

Rural Policy Centre



Scottish research into the lessons for rural areas from place- based policies

Jane Atterton
(and Andrew Copus
and Ruth Wilson,
James Hutton Institute)



Rural England Meeting, November
2018

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

SG Strategic Research Programme 2016-21



- Work Package 3.4 Communities and Wellbeing
- Contains four Research Deliverables (RDs)
 - **RD 3.4.1: Demographic change in remote areas**
 - **RD 3.4.2: Place-based policy and its implications for policy and service delivery**
 - RD 3.4.3: Rural landscape and community wellbeing
 - RD 3.4.4: Local assets, local decisions and community resilience

<https://www2.gov.scot/Topics/Research/About/EBAR/StrategicResearch/strategicresearch2016-21/srp2016-21>



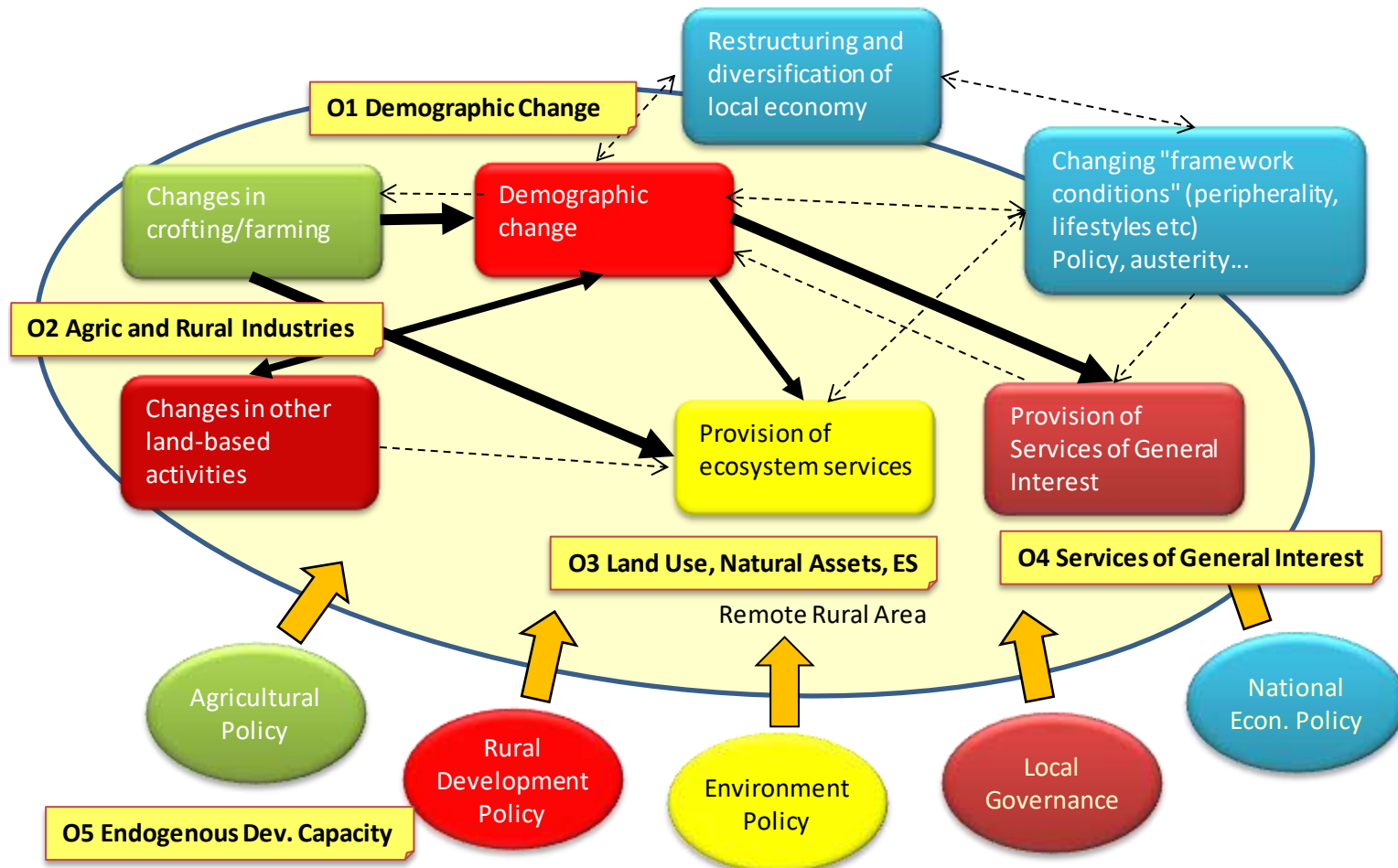
Demographic Change in Remote Areas



Key research question:

What are the links between trends in farming/crofting/key rural industries and population change, and how do these affect the provision of ecosystem services, and threaten the resilience of rural communities?

