

Rural community resilience: a shared responsibility?

Prof Sarah Skerratt



@sarah_skerratt

Director of Policy Engagement.

Scotland's Rural College (SRUC)

Outline of my presentation



1. Community resilience
2. Policy pressures and lived experience
3. Who is responsible?
4. Concluding thoughts for discussion

“Community resilience”:

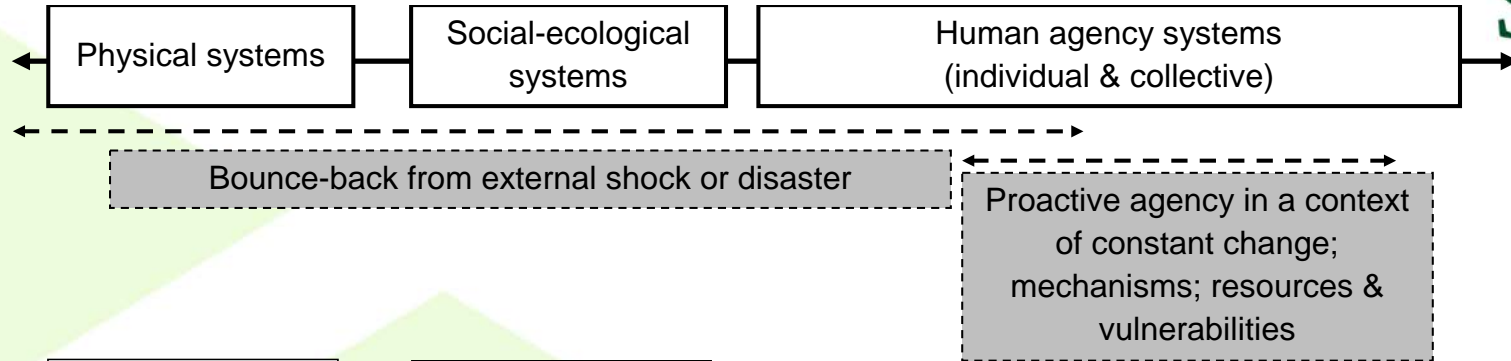


- The term has become **more popular**: in research and particularly in national policies.
- It is seen as a key route towards **sustainable rural development**.
- Resilience is seen as a **positive quality** which communities should reach for.
 - **desirable** and increasingly **necessary**,
 - especially with less public sector resources and greater national and international uncertainties.

What is “community resilience”?



