

Local governance in new varieties in a changing welfare state: Volunteers in co-production and LEADER

Annette Aagaard Thuesen

Danish Centre for Rural Research, University of Southern Denmark

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Outline

1. What is local governance?
2. How is local governance strengthened?
3. Perspectives for development in 2 local governance initiatives:
 - *Model 1: LEADER/Community Led Local Development*
 - *Model 2: Volunteers in co-production of services*
4. Is it good enough?





WHAT IS LOCAL GOVERNANCE?



This means...

- 'Local governance' can be understood as the group of the total societal governance that relates to the local level
- Autonomous networks at different levels
- Local Action Groups (LAGs)
- Rural city councils, local associations
- And also e.g. civic associations, village halls, parish, sports associations
- Or, more loosely organized groups around individual cases
- But there is also an overall governance of local governance – where authorities act as 'governors of self-governance' (Sørensen, 2006) or 'organisers of self-organisation' (Jessop, 1998) more or less assertive

Local governance



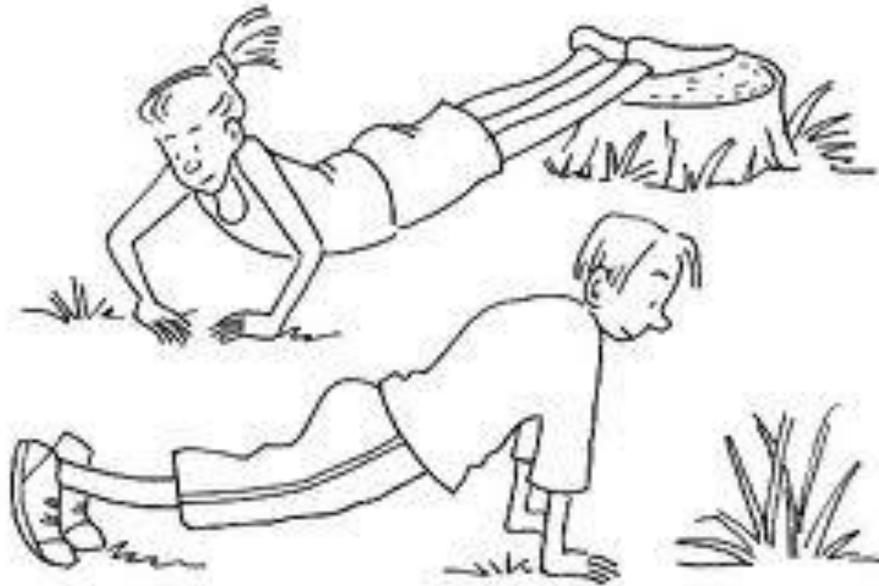
'Local governance' plays a major role in the rural development literature

Advice for village development	Literature
Villages should activate and use both tangible and intangible capital.	Svendsen and Sørensen (2007)
Villages should recognize that social and cultural factors affect economic success. Villages should build institutional thickness (an abundance of diverse institutions, a high degree of interaction, a collective representation of interests, and a common awareness of being part of the same undertaking).	Amin and Thrift (1994) 
Villages should uphold an open local culture and community agency.	Brennan, Flint and Luloff (2008) 
Villages should build institutional capacity (knowledge resources, relational resources and mobilization capacity).	Healey (year)
Local development produced by local impulses and largely grounded on local resources (endogenous development) can provide value. Benefits should be retained and local values should be respected in village development. An interplay between local and external networks is useful.	Terluin (2003) 
Areas that perform well do so because of their own effort, motivation and skills. Areas that perform well do so because they have been good at getting funds from various support programs.	Bryden and Hart (2001)
The importance of local resources (nature, culture), infrastructure, players that bring local resources into play and public investments.	Johansen and Eskildsen (2008)
Local institutional capacity, learning and nature is important.	Johansen and Thuesen (2011)
Villages should work to develop a place identity.	Herlitz (2000)
Locals own will to develop is of importance.	Utdoingebygd (year?)
Area based development, bottom up approach, innovative approach, network approach.	LEADER like theories, OECD (2006)

Why are local governance initiatives important?

