

## Actively shaping rural development

Guidelines for integrated rural development



CONSUMER PROTECTION

Foor

AGRICULTURE

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## 1 INTEGRATED RURAL DEVELOPMENT: MOVING AHEAD TOGETHER!

#### What is integrated rural development?

Rural areas in Germany are very diverse. They differ, for example, in their characteristic landscape, local natural conditions, regional traditions and cultural scope – and predominantly with regard to their economic situation. Some rural regions are distinguished by strong economic development. Others battle with high unemployment, a lack of perspectives for young people and thus are confronted with depopulation in particular of the younger and better-educated population.

Hence, dealing with the strengths and weaknesses of the region is decisive for a positive outlook. Every region has its individual strengths, which can serve as the basis for its future development. The people in the region themselves can best recognize the strengths of a region and potentials for future development. This is the starting point of integrated rural development. There are no universal solutions. What is good for one region is not necessarily transferable to another.

## Regional development builds primarily upon the existing potentials and the expertise of a region's population.

Cooperation between policymakers, administrations, the various economic sectors and the citizens for the benefit of their rural region is the foundation of successful development. Working together to recognize and make use of regional potentials is the prerequisite for successful change. All actors important to a region (citizens, politicians, businesses, associations, administration) should, if possible, get involved and think about how they together can move the region they live in a step ahead.

The heart of integrated rural development is the partnership between policymakers and administration, the citizens, economic operators and science.

Solutions are not sought for individual sectors, but cross-sector regional approaches. It's no longer: how can I get my agricultural products sold or what can I do for nature conservation, for example to protect an area, but: what benefits could cooperation between nature conservation and agriculture have for the people of our region and what profits can be gained through this cooperation for agriculture and nature conservation?

Integrated rural development aims to harmonize the social, cultural and economic demands the region faces with its ecological functions. The different demands on the rural region –economical, ecological and social – are considered jointly and across sectors.

Integrated rural development is a regionally focused, cross-sector, partnered, learning and long-term approach. The goal is to integrate the different sectors in one joint development strategy.

#### How is integrated rural development funded?

Government policy funds this modern approach of rural development. The European Union supports local action groups with its LEADER programmes.

The federal government launched the pilot and demonstration project "REGIONEN AKTIV – Land gestaltet Zukunft" (ACTIVE REGIONS – Shaping Rural Futures) as part of its national sustainability strategy in 2001. In it, 18 regions are developing examples of sustainable development with their partner-centred schemes.

Many Länder also have approaches for promoting integrated rural development, such as the Programme for Rural Regional Development in Hesse launched in 1993, the Rural Structural and Development Analysis (LSE) in Schleswig-Holstein or the PLENUM project in Baden-Württemberg. All of these programmes have the common objective of supporting rural regions, which are taking a new pathway towards their development: the pathway of region-related, partnered, integrated development.

In 2004, the introduction of the new funding principles "Integrated Rural Development" made essential elements of these approaches part of the federal-state "Joint Task for the Improvement of Agricultural Structures and Coastal Protection." Hence, the approaches for modern regional development described were made an element of mainstream funding.

The new funding principles "Integrated Rural Development" combined the measures for village renewal, land reorganization and agricultural structure development planning. The funding of regional management and rural development strategies were added to the funding principles. By promoting the creation of integrated rural development strategies, previously isolated, individual measures could be better harmonized and employed specifically for the development of the rural regions. Regional management supports targeted implementation of these strategies drawn up by the regions. The new funding approach systematically develops income opportunities for farmers besides primary production and income potentials arising from linking agricultural and non-agricultural activities. In addition to investments in the narrow sector of agriculture, other investments have become eligible for funding.

What is integrated rural development?						
Region-specific approach	Looks at regions rather than individual sectors					
Cross-sector approach	Focused on synergies between different areas of government and industry					
Partnership approach	People form partnerships, set up and implement joint programmes					
Dynamic approach	The process is continually evaluated and further developed by the network of actors					
Long-term approach	Focused on medium and long-term potentials					

Source: Modified after Schubert 2002

#### About these guidelines:

These guidelines are not intended as a detailed and exhaustive source of information, but as an introduction to the most important core themes of rural development. The eight chapters of the guidelines contain background information, selected examples and overview charts on the most central aspects of integrated rural development. The following illustration shows an overview of the structure of the guidelines.

The aim of the guidelines is to convey the background and the philosophy of integrated rural development to readers. This guidelines are the translation of our brochure "Ländliche Entwicklung aktiv gestalten", which aims to **encourage people to start up a process of rural development.** 

Integrated rural development is a demanding, but rewarding process! Integrated rural development can and ought to be fun!

#### **Guidelines structure – Aspects of integrated rural development** Draw up a rural development strategy Establish participation p. 7 Evaluate p. 36 p. 13 Observe structural **Actively shape** Find winners p. 19 conditions p. 34 integrated rural development! Set up regional Utilize outside help management p. 22 p. 31 Public relations p. 27

## 2 BEGINNING INTEGRATED RURAL DEVELOPMENT: DRAW UP A DEVELOPMENT STRATEGY TOGETHER

The process of integrated rural development can begin, for example, when individual actors or groups from associations, business, agriculture and forestry, policymakers or involved citizens have the impression that something needs to happen in their region. Initially formless deliberations about possibilities to bring about change are the first steps towards a development strategy for the region.

#### Why an integrated rural development strategy?

First of all: an integrated rural development strategy should not be understood as a rigid, unchangeable plan. Instead, a region's actors set down their ideas about the future of their region, which should always remain open for new developments or ideas. This also includes thinking about the meaning of the word "development." Rural regions are very diverse. There is not "the" rural region. Therefore, there also cannot be "the" rural development.

Rural development must always be seen before the background of the very specific situation of the respective region. It is accordingly helpful to examine critically whether development pathways taken successfully somewhere else would be even plausible in "our" region. Or to consider whether successes cannot begin sooner and more lastingly in the form of new jobs and additional income if we understand development as using the possibilities open to us – and not as an attempt to transfer non-adapted approaches from other regions.

Drawing up a development strategy is a process with open results. This means that the development strategy should also be able to be adapted to changes later on. An integrated rural development strategy is more than a rough paper. Its creation process is just as important as the actual result, for while drawing up the development strategy, regional actors get to know each other better and develop ways of working together.

## Drawing up a development strategy is the beginning of a long-term development process in the region.

An integrated rural development strategy is a joint draft for the future of the region. It is important for a region to "find itself" and be constituted through the joint creation of its future draft: all relevant actors together seek "their" model, "their" vision, upon which they then align their future goals and actual project ideas.

### Questions asked before drawing up development goals might be: Where should our region stand in 2010? Where in 2020? What models do we identify with?

The function of an integrated rural development strategy is to name regionally specific goals and fields of action for the short and medium terms and to define a joint model as the long-term goal of a region. It helps to activate regional forces, to network the actions of regional actors and to define the joint goals for a region (Where do we want to go?).

#### How do we create an integrated rural development strategy?

A development strategy first needs the initiative of committed individuals, who initially do certain preparatory work. Representatives from all important social groups and interested citizens can be invited to a launch event to inform them about integrated rural development. Here, the first foundations for establishing a partnership can be made. A steering group can be formed to coordinate the process. Working groups should be set up on various topics in order to identify strengths and weaknesses and possible development potentials as well as new alliances for each sector (tourism, agriculture, nature conservation, commerce, the trades).