The project



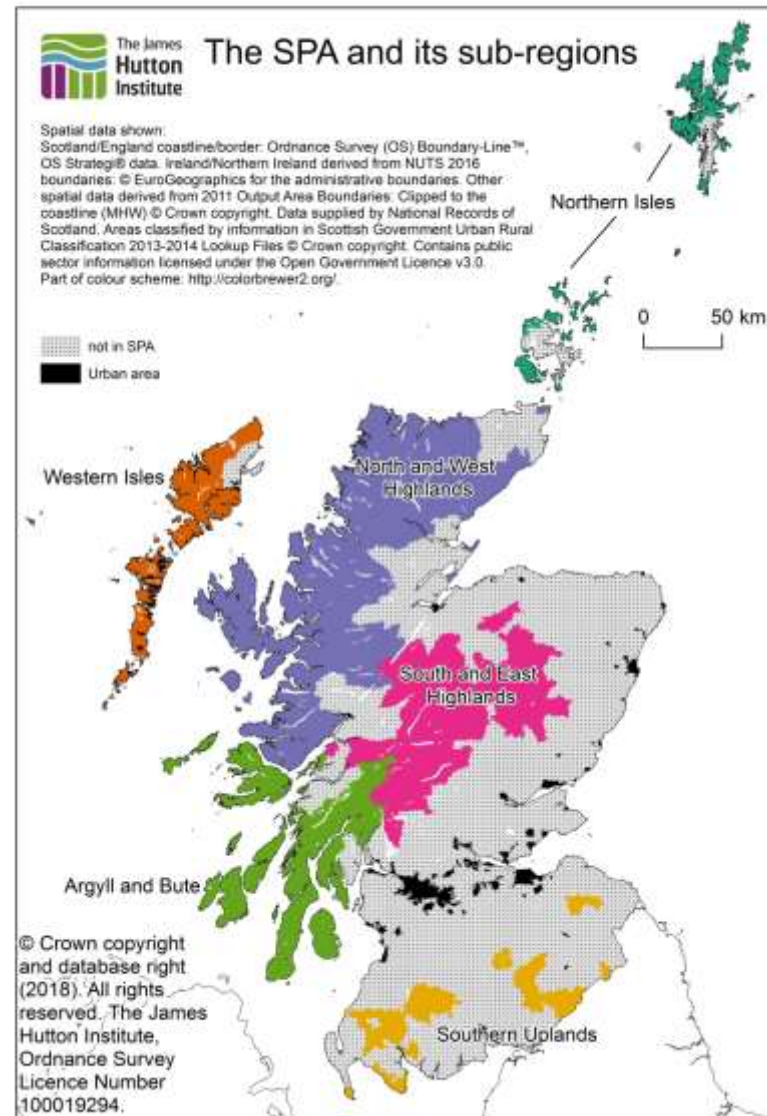
How we defined the Scottish SPA



The James
Hutton
Institute

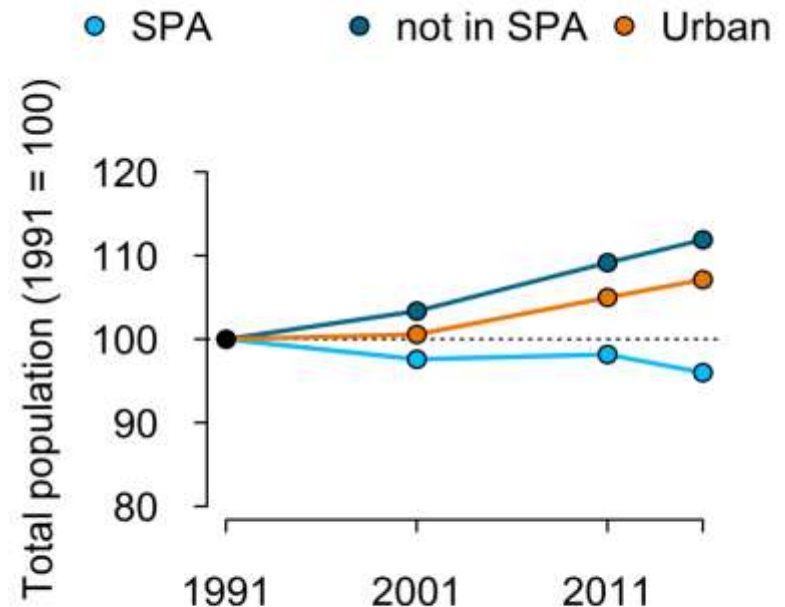
Scottish Sparsely Populated Areas (SPA)

- Output areas from which less than 10,000 people can be reached within 30 minutes travel using roads and ferries
- 48.7% of the area of Scotland
- Population 135,000
- 2.6% of Scotland's population
- Divided into 6 sub-regions
- N.B. large parts of the Highlands and Islands outside SPA



