The White Paper for Rural Scotland. Does Prospect lie in Retrospect?

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• ‘The charm of history and its enigmatic lesson consist in the fact that, from age to age, nothing changes and yet everything is completely different.’ Aldous Huxley
Structure of Talk

- Beginnings
- Key themes
- Initial reaction
- Life after the White Paper
- Legacies?
- Lessons learnt
Rural Policy Timeline

• 1992 Rural Framework
• 1995 Rural White Paper: People, Prospects, Partnership
• 1998 Rural Development: A Framework
• 2000 Rural Scotland: A New Approach
• 2007 Rural Scotland: Better Still, Naturally
• 2007 National Performance Framework
Where did it come from?  
The Rural Framework 1992

<table>
<thead>
<tr>
<th>Community Involvement</th>
<th>• Participation</th>
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<tr>
<td></td>
<td>• Re-establish in communities</td>
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<td>• Quality services to produce quality products</td>
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<td>• Retain profits and benefit communities</td>
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<td>• By agencies improving partnership working</td>
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<td>• Effective Service Delivery</td>
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<td>• Remoteness is an asset if these can be developed</td>
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<td>• A strong place in Europe to exploit</td>
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<tr>
<td></td>
<td>• Protecting ourselves and future generations</td>
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<td>Local Added Value</td>
<td>Urban communities</td>
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<td>Effective Service Delivery</td>
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<tr>
<td>Network &amp; Communications</td>
<td>• A strong place in Europe to exploit</td>
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<tr>
<td>Sustainability</td>
<td>• Protecting ourselves and future generations</td>
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Rural Framework

- "the realisation that tackling rural issues in a sectoral manner does not work“

- "Much that we propose requires good will rather than money".
White Paper

• After process of consultation (led by Rural Focus Group) The Scottish Rural White Paper (People, Prospects, Partnership) was published in December 1995

• Two key features
  – Statement of overall aims of rural policy in single document
  – Setting up of new machinery to encourage a more widely based partnership approach to rural development
What did it say

• The Government's Policies for the Rural Communities of Scotland
• We will work in partnership and within the objectives of sustainable development to enable rural Scotland to be:
  – economically prosperous, with a range of job opportunities which will enable those who live in rural communities, native or newcomer, to enjoy worthwhile ways of life.
  – vigorous in its community life supported by good local infrastructure and quality services.
  – culturally confident, cherishing local traditions and distinctive ways of life, and able to adapt to and benefit from changing circumstances.
  – able to protect, conserve and enhance its outstanding natural environment.
## People Prosperity and Partnership 1995: Detail

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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<tbody>
<tr>
<td>Scottish Rural Partnership</td>
<td>• Encourage strategic &amp; local co-operation</td>
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<tr>
<td>Affordable Housing</td>
<td>• Improve choice, supply &amp; quality = grants</td>
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<tr>
<td>Health</td>
<td>• Needs assessment, Scottish Rural Practices Fund</td>
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<tr>
<td>Village Shops &amp; POs</td>
<td>• Rates relief, better joint use of local facilities</td>
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<tr>
<td>Simplifying Designations</td>
<td>• Confusion – reduce burden</td>
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<tr>
<td>Guidance</td>
<td>• Rural development guides / business / employment / community</td>
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People Prosperity and Partnership 1995: Detail

**The “Scottish House”**
- To address unsympathetic housing development

**Agri-Environment**
- Best practice guides – Pesticides, Pollution, etc.
- Support for FWAG & SAC advice / research

**Indicative Forestry Strategies**
- Review to improve usefulness

**Rural Business Units**
- Taxation review (increased diversification)

**Woodlands**
- Improve native woodland management & community participation
People Prosperity and Partnership 1995: Detail

**Travel**
- Improve accessibility – improved road network, innovative forms of transport – lifeline services – improve public transport provision

**ICTs**
- Improved services to non H&I rural areas – teleworking

**Rural Services Charter Checklist**
- Ensuring needs of rural people are met

**Scotland’s Coast**
- Discussion paper / managing & controlling development pressures

**Salmon**
- Strategy to improve management of salmon stocks / Guidance on fish farming and the environment.
Partnerships

• The Scottish Rural Partnership

• Three main components:
  – Local Rural Partnerships (LRPs)
  – Scottish National Rural Partnership (SNRP)
  – Scottish Rural Partnership Fund.
LOCAL RURAL PARTNERSHIPS

• a basis for promoting local input into decisions affecting their area
• to encourage local people to undertake their own projects and initiatives for their area.
• to put the needs and priorities of rural communities first
• Government agencies, local authorities, the voluntary and private sectors, and other representatives of the community and community groups, to work together in an integrated way.
• they should reflect local circumstances
The SNRP was established to act as an interface between national government and local rural partnerships. Comprised of Scottish Executive (Rural Affairs), Government Agencies, National organisations and voluntary organisations with a rural interest.