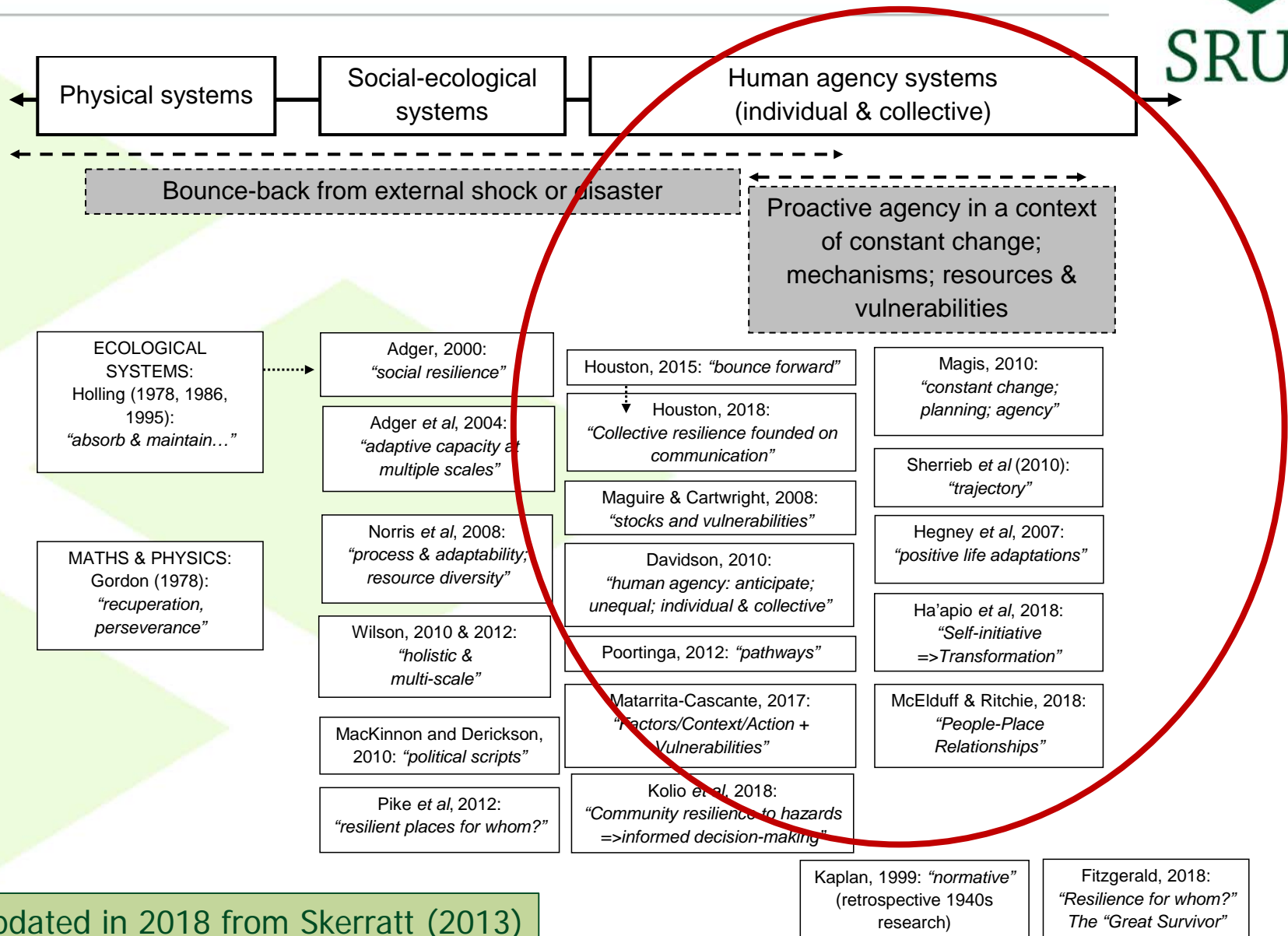
“Resilience” 1978-2018



<p>ECOLOGICAL SYSTEMS: Holling (1978, 1986, 1995): “absorb & maintain...”</p>	Adger, 2000: “social resilience”	Houston, 2015: “bounce forward”	Magis, 2010: “constant change; planning; agency”
	Adger et al, 2004: “adaptive capacity at multiple scales”	Houston, 2018: “Collective resilience founded on communication”	Sherrieb et al (2010): “trajectory”
<p>MATHS & PHYSICS: Gordon (1978): “recuperation, perseverance”</p>	Norris et al, 2008: “process & adaptability; resource diversity”	Maguire & Cartwright, 2008: “stocks and vulnerabilities”	Hegney et al, 2007: “positive life adaptations”
	Wilson, 2010 & 2012: “holistic & multi-scale”	Davidson, 2010: “human agency: anticipate; unequal; individual & collective”	Ha'apio et al, 2018: “Self-initiative =>Transformation”
	MacKinnon and Derickson, 2010: “political scripts”	Poortinga, 2012: “pathways”	McElduff & Ritchie, 2018: “People-Place Relationships”
	Pike et al, 2012: “resilient places for whom?”	Matarrita-Cascante, 2017: “Factors/Context/Action + Vulnerabilities”	
		Kolio et al, 2018: “Community resilience to hazards =>informed decision-making”	
		Kaplan, 1999: “normative” (retrospective 1940s research)	Fitzgerald, 2018: “Resilience for whom?” The “Great Survivor”

Updated in 2018 from Skerratt (2013)

“Resilience” 1978-2018



Human agency in community 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 unpacked [1/3]



- Communities live in a context of **disruptive change** (rapid or slow burn)
- Communities and individuals have varying degrees of control or “**agency**” over what happens.
- Resilience is a **process**, where positive resources are balanced with vulnerabilities. “**Human agency**” is key to this balancing act, with people being able to imagine, dream, plan, and make deliberate choices for their individual or collective futures.

Human agency unpacked [2/3]



- **General principles:**

- able to learn, adapt, reorganise and change;
- create a positive direction of travel;
- able to “bounce forward” creatively;
- function in the midst of crisis, mobilising community resources at multiple levels; and
- to collaborate with relevant stakeholders within and beyond the community.

Human agency unpacked [3/3]



- **Interlinked, supporting factors:**
 - social, economic and cultural capital;
 - natural, built, political and financial resources;
 - people-place connections;
 - values and beliefs;
 - knowledge, skills and learning;
 - social networks;
 - diverse and innovative economy;
 - leadership and community infrastructure;
 - equitable and sustainable resource use.

But let's remember...



1. Conventionally: “**bounce back from external shocks**” is used, rather than “**proactive human agency in a time of constant change**”.
2. Human agency is **unequally distributed**.
3. Communities of place have **unequal and asymmetrical** power relations
4. **Normative pressures... => =>**

Normative pressures



- “Resilience *has no meaning* except in relationship to **more, or less, desirable outcomes**. Resilience is defined either in terms of having approximated to **desirable outcomes** or having distanced oneself from **undesirable outcomes**” (Kaplan, 1999, p.30).
- So, we need to ask:
 - What are seen as the “desirable outcomes”?
 - Desirable for whom?
 - Who decides what is “desirable”?

Two significant emerging problems...



1. Normative pressures in policy:
 - a. Communities **should** be resilient

2. Lazy use – narrow expectations in policy:
 - a. **Reactive bounce-back** *rather than* proactive human agency

1. Normative pressures in policy

16 National Outcomes since 2007:



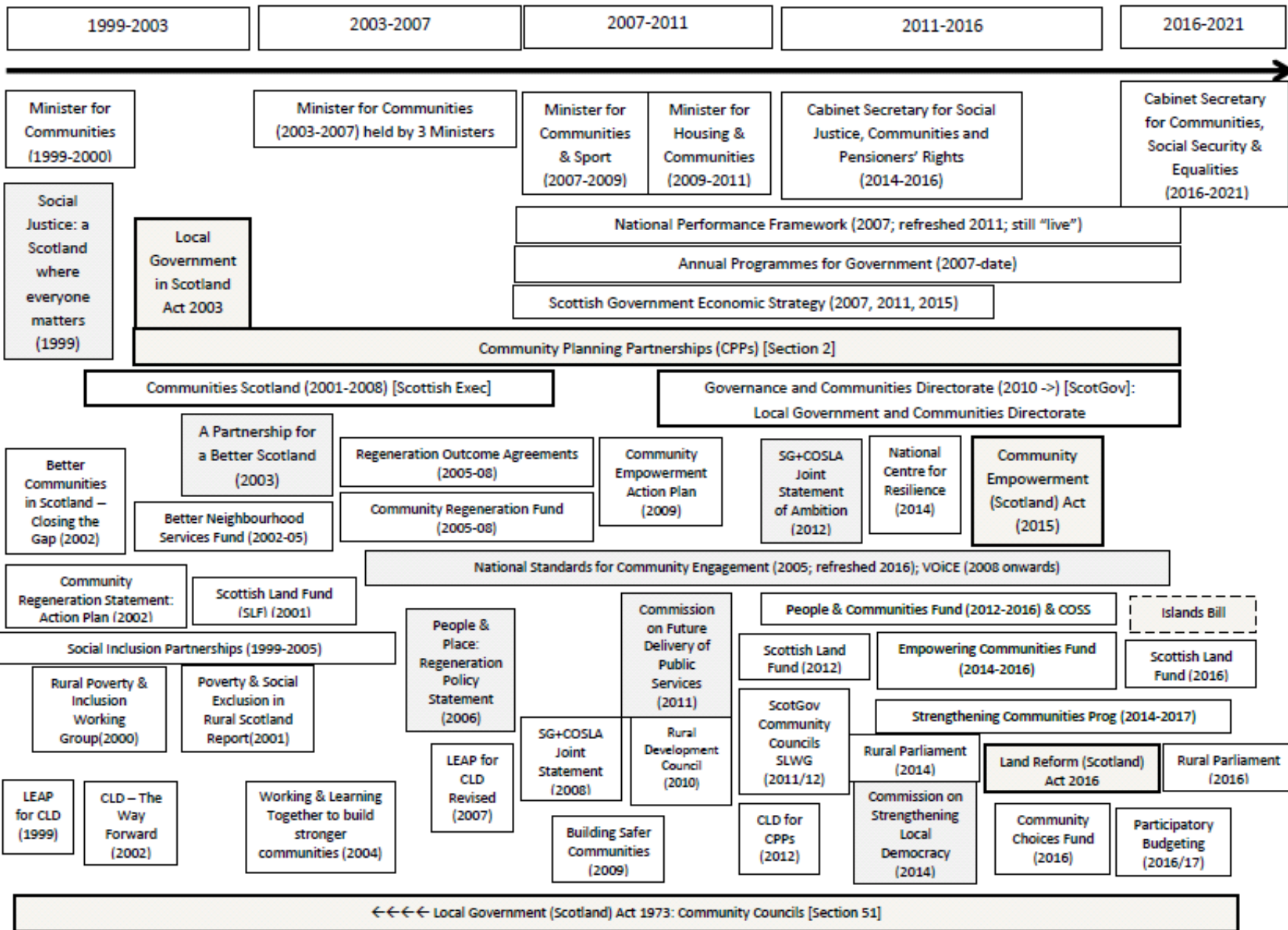
NATIONAL PERFORMANCE FRAMEWORK				
THE GOVERNMENT'S PURPOSE TO FOCUS GOVERNMENT AND PUBLIC SERVICES ON CREATING A MORE SUCCESSFUL COUNTRY, WITH OPPORTUNITIES FOR ALL OF SCOTLAND TO FLOURISH, THROUGH INCREASING SUSTAINABLE ECONOMIC GROWTH				
HIGH LEVEL TARGETS RELATING TO THE PURPOSE GROWTH PRODUCTIVITY 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			

