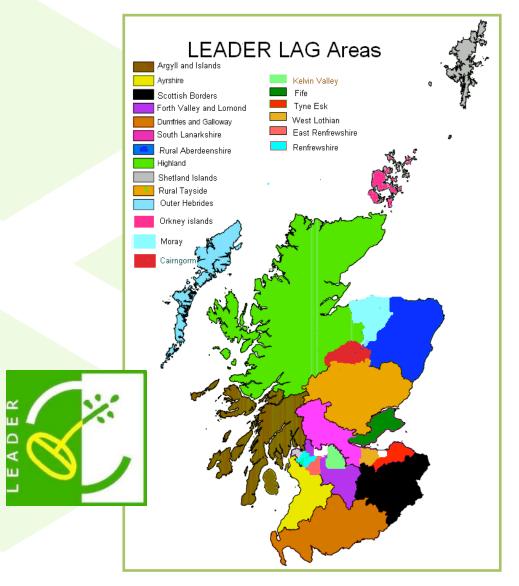
Human agency narrative

Physical systems → Social-ecological systems → Human agency systems (individual & collective)

Bounce-back from external shock or disaster

Proactive agency in a context of constant change; mechanisms; resources & vulnerabilities

ECOLOGICAL SYSTEMS: Holling (1978, 1986, 1995): *"absorb & maintain…"*

Adger, 2000: *"social resilience"*

Adger *et al*, 2004: *"adaptive capacity at multiple scales"*

MATHS & PHYSICS: Gordon (1978): *"recuperation, perseverance"*

Norris *et al*, 2008: *"process & adaptability; resource diversity"*

Maguire & Cartwright, 2008: *"stocks and vulnerabilities"*

Magis, 2010: *"constant change; planning; agency"*

Sherrieb *et al* (2010): *"trajectory"*

Davidson, 2010: *"human agency: anticipate; unequal; individual & collective"*

Hegney *et al*, 2007: "positive life adaptations"

1940s: SOCIAL-PSYCHOLOGICAL RESEARCH

Kaplan, 1999: *"normative"*

EU & National Programmes

LEADER LAG Areas

- Argyll and Islands
- Ayrshire
- Scottish Borders
- Forth Valley and Lomond
- Dumfries and Galloway
- South Lanarkshire
- Rural Aberdeenshire
- Highland
- Shetland Islands
- Rural Tayside
- Outer Hebrides
- Orkney islands
- Moray
- Cairngorm
- Kelvin Valley
- Fife
- Tyne Esk
- West Lothian
- East Renfrewshire
- Renfrewshire

NATIONAL PERFORMANCE FRAMEWORK

THE GOVERNMENT'S PURPOSE
TO FOCUS GOVERNMENT AND PUBLIC SERVICES ON CREATING A MORE SUCCESSFUL COUNTRY, WITH OPPORTUNITIES FOR ALL OF SCOTLAND TO FLOURISH, THROUGH INCREASING SUSTAINABLE ECONOMIC GROWTH

HIGH LEVEL TARGETS RELATING TO THE PURPOSE
GROWTH · PRODUCTIVITY · PARTICIPATION · POPULATION · SOLIDARITY · COHESION · SUSTAINABILITY

STRATEGIC OBJECTIVES

WEALTHIER & FAIRER	SMARTER	HEALTHIER	SAFER & STRONGER	GREENER

NATIONAL OUTCOMES

- We live in a Scotland that is the most attractive place for doing business in Europe
- We realise our full economic potential with more and better employment opportunities for our people
- We are better educated, more skilled and more successful, renowned for our research and innovation
- Our young people are successful learners, confident individuals, effective contributors and responsible citizens
- Our children have the best start in life and are ready to succeed
- We live longer, healthier lives
- We have tackled the significant inequalities in Scottish society
- We have improved the life chances for children, young people and families at risk
- We live our lives safe from crime, disorder and danger
- We live in well-designed, sustainable places where we are able to access the a
- We have strong, resilient and supportive communities where people take resp and how they affect others
- We value and enjoy our built and natural environment and protect it and enha
- We take pride in a strong, fair and inclusive national identity
- We reduce the local and global environmental impact of our consumption and
- Our public services are high quality, continually improving, efficient and respo

COSLA

COMMUNITY
SCOTTISH COMMUNITY EMPOWERMENT ACTION PLAN
Celebrating Success: Inspiring Change

LEADER

SRUC

Civil Society Revivalists...

- Civil society as *the* means to address all development challenges

- Government -> governance

- "Governing through community" (MacKinnon, 2002)

- Role of civil society:

  – Voluntary associations are "the 'gene carriers' of the good society" (Edwards, 2009)
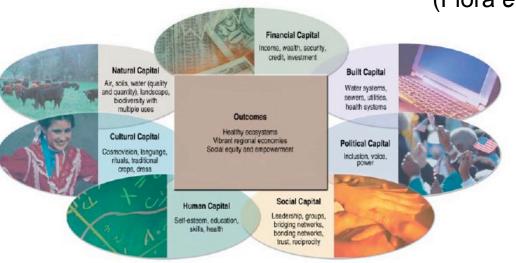
7 community capitals & ABCD:

COMMUNITY CAPITALS

(Flora *et al*)

(Kretzmann & McKnight, 1993)

(Hegney *et al*, 2008)

How are we as researchers exploring these scripts and narrative(s)?