BACKGROUZE

In order to develop the potentials of the region together, it may be helpful to hold **certain types** of events, such as "future conferences" or open-space events, which can be carried out with outside moderators or advisors. The results of various working group meetings and events form the basis for the wording of the development strategy. The plan's intermediate status must, however, repeatedly be discussed with all actors in order to gain broad acceptance. The development process can only be successful if as many actors as possible can identify with the goals.

Many regions use external expertise to help them draw up their development strategies. For instance, advisors help in moderating group processes or in structuring and wording the development strategy. In addition, they can input their experiences from their advisory work for other regions. However, outside advice should not be misunderstood: since there are no universal magic recipes for regional development valid in every region, consulting cannot replace own creativity: contents, regional problems and possible future strategies for a region can only be recognized and developed by the regional actors themselves. Outside advisors offer important assistance to activate regional creativity and can provide encouragement for new ideas.

The regional development meetings should not end as soon as the paper is completed. Regular stocktaking, coordination and informative meetings serve the courses of networking, cooperation and steering throughout the entire development process. They are a continuous part of implementing integrated development.

It is important to link the development strategy to previous approaches for regional development on location. Do parts of the region already have schemes? Is there any experience with regional funding programmes? What is new and piloting within the newly taken development process?

In an extensive process, participants draw up a development strategy for the region together. The plan should give the region courage to seek out new potentials for development and consolidate these to shape a demanding yet realistic future vision!

#### What building blocks make up an integrated rural development strategy?

#### Building blocks of an integrated rural development strategy

- Delineation and location of the region
- Starting point: assessment of the regional circumstances → strengths-weaknesses analysis
- · Models, goals and development strategies
- Fields of action and pilot projects
- · Organizational structure
- Overviews of project planning and finances
- Evaluation scheme

#### 1. Delineation and location of the region

The development strategy specifies the region to which it refers. The spatial delineation of a region is not predetermined by certain criteria. It is quite possible for a development region to stretch across administrative borders. Relationships between people and the specific area they identify with do not necessarily correspond with administrative borders. In addition, natural areas, economic connections, mutual problems, cultural backgrounds and traditions can lead to a regional awareness and serve as boundaries of a region. For example, it may be wise to connect with existing, inter-municipal alliances.

#### Questions to use to help delineate a region

- Is there a special, mutual natural area that forms an outside boundary to our region and promotes an identity (island, natural park, mountain range ...)?
- Is there a tradition of cooperation between different towns here? Where is this co operation more dense and where does it cease (to the outside)?
- What special regional and cultural features help the people here identify with their region? Where do these features end?
- Does the regional awareness exist only within the boundaries of our rural district or do they cross them? Is our rural district homogeneous or are there major differ ences within the district?

#### 2. Describing regional circumstances

An Integrated Rural development strategy involves describing the most important regional circumstances – including an analysis of important regional statistical data (e.g. population growth, employment data, environmental quality) as well as a strengths and weaknesses analysis. However, regional statistical data should be limited to those that are important to the development of the regional goals.

The strengths and weaknesses analysis describes the potentials and barriers of a region with the aim of recognizing and expanding existing potentials, in order to overcome the identified weaknesses.

Example of a regional strengths and weaknesses analysis					
Strengths	Weaknesses				
The population's close connections to their homeland	Tourism services not harmonized				
Secured level of services	No consolidated marketing of the region to the outside				
Good traffic connections	Many commuters				
<ul> <li>Cultural resources: castles, historical structures, customs</li> </ul>	Depopulation of young adults				
Good social infrastructure	Anticipated termination of farms				
Small, "manageable" region	High unemployment rate				
<ul> <li>Local politicians very open to new types of integrated rural development</li> </ul>					

#### 3. Defining models and concrete development objectives

Based on its specific starting conditions, the region drafts a model, which results in a development strategy. Measurable goals make the model concrete and operational. This means that a model is allocated goals that are necessary for realizing this model. These goals must be so concrete that checks can be made whether and to what extent they have been achieved.

The development strategy should cite specialized focal points, fields of action and focal point projects, which together contribute to attaining the objective. Which actor alliances contribute to these focal points?

#### 4. Designing pilot projects

Examples of specific pilot projects are described in the development strategy. Only the most important and best project ideas are taken up, chosen based on their pilot nature and their contribution to networking the actors from all the sectors.

It is important that projects are designed so that they

- contribute to reaching the regional development goals,
- are sustainable and feasible,
- bring about success as soon as possible.

Projects should only be adopted in the development strategy if their realization helps the region as a whole. It is not enough if projects can operate in isolation, rather they – in combination with other projects – must portray the strategy with which the regional development goals can be achieved. Sustainable means in particular that the projects can support themselves when start-up funding from grants runs out.

Only those projects are taken up that are actually feasible; unrealistic "catch the moon projects" benefit no one. Furthermore, for the acceptance of development projects within a region it is important to design them in such a way that they produce visible results as early as possible − then they can be used well for public relations (→ Public Relations, p. 27) and to recruit new supporters. If some projects are unable to do this, then a combination should be aimed for within the pilot projects, made up of projects with early results and others with medium and long-term visible success.

It is also important that the catalogue of pilot projects listed in the development strategy are not seen as final – there must always be options open to develop and adopt new projects later on.

#### 5. Organizational structure

A development strategy contains a precise organizational structure for the development process (visualized with an organizational chart). How is participation organized? What bodies will be established? How will the population be involved? Where will the regional management office ( $\rightarrow$  Regional Management, p. 22) be located? Where and on what level will the link between the regional partnership and local policymakers and administration be made? No matter what the organizational structure looks like, the important element is partnership. With all due respect to the elected local structures, the development initiative must maintain its creative independence, while policymakers and administration contribute their administrative professionalism and support to the process.

#### 6. Project planning and financial overviews

Criteria are laid down in the development strategy according to which projects are selected for implementation. Here it is important to cite concrete criteria, which refer to the overall regional development goals. The only way to prevent later disappointments if the regional partnership considers specific project ideas not worthy of implementation is to design the project selection process transparently.

## Project selection criteria of the "Sustainable Region Isenhagener Land" (Lower Saxony), (excerpt)

#### General criteria

Criteria nos. 1–6 must be fulfilled (minimum requirements). Within the criteria group nos. 7/8 and nos. 9/10 one positive point each must be reached.

- 1. The project corresponds with the model and the guidelines of the REK.
- 2. The project sponsor participates in the project with its own funds.
- 3. The project corresponds with the promotional requirements (funding principles and prerequisites).
- 4. The project is designed and implemented by local actors.
- 5. The project promotes the further development and expansion of existing structures and resources (endogenous potentials).
- 6. The project has development potential even beyond the duration of funding.
- 7. The project promotes cooperation between different groups.
- 8. The project improves regional networking (transport routes, infrastructure, production, information).
- 9. The project has a pilot character or exemplary function.
- 10. The project is publicly effective.

Source: Nachhaltigkeitsregion Isenhagener Land 2001

An integrated rural development strategy contains quantitative or qualitative intermediate and general goals for the planned pilot projects. The objectives must be measurable. Additionally, a list of the project sponsors, participants, scheduled funding and human resources expenses is made (allocating the funds in own contributions and co-financing funds, for example from grant programmes).