Outcome 11:

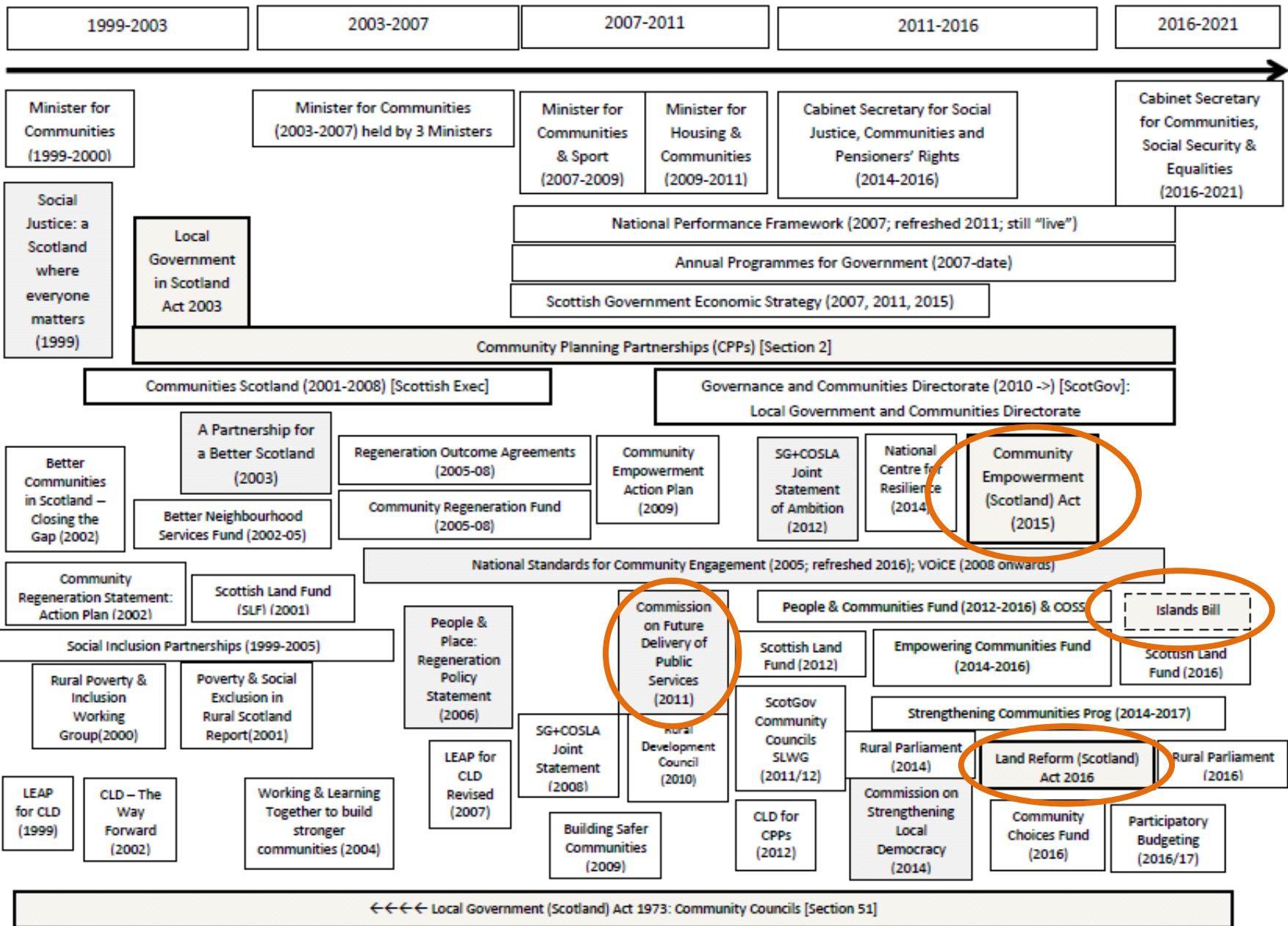
“We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others”

NPF Refresh 2018





SOURCE: Rural Scotland in Focus Report 2016 (29/11/16)

