

Guidelines on Local Development Under Community Responsibility for Local Actors

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Abstract

The Community-Based Local Development Guide (DLRC) was developed for the period 2014-2020 for direct information of the participants in local action groups, offering practical tools and recommendations for implementing DLRC initiatives in a variety of contexts. DLRC allows local strategies to focus on challenges such as social inclusion discrimination against gypsy groups and other disadvantaged groups, or climate change.

The power of local actors are important in local development and the strategies that place local development under the responsibility of the community can provide solutions in an increasingly diverse and complex context. At the same time, one of the foundations of the European model is diversity, the challenge being to identify ways to preserve it and transform it into an advantage, not a burden. DLRC in urban areas offers enormous possibilities to address certain specific challenges in cities and to highlight the untapped potential of people, economic entities and civil society to make their mark on local development.

This article focuses on existing partnerships in rural and fisheries areas, in order to help them using the new regulations to meet some of the challenges emerging. The article also contains sections relevant for new partnerships in cities and those aimed at social inclusion.

Key words: community, local development, responsibility, local actors

J.E.L. classification: R11, R58

1. Introduction

The Community-Based Local Development Guide (DLRC) was developed for the period 2014-2020 to present participants in local action groups with practical tools and recommendations for implementing DLRC initiatives in a variety of contexts.

The document is needed to convince representatives of cities and social organizations that the DLRC is an effective tool that addresses many of the challenges they face and to highlight how the European Social Fund (ESF) and the European Development Fund can be used. regional level (ERDF).

For LEADER partnerships already formed, the guide aims to support the development of strategies with increased effectiveness and more accurate objectives, which aim at precise results and which are correlated with the dynamics of external conditions.

The guide is based on the new results framework which, once achieved, demonstrates the achievement of the objectives of the Europe 2020 Strategy.

The guide targets a target audience of local actors and experts, coordinators and chairs of local action groups. However, the guide is also valid for managing authorities (MAs) and other stakeholders involved in the implementation of DLRC, entities that understand the key issues

facing the actors on the ground. The guide is designed for both new partnerships in cities and for social inclusion, as well as for existing LEADER partnerships.

2. Theoretical background. Why is the power of local actors important in local development?

DLRC is a term promoted by the European Commission to describe a top-down approach to traditional development policy. In this sense, in order to develop locally, control is taken over by the local population who, based on a local partnership, capitalize on an integrated development strategy. The strategy focuses primarily on local strengths (socially, environmentally, economically) and less on compensating for the problems facing the community. This new development perspective gives the local partnership decision-making power over how accessed funds are spent in the short, medium or long term.

Strategies are designed and projects are selected by local entities. This is the most distinctive feature of DLRC and its most important advantage. Into the compared to other classical local approaches, those who in the past were passive "beneficiaries" of a policy become active partners and promoters of its development. Such strategies that place local development under the responsibility of the community can provide solutions in an increasingly diverse and complex context.

At the same time, one of the foundations of the European model is diversity, the challenge being to identify ways to preserve it and transform it into an advantage, not a burden.

In some areas, the differences between countries and regions are growing, becoming increasingly difficult to solve them through standard "top-down" policies, even if they are implemented through a local office. To give just one example, youth unemployment rates range from 7.5% in Germany to 56% in Spain and 62.5% in Greece.

The applicability of DLRC has been expanded, allowing local strategies to address areas such as climate change, social inclusion, the separation of gypsies / disadvantaged groups, youth unemployment, urban poverty, links between urban and rural areas, etc.

Although the DLRC approach was originally developed in rural areas with the support of the EAFRD (European Agricultural Fund for rural development) and was subsequently applied in fisheries and areas currently funded by the EFF (European Fisheries Fund) there is a possibility to extend it to the areas usually addressed by the ESF (European Social Fund) and ERDF (European Regional Development Fund).

The European Commission emphasizes that local development takes place over a long period of time covering several programmatic periods and, therefore, recommends successive access to structural instruments. Thus, DLRC becomes an attractive tool, which facilitates the strengths of the community and strengthens local administrative capacities

The Commission also considers that local budgets for DLRC need a certain "critical mass" to be with budgets of at least EUR 3 million over seven years in general concerns the commitment of public funding for a funding period. With all however, funding can and should be higher in urban and other areas a higher population density.