#### 7. Continuous evaluation!

The integrated rural development strategy establishes how the success of the development process should be checked. Only if the aims and success criteria are already clear during planning is it possible later to evaluate whether the process was successful. It should cite concrete indicators and the evaluation methods that will be used (→ Evaluation, p. 36).

#### 3 CULTIVATING INVOLVEMENT

#### Getting people involved

Integrated rural development starts with the experience of a region's people: politicians alone cannot create a "top down" plan for rural development – instead an active population is needed for important decisions about regional development.

Integrated rural development distinctly enhances the significance and the decision-making competence of the actors in the rural region. We therefore talk about "bottom up" development rather than the once dominant "top down" approach.

In practice, however, "bottom up" does not mean that all decisions are made alone by the region and problems solved entirely autonomously. Policy counts on European, national and state-level framework conditions and incentives, which can promote or inhibit rural development.

Only an optimal combination of the potentials of "bottom up" steering and outside incentives and support as well as the existing "top down" policy guidelines can lead integrated rural development to success.

Participation of a large number of actors must be initiated from the beginning, in order to shape a broad spectrum of different aspects and interest within the integrated rural development strategy. For the initiators of the development process and regional management this means actively addressing citizens and finding potential partners. Here, as well, continuous public relations are important (→ Public Relations, p. 27).

Participation structures ensure the democratic character of integrated rural development – this is important since integrated rural development does not take place solely within the conventional local and regional structures (on the municipal and district parliament levels). Therefore, reliable participation structures and "rules of play" must be set up in the regions, which are then continuously cared for and preserved.

#### The regional partnership

The regional partnership is an alliance of policymakers, administration, the primary social groups as well as committed citizens. In order to make this alliance stabile and workable, a regional development association can be founded, for example. A standing body consisting of a balanced group of members serves as the "steering committee." Its task is to discuss the goals reached and necessary measures at regular meetings and to make decisions. Since, unlike a parliament, the actors in regional partnerships are not elected, two things must be taken into special consideration:

Firstly, it is important that all relevant interests be taken into account in a regional partnership. Otherwise, some groups in the region may feel they are being ignored, and acceptance for the regional partnership will dwindle.

Secondly, regional partnerships must be closely linked to the existing municipal policy structures and be supported by the policymakers. Of course, important actors from politics and administration (mayors, city and district council members, etc.) should become dedicated members of the partnership.

In the regions themselves, higher offices and the relevant political bodies should take on the problems together with the partners in the region. Therefore, it is especially important that the most important decision makers from local politics and administration support the development process. Integrated rural development is doomed to fail if it ignores the political decision-making structures of a region. Different ways of working must be taken into account here: administrative action and cooperative rural development must first be aligned to achieve success together.

#### The role of local and district governments

In view of the rapid change of framework conditions (such as globalization, expansion of the European Union, demographic change), municipal borders have become too narrow for many tasks. When it's a matter of jobs and added value, the towns should no longer view one another as competing neighbours, but rather as one region that needs to be preserved and made ready for the future. The new funding principles "Integrated Rural Development" of the Joint Task for the Improvement of Agricultural Structures and Coastal Protection are also an offer to the towns and districts to tackle this difficult process together with other actors in the rural region.

Local and rural district authorities must play a weight-bearing role in integrated rural development. Local councils and district assemblies are the regions' legitimately elected bodies. The local administrations are the responsible acting institutions. Integrated rural development should not set up a parallel structure. Instead, local and rural district authorities on the one hand and private actors on the other hand (associations, business, citizens) join to form a partnership organization in the interest of their region.

The local authorities profit from the dedication, the expertise and the creativity of the local citizens; the regional actors profit from the professionalism and the assertive power of the local administration and policymakers. Insofar, a rural development process is a joint venture for the benefit of the region.

#### Who should be involved?

The first step towards organizing involvement is a kind of brainstorming: which sectors and social groups are relevant in our region? Which policymakers will we include? How can we reach interested citizens? How can we ensure that interested women also get involved in the development process? Can we make the regional development process interesting for young people, for instance by setting up a kind of "youth council" or a "teen working group"?

Balanced involvement of all interests and perspectives is vital – for instance agriculture and nature conservation, women and men, political representatives from all participating municipalities and political parties.

The following checklist can help identify the region's relevant actors, but should be adapted to the specific region. Not every interest group or group of actors plays a role in every region!

#### Who should be involved in integrated rural development?

#### Interested citizens

Women, men, juveniles, seniors, disabled people

#### Local policymakers and administration

Local council

District assembly

Mayors

County District Commissioner

District administration

Relevant specialized authorities (agricultural office, economic promotion office,

nature conservation authorities)

Public undertakings (public utilities, public transport operators)

#### **Associations and institutions**

Farmers' alliances

Rural women's' alliances

Youth groups

**Parishes** 

Nature conservation associations

Existing regional initiatives (e.g. LEADER+)

Charity groups

Tourism association

Job agency

Museums, cultural institutions

Chamber of industry and commerce

Consumer associations

#### **Business**

Agriculture

Crafts and Trades

Trade and commerce

Restaurant and catering sector

Regional enterprises

#### **Educational institutions**

Adult education centres

Schools

Regional colleges and universities

Family education centres

Occupational training centres

Source: Modified after Lindloff/Schneider 2001 and BStMLU 2003

#### What is gender mainstreaming?

Gender mainstreaming means that the different life circumstances and interests of women and men are taken into account from the outset and habitually in all social projects, since reality is not gender neutral (definition of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth).

#### What does gender mainstreaming achieve?

In order to achieve sustainable development in rural regions, decisions must be based on the possibilities and interests of the population. Gender mainstreaming deals with how policies can be designed to take the interests of all people into consideration equally. In order to be taken into consideration, people must be "visible" and perceptibly express their desires, needs and interests. When decisions affect "the population," it is necessary to recall that the population is made up of people of different genders, ages, social and ethnic origins, etc. Different life circumstances affect people's abilities, needs and interests, as well as the extent to which these are perceived.

The reality in Germany shows that a balanced participation of the population has not been sufficiently achieved in various areas. This is especially clear when we compare men and women. Their historic gender-specific roles are particularly distinct in the allocation of rights, obligations and tasks, for example in holding public office or the distribution of work within families.

#### How does gender mainstreaming work?

Therefore, gender should be taken into account in all decisions. For example, if genders are very unequal among those who plan a measure and the later users, we must ask why this is so and how this can be changed. The next step is to examine what effects the measure has on women and men and whether certain specific adaptations are necessary to give all people equal access. Hence, in rural development, all projects, the models and the development strategy must be examined for their effects with regard to gender equality.

In reality, for the work of a regional development initiative this means for instance that dates are set so that all interested people can attend. When planning workshops this may involve offering childcare services so that people can be involved who do not have childcare at their disposal.

On principle, the rule is to ask the people for whom something is being done or who are affected by a decision about their needs and opinions and to involve them in decision-making processes.

#### How is regional participation organized?

On principle, regional participation can be divided into two phases: the start-up phase, during which partners are identified and come together, and the implementation phase. The aim of the start-up phase is to analyze regional strengths and weaknesses, identify possible fields of action and develop concrete project ideas. Participation ensures that workable structures are established. In the implementation phase, the integrated rural development strategy is resolved and concrete projects are implemented – in this case, participation must be maintained to make the running process democratic and transparent as well as to jointly recognize any necessary course corrections.

