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# Rural Development as “Working with People” a proposal for policy management in public domain



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# **Rural Development as “Working with People” a proposal for policy management in public domain**

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1. Summary

**Development** concept is frequently used in recent decades to replace the term **progress**, which became from oldest and one-way approaches. Development of people is understood as a complex process that is usually associated to a specific policy when applying for the aids to countries in need.

This document is proposed to emphasize that the aid system to developing countries did not fulfill its intended purpose. It is a problem of resources, but **not only** resources. It is necessary to **innovate** the models that have been previously applied: they have been aged and there is some “tiredness” in developed countries to keep donating funds with such scarce results.

This is complemented with a model that has worked in the less developed and isolated areas of the European Union and called Leader Community Initiative. Where is the success of this model? The writers of these pages do not naively think that here they can find the “philosopher’s stone” to solve such complex problems, but that there are elements than can be adapted easily. Along the following pages these ideas synthetically presented here are developed and another way of working is suggested.

## 2. Introduction

On November 8<sup>th</sup>, 2006, the book “*The end of hunger in 2025*” (1) was presented, where a large number of researchers, development professionals, International organizations and university aid workers, raised “two questions clearly differentiated. One, the strategy to end with hunger (socio-economic character) which establishes actuation and budgeting priorities; and second, with social and ethical character that pursues public awareness” (2). Five years later, the same team of 38 international experts, coordinated by Professor Trueba confirmed this strategy from two objectives. The first is to eradicate hunger as soon as possible. The second is to create the conditions of production and food consumption in a sustainable manner, to satisfy future world nutritional needs. To do this, new knowledge and an efficient and creative innovative management are required (3).

Table 1 shows the classification of actuation priorities in the 51 countries analyzed with a set of indicators, also considering the growth these countries will experience until 2025. Priority 1 countries are the ones where it is required to act with greater urgency, being Sierra Leona the weakest one and Dominican Republic the strongest of them. As we can see, **the annual budget** to end with hunger from 2006 to 2015, is estimated in 55.035 and from 2015 to 2025 in 31.596 US\$ (using as a reference the US \$ of 2003).

Logically these projections, referred to these years, may have variation levels, though the effort to adjust to specific projects and actions against a set of indicators shown in this work must be essential for political decision making.

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<sup>1</sup> Trueba, I (Coord.), 2006. Mundi-Prensa. Madrid.

<sup>2</sup> Trueba, I, 2006. Una estrategia para acabar con el hambre en 2025. In: El fin del hambre en 2025. Mundi – Prensa. Madrid.

<sup>3</sup> Trueba, I; MacMillan, A. 2011. Cómo erradicar el hambre en tiempos de crisis. UPM-Press. Madrid.

Chart 1

CLASIFICACIÓN DE PAÍSES EN FUNCIÓN DE LA PRIORIDAD DE ACTUACIÓN

Prioridad	Países	Prioridad	Países	
1	Sierra Leona	4	Gambia	
	Liberia		Ruanda	
	Eritrea		Vietnam	
	Etiopía		Mongolia	
	Rep. Centroafricana		Guatemala	
	Congo Rep. Dem.		Filipinas	
	Chad		Honduras	
	Mali		Nicaragua	
2	Mozambique	5	Sri Lanka	
	Burundi		Indonesia	
	Zambia		Thailand	
	Nigeria		Bolivia	
	Haiti		Corea Rep. Pop. Dem	
	Angola		Brasil	
	Sudan		China	
	Malawi		Colombia	
	Yemen		República Dominicana	
	Camboya			
	Guinea			
3	India			
	Madagascar	1	6.225	3.960
	Pakistan	2	4.763	2.906
	Camerún	3	25.597	14.691
	Tanzania	4	3.435	1.982
	Togo	5	15.015	8.057
	Kenia			
	Laos			
	Namibia			
	Bangladesh			
	Senegal			
	Zimbabwe			
Congo				
Botswana				
	<b>Total</b>		<b>55.035</b>	<b>31.596</b>

Fuente: Elaboración propia.

Source: Trueba, I., 2006

In short, there is some global awareness of the problem we have and the stress is always placed in asking for a bigger number of resources, without thinking on cultural, social and political context of each country.

On January 20, 2007, during an interview, Mohamed Yunus, Nobel Peace Prize winner, said that: "...Also South Korea and Bangladesh were similar regarding to their poverty levels in the 50s. Nowadays Korea is the tenth world economy and donor to Bangladesh. Why? Even within the same system, different political leadership circumstances and other factors make a difference" (4).

This document is framed into this conceptual scope. Obviously aid levels must be increased, but we must think about how these **models** are working. There is no proportion between financial support used and outcomes. Countries and international organizations have not worried about establishing evaluation mechanisms to correct inefficiencies. Intermediate bureaucracies had been created so that a significant percentage does not reach **people** in need.

<sup>4</sup> El Mundo, January, 20th 2007, editorial from Mohamed Yunus: "The world to come".

William Easterly said during an interchange of opinions with Jeffrey Sachs, Millennium Goals Program Director, about bureaucracies of international organizations: “Words, words, no matter what they say, but what they do, that is to strengthen bureaucracy. This is my main disagreement with Sachs. He believes that to eradicate poverty more bureaucracy is required” (5).

In short, the authors of these lines, thinking from their expertise of more than 16 years as project director and responsible of regional and national policies (6) that if this will be better performed, developed countries will provide more resources. There is certain mistrust in the governments of developed countries to provide more resources when there are no control and monitoring mechanisms; in many cases that aid to specific projects is not articulated, and, of course, there is not an evaluation of results.

Given this situation, we will analyze in first place the models used, its positive and negative aspects and then we will present a **conceptual and action** proposal, based on *Learning/doing* principle and ending with some conclusions.

### 3. From some models to others

After the Second World War, in April 1948, The European Organization for Economic Co-operation and Development (OECD) was established to co-ordinate the Marshall Plan which will bring a process of European reconstruction and the starting of the so-called “consumer society”, American invention exported worldwide.

During the 50s France, Germany and Italy had some leaders with an extraordinary category and such a clear view of what “should not happen again”, that led six countries to sign in 1957 the Rome Treaty. Key people were Konrad Adenauer, Alcide De Gasperi and Robert Schumann who, along with Jean Monet and Paul Henri Spaak, were the architects of what would be called later the European Union formed by 27 countries (7).

Among the most important milestones in the building process of what currently can be considered as the only place that can compete with the United States and Japan, the European Union, it is worth to highlight in the topic we are discussing, the starting of the CAP (Common Agricultural Policy) in 1962. A few years before, when Lord Boyd retired from FAO Management, he said: “two thirds of the world’s population is hungry” (8). Although this statement was tempered and verified by other geographers, with adjusted data, it was the first time that the society was aware that there were a problem, and a very serious one.

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<sup>5</sup> El Mundo, May, 26th 2007, Economics, Editorial. Easterly W.

<sup>6</sup> Cooperation projects management since 1992. Management from the Spanish National Institute for Agricultural and Food Research and Technology (INIA), Member of the Consultative Group on International Agricultural Research CGIAR- EIARD System, European Initiative for Agricultural Research for Development between 2000 and 2004. Gesplan Group (Universidad Politécnica de Madrid).

<sup>7</sup> Adenauer, Konrad, Chancellor of West Germany (1949-1961); Schumann, Robert, French Minister of Justice; De Gasperi, Alcide, Italian Prime Minister (1945 – 1953); Monnet, Jean, President of the High Authority of the European Coal and Steel Community (1952 -1955); Henri Spaak, Paul, Secretary General of NATO: 1957 – 1961.