The welfare states are facing a number of challenges:

- Economic challenges due to public resource scarcity
- Legitimacy challenges
- Wish for strengthened citizenship
- Need for innovation and new ideas
- The wickedness of rural development



1. By building institutional capacity, 2. By activating local resources

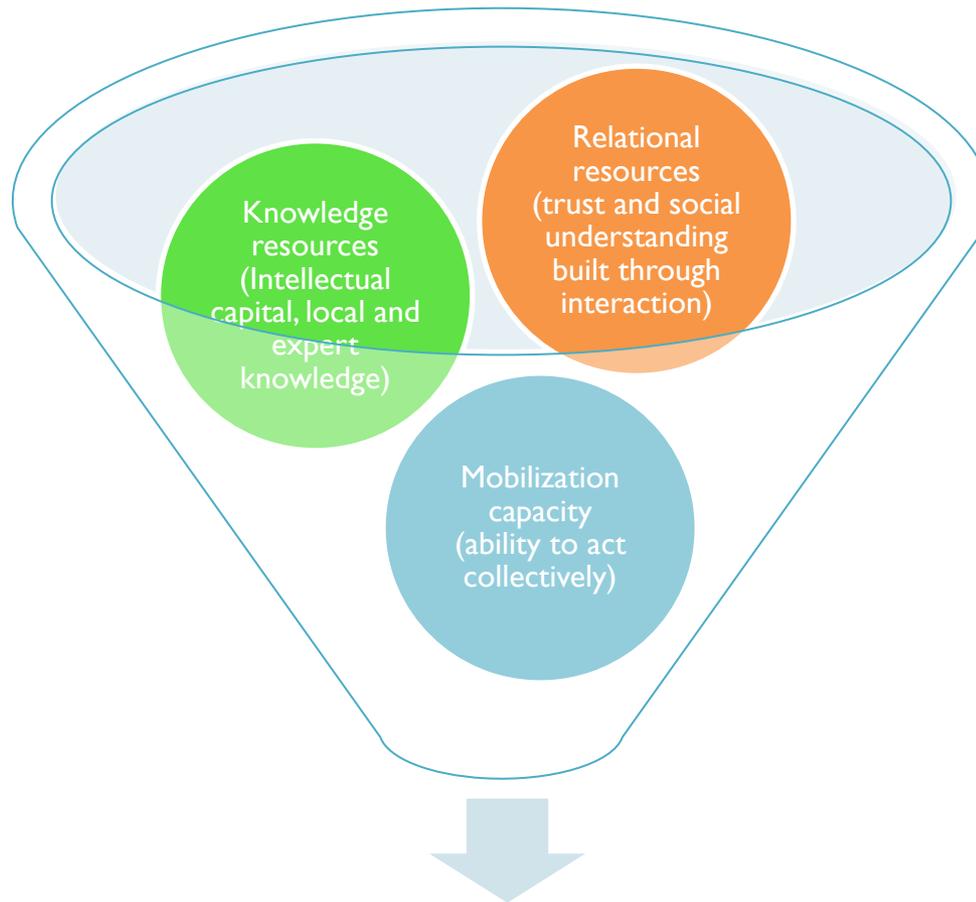
HOW IS LOCAL GOVERNANCE STRENGTHENED?

By building local readiness/institutional capacity

- Capacity depends on three things:
 1. **Intellectual capital/knowledge resources**
The local knowledge that is present in an area, both the obvious linked to education and the more tacit, which may relate to the area's special qualities historically, culturally, etc.
 2. **Social capital/relational resources**
A locality's ability to create social capital/strong relationships between residents of an area.
 3. **Political capital/mobilization capacity**
A locality's ability to seize/maintain opportunities; to take action for the development of local qualities; to capture external attention and resources; and the presence of critical change agents.