#### All phases of integrated rural development thrive on ample participation.

The process can begin with a regional conference to which all the important actors of a region are invited. This clarifies the advantages and possibilities of an integrated rural development process and encourages all participants to get involved in the process. Motivation can be enhanced when invited representatives from regions that have already begun such a process report on their achievements.

Regional conferences should continue to be held at regular intervals after the process has been started up. Since regional conferences are held with a large number of participants, it is important that they be well presented, for example by external exports. Work in small groups can promote the success of such events.

At the beginning of the process, discussions serve to find out what the region's most important topics are and what needs to be done. The topics that the regions wish to act on are called "fields of action" ( $\rightarrow$  Development strategy, p. 7). A working group should be set up for each field of action and meet regularly to draw up proposals on their specific topics. The work of these groups must always provide feedback to the regional partnership. It is helpful if the chairs of these working groups are also members of the regional steering committee.

Other events should be held on a regular basis going beyond the work in these organizational structures: e.g. conventions, presentations or excursions to other regions. It is important that citizens be invited to cooperate in a targeted manner to make clear that a regional development process is not only something for a few people, but that it matters to everyone and that it gains content and drive from the involvement of many. Different groups must be addressed specifically. An interesting programme encourages as many as possible to take part.

Reports should appear regularly about the process – in many towns, weekly newsletters are printed and distributed to almost the entire population. A regular information page on regional development process issues should be launched that invites all to participate.

## E Join-in character is:

Α

M

Р

F

"Your and our regional development process is looking for collaborators. We therefore invite you to attend the event on 15 April at 7 PM!" and not "We are implementing a regional development process. More information is available from the district administration."

In the course of this first phase of the participation process, the most important milestone on the agenda is to draw up an integrated rural development strategy ( $\rightarrow$  Development Strategy, p. 7).

Even when the plan has been determined and initial individual projects have been launched, participation must be further cultivated. This is where the sometimes more difficult second phase of participation begins in the implementation phase. Because of the character of the regional development process, this phase is just as important as the start-up phase. Here, as well, we must take care that all the important interests are taken into consideration and that citizens are given the opportunity to input their ideas in the development process. In addition to regular public relations work (→ Public Relations, p. 27), events have an important function for participation and regional unity. Various projects, for example, can hold a joint "open house," regional conferences can also ensure in later phases that the process remains transparent and possible course corrections can be discussed among a large group. Last, but not least: rural development should be fun. Many regions organize barbecues and parties to celebrate what they have achieved together.

# E X A M P L E

#### 4 FINDING WINNERS: CREATING AND MAINTAINING "WIN-WIN" SITUATIONS

Cooperation between different actors and sectors is of central importance for integrated rural development for one main goal is to overcome "conventional" sector-specific funding and development. But, what can make different actors want to network and begin alliances?

Besides motivation through an activating process and an attractive model for the region, the prospect of individual gains is decisive. Actors cooperate with one another when this cooperation achieves something that they cannot achieve alone. Potential partners can be gained by making clear to them what the specific benefits of cooperation are for them.

To reach success, it is important to detect such specific potential win-win situations for a region and to use them to involve actors in the regional development process through cross-sector alliances. Regional development can only be successful if the process and the individual projects are designed to simultaneously benefit a number of participants. Farmers might think: "I can earn more money by participating," nature conservationists: "If we get involved in regional development nature will be preserved" and restaurant proprietors: "If I join in, it will draw more customers."

However, a win-win situation also increases acceptance of the regional development strategy among less directly affected participants: critics are silenced when they see that the process generates many winners and when they recognize the overall benefits it offers the region. The central component of an integrated rural development process is therefore to plan projects so that as many actors as possible become simultaneous winners.

#### The Talauen project in the southern Steigerwald region

The significance of agriculture as a source of income for the population has been decreasing in the southern Steigerwald for a while now. There are fewer and fewer fulltime farmers and even part-time farmers have difficulties generating a sufficient income. A few years ago, a regional development initiative began the "Talauen project" to contribute to sustainable regional development with renaturation measures, near-natural water control measures, the creation of near-natural and water-related recreational facilities, cycling and hiking paths as well as strengthening the regional economic cycles. This in the meantime very successful project, which is growing to include more and more towns, has only winners: nature, since new biotopes have been created for specific species, the towns, since the negative symptoms and financial burdens of flooding are slowly decreasing, the people through higher quality of life, as well as the native tradesmen and farmers, who took over the construction measures and thus gained new income sources. In the southern Steigerwald, the farmers in particular were won over as partners for regional development because they can earn additional income by inputting their labour and their machinery in the necessary construction measures and better anchor the appreciation of the population for their services. In the medium term, the Talauen project will increase income possibilities for farmers, restaurant proprietors and other actors.

#### How can we identify possible win-win situations?

Possible win-win constellations should be played through while the development scheme is being drawn up based on the regional starting point and laid down in a compilation of example projects. If we use the example of the southern Steigerwald region, it would look like this:

Starting point	Possible project	Potential winners	Reasons
High waters lead to flooding  Farmers lose income  The region has tourism potentials that lie fallow, e.g. the natural surroundings are essentially intact  There is a need for	Develop agriculture, tourism and nature conservation together through flood prevention measures.	Restaurant trade Hotel trade Nature conservation Tourism Agriculture General population	Restaurant proprietors increase turnover, number of overnight guests increases, nature conservation profits from eco-tourism  Farmers gain profits from new income sources  Improved recreational opportunities
improvement in overnight accommodations, bike paths, restaurant opening hours, etc.			tional opportunities and quality of life

Imagination and joint development of ideas by as varied a group of partners as possible are needed to develop projects and find win-win situations. If there are actually multiple potential winners and the win-win question can be answered with "yes" then nothing stands in the way of a promising project idea!

#### **Project planning**

Actual project planning and implementation goes through various phases with different tasks for the partnership and project sponsors.

1. Preparatory phase: conceiving the project

First, the aims of the project need to be determined and considerations made about potential project sponsors and participants in a project.

It is important to examine the aspect of "compatibility": does the project fit into the development strategy and its fields of action? Does the project take up existing starting points in the region? Are activities perhaps already underway similar to the project? Example: a region already has a number of cycling and hiking paths, which however, have never been systematically linked together. A project could expand them to a consolidated system of pathways.

Moreover, the aspect of the project's environment is important: Who supports the project; are there critics? How could the latter be won over? Under these conditions, does the project have a realistic chance for implementation? Before the project is actually begun, its possible success can be examined using a feasibility study – this is especially advisable for very complex and pilot-like projects.

Once these questions are clarified, the project is "cut up" into measurable intermediate goals so that the status of the project can be regularly checked. An agreement should be made when and how these intermediate goals will be analyzed. The funding and the workforce required for the project are planned as precisely as possible, whereby the funding requirement is divided up into grant money and own contributions from the project sponsors, and the time the funds are required is determined as well.

2. Implementation phase: carrying out the project

During actual implementation of the project it is important that current project data is regularly recorded (result documentation) and used for the purpose of public relations. Small successes should be presented to the public early on, for example using exhibitions or an "open house." The project sponsors should report to the regional development partnership on project status at regular intervals in order to recognize possible problems as soon as possible. The milestones and intermediate goals laid down in the project plan must be checked for their accomplishment.