<sup>8</sup> Diccionario de la Naturaleza (1987). Voz: Producción de alimentos, pg. 761. Espasa Calpe, Madrid.

The decades following the Second World War also consolidated a growing prestige of scientists and engineers that became heroes of their times, for being able to discover the secrets of nature, to exploit its resources, the space and finally, to conquer the moon. New scientific disciplines and new professional fields created after the war – planning as a social reform, policy analysis, development organization – contributed to solve the problems of mankind.

At the end of 60s and beginning of 70s, arose most international research organizations such as CGIAR (9) and national ones, as the National Agrarian Research Institute network (NAR's), in Europe and in many other countries all over the world.

The dominant approach at that time gave a strong prevalence to **scientific development**. Planners were convinced that all problems of society can be solved with scientific agreements and technical expert interventions. But subsequent events and the lack of defaults led to a loss of hope in science as a tool to provide a solution of problems. In the hands of the state and corporations, Science contributed to the destruction of nature -*the scientists had “unlocked the secrets of Nature”*<sup>10</sup>.

In those moments American society appeared to be concerned about some loss of hope in science, compared to the response ordinary people can offer for solutions. Paul Collier, professor of economics at Oxford, explained in his book “The bottom billion” the need for giving hope to the people to offer new possibilities for mankind development: *To my mind, development is about giving hope to ordinary people that their children will live in a society that has caught up with the rest of the world. Take that hope away and the smart people will use their energies not to develop their society but to escape from it*<sup>11</sup>.

Professor Friedmann criticized scientific models with lack of ethical commitment from people and not very open to human needs: *There is no salvation coming from science. What it is needed is a new set of beliefs that will express new set of power relationship*<sup>12</sup>. They are complicated models where researchers do not reach to real problems and where public relations are situated above people; *objectives do not motivate anyone to do anything because no one is identified as responsible at an individual level*<sup>13</sup>.

This way, the **technological model** that tries to solve mankind problems with great projects got relevance. The dominant approach at that time is technological development, where planners think everything can be solved with agreements and interventions of experts and technicians in great projects. There is co-operation among countries for projects but there are not the implied people behind them, so they result “soulless” structures, and this creates base errors, which probably were not detected during the 60s, but they are noticed in the early 21<sup>st</sup> Century. Sometimes, this technological development does not correspond with an ethical progress, becoming a threat to people.

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<sup>9</sup> The CGIAR is a global partnership that unites organizations engaged in research for sustainable development including developing and industrialized country governments, foundations, and international and regional organizations.

<sup>10</sup> Friedmann, J. (1988). World City Futures: The Role of Urban and Regional Policies in the Asia-Pacific Region. In Yuenman Yeung, ed., Urban Development in Asia: Retrospect and Prospect. Hong Kong: Institute of Asia-Pacific Studies, Chinese University of Hong Kong.

<sup>11</sup> Paul Collier, 2008, *The bottom billion. Why the poorest countries are failing*. Ed. Turner.

<sup>12</sup> Friedmann, J. (1986). Planning in the Public Domain. From Knowledge to Action. New Jersey: Princeton University Press.

<sup>13</sup> William Easterly. Interview in El Mundo.es Economy 05/25/2007.

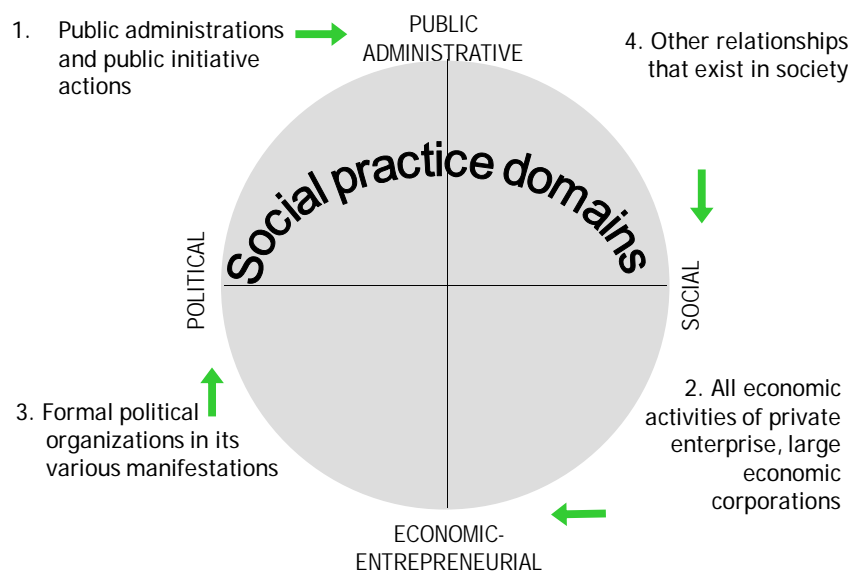
In 1968 the failure of the concept of limit appeared, environmental variable strongly burst into, as well as, a few decades after, the concept of sustainable development. From the Sussex University, R. Chambers, and from the World Bank, Michael Cernea, appeared and boosted the inclusion of people in these projects. These researchers published two important books on the topic where people is set in the first position<sup>14</sup>, hitherto appeared in the last position, and Michael Cernea<sup>15</sup> incorporated social variable in all project formulation processes.

In this context of need of change of development patterns, Prof. Friedmann, in the middle 70s, coined the concept of **social learning**, whose origin is in John Dewey's philosophical pragmatism influenced by Lewis Mumford and Edgard S. Dunn<sup>16</sup>. Planner acts not as an expert who knows what to do, because he makes mistakes, but as a coordinator of a learning process that incorporates knowledge and expertise of population in the creation of policies, programs and projects. The responsibility of decisions is focused in people, the role of local leaders is reinforced, small projects acquire value and importance and doors are opened to instill hope in their enhancement to people.

#### 4. Running models analysis

To date, the evolution of planning models in recent years is described. The particular elements each one brings to deal development planning are described below. An analysis of planning practice can be approached from the point of view of social relationship system. This analysis can lead us to considerate that there exist four key domains or subsystems, as shown in figure 1, which serve to explain some aspects of reality of societies.

Figure 1. Social practice domains



Source: Own elaboration from Friedmann, 1992.

<sup>14</sup> R. Chambers (1995). Rural Development: Putting the last first (World Development) by R. Chambers (Paperback - Oct 27, 1995).

<sup>15</sup> M. Chernea (1987, 1991), Putting People First: Sociological Variables in Rural Development.