The tasks outlined in the White Paper:

- provide support and advice to LRPs
- encourage and co-ordinate the establishment of LRPs
- advise Ministers on disbursement of the Scottish Rural Partnership Fund
- review progress towards the overall aims of rural policy
- sponsor and oversee a programme of research on good practice in local rural development.
“Its focus is clearly on local rural development, particularly the need for greater community involvement in a grass roots approach to development issues, and the partnership approach seeks to build further on the integrated approach to rural development which the administrative structure of the Scottish Office enables”. John Randall Scottish Office 1996
What was written at the time

• ‘By setting out, for the first time, an overall statement of the aims of government rural policy in Scotland, the White Paper also provides a framework through which a more integrated approach to policy development can be pursued in future.’ John Randall Scottish Office 1996
Reviews at the time

• Lack of Strategic thinking
• Lack of vision (land and environment)
• Gap between the statement of policy aims and the mechanisms for delivering them
• Catalogue of already ongoing initiatives
• Lack of recognition of role of Europe
• Glossing over of problems facing rural Scotland
• Lack of dealing with policy tensions

Sources Bryden and Mather (1996); Lowe (1996)
What happened afterwards

- 1997 Change in UK Government
  - 1998 Rural Development: Framework

- 1999 Devolution
  - 2000 Rural Development: A New Approach
  - 2007 Rural Development: Better Still Naturally

- 2007 Change in Scottish Government
  - 2007 National Performance Framework
• **Key Principles:**
  – **Rural Scotland should not be set apart**
  – the rural strategy should reflect rural diversity
  – emphasis on integration
  – emphasis on community involvement
• **Key Decision-Making and delivery mechanisms:**
  – Scottish Parliament (medium-long-term)
  – Rural Agenda Steering Group
  – National Rural Partnership
  – Strategic rural partnerships with responsibility (under the leadership of local authorities) to create rural development strategies
  – Community partnerships
We want to work together to create a rural Scotland:

– Integral to Scotland's success, dynamic in harnessing its traditional strengths, and with an appetite for change.
– Providing opportunity for our young people - so they don't have to leave to get on.
– Offering a high quality of life to all its citizens, with access to services.
– Sustaining and making the most of its natural and cultural heritage.
• Identifies the following key policy targets:
  – the need to diversify and grow the rural economy;
  – to make the most of the natural, built and cultural heritage;
  – to improve and sustain key services;
  – and to promote and support rural communities.
Continuation of Objectives

1995

- Economically prosperous, with a range of job opportunities which will enable those who live in rural communities, native or newcomer, to enjoy worthwhile ways of life.

2000

- Integral to Scotland's success, dynamic in harnessing its traditional strengths, and with an appetite for change.

- The need to diversify and grow the rural economy;

2007

- Vigorous in its community life, supported by good local infrastructure and quality services.

- Offering a high quality of life to all its citizens, with access to services to improve and sustain key services;

- Culturally confident, cherishing local traditions and distinctive ways of life, and able to adapt to and benefit from changing circumstances.

- Providing opportunity for our young people so they don't have to leave to get on.

- Able to protect, conserve and enhance its outstanding natural environment.

- To make the most of the natural, built and cultural heritage;
Rural not in isolation

- Have subsequent strategies addressed criticisms of White Paper?
- Not only development of rural strategies during this time
  - Economic Development
  - Social Inclusion
  - Sectoral Strategies
- Policy Tension: Is rural really different?
- Culminating in National Performance Framework
## National Performance Framework

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Target</th>
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<tr>
<td>Economic Growth</td>
<td>To raise the GDP growth rate to the UK level by 2011</td>
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<td>To match the growth rate of small independent EU countries by 2017</td>
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<td></td>
<td>To place the UK in the top quartile for productivity amongst our key trading partners in the OECD by 2017</td>
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<td>Participation</td>
<td>To increase labour market participation as the UK goal was 2017, 2022 and 2027, and to close the gap with the OECD level by 2027</td>
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<td>Population</td>
<td>To achieve zero population growth over the period 2001-2021 and 2011 suitable for a healthy working life expectancy in the UK</td>
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<td>Solidarity</td>
<td>To increase overall income earned by the three lowest income groups by 2027</td>
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<tr>
<td>Cohesion</td>
<td>To narrow the gap in participation between the poorest and the best performing regions by 2017</td>
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<tr>
<td>Sustainability</td>
<td>To reduce emissions over the period to 2011</td>
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<td>To reduce emissions by 80 per cent by 2050</td>
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Where we are now?

- Overarching strategy
- Cross-cutting strategies
- Sectoral strategies
- How consistent are they?
- Addressing Trade-offs
- Land Use Summit
Was the White Paper successful?

- Number of possible ways of evaluating this
- Simple existence is enough
- Success of individual initiatives
  - mixed picture – SNRP, LRP
- Success in solving the key challenges facing rural Scotland
  - Many remain as highlighted by OECD

Source: SNH
1. “There is still a significant divide between remote and accessible rural areas with regions facing serious challenges in terms of ageing, outmigration, poor economic performance and access to modern services”;

2. “… the analysis of rural Scotland reveals a high degree of spatial heterogeneity, calling for a flexible policy, tailored to the opportunities and needs of different places”;

3. “Scotland’s approach to rural policy is innovative and rapidly evolving, but is still suffering from a sector-by-sector focus” with “weak integration of rural, regional and sectoral policy design… and a complex, segmented delivery system at both national and local levels”;

4. “Centralisation and the lack of adequate bottom-up participation to rural policy hamper the design of measures adapted to the different parts of rural Scotland”;

5. “Scotland needs a distinct, integrated rural development policy with a decentralised, area-based delivery system… a stronger co-ordination of sector and territorial policies… and reinforced partnership, place-tailored approaches”.

Conclusions: Lessons from Scotland might be:

• Having a White Paper in its self does not guarantee success
• Need mechanisms, resources, resolve to address issues such as
  – Potential conflicts in rural areas
  – How to get effective participation
• Is it a failure of government, communities or research that we haven’t resolved the issues or is it that the problems are intractable and the result of the natural order of things?