3. Consolidation phase: summing up and establishing the project for the long term

The purpose of the consolidation phase is to keep the project or its accomplishments up and running even without grant programmes. This at first involves evaluation of project success: have all goals been reached? Can the project now fund itself? Is it worth it to continue to project or has it failed? Is it advisable to network the project with other measures or extend it to other areas? Should the project be further developed based on the experiences gained?

## В ACKGROU

#### SUCCESSFULLY STEERING REGIONAL DEVELOPMENT: REGIONAL MANAGEMENT

In addition to the development strategy (→ Development Strategy, p. 7), regional management plays an important role as a strategic steering instrument. Regional management fundamentally encompasses all those tasks needed to steer an integrated rural development process. The strength of regional management is seen in two important aspects. For one, regional management contributes to improving a region's abilities to act and be competitive. Secondly, regional management serves to solve development problems in a regionally specific manner. Regional management does not compete with the existing authorities, but rather acts as a liaison office between local and government administrative institutions and the other regional actors.

#### Requirements, functions and objectives of regional management:

Regional management is intended to promote rural development by consolidating the regional resources, by coordinating processes and by seeking and enabling synergies. A regional management office can be set up before the integrated development strategy is drawn up in order to serve as a primary driver. However, it can also begin work after the development strategy has been completed.

#### What is regional management?

First, regional management is understood as an office that "manages, shapes and steers a region, (...) while making use of the principles of regional networking, cooperation as well as local alliances" (Tröger-Weiss). Regional management encompasses all tasks necessary for initiating, organizing and accompanying the implementation of rural development processes. These can include:

- informing, advising and activating the population
- identifying and developing regional development potentials
- identifying and promoting targeted projects

Citing these central tasks does not mean, however, that the regional managers do the work alone - rather it means that regional management is a vital key for the creation of alliances in a region, which lead to the cited effects. Regional management is a communicative and cooperative task.

The tasks of the regional management office are to:

- provide recommendations for action and to help regional actors make decisions,
- be the internal and external contact point, for example for journalists or interested citizens.
- organize and moderate events,
- help solve conflicts and bring about consensus,
- bear the responsibility for the timely completion of reports, for example to granters of funding,
- get regional actors on board regional development and network them,
- find funding sources,
- advise actors in project designing and applying for grants,
- organize and moderate meetings of the regional partnership.

### The regional management office is where all the strands of integrated rural development come together!

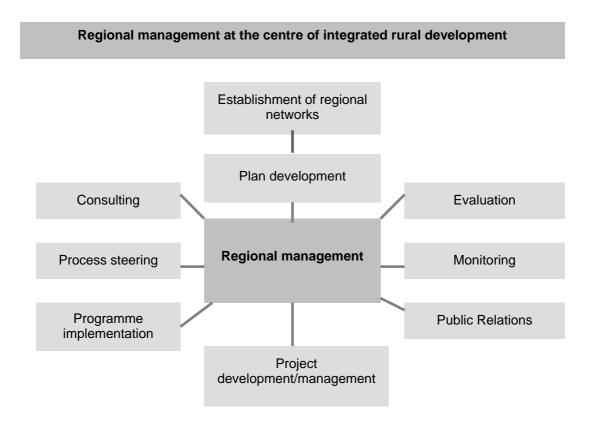
Overall, regional management ensures a steered and scheduled flow of the process of sustainable development in a region and successful adaptation of regional development to the guidelines of government funding programmes and legal foundations.

#### Training requirements for regional management

Upon examining these requirements for regional management, it becomes clear that regional managers must possess great social and communicative skills and specialized expertise. Actors working within regional management also need to be creative, assertive and flexible. Due to the multifaceted and demanding job of the regional managers, for some time now, there have been special training and further training programmes and courses for persons working in regional management ( $\rightarrow$  Outside Help, p. 31). It is recommended that regional managers take advantage of further training courses parallel to their practical work in the regional management office. Even if such additional qualifications are not cheap, the quality and training of the people working in regional management are important factors for the success of the rural development process.

#### Organization of regional management

Since regional management stands at the control centre of the process of rural development, it is ideal if regional management is able to work as a team of two to five staff. This kind of "organizational core" at the centre of the network is then also able to deal with the diverse tasks.



There are no magic recipes for how regional management should be organized and linked: in some regions, the regional management office is located within the district administration. This kind of link to official planning and administrative structures is advantageous due to the proximity to important decision-makers in government and administration. In addition, they usually provide appropriate infrastructure and office space. Moreover, important contacts are close by. One risk of a very close proximity to the administration, however, is that regional management could lose the necessary autonomy and thus experience a drop in acceptance. There is also the possibility that regional management may become too greatly dominated by aspects that it should not emulate: hierarchies and bureaucracy instead of communication and cooperation.

Often, the regional management office is installed outside of official structures. In these regions, staff may be employed by a sponsoring association or a regional development agency is commissioned. If regional management is separated spatially and organizationally from local administration, it is necessary that contacts with the political decision-making and administrative structures of a region be closely kept.

#### Six types of organization for regional management

- Public law company (municipal special purpose associations or regional planning associations)
- Private-public company (limited liability companies (GmbH) or development agencies
- Private company (limited liability companies (GmbH), foundations)
- Non-profit-making association
- Public company without legal force (local working groups and special-purpose agreements)
- Volunteer work with no legal anchors (regional forums, regional conferences or working groups)

Source: Modified after Tröger-Weiss 1998

If regional management is funded in the scope of the "Integrated Rural Development" funding principle, note that independent offices outside of administration must be commissioned to carry out regional management.

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#### Regional management in Vogelsberg, Hesse

Vogelsberg Consult GmbH is an example of regional management organization that is semi-public and semi-private. The shareholders are the three local savings banks and cooperative banks, the rural district and the local authorities. In the scope of a broadly based regional management for the Vogelsberg region, the public-private partnership company with approx. ten employees promotes the economy including investment and funding consulting for enterprises, the use of labour market policy instruments, controlling the use of funds according to Leader+ as well as encouraging innovative processes and regional networking. After start-up funding for the regional management office from state funds and Leader II funds, the Vogelsberg region is today able to support Vogelsberg Consult GmbH on its own.

#### **Financing regional management**

At the beginning, regional management is often (at least partially) financed through grants. These grants are considered start-up funding, which are paid for a limited time to launch the development process and to bridge the difficult start-up period (→ Structural Conditions, p. 34). After this period, other sources must be found to finance regional management so that the process of rural development is not held up or even brought to a halt altogether. The work of regional management never ends and is not only necessary for the duration of the grants. It is therefore important to prepare structures in due time that secure regional management after the grant programme runs out. Possibilities include

- at least partial funding of regional management from association membership dues,
- partial or complete funding by the participating local authorities in the southern
   Steigerwald, a per capita share of the costs was agreed that each local authority is required to provide for the joint development process,
- funding of individual aspects through fees, e.g. through license fees for a regional brand.

In order to maintain the willingness of public and private funders to finance regional management the services performed by regional management must be clear for all to see. For this, targeted marketing of accomplishments is necessary – public relations for the region's development process are among the most vital tasks in integrated rural development.

#### 6 Communication and public relations

Public relations – communication to the outside – are a crucial long-term task for regional management and the region as a whole. Why do public relations play such an important role in regional development? Public relations are important for making the process transparent and creating acceptance in the region even from those who are not directly involved in regional development. Furthermore, public relations are important for gaining new partners. If the achievements of regional development are regularly presented to the outside in a publicly effective way, it encourages new actors to get involved in regional development.