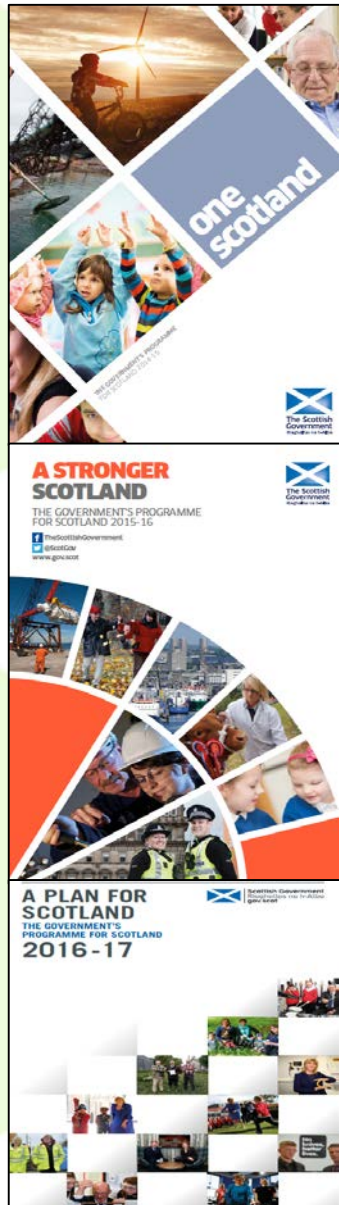


SOURCE: Rural Scotland in Focus Report 2016 (29/11/16)

Programme for Govt + Econ Strategy



Scottish Government Strategies:



“Communities” are/have:

- Huge reservoir of talent
- Doing it for themselves
- The right to influence decisions
- Lead change
- Strong, resilient & supportive
- Live together in peace
- Cohesive; social justice
- Deliver growth
- “Make communities enjoyable and sustainable places to live”



PFG 2018-19:

Executive Summary: “People are key to the economic and social wellbeing of Scotland’s rural and island communities.”

Building a Globally Competitive, Sustainable and Inclusive Economy:
“We want all of our communities, both urban and rural, to flourish economically, socially and environmentally.”



Rural vision statements since 1999



Rural Scotland: A New Approach



1 Rural Scotland: Taking Stock

Culture • Heritage • Research • Education • Business • Recreation • Health-care • Transport

In July 1999, we made a commitment to 'support and enhance rural life, rural communities and the rural economy'. This commitment was reinforced by my appointment as the first ever Cabinet Minister with specific responsibility for rural development and our establishment of a cross-cutting Cabinet Committee to oversee the Executive's rural development work.

In May 2000 we addressed Rural Scotland: A New Approach, our vision statement for the rest of rural Scotland we work together to achieve. A rural Scotland where everyone matters, every community, every family, every rural town. A rural Scotland that is integral to Scotland's success, thriving and providing opportunity and a high quality of life for all who live and work there. A rural Scotland where two of our most important assets – our nature and cultural heritage – are protected, enhanced and celebrated.

Our vision statement set out some of the steps we intended to take to turn our vision into a reality and to improve the lives of those across rural Scotland – from Inverness to Dumfries and from Angus to the Isles. Our approach has been to mainstream the needs of rural areas wherever possible, so that the needs of rural Scotland are not an add-on to something different or a 'special case' – but rather something that all departments, agencies and service providers should take seriously.

This first checklist report sets out our achievements in making our vision a reality. It describes the progress that we have made and our key achievements. It also provides examples of how the policies and programmes that we have introduced have made a difference to those living and working in rural Scotland. I hope that you find it informative.

But this is by no means the end of the process. Good progress has been made, but a number of things still have to be done. It is a good idea to see how if every rural fact is to have access to the opportunities they need to fulfil their potential. If every rural family is to have access to the high quality services that they need, and if every rural community is to thrive, we will continue to monitor our progress towards the vision that we have set and to report on progress.

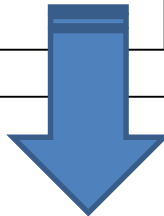
Rona Flanagan MSP
Minister for Development and Rural Development

making it work together

**RURAL SCOTLAND:
BETTER STILL, NATURALLY**

natural scotland

**SPEAK UP FOR
RURAL SCOTLAND**



Our Rural Future

The Scottish Government's response to the Speak Up for Rural Scotland consultation

The Scottish Government

Rural Scotland: A New Approach (2000):

“A rural Scotland where everyone matters: every community, every family, every rural Scot. A rural Scotland that is integral to Scotland’s success, thriving and providing opportunity and a high quality of life for all who live and work there.”

“My ambition is to grow the rural economy sustainably, so rural communities thrive, **for the benefit of everyone who lives and works there**, and indeed for the **benefit of Scotland as a whole.**”

Fergus Ewing MSP

“Our vision is that the ownership, management and use of land and buildings in Scotland should **contribute to the collective benefit of the people of Scotland.** A fair, inclusive and productive system of land rights and responsibilities should **deliver greater public benefits and promote economic, social and cultural rights.**”

Roseanna Cunningham MSP

**National Council of
Rural Advisers**

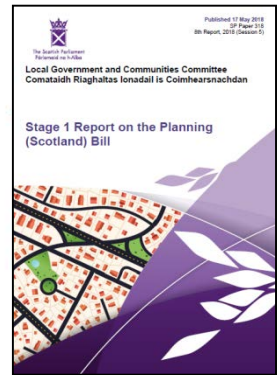


**Land Reform (Scotland)
Act 2016**



SCOTTISH LAND COMMISSION
COIMISEAN FEARAINN NA H-ALBA

Rural and beyond...