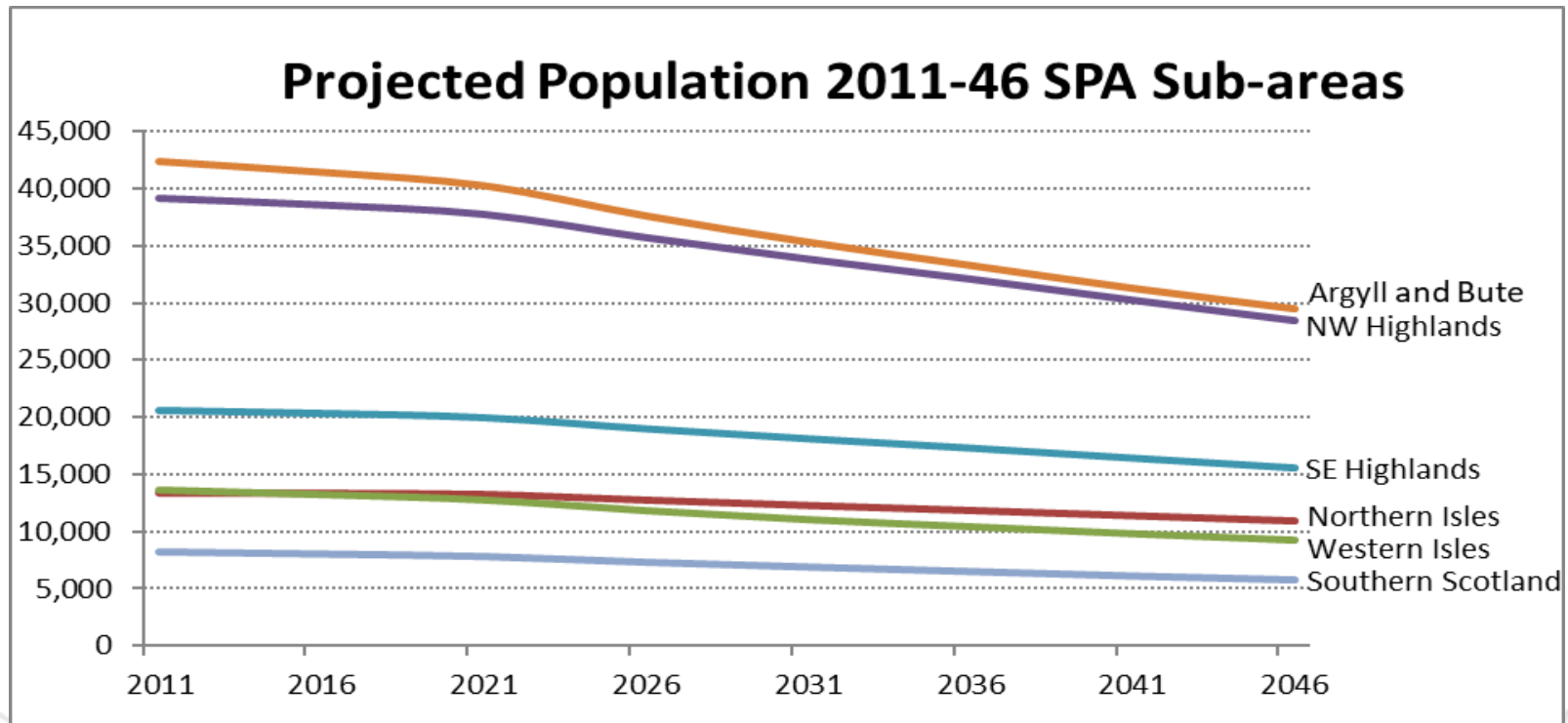
The Recent Demographic Narrative

- Long term decline throughout 20th century
- Brief reversal during early “noughties”
- Shrinkage resumed around 2008
- Non-SPA rural and urban have consistently positive trends



The future...

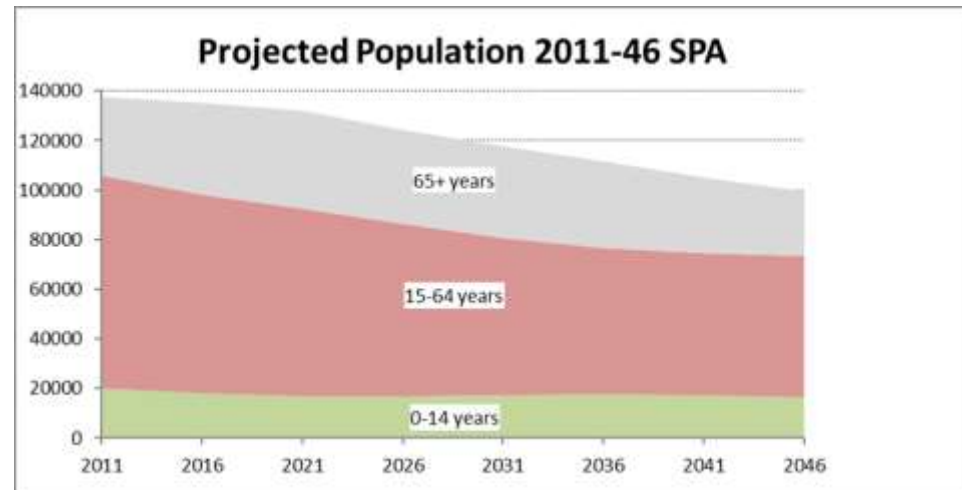
- NRS publish projections for Council Areas and SCAP areas
- PopGroup software uses a 1 year cohort model – small numbers in small areas...
- Therefore developed 5 year cohort model for small areas...
- “Business as usual” migration assumptions
- Finding: Total **SPA population predicted to shrink by 25%** by 2046



Age Structure

	Percentage Change 2011-2046				Dependency Rate	
	0-14	15-64	65+	All Ages	2011	2046
Northern Isles	-19	-26	2	-19	0.58	0.73
Western Isles	-21	-36	-28	-32	0.62	0.71
NW Highlands	-21	-35	-11	-28	0.58	0.76
SE Highlands	-21	-31	-9	-25	0.58	0.72
Argyll and Bute	-18	-34	-27	-30	0.63	0.73
Southern Uplands	-9	-35	-30	-30	0.62	0.73
Scottish SPA	-19	-33	-18	-28	0.60	0.74

- Shrinkage most rapid in the working age population (-33%)
- 0-14 declined by about -20%
- 65+ shrinks by 18%
- Dependency rates rising throughout SPA
- Western Isles most severe shrinkage
- N Isles least affected
- Recent migration legacy a key driver

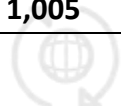
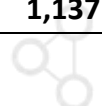
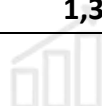
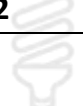
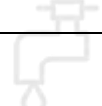


Can we do anything?