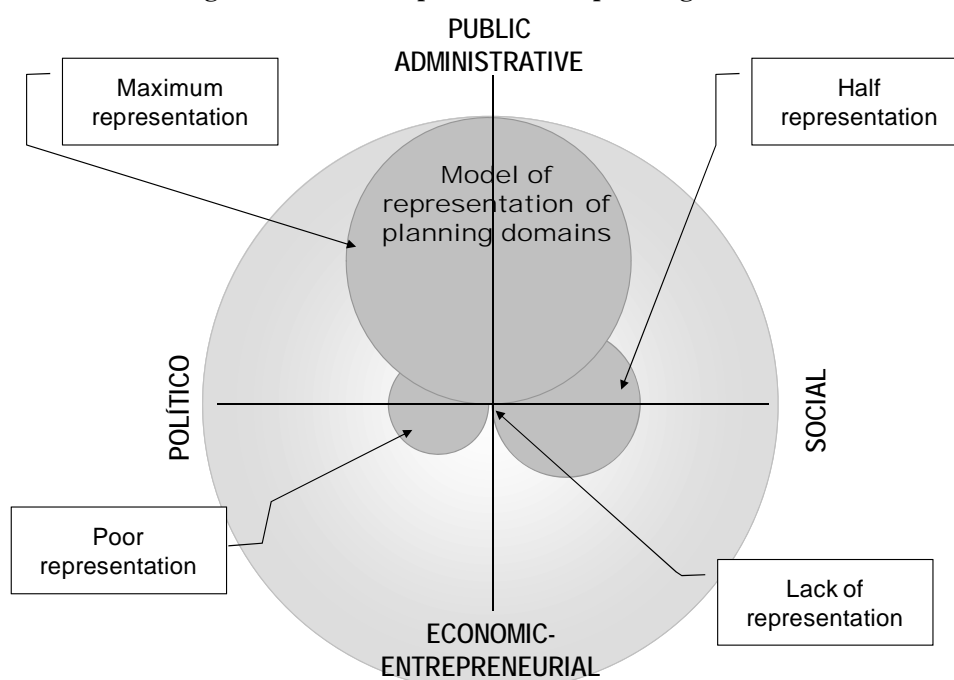
<sup>16</sup> Friedmann, Edgar S. Dunn, Jr. Together with Dewey and Mumford constitute the great group of social learning theoreticians. Dunn was Deputy Assistant Secretary for Economic Affairs for the U.S. Department of Commerce and his main contribution to planning is his book "Economic and social development. A social learning process" published in 1971.



The representation of the system described consists of a cross-shaped four-axis diagram, representing each one of considered domains: political, public-administrative, economic-entrepreneurial and social. The presence of each of these domains is represented (Fig. 2) by spheres, which acquire a greater or a lesser radius according to the importance attributed to it.

A scheme where the four spheres acquire the same size will represent a planning model with a balanced system of social relations, showing the four aspects the same meaning. On the other hand, the inequalities of the sizes of the spheres indicate imbalance in social relations.

**Figure 2: Model of representation of planning domains**



Source: Own elaboration from Friedmann, 1992.

#### **4.1. Exclusive agricultural research model (Social Reform Model)**

A reflection on the evolution of the thinking about planning allow us to detect, possibly without their sponsors notice it, the idea that **research** is the way to eradicate poverty, without considering other aspects such as socio-cultural contexts where it is carried out. This idea, as we have seen, belongs to a scientific model, stuck in a planning tradition, which began in the 19<sup>st</sup> Century: Social Reform<sup>17</sup>.

Social reform is called as *the grand tradition in planning theory*<sup>18</sup>, creating not only the first institutionalized planning models in the United States (Person, Tugwell, Banfield)<sup>19</sup>,

<sup>17</sup> Friedmann, J. (2001). *Planificación en el ámbito público: del conocimiento a la acción*. Madrid. Ministerio para las Administraciones Públicas.

<sup>18</sup> Friedmann, J. (2001). (o.p.)

<sup>19</sup> Person, H.S. (1934). *Report of the Mississippi Valley Committee of Public Works Administration*. Mississippi Valley Committee of Public Works Administration.

Tugwell, R. (1932). *The Principle of Planning and the Institution of Laissez Faire*. American Economic, Review 22.

Tugwell, R. (1935). *The Battle for Democracy*. Nueva York. Columbia: University Press.

but also significant monographies and great treatises (Mannheim; Lindblom, Etzioni)<sup>20</sup>. Also, it stimulated the invention of other calculation and central planning quantitative models, including social accounting, investment and production analysis, economic policy models and regional and urban analysis models.

This model has a clearly inheritance of scientific optimism: everything can be solved by research- However, an analysis of it shows that the link between (scientific) **knowledge** and **action** (practice in society) has a decreasing “top-down” character, with difficulties to integrate the beneficiaries and the entrepreneurial system (Fig. 4). It is planned as an activity of public domain which has demonstrated the lack of outcomes.

**Figure 4. Basic features of Social Reform model**



Source: Own elaboration

Within this scientific model in the International Agricultural Research System stands out the Consultive Group for International Agricultural Research (CGIAR), founded in 1971 to enhance the efforts made for years by Rockefeller, Ford and Kellogg Foundations to support four agricultural research centers in Colombia, Mexico, Philippines and Nigeria. The success in Mexico with enhancement programs for corn and wheat were so remarkable that they give rise to what was called “Green Revolution”. In 1960 The International Research Centre for Rice (IRRC) was created and in 1966 the International Centre for Enhancement of Corn and Wheat (CIMMYT) was born. CGIAR nowadays is a strategic alliance of countries, regional and international organizations and private entities supporting 15 international centers.

CGIAR is open to all countries and organizations that share the commitment of a common research agenda for development and that are willing to give financial support and to invest human and technical resources on it. From 2002 to 2005<sup>21</sup>, six new members have joined the alliance and the number of participants tends to increase even more. In 2004, CGIAR members gave approximately 437 million US\$, which accounted

Tugwell, R. (1940). *The Superpolitical*. Journal of Social Philosophy 5, n°2.

Tugwell, R. (1975). The Study of Planning as a Scientific Endeavor. En Salvador M. Padilla (Original, 1949).

Tugwell, R. y Banfield, E. (1951). *The Study of Planning as a Scientific Endeavor*. En Salvador M. Padilla (Original, 1949).

<sup>20</sup> Mannheim, K. (1949). *Man and Society in an Age of Reconstruction*. Nueva York: Harcourt-Brace. (Org. 1940).

Lindblom, C. E. (1959). *The Intelligence of Democracy*. Nueva York: Free Press.

Etzioni, A. (1968) *The Active Society: A Theory of Societal and Political Processes*. Nueva York: Free Press.

<sup>21</sup> In 2002 Israel, Malaysia, Morocco and Syngenta Foundation have joined the alliance; in 2003 Gula Cooperation Council; and in 2005 Turkey.

for the largest investment of public goods to mobilize science for the benefit of poor agricultural communities through research.

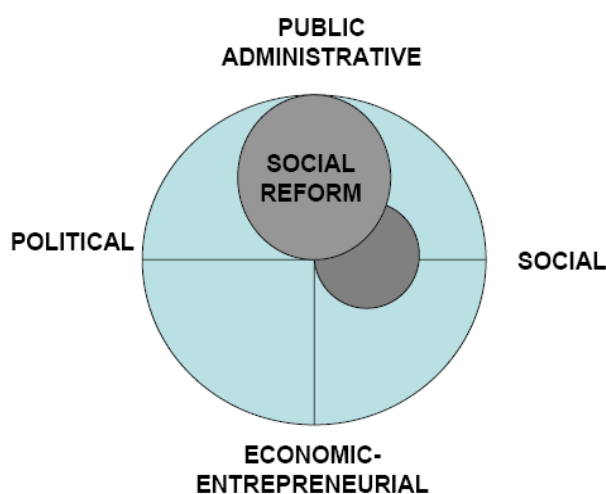
In 2002, the Department of Operation Evaluation (DEO) of World Bank<sup>22</sup> implemented a meta-evaluation of CGIAR where the organizational causes that gave priority to funds conditioned by donors were analyzed. CGIAR's experience shows that the sum of interests of all involved in a world organization does not necessarily define a global public good. Within this model the NAR's are also inserted, which were created as National Agrarian Research Centers to reach particular results (plant patents, entry of companies...) in the countries.

This scientific model that acts with the International Agricultural Research System, and which has its moment of glory during the so-called "*Green Revolution*" –with spectacular increases in wheat, rice and corn production- however, has entered in a deep crisis in the last 20 years. Why?