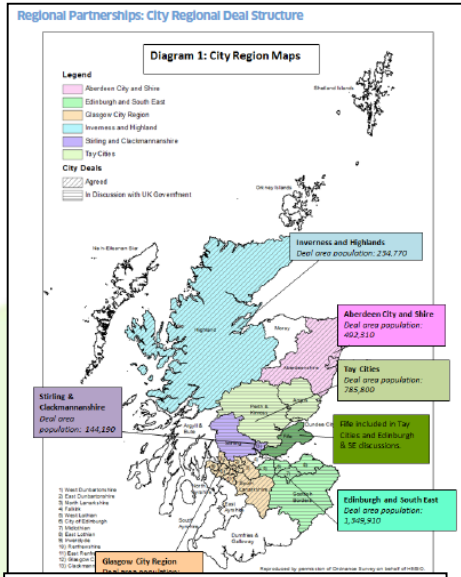


**Community Empowerment
 (Scotland) Act 2015**

Part 2 Community Planning

Consultation on Draft Guidance and
 Regulation

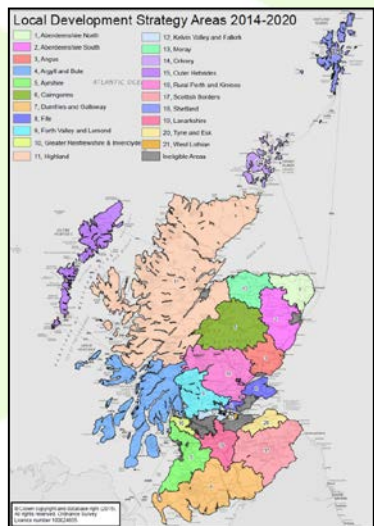
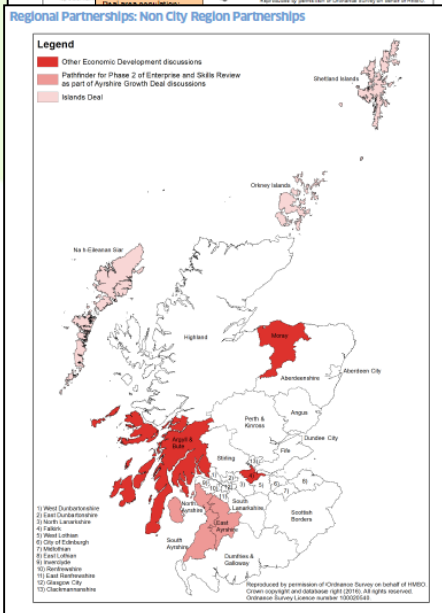
March 2016



Islands (Scotland) Act 2018

Localities Guidance

Guidance on what localities aim for, the principles upon which they should be established, and the factors under which they should operate



Ambition · Opportunity · Place
 Scotland's Third National Planning Framework

Public Bodies (Joint Working) (Scotland) Act 2014





2. Lazy use of “resilience”: narrow expectations in policy

Fostering passive responses



1. Encourages **prescribed** engagement by rural communities
2. “Commissioning empowerment”:
 - a. Reaction to service closure (external shock)
 - b. Rural communities “empowered” and made “more resilient” by being given “opportunity” to deliver service
 - c. Previously a State responsibility
 - d. “Ventriloquism”
 - e. Not focused on wider rural community resilience

Rural community broadband



BBC Sign in News Sport Weather iPlayer TV Radi

NEWS

Home UK World Business Politics Tech Science Health Education Entertainment

Scotland Scotland Politics Scotland Business Edinburgh, Fife & East Glasgow & West

Communities in Sutherland dig their own broadband trenches

13 June 2017 Highlands & Islands

f t Share

OPENREACH

Cable trench digging at Skerry near Bettyhill

balquhider community broadband

ABOUT NEWS BALQUHIDER BROADBAND FAQs SUPPORTERS

OUR TWITTERINGS...

BCB
Follow

2 Nov
More welcome recognition for the work that we and Bogons have done...
Link...

31 Oct
Apologies for the problems with our web server over the last couple of days. Now back up and running - provisionally - whilst we carry out some stability tests.
Link...

29 Oct
Status update: network back up following power outage at bunker. 6 minute downtime, thanks to a prompt response by Bogons.
Link...

29 Oct
BCB...
Link...

Scottish Rural Parliament

INNOVATORS AWARD 2018 WINNER

ABOUT NEWS

BCB NAMED AS ONE OF SCOTLAND'S TOP RURAL INNOVATORS

OCTOBER 29, 2018 RICHARD (ADMIN) LEAVE A COMMENT

Reliance on resilient communities...



On resilient and empowered people...



BUT: it's more complex than it appears in the “policy push”...



Diverse starting points:



1. No individual or community starts from the same place:

a. Geographically

b. Economically

c. Their health and wellbeing



FUEL POVERTY SCANDAL IN ENERGY RICH SCOTLAND
BY NEWS EDITOR - JUNE 4, 2014
POSTED IN STORNOWAY NEWS, WESTERN ISLES



Western Isles MP, Angus MacNeil has commented on the comprehensive new analysis by Scotland's Rural College (SRUC) which shows that the highest levels of fuel poverty is in the Western Isles, with 76% of people over the age of 60 in fuel poverty.

A household is in fuel poverty if it needs to spend 10% or more of income on all fuel use in order to heat the dwelling to an acceptable standard.

The town and country divide: the fuel poverty suffered by old people in rural areas
from Sunday Herald, 01 June 2014



Up to three-quarters of elderly people living in rural areas of Scotland are suffering fuel poverty and are "falling through the cracks" in government policy, according to an expert report to be launched tomorrow.

Fuel poverty hits elderly and poor hardest
Methods inadequate to gauge rural problems

More than half of Highlands and islands pensioners living in fuel poverty

Who is becoming resilient?



- So...
 - How can all communities “be resilient” in the way that is demanded by policy, funders, and service providers?
 - How can all communities **equally** take advantage of “community empowerment frameworks”?



This matters because...

Evidence of *dis*empowerment:



1. We are seeing a **new** power distribution failure:
 - a. the **already-empowered** are being more empowered



2. We can see this in:
 - a. some LEADER programmes
 - b. national “empowerment *frameworks*” with “**inclusion**” only phrased as “Guidance” not legislation.