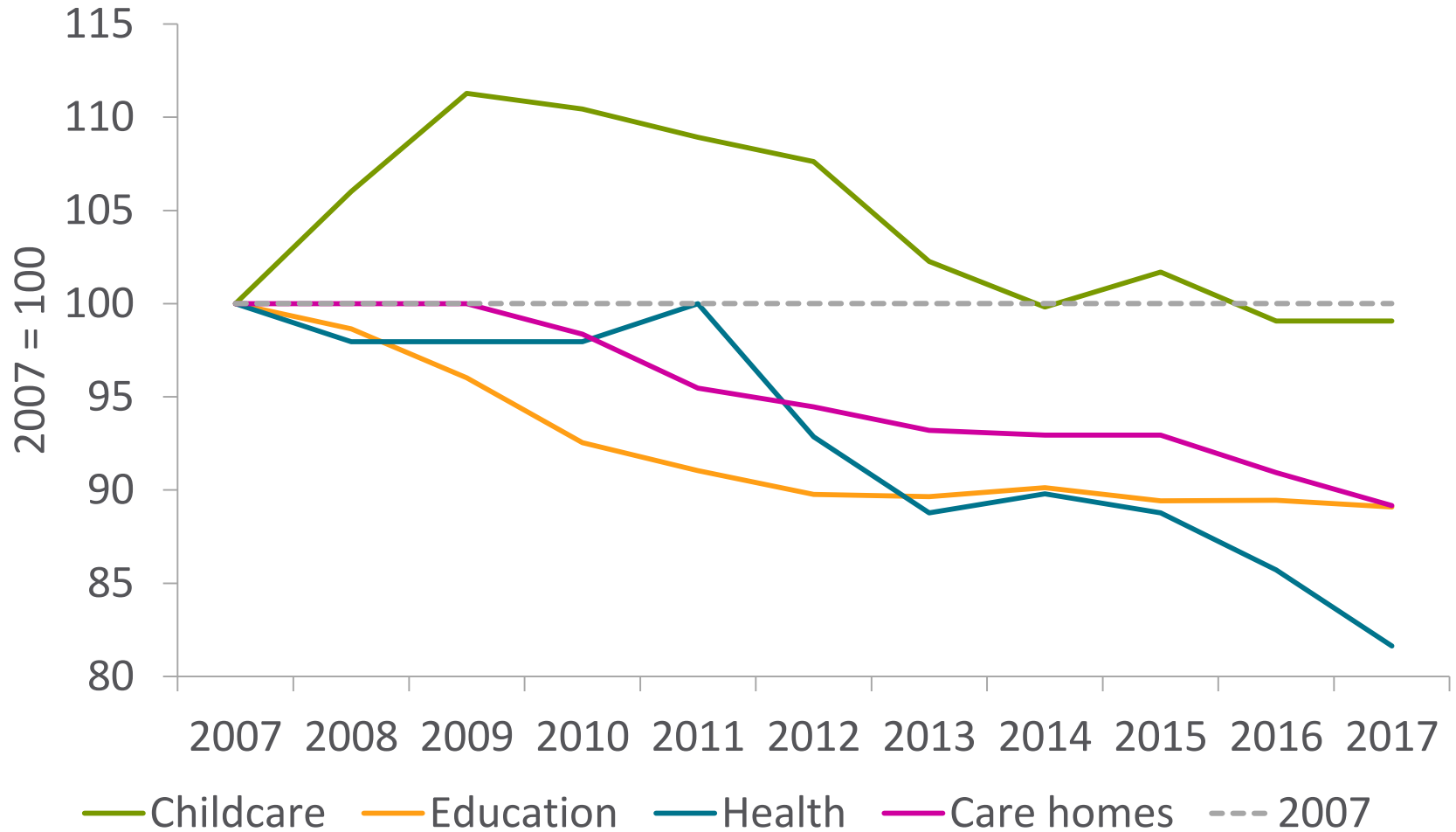
- Mitigation or adaptation? Rewilding or Repopulation?
- Populations change slowly – generational legacy effects
- Fertility and mortality rates cannot easily be changed
- Migration is the only lever...
- How much do we need? Is this realistic?
- Well-being/quality of life in the SPA will determine rates of migration
- Service provision is a key element of well-being
- Access to education in/from the SPA could have a significant impact on future population trends in the SPA

Annual net migration required to stabilise population at 2011 level...

