

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

Dr Sarah Skerratt,
Reader, Rural Society and Policy
Head, Land Economy and Environment Research Group
Sarah.skerratt@sruc.ac.uk

A “script” or narrative ...

(1) Our internal narrative?

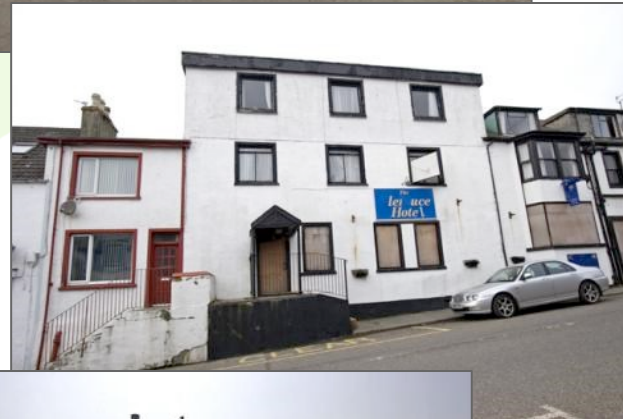
Resilient communities...



Intuitively, we *know*...



Less resilient communities...



(2) An empowered and resilient citizenship [SG]

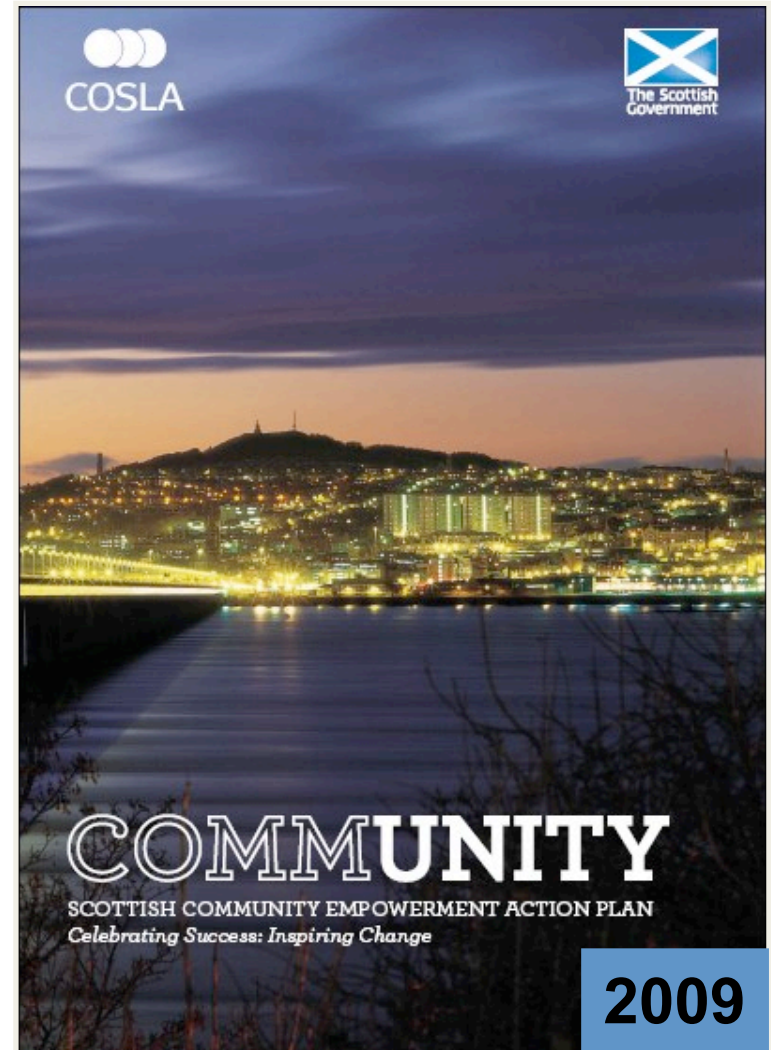
Resilient communities:

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

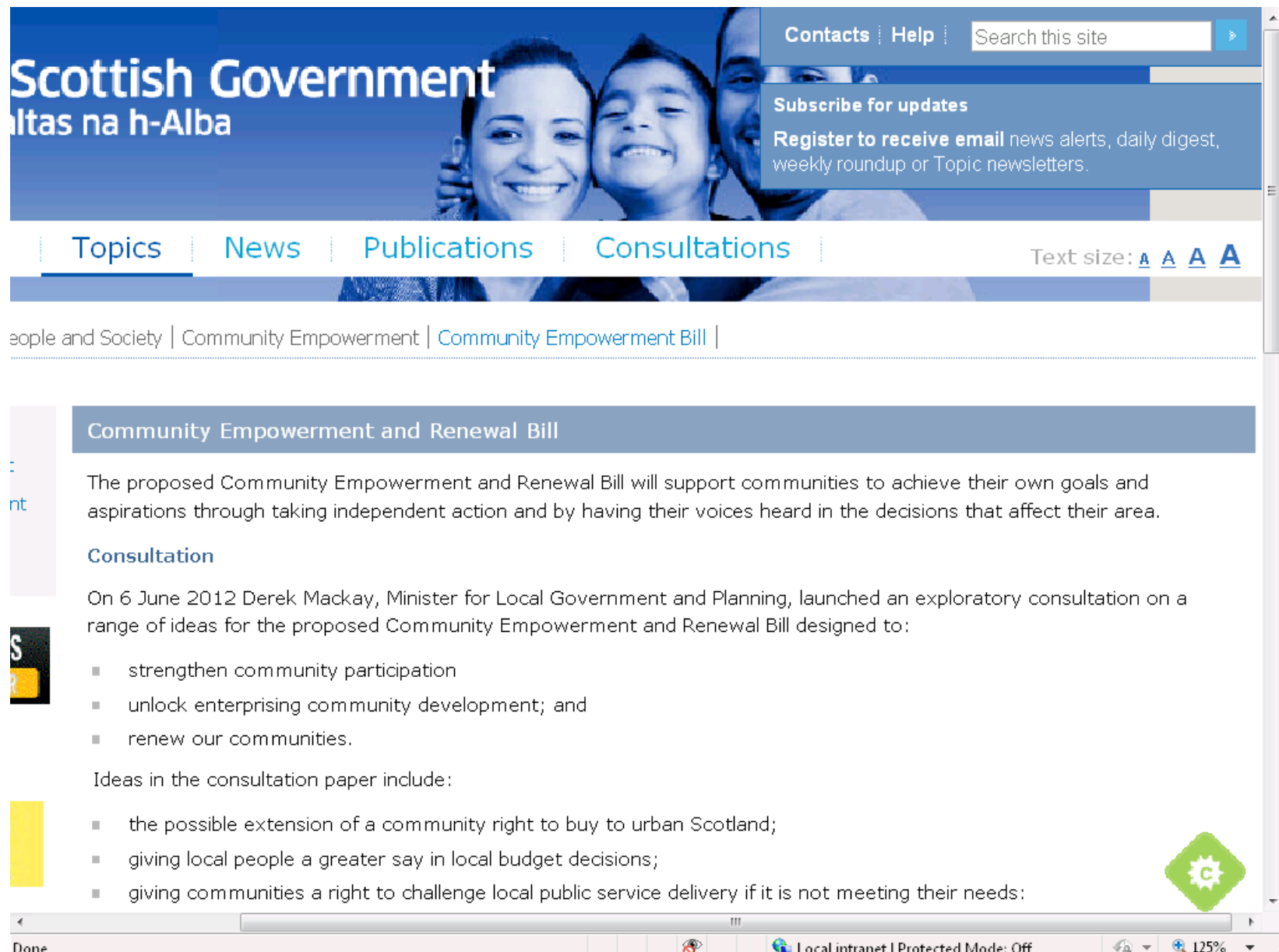
NATIONAL PERFORMANCE FRAMEWORK					
THE GOVERNMENT'S PURPOSE					
TO FOCUS GOVERNMENT AND PUBLIC SERVICES ON CREATING A MORE SUCCESSFUL COUNTRY, WITH OPPORTUNITIES FOR ALL OF SCOTLAND TO FLOURISH, THROUGH INCREASING SUSTAINABLE ECONOMIC GROWTH					
HIGH LEVEL TARGETS RELATING TO THE PURPOSE					
GROWTH 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 amenities and services we need				
	We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others				
	We value and enjoy our built and natural environment and protect it and enhance it for future generations				
	We take pride in a strong, fair and inclusive national identity				
	We reduce the local and global environmental impact of our consumption and production				
	Our public services are high quality, continually improving, efficient and responsive to local people's needs				