Healey, de Magalhaes og Mandipour (1999)

Healey, de Magalhaes og Mandipour (cont.)



Institutional capacity/Dynamic/Readiness

Or turned upside down!

Institutional capacity / Dynamic / Readiness



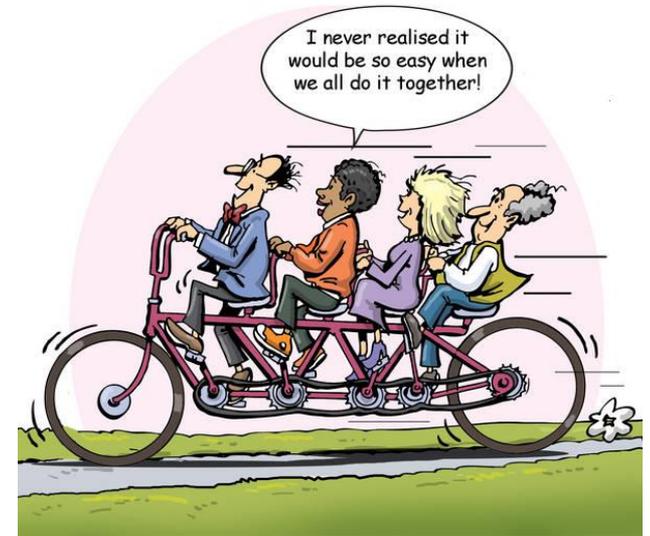
Knowledge resources
(Intellectual capital, local and expert knowledge)

Relational resources
(trust and social understanding built through interaction)

Mobilization capacity (ability to act collectively)

By activating 4 out of 7 capital types in communities (Svendsen and Sørensen, 2007)

Type of capital	Factors for measurement of capital stock	Factors to measure the use of capital
Physical	Production sites, age & quality of	To which degree do locals use their
<p>-We must distinguish between stocks of resources and actual resources activated and here local governance is an important factor</p>		
Economic	Citizens' fortunes in the form of money, stocks, bonds	To which degree do locals themselves invest in the area?
Human	Educational level, population size	To which degree are human resources being used?
Social	Levels of trust, number & quality of networks	Degree of in-group and inter-group cooperation, of trust, and of supra-local networking
Organisational	Number of 'steering committees' providing collective goods	Degree of voluntary provision of collective goods
Cultural	Local culture & identity, local history, local 'spirit'	Degree of local engagement due to local 'belonging'