This model searches a scientific model which will work for everyone and can be applied everywhere and here is where the error lies in. In development this has not function; this is not a problem of performed research, which is enough to take the planet out to this situation, but other causes. As inheritance of scientific optimism, we believe that everything can be solved through research- This implies that the system creates a large administrative system from which means are taken to families, farmers, needed people, but without knowing how. The general thinking is that this is true, but it is not. System entrepreneurs are never taken into account, and the political domain is out of it and without connection to problems, in its own territory.

In the schematic representation of social relations system, the domain which has more importance in this model is, no doubt, the Administration of the multilateral system aforesaid, to orient policies in scientific domain. It is an unbalanced and complicated model, strongly conditioned by administrations, where researchers may not reach the solution of real problems, due to the fact that there are not included within the priorities of fund donors for research.

**Figure 5: Representation of social domain in the Social Reform Model**



<sup>22</sup> WORLD BANK. (2003a). The CGIAR at 31: A Meta-Evaluation of the Consultative Group on International Agricultural Research. Volume 2: Technical Report. Operations Evaluation Department, World Bank. Washington, D.C.

#### **4.2. Model from technologies (Policy Analysis Model)**

The **model** from **technologies**, stresses on the product and is oriented according to a planning model such as **Policy Analysis**, which appears in the second half of the 20<sup>th</sup> Century, as a result of the implementation of new analytic methods to the decision making process.

The idea of the need to incorporate analysis systems increasingly detailed to the technologies decision processes arises from the conviction about the complexity of causal complex relationships (Lilenfeld, 1978)<sup>23</sup>. Policy Analysis considers networks of events which interact in an increasingly complex manner. These networks of events end up having global effects, which are the object of planning, so, to anticipate we must resort to processes as complex as wider are the network of events considered.

The extent of this network of events in development refers to the degree of detail we want the reality to be represented. The more variables introduced in analysis models, the more detailed will be the approximation of reality, and therefore, more reliable.

With this model for technologies and policy analysis, political decisions for investment are taken according to the decisions adopted after examining and analyzing the events which interact in a complex manner and that end up with global effects. The governments adopting this model require to set up an important administrative system for decisions (Fig. 5), but, as it involve neither people neither the entrepreneurial system, a few entrepreneurs appear and projects could end up dead. Great projects are implemented, where there is co-operation between governments, but behind them the involved people in major decisions are not present.

Efforts are focused in establishing appropriate analysis processes, rather than achieving implication of population. This model, typical from the European Union, may be appropriate or not depending on the context it operates. For instance, after 20 years of European aids, with this system, Spain and Ireland have developed their areas and have left the “poor cousins club”, while Greece and Portugal have been left behind with the new ones<sup>24</sup>.

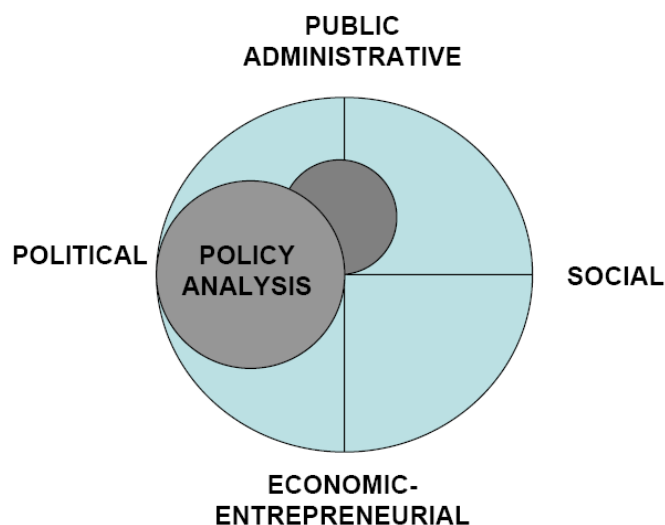
Portugal from 1995 to 2006, have increased its GDP from 65,8% to 65,5%, meaning that in 11 years it did not progress at all, “zero convergence”; while Spain, in this same period jumped from a 78,4% to a 90,5%. It is not enough to make decisions and spend money, a structural support and stability in administrative system is also required.

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<sup>23</sup> Lilenfeld, R. (1978). *The Rise of Systems Theory: An Ideological Analysis*. Nueva York: John Wiley & Sons.

<sup>24</sup> Félix Bornstein. ¿Cómo aprovechar o malgastar los Fondos de la UE?. El Mundo, Lunes 9 de julio de 2007.

Figure 5: Representation of social practice domains in Policy Analysis Model



#### 4.3. Model from primitive social learning

A third **model** is focused in Social Learning, which directly starts and ends with the intended action to change the reality in which it operates; it contemplates political strategies as a mean for overcoming resistances and the values which inspire actions.

In this model from primitive Social Learning, agents are the people from the social group affected by planning of small projects, so in their actions are more prominent the ones which are have more entrepreneurial character. They are small groups with common features – articulated by Non Governmental Organizations and volunteers- and that establish the main core of their actions within social learning; task-oriented action groups<sup>25</sup>. Social learning action involves a cooperation process within a collective. As professor Friedmann says these groups constitute relatively changeable structures within the bigger set they belong<sup>26</sup>, so their influence in the territory and the ability to solve problems in the medium and long terms are very limited.

The composition and variety of these local groups will be more complex when larger the social domain covered by planning. These groups, not being permanent organizations, are subject to continuous changes and the evolution of actions and the learning associated with them, influence the motivation of each member to the extent they are affected by them.

In these small groups it is easier for people to feel responsible at an individual level, so the model can enter in the field of subjectivity, considering specific aspects of each one affected by planning, whose situations and experiences always acquire personal nuances. However, this planning, local most of the times, is not noticeable in the political and administrative domains of the country, and actions and projects remain without

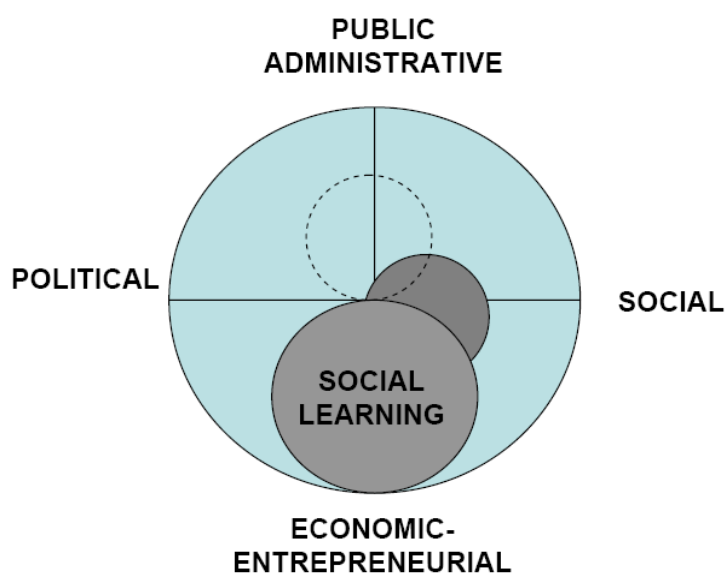
<sup>25</sup> Friedmann, J. (1986). *Planning in the Public Domain. From Knowledge to Action*. New Jersey: Princeton University Press.

<sup>26</sup>Friedmann, J. (1979a). *The Good Society*. Cambridge, MA: MIT Press.

tangible interlocutors and responsible in these domains. They do not get to establish a dialog and a shared commitment nor with formal political structures nor with the different public administrations; there is a lack of total social learning.