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”



Community Empowerment & Renewal Bill



The screenshot shows the Scottish Government website with a blue header featuring a family photo. The header includes navigation links for 'Contacts', 'Help', and a search bar. Below the header is a 'Subscribe for updates' section. The main navigation bar includes 'Topics', 'News', 'Publications', and 'Consultations'. The breadcrumb trail reads 'People and Society | Community Empowerment | Community Empowerment Bill'. The main content area has a blue header for 'Community Empowerment and Renewal Bill'. The text describes the bill's purpose and mentions a consultation launched by Derek Mackay on 6 June 2012. A list of consultation points is provided, followed by a list of ideas from the consultation paper. The footer shows the browser status bar with 'Local intranet | Protected Mode: Off' and a 125% zoom level.

Scottish Government
Altas na h-Alba

Contacts | Help | Search this site

Subscribe for updates
Register to receive email news alerts, daily digest, weekly roundup or Topic newsletters.

Topics | News | Publications | Consultations | Text size: A A A A

People 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:

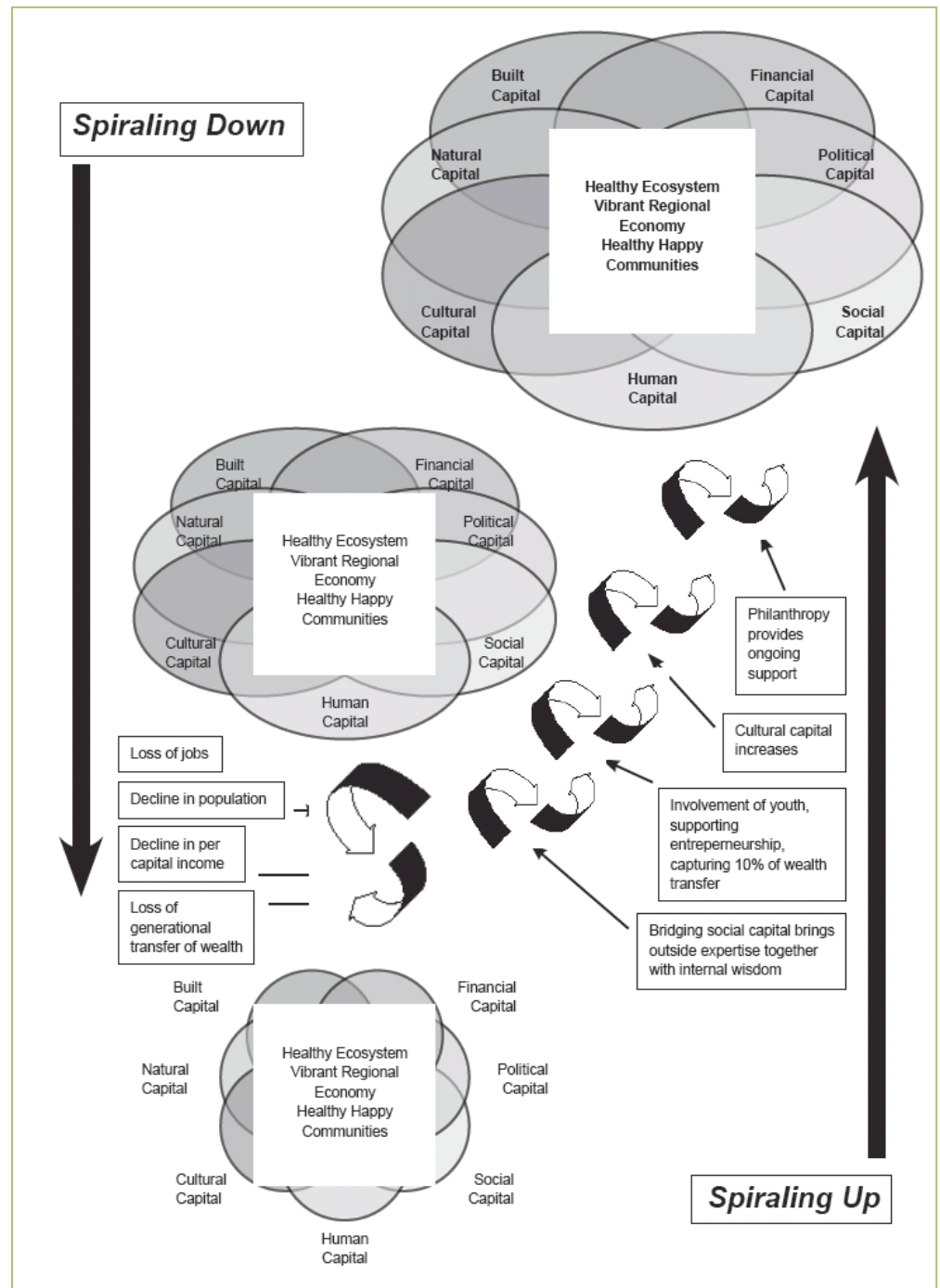
- the possible extension of a community right to buy to urban Scotland;
- giving local people a greater say in local budget decisions;
- giving communities a right to challenge local public service delivery if it is not meeting their needs:

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)

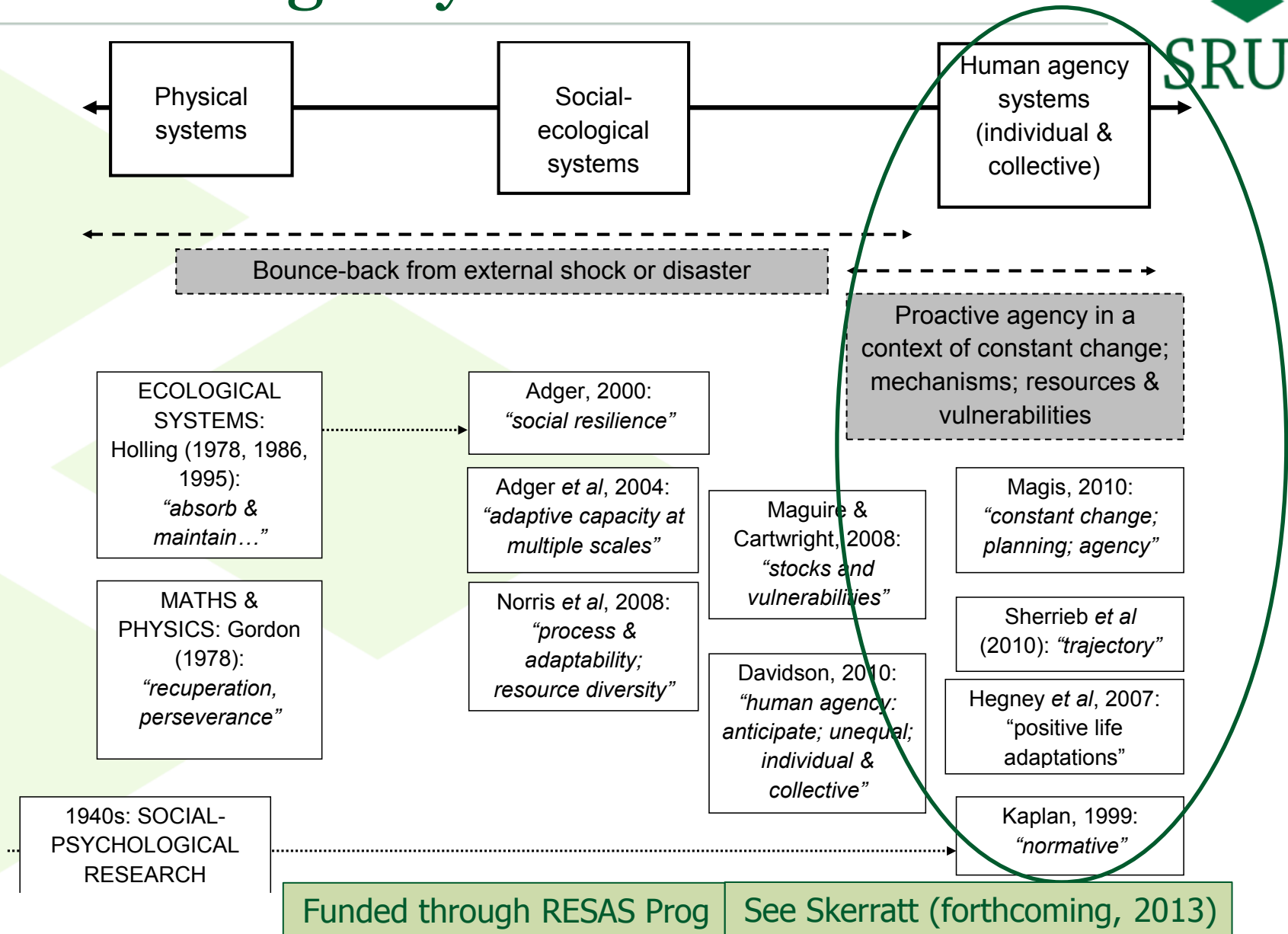


(4) Empowerment is
key to resilience

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