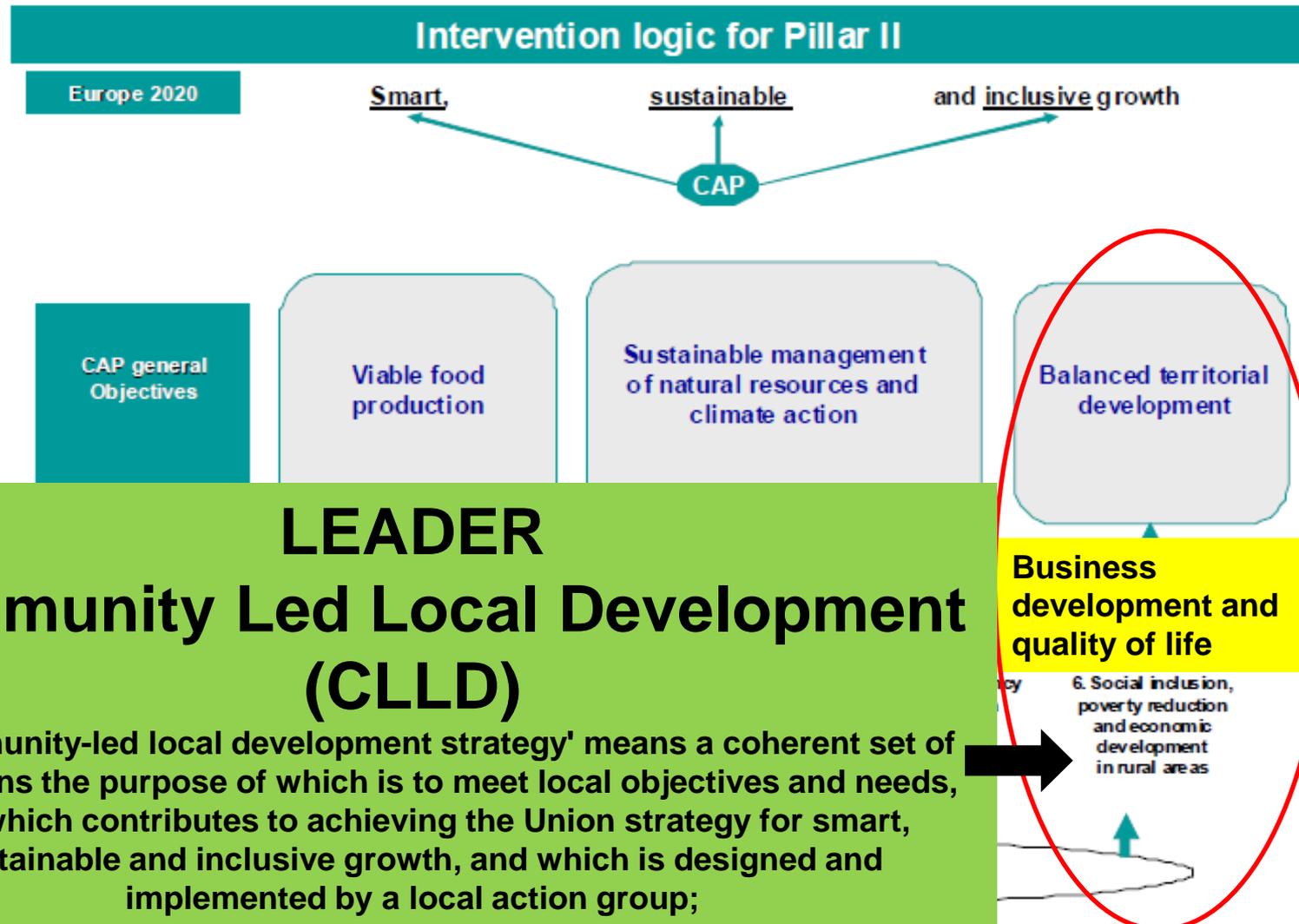
New governance initiatives like 'LEADER' (model 1) and 'volunteers in co-production of services' (model 2)