#### Using accomplishments for public relations

Successful communication and public relations of regional development processes chiefly involve the ability to identify own successes and portray them well to target groups. Therefore, it is essential in every phase of the development process to make status reports (→ Evaluation, p. 36). Projects should be designed so that they are successful even in early phases and the accomplishments should be used well for targeted public relations and to motivate new actors. In the scope of rural development, public relations work should be systematically planned and carried out in all phases of the process. It is best to set up a strategic public relations scheme.

#### The functions of communication and public relations

**Information** – Regional actors and the public are kept informed about the status of the development process.

**Motivation** – Participants get to know and understand one another better through shared information. They gain confidence in their own work and the development process.

**Management and control** – Objectives and content are conveyed, the partners' tasks are put in writing.

**Promotion and training** – The participants share a mutual foundation and views of regional problems and accomplishments. Individuals' experiences and accomplishments become visible to others as well and can be used for the overall process.

**Validation** – Own actions are justified to the critical public as well as decision makers and fund-givers. Immaterial, staff and financial support can be gained by creating transparency and portraying accomplishments.

Source: Modified after UBA 2002

#### Tailoring public relations to target groups

Communication to the outside should be specific and tailored to target groups. Hence, the following questions should be answered first:

- What target group to we wish to reach with a public relations measure?
- How can we reach this specific group?
- What do we want from the target group?
- What does the target group want from us? How can we combine the two?

Different types of public relations work are used for different target groups. For instance, to reach policymakers it is certainly advisable to plan an informative event, while press releases and a website can be suitable instruments for general and regular communication with the general population of a region. With a joint internet presentation, interested people can quickly get an idea of the region's development and find information about important events, programmes and messages.

#### Target groups for communication, public relations

- Enterprises in the region (trade, crafts and business)
- Farmers
- Restaurant trade
- Citizens
- People seeking recreation
- Press
- · Associations, club presidents
- · Administration of the towns and cities of a region
- Political opinion leaders
- · Important people
- Specialized administration (nature conservation authorities, forestry offices)
- Educational institutions (schools, kindergartens)
- Ministries
- · Funding institutions
- Universities
- Professional public
- Representatives from other regions

Source: Modified after Lindloff/Schneider 2001

#### Instruments of public relations

#### **Public relations instruments**

#### Image measures

- · Leaflets, flyers
- Info brochures
- Posters
- Exhibitions
- Illustrated charts
- Videos, slide shows
- Display cases
- Info stands
- Prepared sample presentations (slides)
- Internet presentation

#### Types of publications

- Newspapers
- Manuals
- Guidelines
- Work and status reports
- Professional articles
- Books
- Minutes
- Newsletters

#### **Press work**

- Press releases
- Press conferences
- Interviews
- Press folders
- Press distribution lists

#### **Events**

- Congress
- Conference
- Meeting
- Series
- Workshop
- Future conference
- Open house
- Excursions
- Party

Source: Modified after UBA 2002

Within regional management and the regional partnership, persons should be appointed responsible for public relations. Regular press releases and invitations to the press are among their tasks. Another possibility is to publish a regular magazine (e.g. quarterly) that is distributed to the population. Even a film could be made about the development process. For example, a video can be filmed in collaboration with young people or schools in the region. Fundamentally, public relations work is diverse and requires good planning and lots of imagination.

## The relationship between public relations, communication and the political environment

Public relations and communications can, however, be more than instruments for information flow. Public relations also play a crucial role in strategically dealing with the periphery of regional development. A process of rural development does not take place in a vacuum. It also affects its social and political environment, just as its environment affects the process. This refers to the political structures and procedures within a region and beyond it, if they affect a rural region (state policies).

The political environment can have both positive and negative effects on the development process. Therefore, successful communication and public relations must react early to developments in the region. Positive influences from outside are promoted and used, while negative effects are recognized sooner and minimized. An offensive "foreign policy" should be a constant element of regional development. The regional actors, in particular the regional partnership and regional management, represent "their" projects profitably to the outside. For this, contacts to other political levels (vertical: state, federal government, EU), as well as horizontally (to uninvolved actors in the region, to neighbouring rural districts, regions) should be maintained and used to successfully assert the region's own regional-policy interests.

EXAMPLE

In one region, the mayors of the participating towns were very open to the development processes and actively drove the process ahead. The local councils of the respective towns, however, were still sceptical and felt they were not well enough informed to agree to jointly fund the process. Therefore, regional management held a discussion and information event especially for the local councils in order to create the needed transparency and disseminate information

## 7 OUTSIDE HELP: WHO SUPPORTS INTEGRATED RURAL DEVELOPMENT?

Integrated rural development should primarily grow out of the region itself and chiefly be funded by regional partnerships. Nevertheless, during the start-up phase in particular it is helpful to get outside support. This support can be manifested in many ways. For example, outside consulting can help to get the regional development process in motion. Further training in regional management and networking with other regions are other examples of outside help. Besides this support through expertise, financial support is very important at the beginning of a regional development process.

#### **Financial support**

In many cases, rural development processes really start moving when stimuli come from the outside and there are external funding sources. The European joint initiative LEADER+ or the national pilot and demonstration project "REGIONEN AKTIV – Land gestaltet Zukunft" are examples: competitions encourage rural regions to draw up development strategies, establish regional partnership structures and set up a regional management office. Rural development and its regional management structures are thus funded by the EU, federal government and state governments at least at the outset.

The advantages of government grants are that necessary structures for rural development can be set up quickly and be comparatively well equipped. Once individual actors in a region have united for the first time, potential funding programmes can contribute greatly to persuading possible partners to join in. However, grant funding also carries the risk that the established organizational structure breaks down when funding conditions change or when funding ends. Strong dependence on public funding can lead regions to depend on the constant flow of grants. However, to secure the begun development processes for the long term is it better to gradually build up own responsibility for the organizational and contextual further development and to decrease the number of external grants.

Integrated rural development should be designed to be self-supportive - with regional resources - for the long term.

As early as the implementation phase of the rural development strategy, thought should be given to how the transition from a mainly grant-based structure to mainly self-supportive development can be managed.

#### What funding options are presently available for integrated rural development?

Since 2004, grants from the Joint Task for the Improvement of Agricultural Structures and Costal Protection can be used to cover 75 percent of the costs of drawing up integrated rural development strategies. The prerequisite is that the development strategies are created in a participative process and are aligned with existing regional plans. The grant recipients can be local authorities, local alliances or alliances of relevant actors in the rural region involving local authorities.

Grants are also available for regional management, which initiates, steers and supervises the rural development process. The grants can cover up to 70 percent of the costs, but € 75,000 per year at the most for a maximum period of five years. Here, as well, possible grant recipients are local authorities, local alliances or alliances of relevant actors in the rural region involving local authorities.

The respective Länder are responsible for implementing the new funding principle within the Joint Task; they issue specific state guidelines for this.

In order to prevent great dependence on outside funding in due time, alternatives should always be kept in mind. There are various options for shared funding of integrated rural development.