- “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

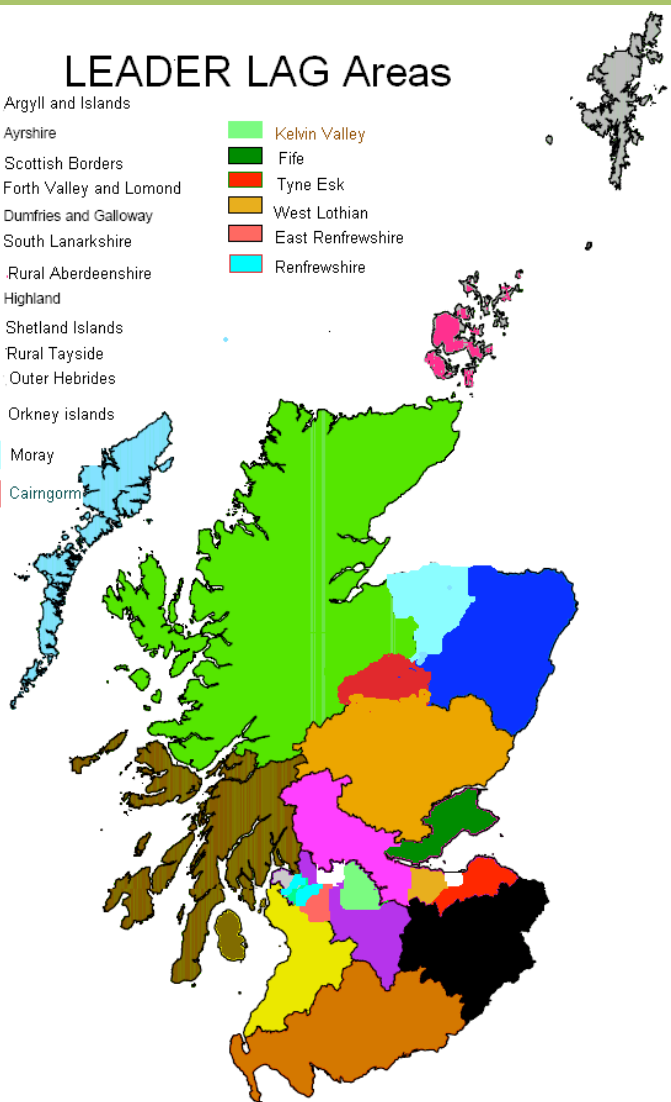


So who is writing the
empowerment and resilience
scripts or narrative(s)?