PERSPECTIVES FOR DEVELOPMENT IN 2 LOCAL GOVERNANCE INITIATIVES

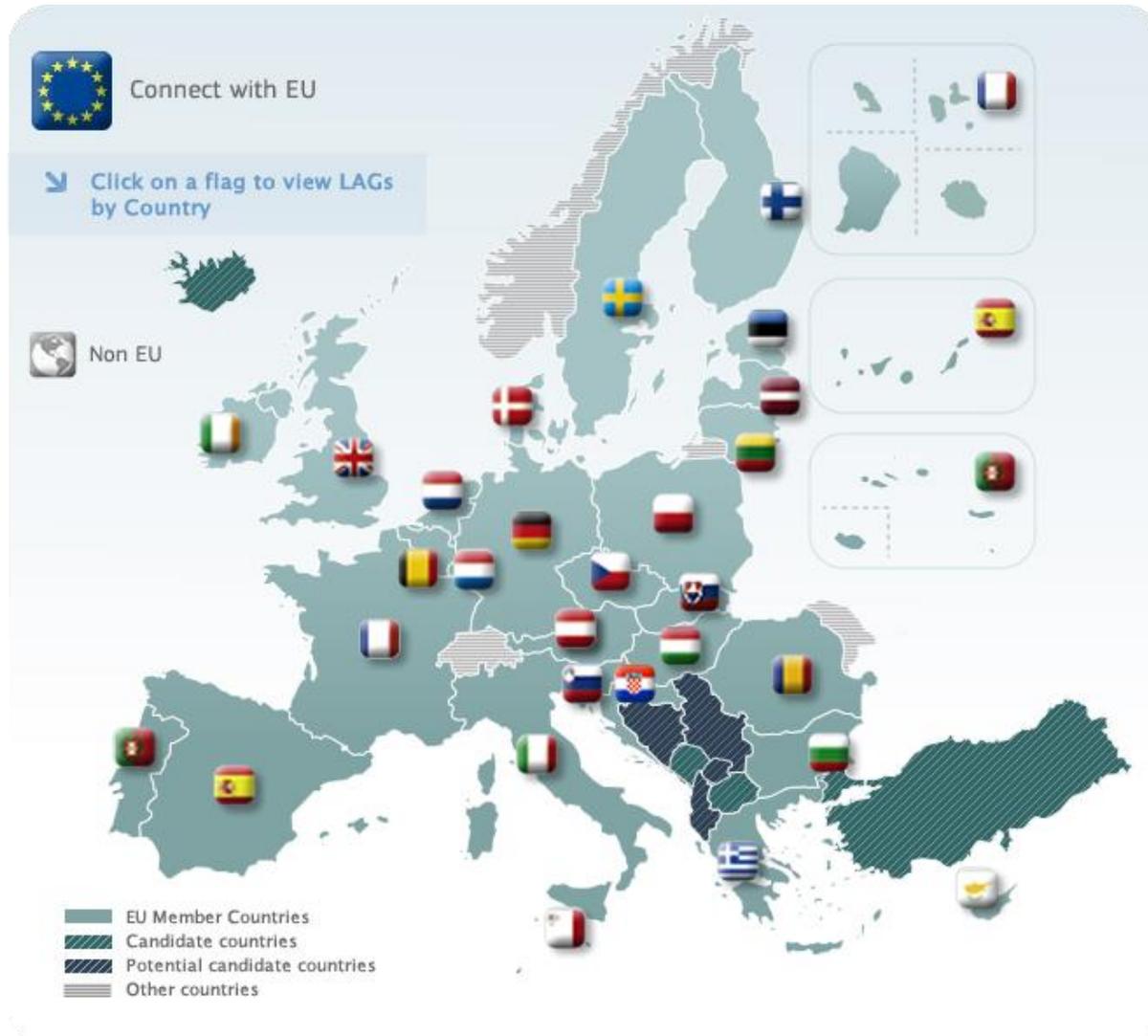
Model I: The **LEADER** local governance model

- The model consists of partnerships in local action groups
- The LAG partnership makes a development strategy and selects projects for support or initiates its own projects
- The aim is to encourage and help rural actors to think about the longer-term potential of their area
- LEADER = Links between actions for the development of the rural economy = Community Led Local Development
- Focuses on the neo-endogenous potential of rural areas, governance, innovation and networks (7 key features)
- Patsy Healey's Institutional Capacity is central!

The location of 'local governance' through LAGs in the intervention logic for Pillar 2



A widely used local governance model



**A total of 2300
rural LAGs and
250 fisheries
LAGs from
2007-2013**

LEADER in a multi-fund approach from 2014 to 2020

- From 2014 to 2020 CLLD/LEADER will remain a mandatory part of the Rural Development Programmes funded by the EAFRD...
- ...and a possible option under the European Regional Development Fund (ERDF), the European Social Fund (ESF), and the European Maritime and Fisheries Fund (EMFF).

What are the perspectives? What can CLLD do?