3. Launching a DLRC project in five main stages

This model of local strategy in which the responsibility is assigned to the community has been applied for over 20 years, through the LEADER initiative, in rural areas and for about 5 years, in coastal and fishing areas, through the EFF axis. Elements of local development under the responsibility of the community have long been observed in ERDF-supported cities (through the URBAN and URBACT Community Initiatives programs) and in certain initiatives aimed at promoting social inclusion (EQUAL, local employment initiatives and pacts). territorial employment). In order to support local partnerships, guides and manuals have been developed that regulate how local communities can be supported during the first stages of a DLRC project. Such tools are LEADER or URBACT programs.

However, it must be borne in mind that the time and resources needed to launch a strategy and achieve a local development partnership under the responsibility of the community depend very much on the local context, the experience and the capacity of local actors and organizations. The stages that applicants go through can be centralized as follows:

1. *The vision, materialized in a strategy.* DLRC starts from understanding the local context and has in the foreground the vision and mission of the community, respectively the objectives to be achieved and the way to transform the weak points into strengths. Through this approach that reverses the conventional way of development "from top to bottom", local actors seek to address current needs, needs identified through the use of participatory work techniques.

2. *Creating the partnership with actors who can contribute to achieving change.* Usually, stage 2 is done in parallel with the decision on the changes that the community wants to make. The stage requires direct contact and enough time to identify the main problems, hidden intentions and past resentments that exist in local communities. In order to obtain an objective perspective, the "stakeholder analysis" can be applied, which allows the clarification regarding the level of interest and the capacity to influence the results, by the local actors. At this stage of work, the common long-term objectives are clarified as well as those activities that lead to fast and efficient results.

3. *Delimitation of the targeted area.* Unlike conventional strategies, the DLRC's "bottom-up" approach does not provide for predefined administrative boundaries. However, the role of the regional / national authorities is to indicate the eligibility criteria of the targeted areas and the selection criteria of the applicants, the decisive role of the local actors being to establish the most adequate limits for achieving their own objectives. In this sense, they must pay attention to the selected area so that it is suitable in size (neither too small nor too large), ensuring the optimal framework for achieving the proposed objectives. Finally, the area must be "coherent" in terms of physical, social and / or economic, as well as in terms of strategy objectives.

4. *Preparation of the action plan, elaboration and submission for financing of the financing request.* Following the clarification of the proposed change, the logic of the intervention, the way in which the change can be measured and the main activities that can ensure the achievement of the proposed objectives, the good intention of local actors is necessary to be translated into a realistic, coherent and prudent action plan. The risks are analyzed and solutions for overcoming undesirable situations are presented). The document, in order to access a non-reimbursable financing must be accompanied by a financing application which, once approved, ensures maximum chances of local progress. To this end, it is necessary for the documentation to demonstrate that the resources involved (human, financial, time) correspond to the needs, objectives and expected results of the project.

5. *Establishing a system for reviewing, assessing and periodically updating the strategy.* Economic crises significantly affect local economies and implicitly partnerships. That is why they need to establish and apply mechanisms for periodic evaluation of the estimated results, to assume the errors and successes obtained and to identify solutions that can become benchmarks for good practice. That is why the European Court of Auditors, in its report on the LEADER program, stated that it is necessary to improve and regularly integrate the activities provided in the SDL, as a mandatory part of the learning process.

4. How can DLRC partnerships be supported to meet the new challenges?

This section focuses on existing partnerships in rural and fisheries areas, in order to help them use the new regulations to meet some of the challenges emerging. However, the sections it contains are relevant, also for new partnerships in cities and those aimed at social inclusion.

In many Member States, the situation facing local communities at the beginning of the period 2014-2020 programming differs greatly from that of the last two periods of programming. If properly implemented, the changes will improve the ability of local partnerships to meet some of the new challenges they face. Also, the geographical implications of these changes at the country level are both complex and diverse. For example, some argue that there will be a greater concentration of economic activity in urban areas, that development will slow down and even stagnate in attractive tourist and residential areas, and that areas that depend significantly on traditional industrial, construction and / or industrial sectors, or public transfers will continue to

face a significant decline (Davezies, 2012). The next round of local development strategies must keep pace with the main changes in the needs of citizens and, where possible, to identify ways to support many local creative solutions that have already emerged. Despite the differences between countries, most local development strategies will have to hold account for some of the following changes in local contexts.