EU & National Programmes

LEADER LAG Areas

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



NATIONAL PERFORMANCE FRAMEWORK

THE GOVERNMENT'S PURPOSE

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HIGH LEVEL TARGETS RELATING TO THE PURPOSE

GROWTH PRODUCTIVITY PARTICIPATION POPULATION SOLIDARITY COHESION SUSTAINABILITY

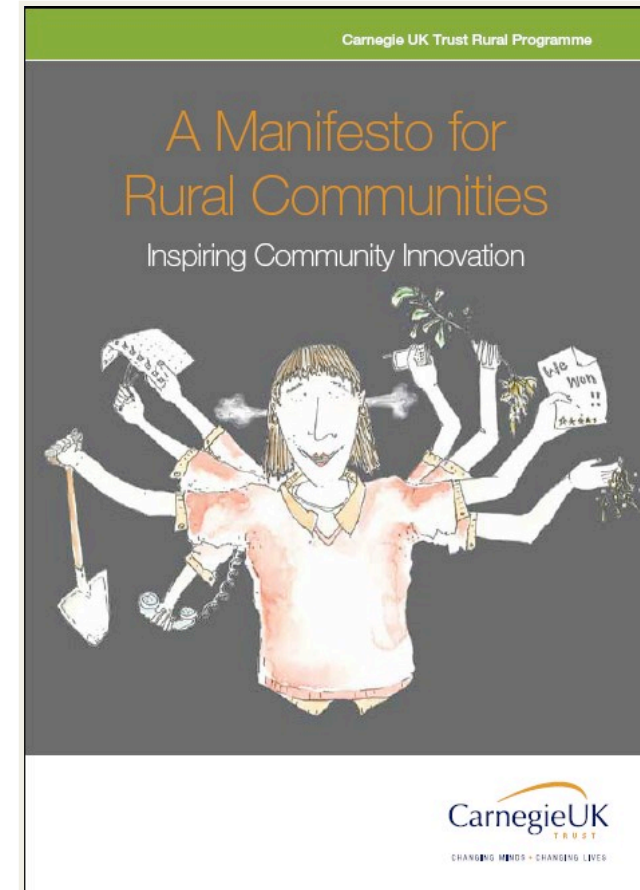
STRATEGIC OBJECTIVES

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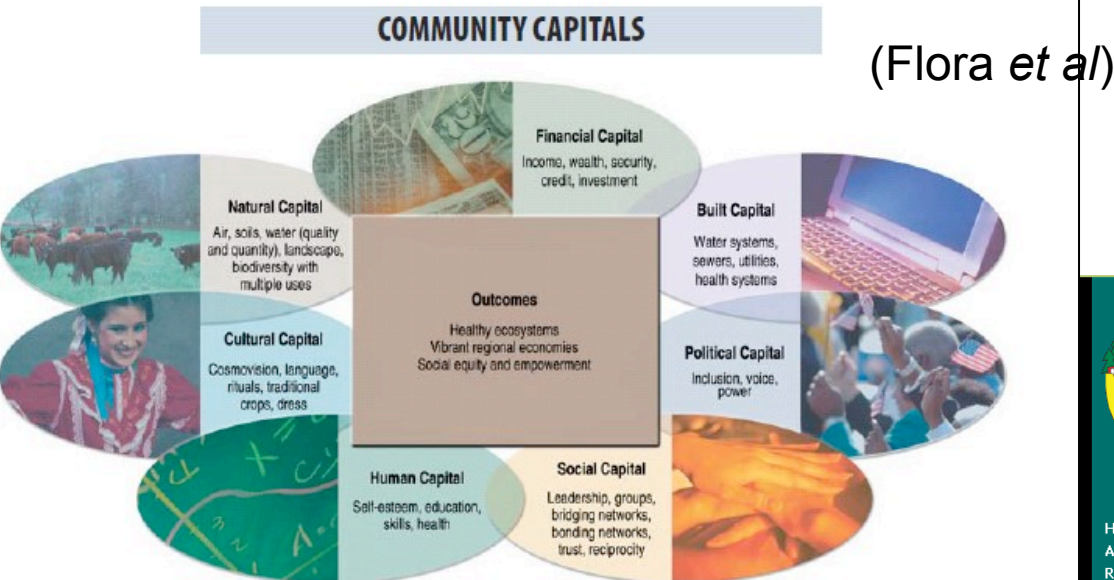


Civil Society Revivalists...

- 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:



(Kretzmann & McKnight, 1993)



THE ASSET-BASED COMMUNITY DEVELOPMENT INSTITUTE

SCHOOL OF EDUCATION AND SOCIAL POLICY
NORTHWESTERN UNIVERSITY

CAPACITY BUILDING

Members of the ABCD staff and faculty have engaged in extensive capacity building activities in communities in the United States and around the world. This work often takes the form of working directly with community groups to develop asset-oriented strategies and facilitate local asset-mapping and mobilizing activities. At other times it takes the form of introducing larger agencies and institutions to the concepts and ideas associated with ABCD, and providing the encouragement and support for these entities to transform the ways they work with communities. From thousands of examples, the following help to illustrate the kinds of capacity building activities in which ABCD staff and faculty are involved.