#### Possible funding models for integrated development processes

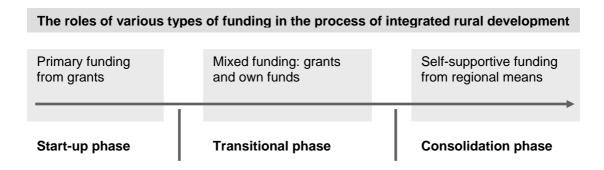
- Funding from member dues
- · Local authorities share in the costs
- Funds earned by projects
- Licence fees for rights to regional brands
- Cooperation strategy (saving funds by cooperating with existing infrastructure and management structures)
- Funding from donations
- Funding from sponsors

Source: Modified and supplemented after LEADERforum 2, 2002

The objective should always be to gradually decrease the share of government grants and, after an initial phase funded primarily from grants, to reach a phase in which grants are supplemented by alternative means (mixed funding). The long-term objective of a development process, however, should be independence from public funds – the process should consolidate itself in a later phase. There is no rigid rule for the period between the start-up phase and the consolidation phase – it can last from a few years to more than a decade.

#### Support through expertise

In addition to financial support, it is just as important that the actors involved in integrated rural development be given the opportunity to enhance their knowledge about rural development and make use of the experiences of other regions for their own development. There are a number of options for increasing own skills in integrated rural development. Guidelines and literature are available on the various components of integrated rural development, a list of which would be too long to include here. The most important titles are listed in the Appendix.



Further education and training programmes that convey the different skills for regional managers are interesting for people who wish to work in regional management. There are courses of study with accredited diplomas and extended courses of study on regional development. For those already working in regional management, further education and courses aimed at regional management staff are interesting. These can usually be attended part time on weekends while requiring regular home study and work. The training programmes and contact addresses are listed on the internet at http://www.euregia.de/fortbildung/fortbildung.html.

Euregia is a meeting of people active in rural development, a specialized trade fair held every two years for regional development. Here, regional initiatives, political institutions, rural districts and towns present their initiatives in regional development and meetings are held on various aspects of regional development.

## 8 THE FRAMEWORK MUST FIT: LEGAL STRUCTURAL CONDITIONS AND OTHER "TOP DOWN" PROVISIONS

Integrated rural development processes are frequently supported by grant programmes, particularly in the beginning stages. As soon as grants flow, regional development initiatives are confronted with the problem of aligning the "top down" provisions with their own ideas. The legal foundations, in particular, confront regional actors with problems, since people working on a voluntary basis usually have not had much contact with them previously.

When rural development is supported by grants, they must always adhere to relevant programme provisions and general legal structures. The programme provisions chiefly regulate the percentage to which certain measures are eligible for grants from a special programme, while fundamental legal provisions must be adhered to for all grant programmes on principle.

#### **European competition law**

Here, European competition law is most relevant. The EU sees itself as an economic community in which free movement of goods, services, persons and capital should be realized. All state interventions that could impair this free movement are subject to controls. State interventions – usually monetary payments, i.e. subsidies – distort the desired competition.

The European level determines which grants are allowed, for example for promoting rural regions, and which are not. If integrated rural development measures are to be implemented with the help of grants, they must correspond to the European framework of permissible grants. On a national and regional level then, it must be ensured that the conditions and requirements linked to this are observed.

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In many regions, rural development processes involve the establishment of direct marketing structures for agricultural products under a mutual brand. Many regional actors are surprised when advertising measures for the brand products are not covered by grant funds. However, funding of advertising is not alignable with competition law, since it impermissibly gives one enterprise an advantage over another. Nevertheless, instead of pure references to specific products (product advertising), specific quality features of the brand may be advertised within the framework of grants.

It is therefore advisable for regional development partnerships and regional management to inform themselves about the valid legal provisions. This can prevent disappointments that arise when an interesting and innovative project that is long in planning cannot be realized in the end because it does not comply with competition law. Hence, early cooperation between the regional partnership, regional management, administration and grant-givers is advisable. The responsible administrative offices possess relevant experience with EU law and can offer early tips whether planned projects can really be funded by a certain grant programme.

#### Budgetary regulations of the federal, state and local governments

The budgetary regulations of the federal, state and local governments set other important structural conditions. This is particularly relevant for allowing specific services. For example, before appointing regional management, it is usually necessary to call for bids. This even applies if at the beginning of a rural development process certain actors did this job voluntarily and appear to be best suited for continuing the job. Similarly, jobs, feasibility studies or similar services must be publicly announced in order to exclude any suspicions of preferential treatment from the outset.

For regional development partnerships, it is important to document compliance with these provisions regularly for possible audits, for example by storing newspaper adverts, application documents and advertisement copy.

#### **Grant programme provisions**

In addition to these legal provisions, which apply equally to all activities with state funding, certain grant programmes contain special provisions as well, which a development partnership must observe. These can be definitions of measures that can be funded by the programme – with corresponding detailed provisions – or required reporting obligations and grant prerequisites.

Rural development partnerships should observe the legal and specific programme structural conditions early in order to assess their effects on their own process in good time. Cooperation with the responsible administrative offices in the district and on state level is recommended, since they have a good deal of experience with the relevant regulations.

# BACKGROUN

## 9 PROPERLY ASSESSING THE PROGRESS OF RURAL DEVELOPMENT: EVALUATION IS ESSENTIAL!

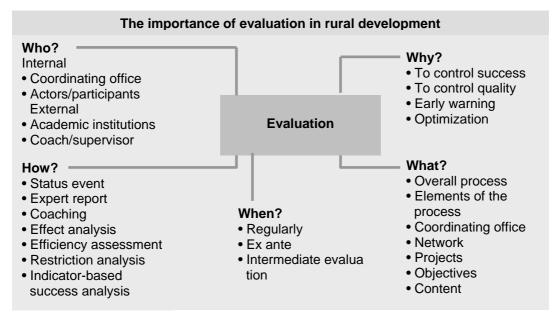
The only way to make necessary corrections in good time is to carry out regular checks whether the path taken and the original objectives match. Integrated rural development works with tight funds and limited human resources – hence regular examination of the direction taken is extremely important. Well-timed evaluation can help prevent problems in the development process (e.g. the failure of projects, insufficient participation, poor acceptance by the population).

#### What is evaluation?

Evaluation is a general term for all methods used to examine or assess projects, programmes or procedures for their effectiveness. We differentiate primarily between internal evaluation and external evaluation. In internal evaluation, the direct participants employ methods to evaluate their own work. External evaluation means that outside evaluators are acquired to assess measures.

In every rural development process that receives grants, there are binding provisions from the grant givers on when and how evaluation must be done. External advisors are often commissioned for these evaluations. The actors in the region are asked to cooperate with the external evaluators, for instance by filling out questionnaires or taking part in interviews.

For internal evaluation, the regional development initiative establishes a method from the outset to identify successes and failures in various areas of regional development and to make possible course corrections quickly on its own.



Source: UBA 2002, p. 114

#### Evaluation as a core task of integrated rural development processes

Regular evaluation of the integrated rural development process is an important task for regional management and the regional partnership. It has a number of functions. Evaluation serves the actors directly involved in regional development to recognize own strengths and weaknesses and to realistically assess the success of the work done so far. Evaluation ensures that the next focal points of the work are wisely chosen, that problems are detected in due time and that what has been accomplished can be used for a positive image.