	2011-15	2016-20	2021-25	2026-30	2031-35	2036-40	2041-46
	Persons						
Northern Isles	5	21	95	87	78	85	86
Western Isles	65	77	157	125	96	97	95
NW Highlands	112	151	374	333	304	333	335
SE Highlands	54	73	184	158	147	161	163
Argyll and Bute	159	189	445	357	308	308	276
Southern Uplands	37	42	93	77	71	74	66
Scottish SPA	432	553	1,348	1,137	1,005	1,058	1,021

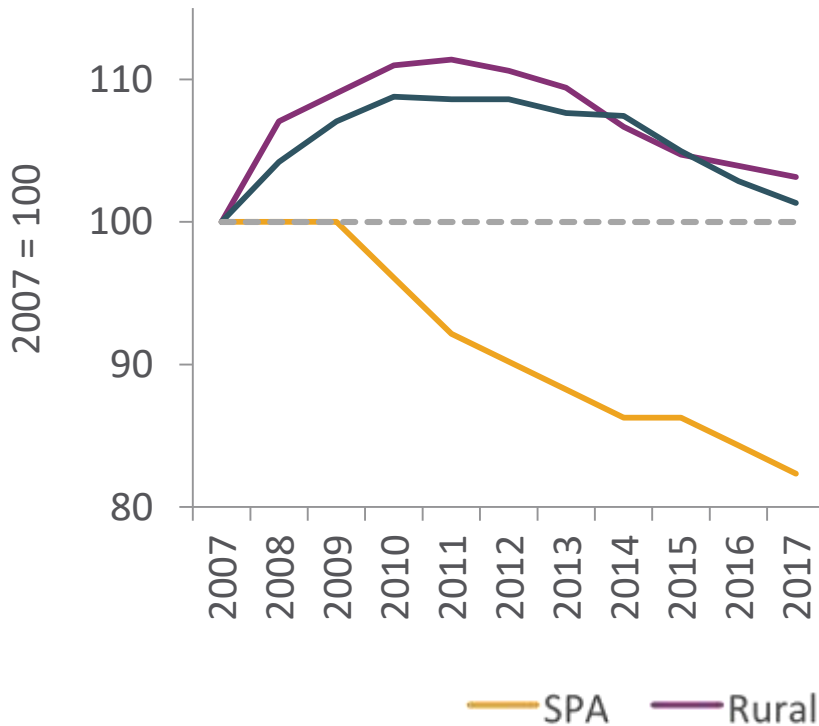


Service provision: Sparsely Populated Areas

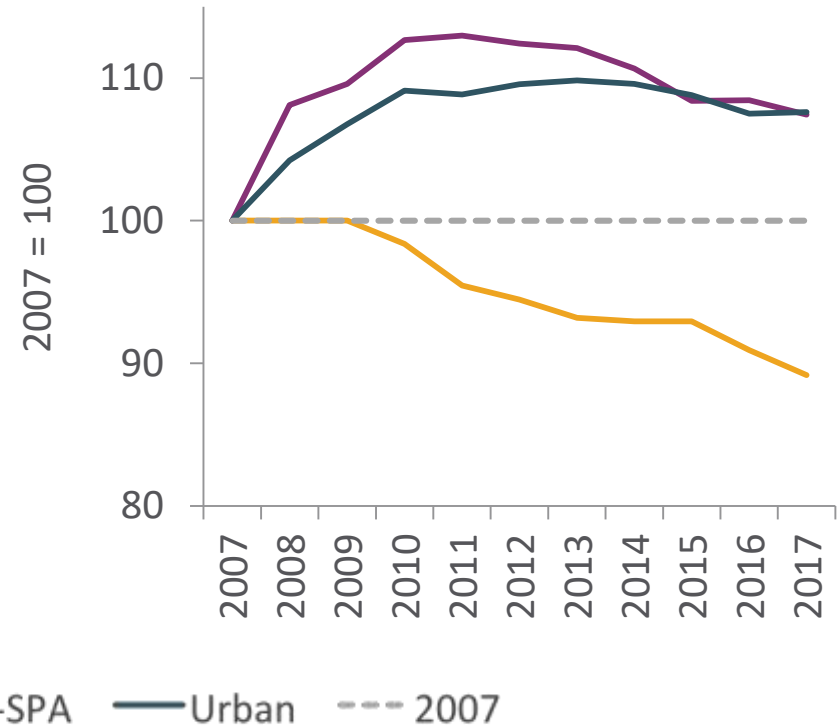


Care for Older People: Analysis

Number of care homes



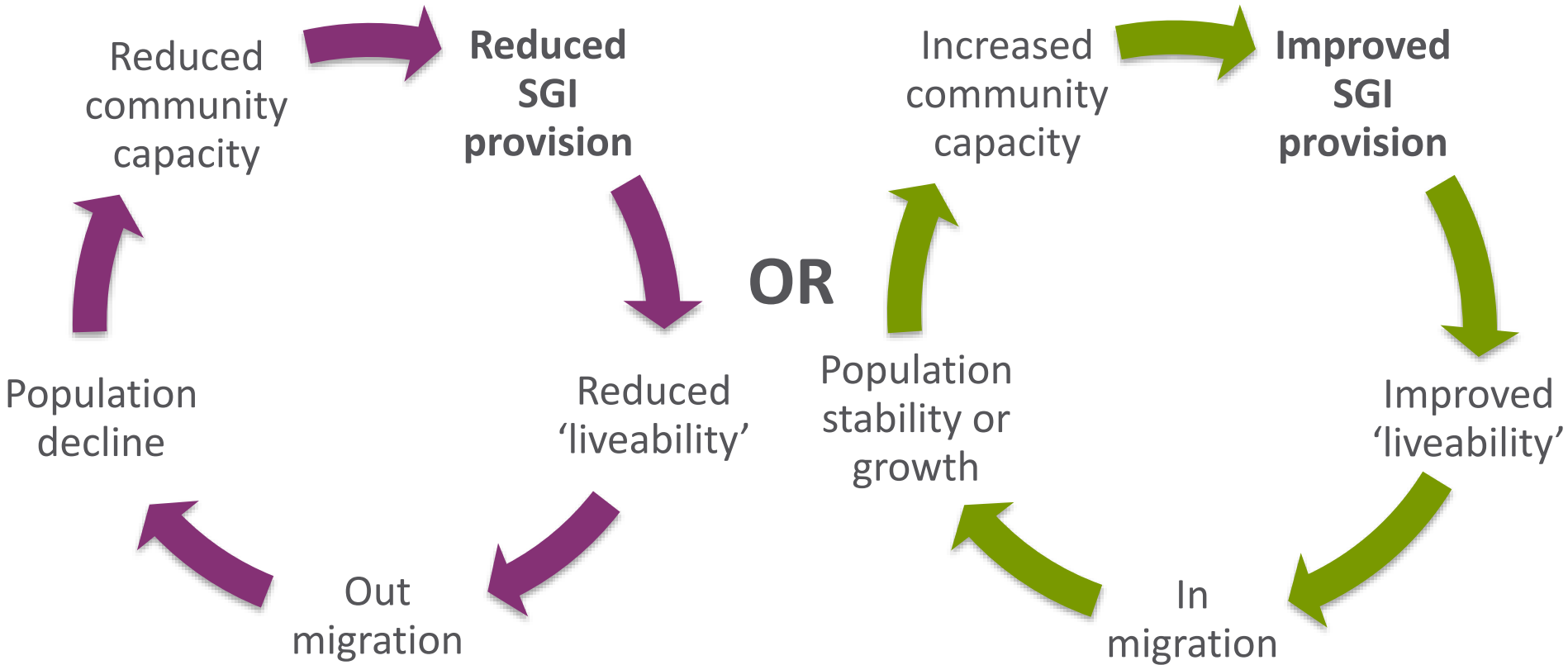
Capacity of care homes



Data source: Care Inspectorate



SGIs and Demographic Change in Remote Areas



=> How can we activate and nurture virtuous cycles of improvement in remote areas?