Capacity Building in Communities

- Faculty members Cormac Russell and John McKnight partnered with **Nurture Development**, the Futures Academy, and the Dublin Institute of Technology to facilitate a workshop titled Mobilising Communities; Transforming Cities which will explore how local governments can strengthen civil society and promote active citizenship. May 2009, Grangegorman, Dublin, Ireland.
- Faculty member Mike Green partnered with the **Berkana Institute**, an ALIA partner, to offer a three day workshop for the Cherokee Nation towards developing a learning community using Berkana art of change work with ABCD for rural Cherokee communities. January 2009, Oklahoma.
- Deborah Puntenney currently works with **Greater Rochester Health Foundation** to provide technical support for their Neighborhood Health Status Improvement grants. She is delivering training in asset-based community development to representatives of a broad array of local groups, and working directly with five grantee coalitions to engage local residents in the design and implementation of asset-based projects and activities to improve neighborhood health. 2008-2009, Rochester, New York.
- Jody Kretzmann partnered with the **University of Newcastle**, New South Wales, Australia as a community development conference facilitator.

ABCD CA



Henry Moore
Toronto



(Hegney *et al*, 2008)

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

RESAS-commissioned Programme



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

The James Hutton Institute SRUC

Who has commissioned this research and what will it deliver?
This research has been commissioned by Scottish Government, as part of a larger programme of work. It takes place from April 2011 through to March 2016. It is intended to be 'practical research' which involves stakeholders during the process, and produces outputs that are useful to policy-makers, to the public, private and third sectors, and to people in rural communities.

What is the research about?
We are looking at what makes rural communities "vibrant", "resilient" and "high-capacity" with effective governance processes, as well as getting a better understanding of less well-resourced communities. We then couple this analysis with an examination of policies and practices that seem to work best, and assess which policies and practices could be implemented and transferred to Scotland (from other countries) and within Scotland (from one location to another). So, we will be focusing on:

- developing useful methods for understanding, improving and designing effective approaches to **enhancing local capacity** in rural communities;
- identifying ways to support the **delivery** of vibrant rural communities; and
- assessing different approaches to **place-based** rural development policy (as opposed to sectoral, e.g. housing, health, education, etc).

Why are you focussing on governance and community empowerment?
There is an increasing drive, in policy and in practice, to enhance the capacity of rural communities to be involved in their own local futures. However, there is little systematic understanding about what is working well at local level (and why), what makes some communities vibrant and resilient and others less so, and what processes and governance might support and enhance capacity. There is also little systematic understanding of how to increase effective empowerment – both at community level and within the range of institutions that work with communities. So, our research will address these gaps in knowledge, by looking at the literature, by exploring and testing these findings with a number of selected communities, and by reporting back to policy-makers those key lessons for enhancing rural communities' prospects. This is all the more important as rural communities sit within the wider context of public sector efficiency budgeting and service reform – both of which are likely to be playing out for several years to come.

How will the research be structured?
Year 1 of the research will involve us doing "desk-based research", that is, we primarily use documents and materials that already exist. **Years 2-4** will focus more on applying these in our research, working out and about in rural Scotland. The four main areas selected for case study fieldwork are: Aberdeenshire, Dumfries and Galloway, Orkney Islands and West Lothian. In **Year 5**, we will be focusing more on knowledge exchange and lessons for policy. This will focus on drawing out lessons for wider rural Scotland.