This model is launched thanks to the Non-Governmental Organizations, the volunteers, but with absences of political institutions and existing public administrations. As shown in Figure 6, there is a strong presence of the entrepreneurial domain, highly intellectual importance and with a large presence and connections with families solving little problems. But when the local group –the NGO- finishes its work, if a human capital able to continue with the project is not prepared, this will wane due to the lack of motivation and support. There is some failure in administrative organization coming from the government, certain responsibility in what has been created to achieve continuity in the model.

**Figure 6: Representation of social practice domains in primitive Social learning model**



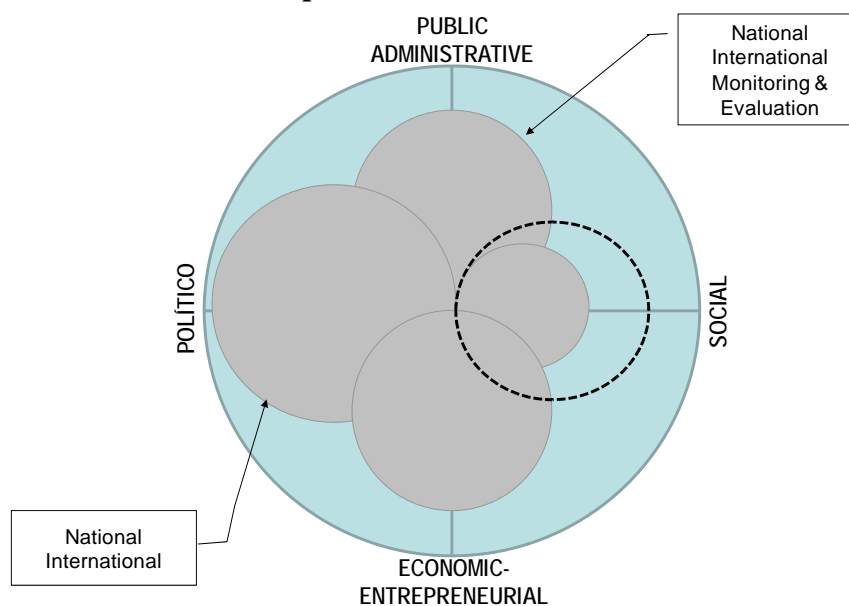
##### 5. Proposal of a policy for public domain

The proposal must consider three aspects. First, it must be done from public domain to orient the action according to the cultural and political contexts. Second, the innovation must be in the management of public domain, because some are right but the action is very microcosmic and others are wrong but their projects are *macro-cosmic*. Finally, the proposal is a mixed model, i.e., a combination of policy analysis and social learning.

The first commitment must be **political**. The policy must be seen from the national and international points of view. National government must have the required knowledge to see the more interesting place to put the money given by donor countries, fact that never happens. Is therefore important a national and international bet for a specific policy with territorial approach and previous and serious diagnosis of needs. This implies that the **administrative** system to organize it has to be mixed, i.e., national

administration with international monitoring. As professor Easterly from M.I.T. said, *you can only change institutions like the World Bank changing the external political environment where the institution works, and this environment must demand evidence that their money is used in a proper manner*<sup>27</sup>. This settlement leads us to some already known, the need the political system have to incorporate the evaluation culture and agrees to submit its actuations to independent evaluations carried out by third parties. The European Union has methodologies that will apply to evaluate set up specific projects, with a studied system.

**Figure 7: Representation of social practice domains in the proposal of action from public domain**



Moreover, the model needs to link small, medium and big **entrepreneurial systems**. A greater **participation** is created this way, because people in this poverty situation should be very passive, so, as these policies are functioning, their roles are increasing, being more confident about the ability they have of being and achieving the appropriate means, if they have the opportunity to get them.

Although the model emphasizes to achieve the commitment of political powers, the family is considered as the main sociopolitical entity to achieve what Friedmann called “self-production of life”. *It is in the reconstructed household economy, partially de-linked from the market and joined with other households into local and regional networks, where the first steps should be taken for a recovery of the political community*<sup>28</sup>

Therefore it must be a nexus between political power, responsible of regional planning, and household economy, addressing the need to move towards a greater “local self-dependency”. *Change must be created from the inside of societies, but the measurements and policies we adopt will help our own initiatives to have more probabilities of being undertaken and fruitful*<sup>29</sup>.

<sup>27</sup> William Easterly. Interview. El Mundo. Economy 05/25/2007.

<sup>28</sup> Friedmann, J. (2001). *Planificación en el ámbito público: del conocimiento a la acción*. Madrid. Ministerio para las Administraciones Públicas.

<sup>29</sup> Paul Collier (2008). *Poorer than ever*. Diario El País. 03.16.08.

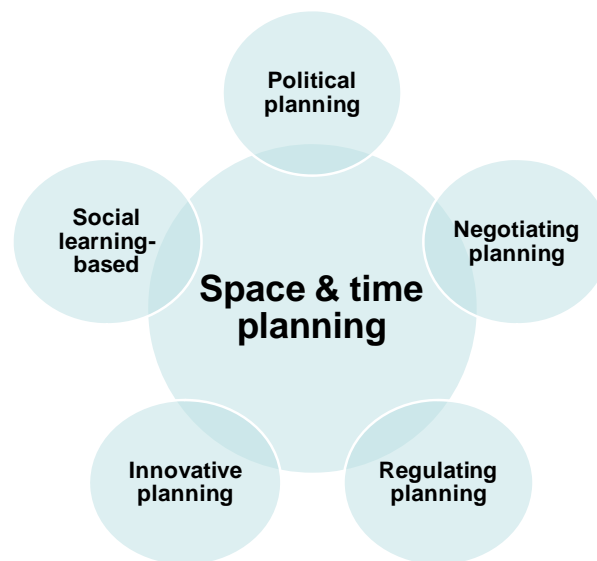
These policies for development must give opportunities to the families to develop entrepreneurial networks –with small businesses, joint ventures- with capital from its own local community<sup>30</sup> and whose owners should be its own workers<sup>31</sup>.

The recovering of political commitment also assumes to incorporate a system of values that should guide social practice and the respect of human rights. For some authors<sup>32</sup> the incorporation of this system of values in public domain is one of the most important tasks of planner, so they become the main guardians of public interest<sup>33</sup>.

Thus, monitoring and evaluation activities have a key role in the reconstruction of political commitment, without decreasing planning to the merely political, and focusing attention in entrepreneurial system and in the family. Professor Luigi Mazza from Milan Polytechnic, expressed the need of this family role to achieve the recovery of political power as follows: The family is a basic workshop with an extraordinary social power and, at the same time, it is a metaphor for dialectics in the political community. The reference to the family provides a specific dimension to the recovering of the political community<sup>34</sup>.

On the other hand, the proposal shows five aspects (Fig. 8): a) political planning, b) negotiating, c) regulating, d) innovative, e) social learning-based.<sup>35</sup>

**Figure 8: Representation of social practice domains in the proposal of action from public domain**



<sup>30</sup> Carnoy, M. y Shearer, D. (1980). *Economic Democracy: The Challenge of the 1980s*. White Plains, NY.: M.E. Sharpe.

<sup>31</sup> Bowles, S. et al., (1983). *Beyond the Waste-land: A Democratic Alternative to Economic Decline*. New York: Anchor Press Doubleday.

<sup>32</sup> Hoch, C. (1990). *Commentaries on Friedmann`s Planning in the Public Domain: Retracting the Public Domain*. In Planning Theory Newsletter. n°3. Spring.

<sup>33</sup> Mazza, L.; Mandelbaum, S. (1990). *Commentaries on Friedmann`s Planning in the Public Domain: The World of John Friedmann*. In Planning Theory Newsletter. n°3. Spring.