Social justice implications

“Enabling frameworks”



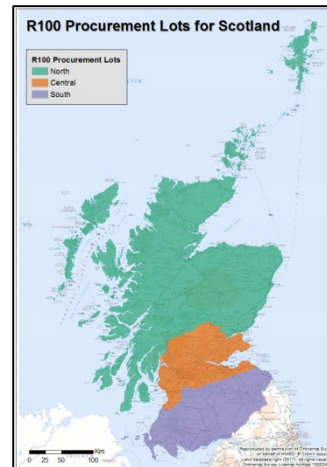
Social justice implications

“Enabling frameworks”



Community Empowerment
(Scotland) Act 2015

Land Reform
(Scotland) Act 2016



Islands (Scotland) Act 2018



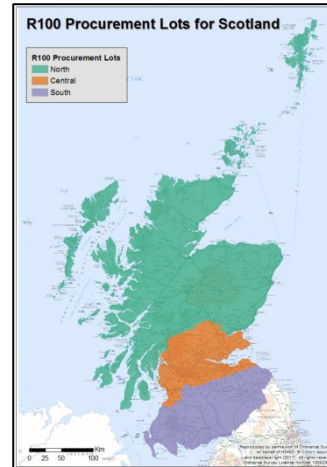
Social justice implications

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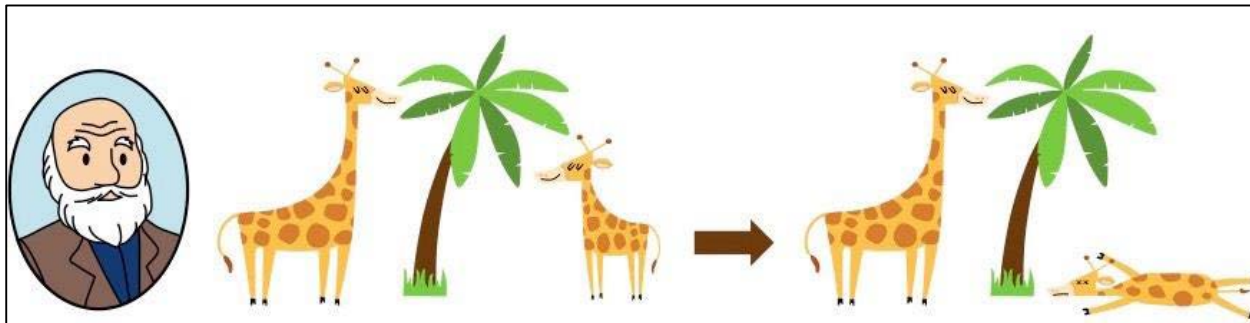


Community Empowerment
(Scotland) Act 2015

Land Reform
(Scotland) Act 2016



Islands (Scotland) Act 2018



New rural inequalities are emerging:



1. **Service provision** - more and more *through communities* - health and social care, broadband, transport.
2. Who checks equalities of access? Who checks for those off the radar? Who **seeks out** the invisible, the silent?



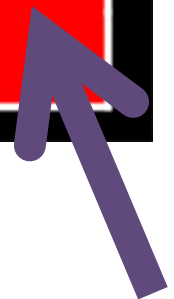
PLUS... it's even **more**
complicated...



A hierarchy of policy evidence

jratcliffe.net

5*	Systematic review/meta-analysis of quality studies	Reproducible methodology and assessment of multiple studies in one research area.	What works in the given context
5	Randomized controlled experiments	May include block randomization. Key is evidence of the absence of systematic bias or contamination.	
4	Before/after across multiple sites, regression discontinuity, or quality longitudinal analysis	Instrument variables and controls important, but no randomization.	What's promising and definitely worth looking at with more rigorous studies
3	Before/after with one site and a control site/group	Should demonstrate that control group is comparable.	
2	Cross-sectional comparison of treatment and control, or before/after of treatment group	Control group without demonstrated comparability to the treatment group.	What's interesting and maybe worth looking at further with better studies
1	Cross-sectional studies of treatment group	Correlation between a crime prevention program and a crime measure.	
0	Commercial or internal non-peer reviewed research and reports	Questions likely to be raised about impartiality.	What's suspect if presented as the only source of evidence
0	Expert opinion, anecdotes, case studies	These could be used to illustrate research data, but not in lieu of it.	



© Jerry Ratcliffe

A hierarchy of policy evidence

jratcliffe.net

5*	Systematic review/meta-analysis of quality studies	Reproducible methodology and assessment of multiple studies in one research area.	What works
5	Randomized controlled experiments		

4	Before/after across multiple sites, regression discontinuity, or quality longitudinal analysis	Level I: Evidence from a systematic review of all relevant randomized controlled trials (RCT's), or evidence-based clinical practice guidelines based on systematic reviews of RCT's
3	Before/after with one site and a control group	Level II: Evidence obtained from at least one well-designed Randomized Controlled Trial (RCT)
2	Cross-sectional comparison of treatment and control, or before/after of treatment	Level III: Evidence obtained from well-designed controlled trials without randomization, quasi-experimental
1	Cross-sectional studies of treatment groups	Level IV: Evidence from well-designed case-control and cohort studies
0	Commercial or internal non-peer reviewed research and reports	Level V: Evidence from systematic reviews of descriptive and qualitative studies
0	Expert opinion, anecdotes, case studies	Level VI: Evidence from a single descriptive or qualitative study
		Level VII: Evidence from the opinion of authorities and/or reports of expert committees



Much remains **unseen**:



- This “hierarchy of evidence” presents a real challenge when trying to show **rural complexity**
- **Statistical** data is MORE trusted than “**lived-experience**” data...