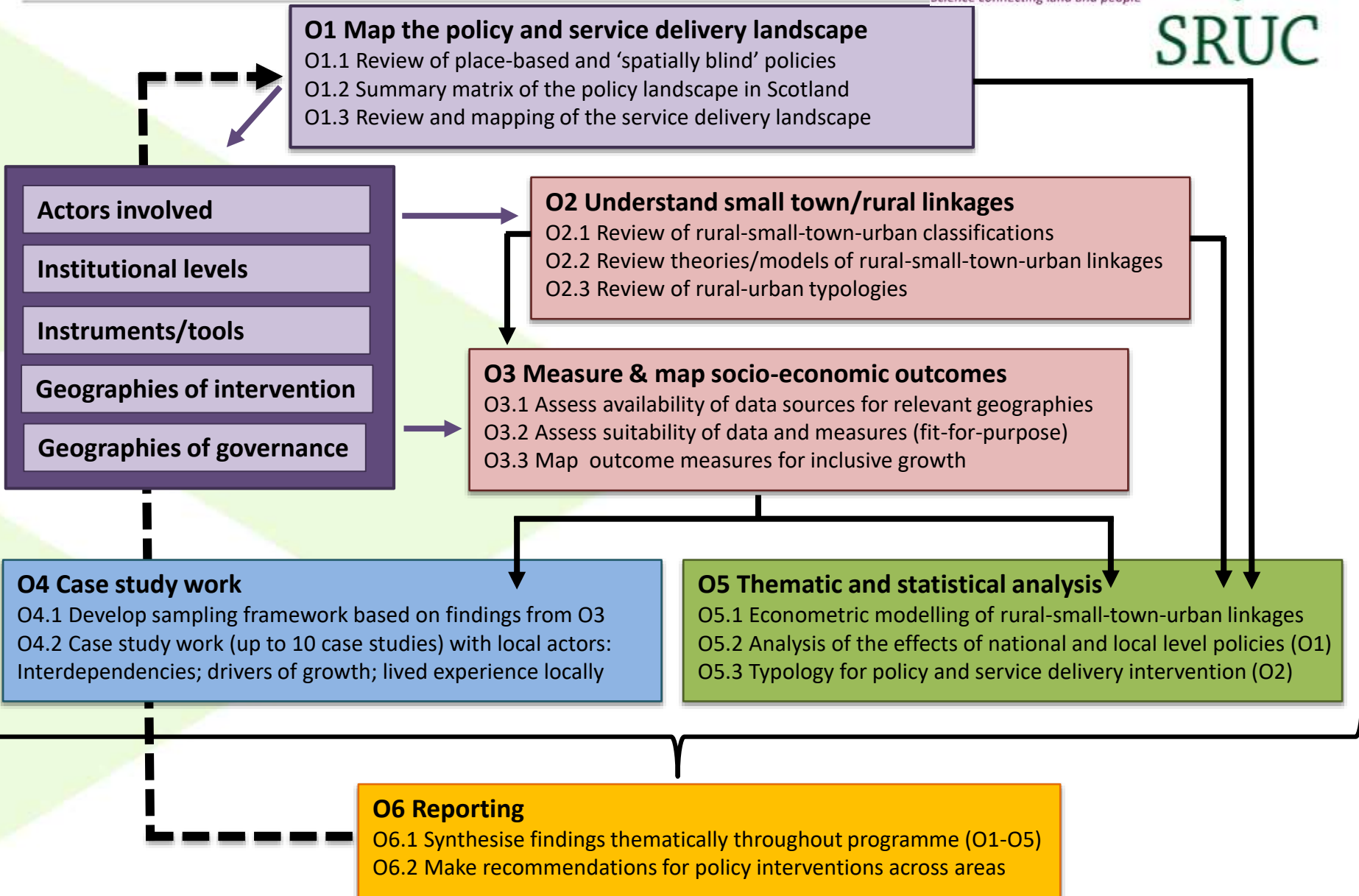


Place-based policy and its implications for policy and service delivery



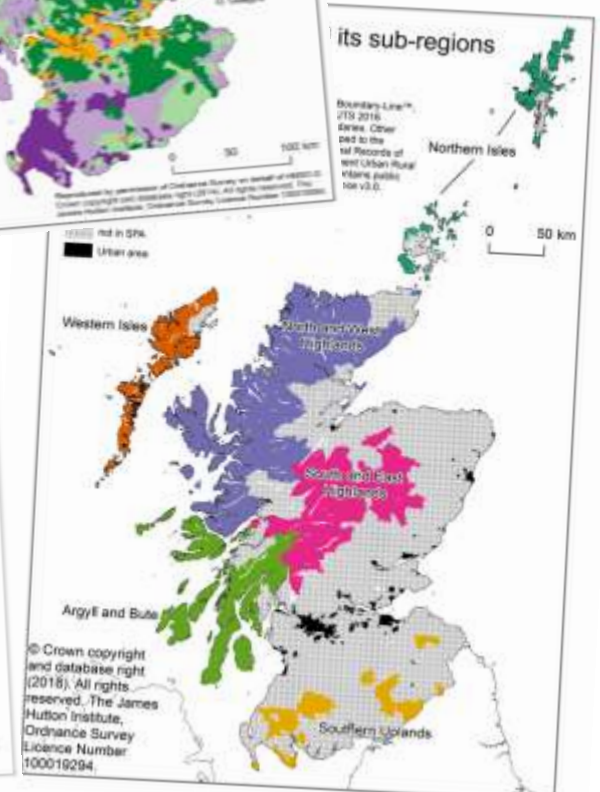
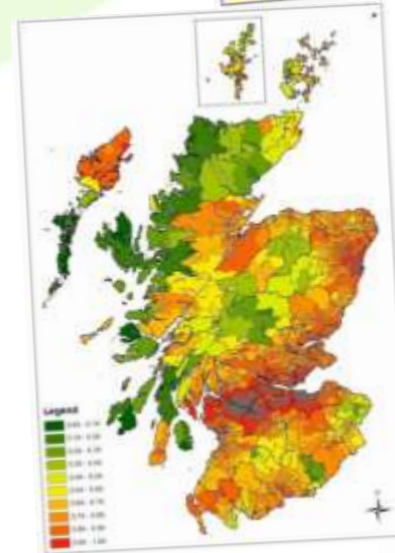
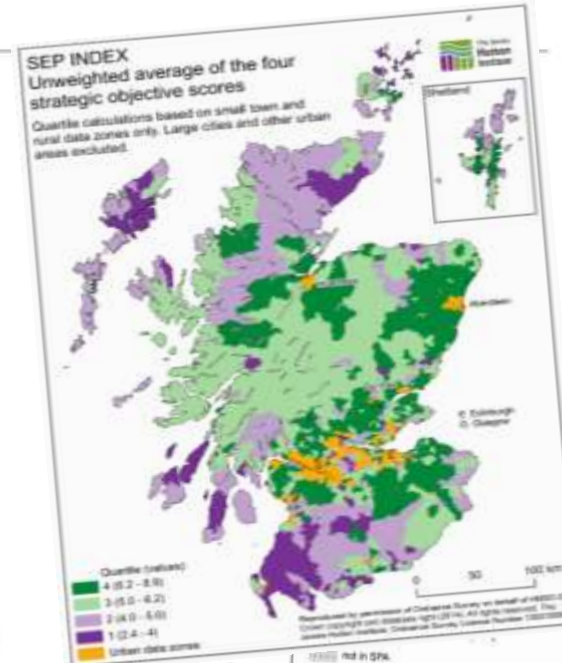
Key research question: Can place-based policies address differences in economic performance and social outcomes in Scotland's rural areas and small towns?

The Project



The background

- Evidence of rural diversity
- Evidence of persistent (and growing) socioeconomic inequalities
- Rural-urban flows/interactions



What is place-based policy? What are the implications for rural areas?



Place-based policy approaches and rural Scotland¹

Jane Atterton²

Rural Policy Centre, SRUC (Scotland's Rural College)

March 2017



Scottish Government
Riaghaltas na h-Alba
gov.scot

¹ This paper was funded by the Rural and Environment Science and Analytical Services Division of the Scottish Government. It has been written as part of joint work undertaken by SRUC and the James Hutton Institute in Research Deliverable 3.4.2: Place-based policy and its implications for policy and service delivery (in Work Package 3.4 Communities and Wellbeing) of the Scottish Government Rural Affairs and Environment Portfolio Strategic Research Programme 2016-21.

² Dr Jane Atterton is Manager and Policy Researcher in SRUC's Rural Policy Centre and leads the delivery of Research Deliverable 3.4.2 on place-based policy and service delivery for which this paper is a deliverable. For more information, please contact Jane (jane.atterton@sruc.ac.uk).

What is place-based policy?

- OECD New Rural Paradigm and Rural Policy 3.0
- EC (Barca report – contrast to Sapir Report)
- Public service reform agenda in Scotland

What are the implications for rural?