<sup>34</sup> Luigi Mazza, Seymour J. Mandelbaum, and Robert W. Burchell (1996). *Explorations in Planning Theory* by (Paperback - Jun 1996)



a) **Political:** There must be a clear framework of actuations and priorities. Some areas must be entered and others not; for example, there are people who think that corrupt governments must not be helped<sup>35</sup>. In any case there must be some priorities where efforts and investment in territories with specific indicators have to be concentrated, they can be more or less debatable, but enable us to orient policies and to monitorize outcomes. Within this political framework we can involve national political action with its three levels -national, regional and local governments- and we have to avoid that “donor” implies a proper concept for countries receiving the aids, so donor-counterparty must be linked by the projects they jointly undertake.

b) **Negotiating:** for joint projects we have to look for co-financing, since in the fight against poverty they have to finance it also with money from national bodies in these same places. They have to provide jointly specific policies and commit to fight against poverty without hoping the problems will be solved from the outside. In development negotiations must be conducted with due consideration regarding each party position, conducted in an open manner. These negotiations should be developed not only from the political domain, to satisfy all parties with the agreed commitments. In face to face negotiations between planners and affected population is where we can find an adequate knowledge basis for the problem and, therefore, the right path for a best solution<sup>36</sup>. Also there must be a coordination of programs and projects, because most of the times what is done is to mitigate poverty and not solving it. Sometimes corruption occurs, so we have to look for intermediation of prestigious institutions, especially in the management of financial funds, and the World Bank Centers are scrupulous in these aspects but the operating costs they require are very high. When there is no bureaucratic structure of this kind it is important an intermediation.

c) **Regulating:** we do not have to see it as a regulation but as included ethical values. Concepts like solidarity, justice and equity have to be present in the designing of own projects and in its evaluation. As we have seen to incorporate a system of values that leads social practice in the political domain is one of the most important tasks of the planner. Since planners’ work is unavoidably of “public interest”, the search for a common good must be among its guiding principles<sup>37</sup>.

d) **Innovative:** as to how to mobilize these human and economic resources in public domain. Innovative means that the project promoters must have adequate preparation, assuming an *entrepreneurial function* in its best sense, as activator of all kind of resources – human, economic, public, private- and it entails the concertation of powers corresponding to some actors. It, therefore, involves a great ability for mediation, commitment and to be prepared to take risks, even being officially responsible of them<sup>38</sup>. Time and space refer to the consideration of local and regional domains, where projects have to be focused in a specific period of time. In these periods –three or four years- they must incorporate a continuous evaluation system for policies, programs and projects.

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<sup>35</sup> Friedmann 1994. “Towards a Non-Euclidean Mode of Planning”. Journal of the American Planning Association.

<sup>36</sup> William Easterly. Interview. El Mundo. Economy 05/25/2007.

<sup>37</sup> In a lecture given by John Friedmann in April 2007 at the Universidad Politécnica de Madrid (UPM), where he was invited as world expert in planning, Friedmann reflected on the importance of planner’s values and on the need for citizen participation in city planning. In his lecture he referred to the “public interest” of planner actions and to the search for a common good.

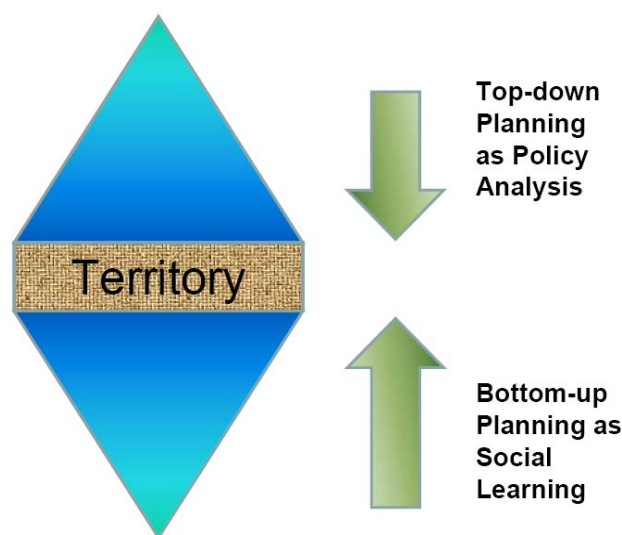
<sup>38</sup> Friedmann, 1994.

It will be necessary to promote a joint work of a series of countries willing to invest, with a policy that lasts for a long time (at least 10 years) with the corresponding corrections. Thus, programs will include a set of related projects and the required organizational changes to achieve strategic goals and expected benefits. This means the decision of applying development innovations as management in public domain, and the inclusion of the guidance concept in administration through programs and the development of competences in program management<sup>39</sup>. Strategic goals are achieved through programs and projects.

e) **Social Learning**: mechanisms to train people who will carry out these policies and these programs. This training means to incorporate in managers an open attitude to develop an appreciation of values from public domain<sup>40</sup>, understood as the ability to perceive the intrinsic qualities of others and to understand their points of view. It also implies to develop the ability to communicate with the people affected by the projects and to be receptive to their opinions, value judgments and ethical standards. The central basis to appreciate these values is mutual respect.

Trying to synthesize all above, in Figure 9, we talk about **planning as a social learning**, that tries to **top-down** balancing public action in the territory where people and structures are, and **bottom-up** balancing the creativity and innovation, with the people involved in the process. Linking both processes, in a specific area, allow project managers and directors to exploit collective creativity of people and organizations working to solve the problems.

**Figure 9: Representation of the proposal of Planning as social learning**



<sup>39</sup> AEIPRO. IPMA. (2009). ICB – Competence Baseline in Project Management, AEIPRO Version 3.1.

<sup>40</sup> AEIPRO. IPMA. (2009). ICB – Competence Baseline in Project Management, AEIPRO Version 3.1.

## 6. Leader Model: from 1991 to 2011

In the 80's began the widespread view that the European Union (EU) requires more effective rural development strategies, based in an endogenous development and in the creation of new organizational structures at a local level. Within this context in 1991 was born the LEADER initiative as an experimental way to deal with the rural development in the EU, based in a territorial approach, the creation of participative local government structures and in a decentralized management. The basis of this initiative, through a planning model social learning-based, were implemented in some regions in Spain<sup>41</sup> and in several territories in Mexico<sup>42</sup>, giving evidence that there is a new and effective mean to articulate rural development in different contexts.

This LEADER initiative although launched in 1991, still worked until 2006 as communitarian initiative, creating a culture in Europe. Nowadays it is included as a European priority for the period 2007-2013. The new concept of development LEADER gives is based in the rapprochement among different agents, linked top-down, and bottom-up. The original approach is the rapprochement among the responsible of interventions and potential beneficiaries. This is to look for a model that emphasizes the establishment of linkages between activities, projects, territories and sectors; both of individuals and associations as of productive sectors.

The initiative has evolved in three stages of (Fig. 10) programming to its current consolidation as rural development policy. In the first stage the initiative LEADER I<sup>43</sup> a set of 217 pilot programs were started to test the validity of this new approach. In a second stage LEADER II<sup>44</sup>, with the same basic criteria than the first one, the model was implemented in 906 territories. In 2000 the Commission adopted the guidelines for a new stage (2000-2006) called LEADER+<sup>45</sup> emphasizing its main initial goal: To promote and experiment original development actions that can guide EU rural policies. This third stage maintained the progressive increase of European financing, reaching over 2,000 million Euros for this period.

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<sup>41</sup> Cazorla-Montero, A.; De los Ríos-Carmenado, I., Díaz-Puente, JM (2005). The Leader community initiative as rural development model: application in the capital region of Spain. *Agrociencia* 39: 697-708. 2005.