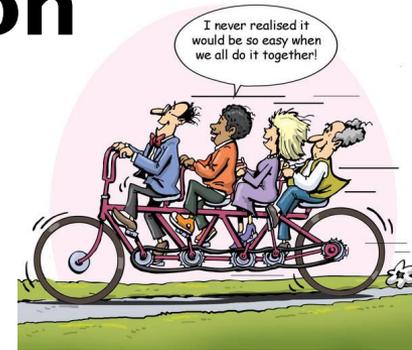
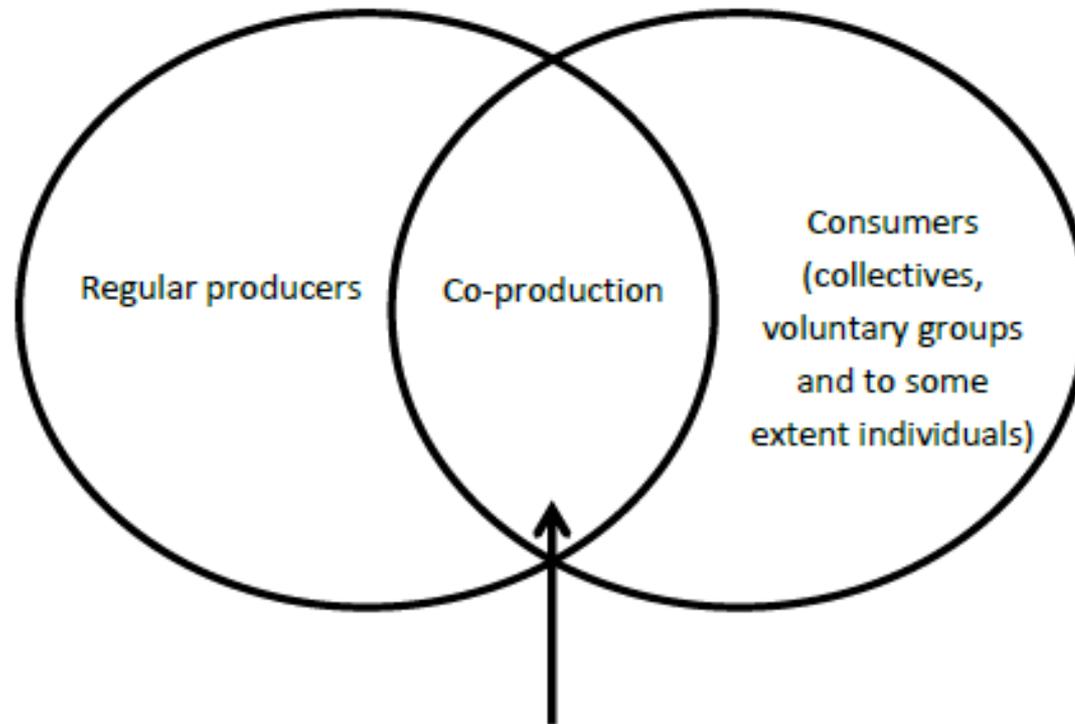
- The LAG partnership *can* make improvements to local rural development (job creation, improved living conditions etc.)
- In addition: Leverage, and bottom-up decision making (Thuesen and Nielsen , 2012) 😊
- It would not be possible to achieve these locally anchored results if the system were managed only at the national level 😊

There are problems to address, too...

- Differences in rationale between a voluntary approach and a bureaucratic approach (Thuesen, Ditlevsen and Kromann, 2014) 😞
- The boards are not necessarily democratic (Thuesen, 2010) 😞
- Only when comparing the contributions of LAGs with alternative delivering models, we can consider the actual added value of LEADER

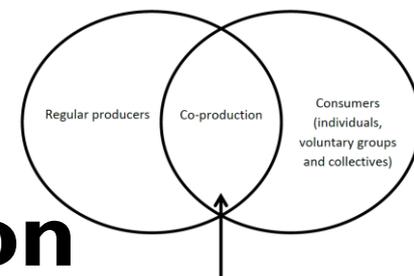
Model 2:

A local governance model based on volunteers in co-production



Co-producer: Community

Regular producer: Municipality



Definition of co-production

- there is an overlap between regular producers and consumers in co-production
- there is citizen involvement or participation in service delivery resulting in positive outcomes
- co-production involves active voluntary cooperation on the part of the citizens
- both individuals and groups can be involved in co-production, even though collectives are the most important participants from an equity perspective (Brudney og England, 1983)

Examples of co-production

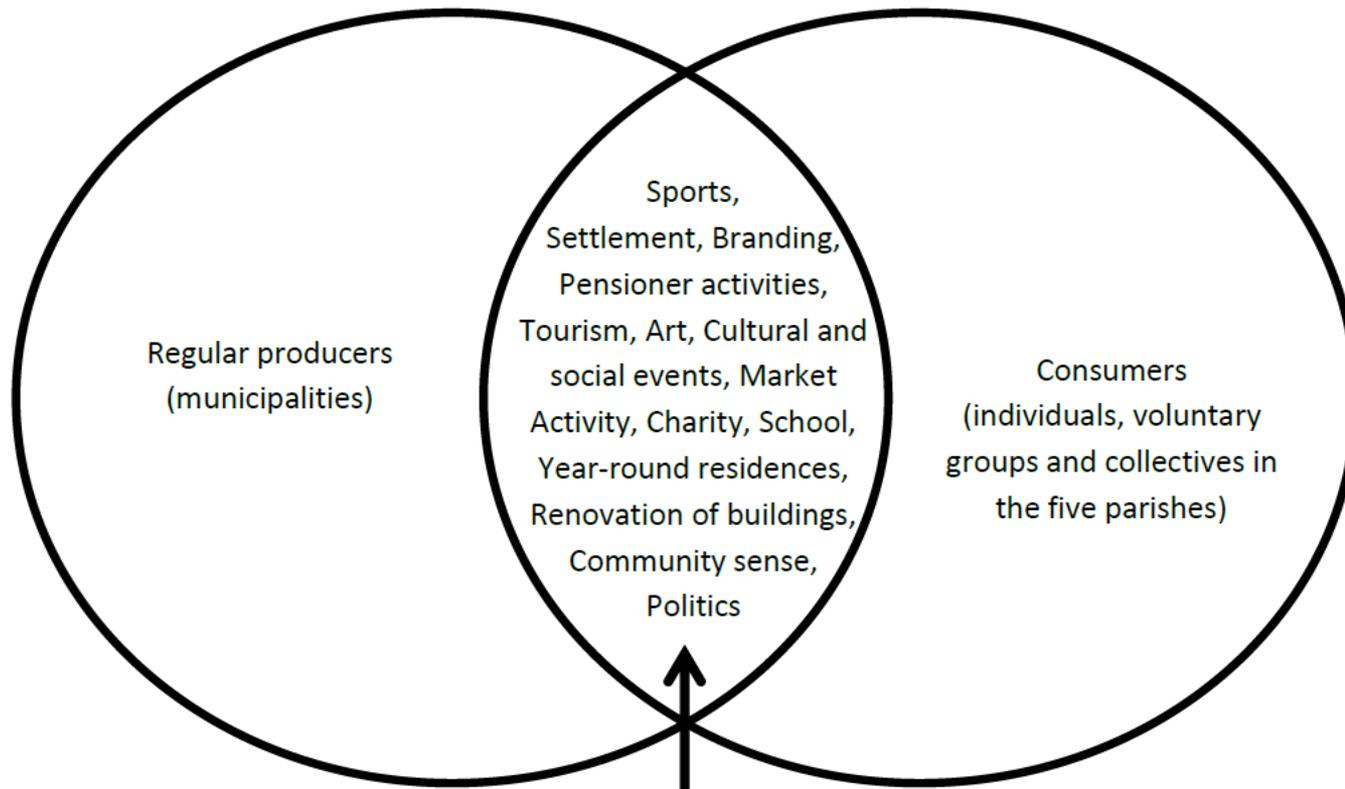
Brudney and England, 1983	<ul style="list-style-type: none">• Adopt a park programs• Citizen-based police force
Bovaird, 2007	<ul style="list-style-type: none">• Participatory budgeting• Revitalization of old buildings
Jyske Vestkysten, 2011 - Danish examples	<ul style="list-style-type: none">• Mowing the lawn on municipal land• Snow removal on municipal roads• Help with summer care in kindergartens• Go for walks with the elderly people• Put sidewalks and build trails along municipal roads• Renovation and construction of playgrounds• Sports hall construction

Which organizations could be involved?