- Rural examples:
 - Multiple deprivation
 - mental ill health
 - remoteness

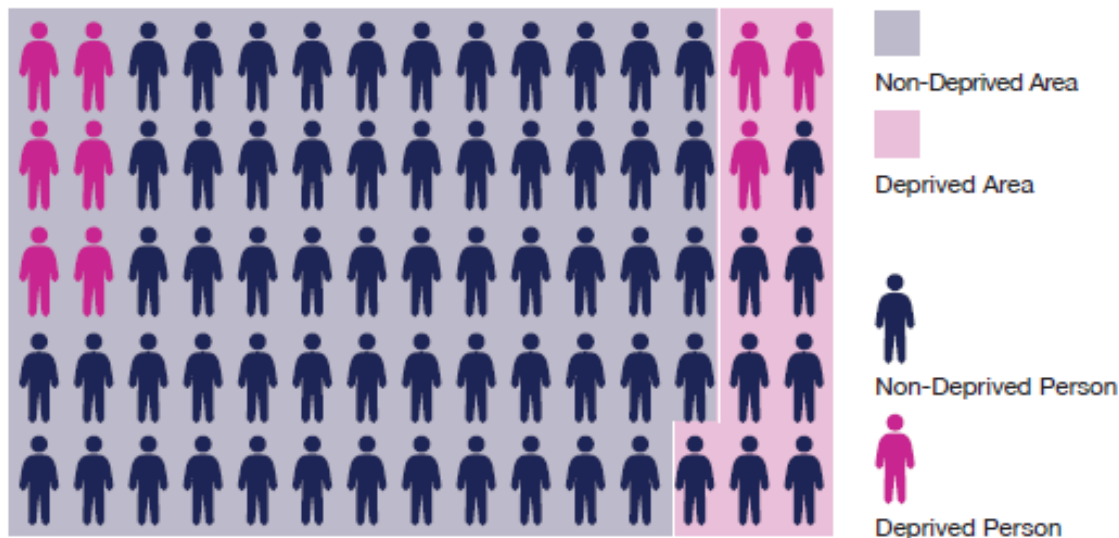
Rural deprivation: statistics v experience



Scottish Index of Multiple Deprivation

SIMD identifies deprived areas - not people.

The box below shows why.



Not all deprived people live in deprived areas: Two out of three people who are income deprived do not live in deprived areas.



Not everyone in a deprived area is deprived: Just under one in three people living in a deprived area are income deprived.

In this example, 'deprived' means among the 15% most deprived in Scotland.
We are using income deprived people as a proxy for people who are facing multiple deprivation.

There are no deprived data zones in these council areas (Shetland, Orkney, Western Isles), but there are still people experiencing deprivation.



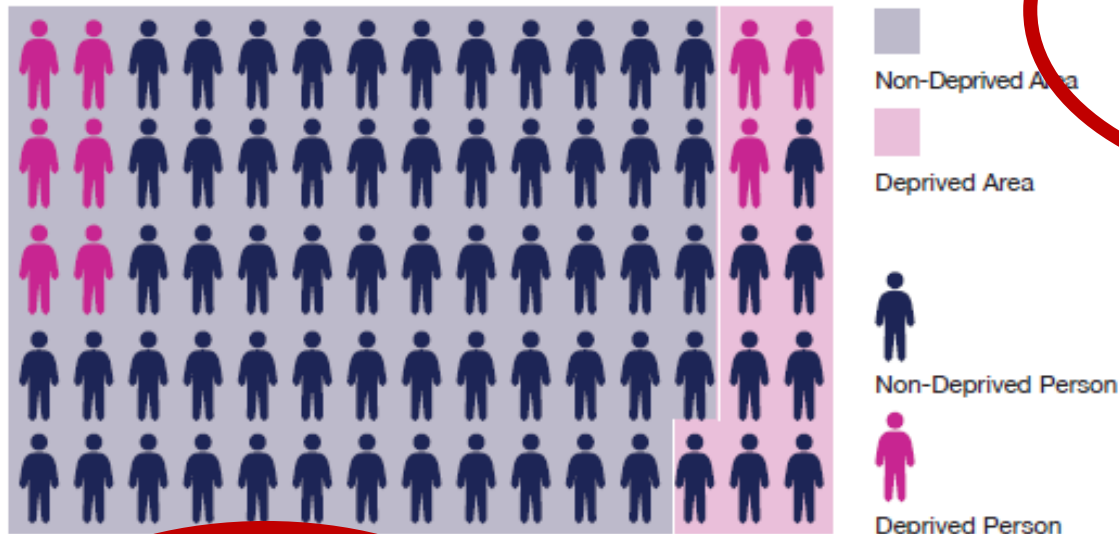
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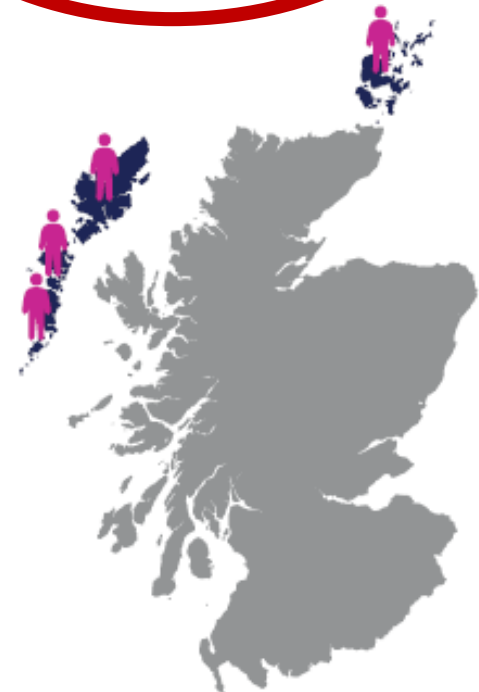