<sup>42</sup> De los Ríos-Carmenado, I.; Díaz-Puente J.M. Cadena-Iñiguez, J. (2011). The Initiative Leader as a model for rural development: implementation to some territories of México. *Agrociencia* 45: 609-624.

De los Ríos-Carmenado, I.; Cadena-Iñiguez, J.; Díaz-Puente J.M. 2011. Creating local action groups for rural development in México: methodological approach and lessons learned. *Agrociencia* Vol 45: 815-829.

Díaz-Puente, J.M., Cazorla, A.; I. De los Ríos-Carmenado. (2009). Empowering Communities through Evaluation: some lessons from rural Spain. *Community Development Journal* 44: 53-67.

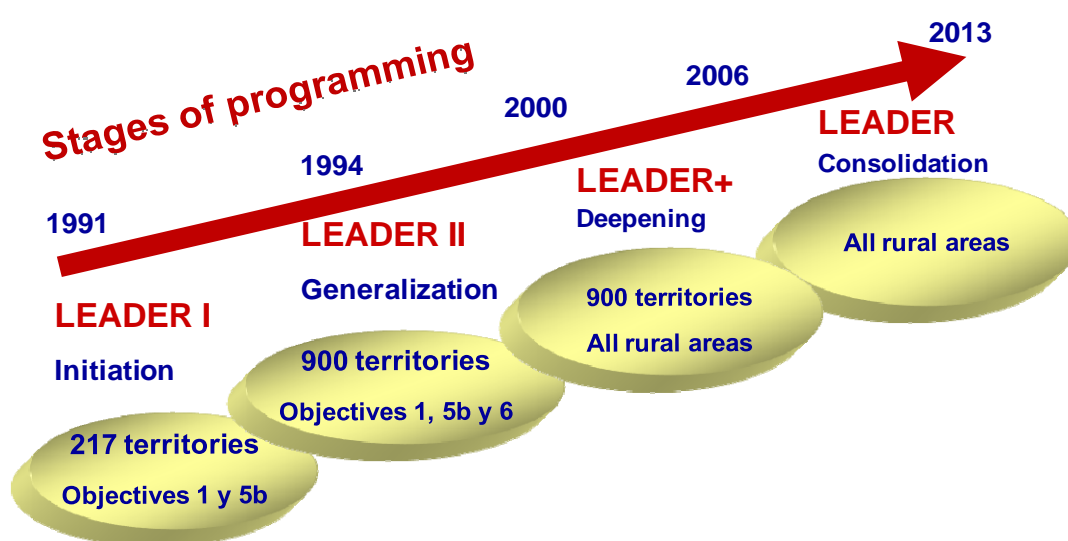
<sup>43</sup> Commission of the EU. 1990. *The Community Initiative for Rural Development: LEADER*. Brussels, Information Memo, 25 July 1990.

<sup>44</sup> Commission of the EU. 1994. *Communication to member states where guidelines on the community initiative for rural development LEADER II are given*. Official Journal of the European Union. N° C 180. Brussels.

<sup>45</sup> Commission of the EU. 2000. *Communication to Member states of April 14th 2000 establishing guidelines on the community initiative of rural development LEADER+*. Official Journal of the European Union. N° C 139/5. Brussels. Commission DGVI, Brussels.

With (CE) 1698/2005<sup>46</sup> regulation Leader happens to be a European Initiative to be included as a priority until 2013. From this moment on the LEADER approach is consolidated as rural development policy, with the following elements as operational aspects: a) local development strategies by zones, designed for sub-regional rural territories clearly identified; b) local partnership between the public and private domains (local action groups); c) a bottom-up approach that gives local action groups a decisive power on the preparation and implementation of a local development strategy; d) multi-sectorial conception and implementation of strategy, based on interaction between agents and projects from various local economy sectors; e) implementation of innovative approaches; f) implementation of cooperative projects; and g) networking of local partnership.

Figure 10: Leader Initiative stages



Rural development strategies submitted by territories with this Leader approach must show, in addition to its economic feasibility and its sustainability, its originality. The idea is to support ambitious and original development approaches, which are transferable and supplementary to the interventions carried out in the territory by main programs<sup>47</sup>.

During this development stage, the experience has shown that the specificities of Leader model simultaneously affect in the planning process of rural development projects in the local domain<sup>48</sup> providing an added value to the following seven aspects (Fig. 11):

- **Territorial approach**, that allows initiating the process based in resources and specific needs of each territory.

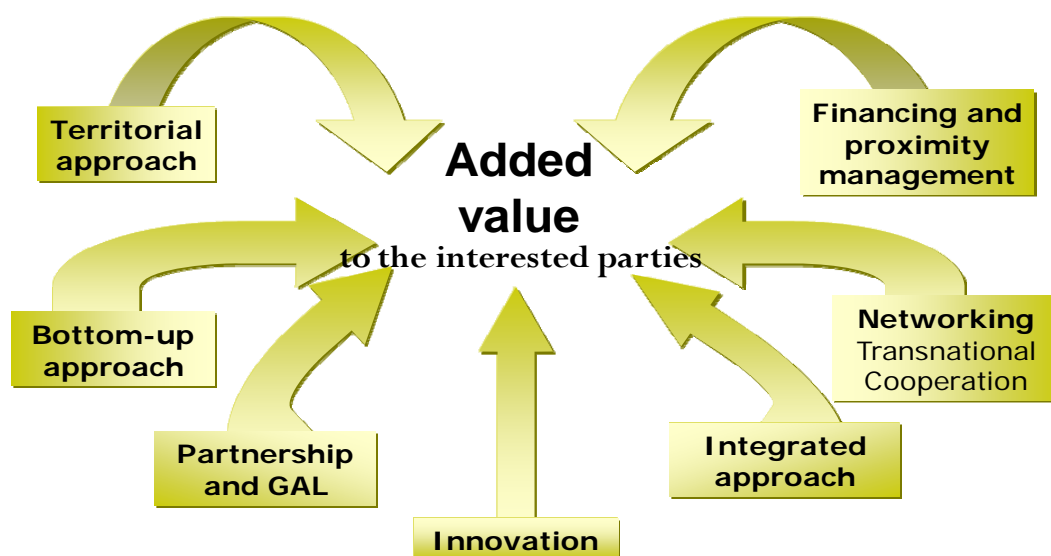
<sup>46</sup> CE REGULATION 1698/2005 FROM THE BOARD OF MANAGEMENT of September 20th, 2005 on aids for rural development towards the European Agricultural Fund for Rural Development (EAFRD).

<sup>47</sup> European Commission. 1999. *Communication to member states where guidelines on the community initiative for rural development (LEADER+) are given*. Brussels.

<sup>48</sup> AEIDL, 1999. *Evaluating added value of LEADER approach*. book 4 European observatory of innovation and rural development. Brussels.