On average, unemployment rose by more than 47% in the EU between 2007 and 2012, with consequences very serious for young people. One in two young people are unemployed in Spain and Greece, although the variation between countries and local areas is huge. There are huge risks not only of losing a generation with a high level of education, but also to create a large group of dissatisfied and young people revolted. What short-term and longer-term measures can be taken to create jobs and to support young people locally ?

In many countries, domestic consumption has collapsed or stagnated, so markets for new and existing businesses often contract. In this context, it is difficult to create new jobs and the first priority is usually to save the existing ones existing. However, some traditional core sectors such as agriculture, fishing and food are holding up pretty well and reconsideration may be needed their role in local economies.

Private funding has been depleted in many countries, exacerbating the situation described above and making it very difficult for project initiators to find the necessary funding corresponding to EU grants. How can regions have access to funding or to create alternative sources of funding ? Public investment has been reduced in most countries, making it difficult to find sources of co-financing for projects. In many of the new Member States, infrastructure inadequate is still a major obstacle to local development. In the same over time, the maintenance of existing infrastructure becomes a problem in other countries. It is possible to develop new (shared) uses and ways to maintain the stock of public assets ? Public spending has been drastically reduced in many countries, leading to reductions in funds for education, health, social services and social benefits. Reduction allocated funds means fewer jobs and causes local authorities to use EU funds to identify new ways to design and deliver services the base.

Poverty and social exclusion have increased in most countries. However, the geographical implications of this phenomenon are complex. In some cases, there may be a population return to rural areas or certain urban neighborhoods because of the cost life is smaller and there are more family and self-help networks. Climate change and the need to move to a low - carbon society. Carbon is central to EU policy and is currently a horizontal priority in the EU all areas of EU policy. The urgent need to reduce greenhouse gas emissions greenhouse and establish a new paradigm of economic development based on the concept of ecological growth and sustainable use of resources is a major change for next programming period.

What does the Commission mean by "defining the area and population covered by the strategy"? The main point here is that the definition of area and population must be consistent and justified in relation to the strategy that the Community intends to implement. The population in the target areas must be at least 10,000 inhabitants to have a meal necessary for the implementation of the strategy. Also, the population cannot be more than 150,000 inhabitants, so that there is a sense of identity and population local government can be directly involved in decision-making. However, there may be some exceptions justified (for example, for islands or densely populated areas and neighborhoods) when the strategy allows this.

5. Why and how is local development implemented under the responsibility of the community in cities implemented?

DLRC in urban areas offers enormous possibilities to address certain specific challenges in cities and to highlight the untapped potential of people, economic entities and civil society to make their mark on local development.

If in the old approach to the development of urban areas were mainly targeted economic development and social inclusion, the new approach may also target ways of community management for open spaces, housing, sustainable food, production, local energy distribution or reducing emissions carbon. The new approach takes into account not only disadvantaged

neighborhoods inside cities, as happened in the 1990s, but also craft and industrial areas (less developed), cultural and creative districts.

It should be noted that the philosophies on which DLRC was developed date back to the 19th century, when students intervened in poor neighborhoods (USA and Great Britain).

Currently, local actors have the chance to exchange experiences that can be established between European cities or with cities in other parts of the world, which facilitates obtaining information and identifying optimal solutions on providing affordable housing, improving public health and combating gang violence.

For example, the local authority of the city of Seoul implements a collaborative economy, supporting the consolidation of the urban community and promoting a new model of economic development aimed at sharing resources through the local park of social innovation.

Japan has developed a neighborhood-based community business model with an emphasis strong on environmental issues. The city of Medellin in Colombia won the title of "City of the Year" in 2013 and put in apply community-based approaches to addressing related social issues violence, urban transport, service provision and living conditions in neighborhoods fringe (favelas). The World Bank has brought together all local and development-based approaches Community (Binswanger Mkhize, Regt and Spector, 2012), with a special focus on scaling up solutions.