Nees (n=49)	Øsløs (n=67)	Tranderup (n=27)	Øster Ulslev (n=89)	Rutsker (n=87)
Nees Skalsstrup Parish Association 20	Øsløs Parish and Cultural Association 46	Parochial Church Council 11	Ø.U.B. Øster Ulslev Football Club 69	Vang Tenant and Residents Association 26
Skalsstrup Village House (and Flea Market) 13	Øsløs Youth Association (gymnastics) 8	B.T.U. Bregninge Tranderup Youth Association 8 SKAL TJEKKES	Pensioners' Association 7	Rutsker Parish Association 25
The Japanese Garden 5	Relief Association Perlen AKO 4	Voderup Village Guild 3	Øster Ulslev Village House 5	FDf Rutsker-Hasle Scouts association 13
Nees Bingo Club 2	School and Kindergarten / School Board 3	Arts Association 2	Gymnastics Club South East Lolland 3	Post Office 2
TFS Tangsøe Hall 2	FHIF Viking Football 2	Playground Association 2	Ø.U.B. 1	Church 3
Sports Club 2	Agape Childcare Relief Association 2	Ø.U.B. 1	Ø.U.B. 1	City Garden 3
ET4U Contemporary Visual Arts Association 1	Øsløs Local Association 1	Øsløs Local Association 1	Kettinge Sports Hall 1	Town Parliament in Hasle 2
Chorus 1	Parochial Church Council 1		Thor Wrestling Club 1	Pensioners' Association 3
Ness Bøvling hunting association 1	Socialdemocrats on Hannæs 1		L.O.F. Liberal Education Association Guldborgsund 1	Sports Club 2
Møborg Nees Churches 1	Pensioners' Association on Hannæs 1			Hasle IF Sports Club 1
	Youth Council Thy (URT) 1			Vang Fishing Village 1

Can such associations act as co-producers?

Co-production in Danish rural parishes (Thuesen and Rasmussen, 2013)



What are the perspectives?

What can volunteers in co-production do?

- Support commitment, energy and drive 😊
- Result in engaged and responsible users (Needham, 2007) 😊
- Improve allocative efficiency and sensitivity to users' needs and preferences (Needham, 2007) 😊

- Result in weakened public accountability and unclear role responsibilities (Bovaird, 2007) 😞
- Create resistance from the part of public-service employees (Bovaird, 2007, Percy, 1984) 😞
- And most important: what about equality? 😞

- Without good local governance structures it will not be a success!

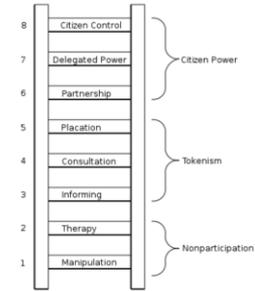


Conclusion

**ARE THESE LOCAL GOVERNANCE
MODELS GOOD ENOUGH TO
ADDRESS THE RURAL CHALLENGES?**



Conclusion



- The 2 models are high on the ladder of citizen participation (Arnstein, 1969)
- LEADER and increased use of volunteers in co-production can help defragment the rural development problem
- LEADER make people sit at the same table and get engaged in development
- However, volunteers in co-production with municipalities demands strong local communities
- Local governance models are thus a central **supplement** to the solving of rural wicked problems
- The models are, however, **just one piece of the cake** next to municipal planning initiatives and national policies!

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SELECTED LITERATURE

Thanks for your attention 😊