RESAS-commissioned Programme

2011-12

2012-14

2014-15

2015-16

Community Land Trusts

- Where communities buy the land and assets they live on, from a private or Government owner

When and Why?

Timeline of major community land purchases plus policies and funding streams

| 1923 | 1990s | 1999: Scottish Parliament | 2001-2006: Scottish Land Fund |

Findings: Is localism appropriate?

- Local people with local knowledge taking local decisions on local matters…

- **Local land ownership** leads directly to:
  – Private enterprise & investment due to security of tenure (=> re-investment)
  – Affordable housing for rent or purchase
  – Renewable energy
  – Infrastructure development
  – Increasing population and school numbers

- **Localism** AND **multi-scale**

See Skerratt (2011), Skerratt (forthcoming, 2013)

Phase 2: private estates and resilience

VIBRANT RURAL COMMUNITIES

Governance and decision-making for community empowerment in rural communities

The James Hutton Institute

SRUC

Identifying the links between private (family) landlords' estate governance and management practices and approaches, and rural community resilience

Summary

Work undertaken in year one of the RESAS work programme examined the links between community land ownership and rural community resilience. Phase two of the research will examine the links between private (family) landlord's estate governance and management practices and approaches, and rural community resilience. This complements research exploring similar issues with charity-owned land in subsequent years to give a well-rounded picture. Drawing a representative sample of 25 Scottish Land and Estates Members, we will undertake both desk-based research and qualitative interviews to examine these issues.

VIBRANT RURAL COMMUNITIES
Governance and decision-making for community empowerment in rural communities

The James Hutton Institute

SRUC

Evaluation of external interventions on enhancing community capacity and developing rural resilience

Summary

There is increasing policy emphasis on enhancing the resilience of (rural) communities, through community engagement, empowerment, asset ownership and capacity-building. Drivers for this include the need to increase efficiency of public spend, enhance inclusion, self-reliance and sustainability at community level. However, measuring community resilience, and the social and economic outcomes of community-focused policies and projects, remains highly challenging. There is a lack of easily adaptable and practical tools which enable the capturing of aspects of 'change'; and inadequate assessment methods make it difficult to measure how effective these community-focused policy and project investments are. As a part of RESAS work programme, and in collaboration with Dumfries & Galloway LEADER, we explore how to create "strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others" (the National Performance Framework, Outcome 11). Our work helps to evaluate external interventions on enhancing community capacity and developing rural resilience.

The Scottish Government

LEADER

The European Agricultural Fund for Rural Development: Europe investing in rural areas

C4C
CAPACITY4CHANGE

VIBRANT RURAL COMMUNITIES
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Exploring the landscapes of governance for rural community empowerment: Ayrshire.

Summary

There is an increasingly strong emphasis on the roles that (local) communities can play in public service reform. There are also particularly novel approaches to governance and decision making for empowering communities emerging in rural areas. However little systematic work has been undertaken to examine the existing governance landscape within which these sit. This study will develop such an understanding across three Scottish Local Authorities, seeking then to explore the transferability of this methodology.

East Ayrshire COUNCIL

south AYRSHIRE COUNCIL

NORTH AYRSHIRE COUNCIL

CONTRACT FOR THE

PROVISION OF AN AYRSHIRE RURAL ACTION PLANNING PROGRAMME

TO

**SOUTH AYRSHIRE COUNCIL
EAST AYRSHIRE COUNCIL
NORTH AYRSHIRE COUNCIL**

scdc

scottish
community
development
centre

So What?
Or: Why does this matter?

Empowerment and resilience *for*:

- For *what*?
  - We must maintain an awareness of the "political nature of resilience goals in regional resilience" MacKinnon and Derickson (2012)
  - "Community localism" (Hildreth, 2011): commissioning localism and community asset localism (Bentley & Pugalis, 2013).
  - Communities as "ventriloquists" (Khotari, 2001) rather than "true subsidiarity" (Cox, 2010)
- For *whom*?
  - We must continue to ask "what kind of resilience and for whom?", since "State authorities exert powerful roles in scripting the narrative" Pike *et al.* (2010)
  - Exclusion (Shortall 2004, 2008; Shucksmith, 2000; Skerratt & Steiner, 2013).

Implicit normative associations:

- "Resilience *has no meaning* except in relationship to more or less desirable outcomes. It is defined either in terms of having approximated desirable outcomes or having distanced oneself from undesirable outcomes" (Kaplan, 1999, p.30; emphasis added).

- Empowerment and resilience are not apolitical and scripts are being written…

- As researchers, we need to make them explicit and assess their implications…

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