6. Local development strategies placed under the responsibility of the community in urban areas

There can be a combination of sectoral policies, territorial policies and approaches in any field community based. There are several integrated actions to address economic, social, climate, demographic and environmental challenges affecting urban areas, taking into account the need to promote the links between urban and rural areas. Integrated urban development strategies are needed to attract at least 5% of the funds allocated to each Member State through the ERDF and the urban authorities implementing those strategies are responsible for at least project selection. Strategies can be programmed as a specific multi-thematic priority axis for urban development, as an integrated territorial investment (ITI) or as a specific program urban development. In the period 2014-2020, it is expected that DLRC in urban areas will be used for a wide range of thematic objectives.

It can be used to reduce CO2 emissions in neighborhoods, to generate energy, to develop a collaborative and more circular economy, to integrate migrants and strengthen social cohesion, to create jobs locally, to address the issue of homelessness, drug trafficking and street crime, to improve health and well-being, to create and manage community parks and gardens, and to grow food Low carbon communities DLRC in urban areas can play an important role in supporting communities to reduces carbon emissions, thus contributing to the goals of the Europe 2020 Strategy among the approaches that are most effective are based on local forms of cooperation. Approaches may include new ways of car sharing, moving from individual efforts to improve energy conservation in street-level approaches or neighborhood in terms of refurbishment, generation of energy from renewable sources in community (wind, water, biomass). Example of Montevoglio, near the city Bologna, illustrates what can be achieved.

7. Why and how is socially inclusive DLRC implemented ?

DLRC conducive to social inclusion and employment has enormous potential to involve people who cannot be covered by general employment and inclusion policies. Socially inclusive DLRCs may target a specific target group, such as the homeless, but they benefit from DLRCs through a territorial approach, which focuses on their local and social context. Compared to rural areas (EAFRD), where DLRC is implemented through LEADER approach, and with fisheries areas (EMFF), where a specific Union priority is dedicated to local development strategies placed under the responsibility of the community.

DLRC is in favor of social inclusion, being included only in a small number of partnership agreements that Member States have concluded with the Commission.

However, social inclusion can be approached in an integrated way because applicants from DLRC areas can access funding directly through the ESF.

Local promotion of social innovation . The ESF and ERDF regulations explicitly mention social innovation as a means of redefining and addressing local services and challenges, both in terms of objectives and means. In this sense, social innovation not only responds to social needs but also allows the creation of new social collaborations allowing the improvement of society's capacity for action.

A wide range of approaches to social innovation. It is illustrated in the recent guide on social innovation in cohesion policy, which provides a number of examples supported by the ERDF and the ESF. The guide also explains how initiatives such as social innovation camps, live laboratories and the design thinking process can improve the customer experience of the service in question

DLRC strategies favorable to social inclusion. Social inclusion can be integrated into DLRC strategies in different ways. At the beginning programs, training support is available for newly established partnerships. The start-up phase requires considerable capacity-building activities and communication with the community to set up relevant local action groups for local challenges and to develop the capacity of local organizations to put in implement projects and manage funds. Because the "local" dimension means where people live and work, it is crucial for labor market policies. The DLRC provides the opportunity to link different policy initiatives from different administrative levels. Local analysis can also highlight the vicious funding circles that means that the organizations that make the most efforts to help their citizens find a job are rarely rewarded proportionally.

DLRC priorities for inclusion. Inclusive DLRC has generally focused on addressing certain problems in the context of a high unemployment rate. However, there were also approaches targeting a specific group, such as one of the Poverty III projects in Ireland, which focused on improving relations between nomadic communities and local communities in Dublin.

For the period 2014-2020, local strategies are likely to have more scope varied than in the past. If some will start with certain target groups, it is expected that this will take place in a more integrated framework of the area.

8. Conclusions

As we have showed, DLRC is a term promoted by the European Commission to describe a top-down approach to traditional development policy. The most important advantage of DLRC is that strategies are designed and projects are selected by local entities. Over time, the applicability of DLRC has been expanded, allowing local strategies to address areas such as climate change, social inclusion, the separation of gypsies / disadvantaged groups, youth unemployment, urban poverty, links between urban and rural areas, etc.

The European Commission emphasizes that local development takes place over a long period of time covering several programmatic periods and, therefore, recommends successive access to structural instruments. Thus, DLRC becomes an attractive tool, which facilitates the strengths of the community and strengthens local administrative capacities

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