- Specific rural service delivery challenges
- Scale of place
- Evidence base
- Varied community capacity to engage
- Chance to demonstrate rural opportunities not just challenges and needs

But... what exactly is place-based policy?



What Exactly is Place Based Rural Policy?

In November, the Scottish Rural Parliament will meet in Stranraer, Dumfries and Galloway. Across the range of talks and exhibits, the theme is "Taking Action." In the lead-up to this meeting, we will be publishing two blogposts about place-based rural policy. The first of these is written by Andrew Copus, James Hutton Institute and Jane Atterton, the Rural Policy Centre, SRUC, who start off by explaining what exactly is place based rural policy.

The term "place-based" is often bandied about in a rural policy context these days. As with all fashionable terminology, it tends to mean different things to different people. In recent Scottish policy documents, it is often used to describe coordination between different policy actors, within a specific geographical area. Probably the best example of this is [Community Planning Partnerships](#) (CPPs), which were originally set up after the 2007 Concordat between the Scottish Government and [COSLA](#), and recently revised under the Community Empowerment (Scotland) Act 2015. The CPPs were, in part, a response to repeated criticism of the policy landscape in Scotland as [complex and crowded](#) – with a profusion of different actors, each with different geographical structures, and too often controlled from headquarters in the Central Belt. In this context, CPPs promote strategic coherence between public sector actors within each of the Council Areas, and require the engagement of communities, and in doing so reflect local needs and potentials.

Spatially blind versus place-based approaches

In an academic context, most rural and regional development analysts would be aware that the term "place-based" owes its origin to a debate which took place within the context of European Cohesion (regional) policy during the first decade of this century. The two key protagonists in the debate were the Belgian Andre Sapir, who is associated with the concept of "spatially blind" policy, and the Italian Fabrizio Barca, whose 2009 report set EU Cohesion policy on the "place-based" path that it has stuck to ever since.

- Spatially blind v place-based approaches
- SRDP and rural mainstreaming
- Bottom-up community development and Community Planning Partnerships ('territorial governance')
- Need to better link the two
- What evidence-base is required?

1995-2002

2003-2007

2007-2011

2011-16

2016-21

1992 Rural Fwk
1995 Ppl., Pros. P'hip
1998 Rural Devt. Fwk.
2000 Rural Scot. A New App.

2003 Rural Scotland: Taking Stock

2007 Rural Sc: Better Still Nat

2008 OECD Review of Rural Policy in Scotland

2010 Speak up for Rural Scotland

2011 Our Rural Future

2014 Rural Parl 1

2016 Rural Parl 2

2018 Rural Parl 3

1998-2001 IATE1

2003 Inq. Integ Rural Devt and Cab Sub-Comm RD

2007 Rural Advocacy in Sc (SCC)

2008 RDC established

2012 Sc Land Fund

2015 Comm. Emp. (Scotland) Act

2016 Land Reform (Scotland) Act

2017 NCRA est.; 2018 final report

1981-99 Rural Forum

2004-2007 IATE2

2008 Delivering for Remote and Rural Healthcare

2011-16 Land Use Strategy

2016-21 Land Use Strategy

2018 Islands (Scotland) Bill

2000 Fwd Strat for Sc Ag

2003 Land Reform (Sc) Act

2006 Fwd Strat for Sc Ag

2018 Future of Sc. Ag.

2018 Ag Champs Rep

European Structural Funds, INTERREG, Marine and Fisheries Fund

2000-2006 SRDP

2007-13 SRDP

2014-20 SRDP

2001 A Smart Succ Scotland

2004 Fwk for Ec Devt in Scotland

2005 A Smart Succ Scotland – H&I

2007 Council of Ec Advisors

2011 Sc Cities Alliance

2014 3rd NPF

2016 Ent. & Skills Rev.

2017 SoS Ec P'ship

2017-8 CR Deals

2016 Agenda for Cities

2017 Ent & Skills Strategic Board

2018 Rural Skills Action Plan

2016 Soc Ent Strat

1991+ HIE and Scottish Enterprise

2007+ SG Purpose and NPF; Annual Programmes for Government

2007+ Economic Strategy (2007, 2011, 2015)

1909-99 RDC

1999-2006 Countryside Agency

2006-2013 Commission for Rural Communities

2015 UK Productivity Plan

2017 UK Industrial Strategy

2018 Health & Harmony Con. and Agric Bill

2000 Rural White Paper and commitment to rural proof

2002 Rural Services Standard

2006 A Fwk for City Regions

2011 UK Rural Growth Review

2013 UK Strat for Agri Tech

2015 UK Rural Productivity Plan

Key principles for future rural policy in Scotland



- A more **positive** narrative
- A **networked** approach
- Need for an accurate, up-to-date **evidence** base
- An **integrated** approach
- Rethinking the value of **rural proofing**
- Taking a **place-based** approach to policy
- Strengthening rural **communities**
- Recognising the **diversity and breadth** of activities in rural Scotland
- Placing **rural at the forefront** of opportunities and challenges
- Acknowledging and strengthening rural-town-urban **linkages**



Acknowledgements



Scottish Government Rural Affairs and the Environment
Portfolio Strategic Research Programme 2016-2021

*Research Deliverable 3.4.1 Demographic change in
remote areas*

*Research Deliverable 3.4.2 Place-based policy and its
implications for policy and service delivery*



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