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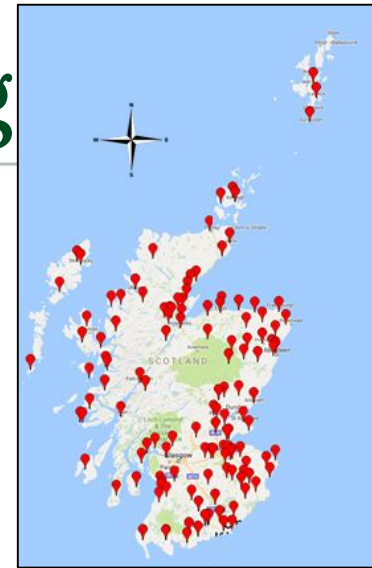
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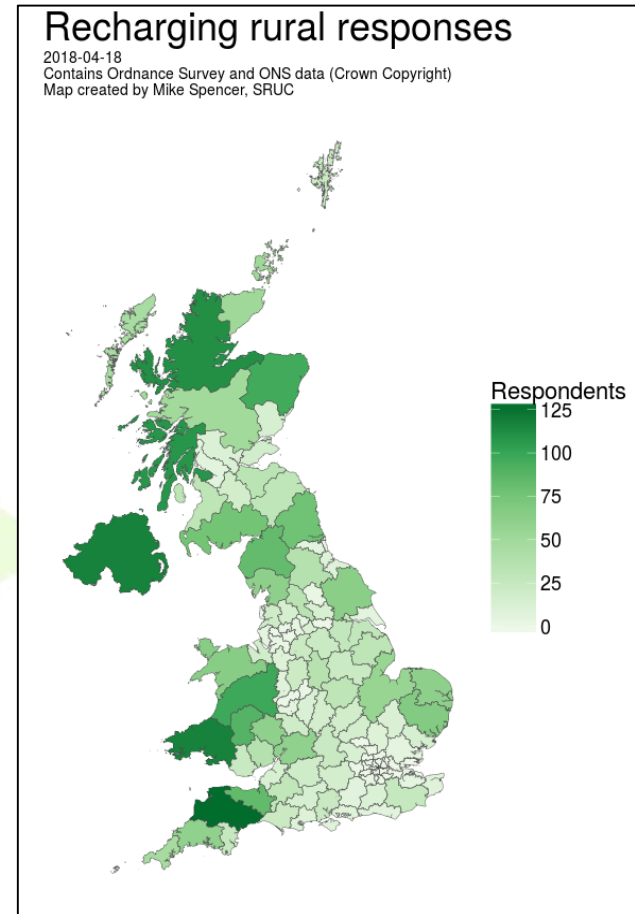
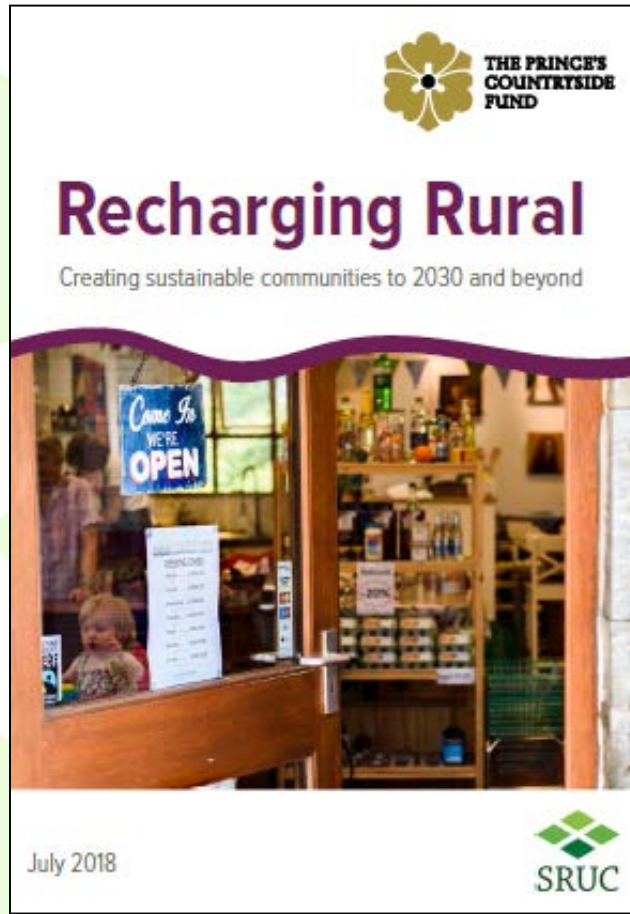


Rural mental health and wellbeing

1. National survey to find out **how people with mental ill health experience day to day life in rural Scotland**
2. Hundreds of responses from across Scotland
3. People are experiencing depression, suicidal thoughts and feelings, and self-harming behaviour – no matter their age, gender or rural location.
4. Their **rural isolation** is made worse by remoteness, stigma and fear.
5. They want to **connect** in “low-level” ways locally in non-clinical settings.



Recharging Rural Report 2018



- <http://www.princescountrysidefund.org.uk/research/recharging-rural>
@countrysidefund

What is “remote rural”?



1. **Layering of geographical + personal factors; place-labels *alone* are too limiting.**
2. “Disabling characteristics” combine to make life more challenging: Need a car; infrastructure limited or poor; digital connectivity poor; poor roads; ferries.
3. Limited/absent/centralised services = social isolation.
4. **Remoteness is a process happening TO people, through increasing loss + decline**

We must put rural people's **lived experience** on the radar...



Otherwise: misguided actions...

I'll just change this one thing...



Shared responsibility...?

1. Who is responsible for addressing **disempowerment** and **inequalities**?



1. Communities? Policy-makers? Public sector service providers? Third sector? Academics?

2. Who is responsible for social inequalities?
3. How are we going to secure a better future?
4. Third sector/charities with a focus on social justice
5. Market failure, now facing a *distribution failure*

1. Who is responsible for addressing **disempowerment** and **inequalities**?



1. Communities? Policy-makers? Public sector service providers? Third sector? Academics?
2. Who will, or should, pick up that responsibility?

2. Who will, or should, pick up that responsibility?
a. Who are we going to see as responsible?
b. The third sector/charities which have been set up to address market failure, now facing a *distribution failure*

1. Who is responsible for addressing **disempowerment** and **inequalities**?



1. Communities? Policy-makers? Public sector service providers? Third sector? Academics?
2. Who will, or should, pick up that responsibility?
3. Are we going to see increasing pressure on the third sector/charities who traditionally address market failure, to solve this new *power distribution failure*?



My conclusion is:
We have **shared** responsibility to...



Make the invisible **visible**: **together**

1. Gather **lived experience** evidence
2. **Be assertive** about such evidence
3. Choose to make that **whole picture visible** –
quest for the invisible – ***remain dissatisfied.***



Work together as multiple
experts because everyone has expertise

Make the invisible **visible**: **together**

1. Gather **lived experience** evidence
2. **Be assertive** about such evidence
3. Choose to make that **whole picture visible** –
quest for the invisible – ***remain dissatisfied.***
4. Work together as **multiple stakeholders** –
everyone has expertise and knowledge



Rural community resilience: a shared responsibility.

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@sarah_skerratt

Director of Policy Engagement.

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