2011-12

2012-14

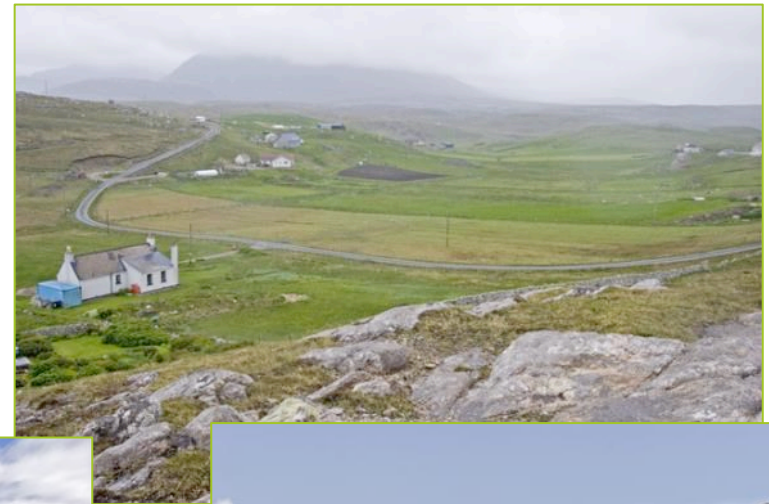
2014-15

2015-16

Community Land Trusts

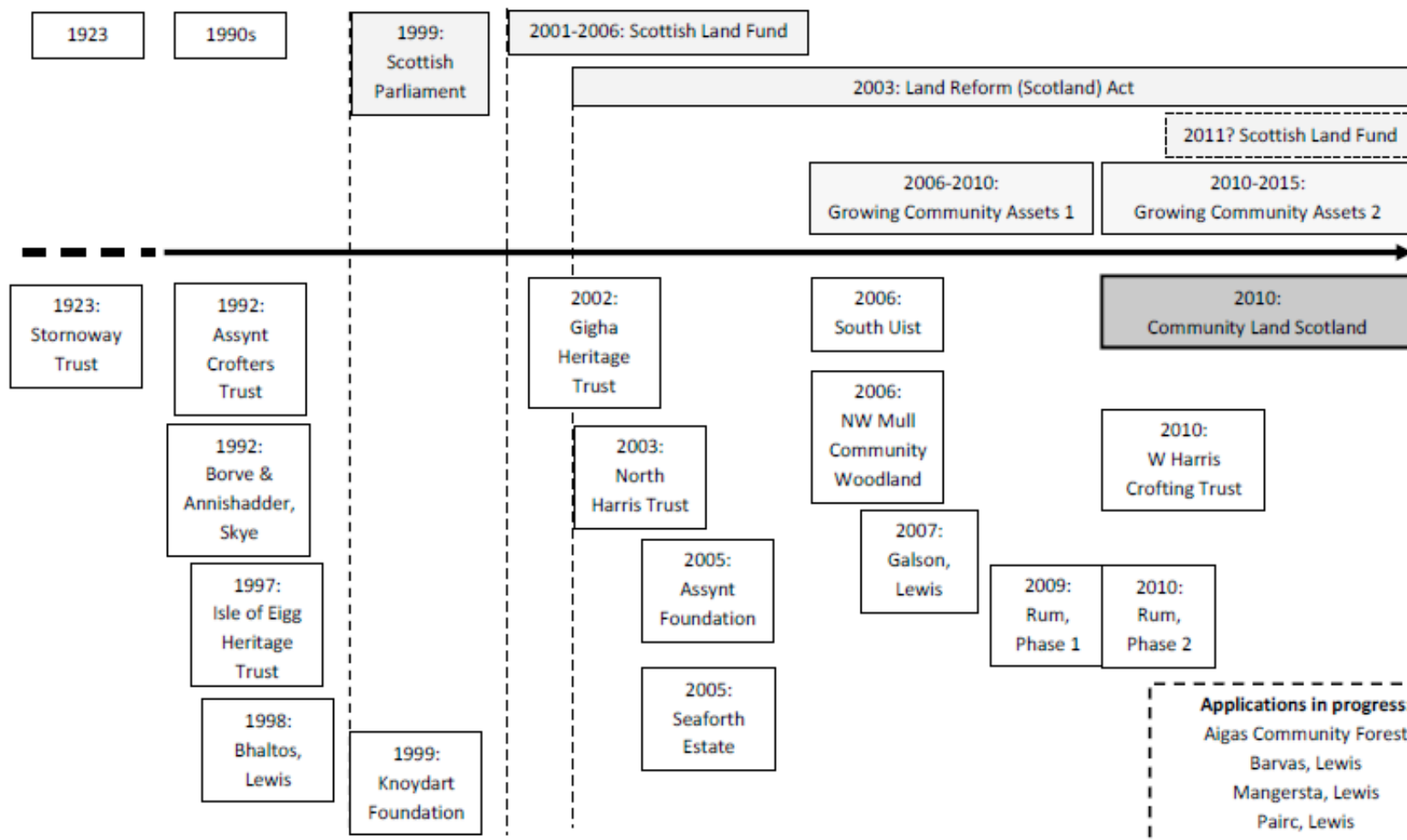


- Where communities buy the land and assets they live on, from a private or Government owner



When and Why?

Timeline of major community land purchases plus policies and funding streams



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



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
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The James
Hutton
Institute



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.



VIBRANT RURAL COMMUNITIES

Governance and decision-making
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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.



CONTRACT FOR THE

PROVISION OF AN AYRSHIRE RURAL ACTION PLANNING
PROGRAMME

TO

SOUTH AYRSHIRE COUNCIL
EAST AYRSHIRE COUNCIL
NORTH AYRSHIRE COUNCIL

sedc

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...

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

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