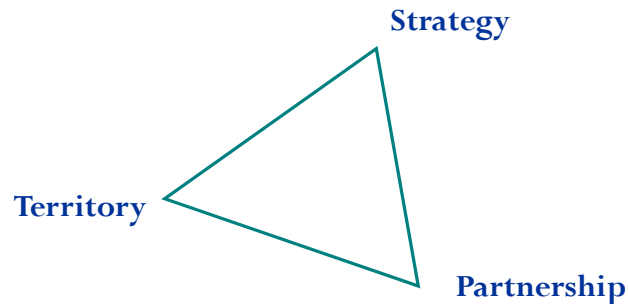
- **Bottom-up approach**, because projects go bottom-up and allow implying, in a participative way, local agents, taking into account at the same time particular circumstances of each territory.
- **Local Action Group** is organized into horizontal cooperation, where the agents and local institutions are grouped. Partnership and local action group are adjusted as board of management for territorial programs.
- The **innovative** character of actions, from the point of view of public management of resources, the link between them and the multi-sectorial approach that influence the actions, as well as the expected outcomes and impact.
- The **integrated** approach, required for multi-sectorial and systemic search of linkages between actions, within the framework of an integrated territorial strategy (L.E.A.D.E.R. acronym comes from: “Liaisons Entre Actions de Développement de l’Economie Rurale”, “Links between rural economy development actions”). So, the integration is done in the territory.
- **Networking** and **transnational cooperation** have an influence on relations between local level and the outside world (flow of information and knowledge, development of common projects). It allows leader groups to be interlinked creating a rural development philosophy.
- **Financing** and proximity management are revolutionary in leader projects, because Public Administrations give the action group money in advance to manage its projects, and submit to be agreed by the collegial Board of Management. This means innovation in management and gives flexibility to the program throughout the implementation period, as well as the kind of projects which could be funded.

Figure 11: Seven key aspects of Leader Initiative



Three elements of the development trilogy –that did not appear in other models– are clearly related in Leader model: a clear and defined **strategy**, a **territory** where it is implemented and **partnership** (top-down, bottom-up and territory as union point).

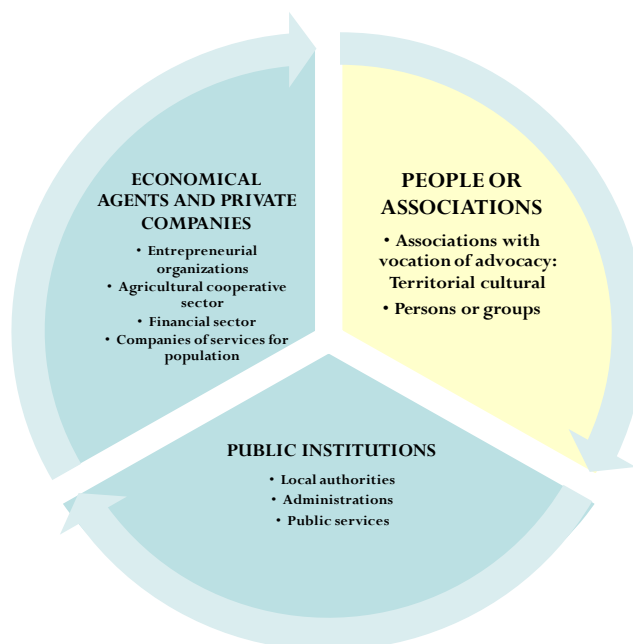
**Figure 12: Development trilogy in Leader model**



Partnership is the group of public and private agents constituted in various ways, able to organize and assume a collective commitment and with legitimacy to manage public funds. This is the most efficient and attractive of Leader system. In many member states, like Spain, it has been a real innovation: creation of partnerships as local government structures. This is the strategic element that makes the difference of LEADER with other programs, difference consisting of having been based on aspirations and projects born in the local domain<sup>49</sup>.

This partnership, in one side, consists of individuals and associations; in other, of economic agents and private companies, and finally, of institutional domain (Fig. 13). This relation and participation of the affected population is formally grouped in a partnership that in LEADER takes the form of Action Local Group (GAL).

**Figure 13: Potential partners categories in partnership**



<sup>49</sup> MacSharry, R. 1992. *Introduction*. Leader Magazine 1.

Regarding **funding** or fund management, international mechanisms must be simplified and combined with the responsibility and control (transparency in responsibilities and proximity to the beneficiaries). That is, the beneficiaries are the ones who mobilize themselves to lead projects, and the local action group (GAL) at the same time animates these people to present their projects according to the needs they have, always with co-financing up to 60-70%. To achieve this co-financing the creation of GAL also implies a link between decisions taken at a local level and the ones taken at a regional, national and community level<sup>50</sup>. This link is made by designing control plans on local decisions and actuations of GAL.

To this link among local, regional, national and community level, Leader system strikes in the **decentralization**; there is a tutelary administration being at the second control level, but the first control level is carried out by the system that sets it. In the process responsible and Intermediary Organization to the EU, depending on the rural development Services of National or Regional Administrations, and at a local level, GAL. Decentralization mechanisms are an effective way to control funds and strike in the design of joint procedures to the management and granting aids to projects.

There are ideas in Europe that have been expressed in innovative programs and ways of making from public domain, and Leader system has generated as well local leaders or entrepreneurs that have promoted the development of their regions.

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<sup>50</sup> Hart, M., and M. Murray, 2000. *Local Development in Northern Ireland-The Way Forward*. Northern Ireland Economic Council, Belfast.

## 7. Conclusions

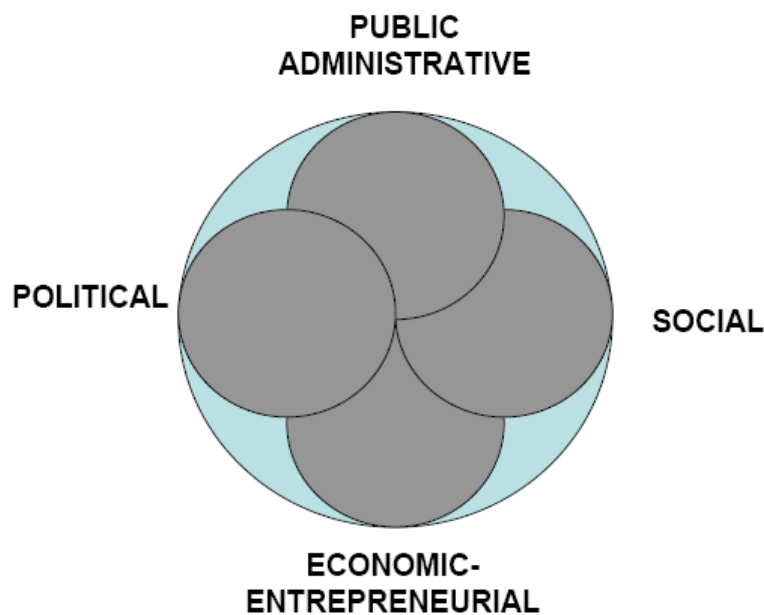
Regarding the **territorial domain** we can highlight two aspects: On one hand the international moving of funds for development aids, that is going to Sub-Saharan Africa and Asia, and on the other hand, the role Spain is playing in Latin-America. Spain, according to its GDP, is the ninth country in the world, and its responsibility in Latin-America is key for various historical and cultural reasons; also because Sub-Saharan Africa and Asia are the main objectives for International Organizations.

From the point of view of the orientation of procedures is important how to prepare more effectively **human capital**, with key people in those places to be able to articulate these kinds of policies. Another view to look at development and to fight against poverty must be introduced.

Other main aspect would be the **Organization of Public administrations**: we may force them to become professional in developing countries. There is a lack of strength to link aids to the need for organizing an appropriate administration, avoiding some ineffectiveness and corruption in management, which occurs when a country changes its public managers as a result of a change in the government.

All these facts lead us to a model where the **political** role is determined by an administration that involves entrepreneurial people with the territory. “Big political” objectives and an increase in social capital are required to “work together”.

The implied families must be mobilized, not only receiving in a passive manner the funds. Perhaps idealistic, this document could be summarize saying that, with all aforesaid implemented, we can reach to reduce political domain, to become professional administrative things, to continue as seen entrepreneurial matters and to increase social facts, so people will be leader of their own development.





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