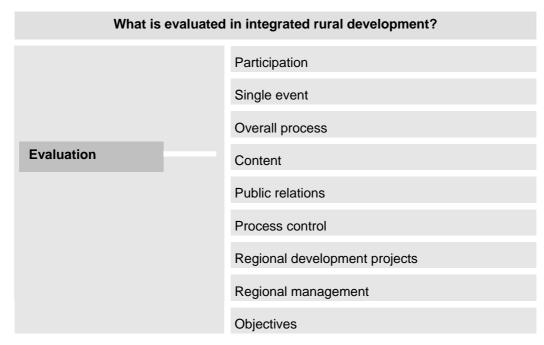
If the project is promoted with public funds, a further function of evaluation is to portray to the public how the funds are employed and whether they are being used wisely. Evaluation is helpful as well for targeted public relations. Only if a development initiative knows where there is success and can prove this can it be used as promising information policy for the press and public.

Understood correctly, evaluation helps the rural development initiative to steer its own development process in a more targeted and effective way. Based on regular evaluations, tight resources (finances, human resources) can be employed where they achieve the greatest effects.

Frequently, actors in rural regions reject internal evaluations saying that they already have too much to do with the daily work of rural development and have no time to work on evaluation as well. Yet, regular evaluation – i.e. structured consideration of the work being done in the region – is especially helpful in detecting overwork early and making work more effective. Often, the actors feel so overworked because they do different tasks at the same time relatively unsystematically without recognizing what is really important.

#### What is evaluated?

Both individual projects (project evaluation) and processes (process evaluation) are evaluated. On these two levels, various objects can be evaluated. The following illustration shows the spectrum of possible evaluations in the rural development process. Here, for example, the evaluation of the overall process and regional management are more process-related, while the evaluation of individual development projects and events are project-related.



Source: Modified after UBA 2002, p. 114

#### What evaluation methods can be used?

On principle, different methods can be used for evaluation, for instance a survey to assess the situation. Evaluation can take place through regular knowledge sharing within the regional partnership (perhaps together with people from a number of regions). Moreover, expert reports can be commissioned to assess the overall project or interviews can be held with process participants. Even when the regional steering committee or regional management meet to consult on the present status of the process this is a form of evaluation. Different actors report on their satisfaction with the development process. Current problems and the next steps needed are discussed.

Evaluation is not merely a target-performance comparison between different points in time of the regional development process. Instead, evaluation is a continual cross-sectional task within the integrated rural development process.

#### **Evaluation of development projects**

On the project level, methods are chiefly used to regularly check whether the project has reached the objectives aimed for. Approximately one tenth of the total project work effort should be scheduled for these measures from the outset. Possible methods include target-performance comparisons of important project indicators between different periods (e.g. how many farmers joined a direct marketing initiative in 2005 compared to 2007?).

For individual projects and measures, additional continuous result documentation and illustration is helpful for reacting quickly to enquiries from the press and public. Here, fundamental issues need to be decided in advance: who is interested in the results of the rural development process? In what form should these results be provided? From the beginning, specific basic data should continually be compiled and managed in an easy-to-read form. It must be possible to rapidly call up such basic information so that when enquiries come, immediate statements can be made on the course of the project. Examples of such basic data include the number and content of the different projects,

the participating partners, the number and contents of the events held and a compilation of past press reports to provide information on media response.

Audience surveys held at the end of individual events and meetings are a suitable evaluation instrument for assessing response to the event and, if necessary, to better plan the next one. Evaluation of media response can be helpful as well (e.g. press reports that appear after an event).

#### **Overall evaluation process**

Evaluation of the overall process is certainly the most demanding form of evaluating integrated rural development. While the success of a project can be determined relatively easily with a target-performance comparison, it is more difficult to examine the success of the overall process compared with its objectives. Many hard-to-measure aspects play roles here such as the extent to which regionally relevant actors participated, whether the participants learned something or whether it was possible to generate win-win situations between different sectors.

In order to enable evaluation of these factors at all, it is necessary that the objectives are determined at the beginning of the development process. The goals must be clearly described in the development strategy and indicators determined that are used to assess whether they have been reached ( $\rightarrow$  Development Strategy, p. 7).

#### **Evaluations always need a yardstick**

One thing that all evaluations have in common is that they require an evaluation yardstick, by which projects, the process or an event can be assessed. These yardsticks can be self-designed or provided by framework programmes. A yardstick that measures the success of an event could be that at least 50 persons must take part, of which in turn more than two-thirds assess the event positively in retrospect. The final survey can then be evaluated using this yardstick.

#### Internal and external evaluation

Internal evaluation should play an important role within the overall process. It is always better if the participants themselves attempt to critically put their development process "under the microscope." This gradually enhances the analytical and problem-solving skills of the regional actors. You can only learn from mistakes by detecting them yourself in time. The problem with internal evaluations, however, is that people do not always honestly admit to their own failings and actual problems. Often, problems are glossed over or not even perceived. It is therefore advisable to supplement internal evaluation with types of external evaluation. An outsider's view, in particular in the case of greater problems, can provide new solutions that are not visible to those too intensively involved in the process. Research institutes or regional development offices can be hired for external evaluations.

Regular evaluation is one of the central tasks of integrated rural development. The best option is to combine different evaluation levels (projects, process), evaluation objects (individual projects, events, overall process, regional management) and evaluation approaches (internal evaluation, external evaluation). All types of evaluation have their own areas of application and can compliment one another well.

### **APPENDIX**

- A 1 Further reading: selected literature on integrated rural development p. 41
- A 2 Further surfing: selected internet links on integrated rural development p. 45
- **A 3** Further information: who to contact in the federal and state governments about inte grated rural development p. 46
- **A 4** Further education: training and study programmes on integrated rural development and regional management p. 49

### Further reading: selected literature on integrated rural development Guidelines and manuals on regional development processes

- **Appel, Elisabeth (o. J.):** Nachhaltige Regionalentwicklung. Leitfaden zur Konzeption und Durchführung von Projekten (Hrsg.: Deutsche Bundesstiftung Umwelt), Osnabrück (ZumDownload unter: http://www.dbu.de/publikationen/download223.html).
- **Arbeitsgemeinschaft bäuerliche Landwirtschaft** (1997): Leitfaden zur Regionalentwicklung. Rheda-Wiedenbrück. AbL-Verlag, 448 Seiten.
- Stiftung Naturschutzfonds Baden-Württemberg (Hrsg.) 2004: Management naturschutzorientierter Regionalentwicklung, (Bezug: Stiftung Naturschutzfonds Baden-Württemberg, Fax: 0711/126-2255)
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- **BMVEL** (2003): Projekte zum Laufen bringen. Ein Leitfaden für Bildungsarbeit im ländlichen Raum, Bonn/Berlin. Bezug durch eine e-mail an: broschuerenbestellung@bmvel.bund.de.
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#### Further surfing: selected internet links on integrated rural development

#### http://bmvel.zadi.de/gak/

This page contains references, explanations and documents on the "Joint Task for the Improvement of Agricultural Structures and Coastal Protection" for downloading.

#### http://www.arl-net.de

The homepage of the Academy for Regional Research and Land Planning (Akademie für Raumforschung und Landesplanung) contains numerous references to region-related research institutions in Germany. Literature and various specialist journals on regional development can be ordered or read online. The offerings are supplemented by an extensive collection of links on regional policies.

#### http://www.euregia.de

At this internet address, literature on regional development can be ordered and information on further training programmes found. In addition, it contains a job exchange for regional development and a guide to companies operating in urban, village and regional development. The journal "Euregia-Info-Letter" can also be ordered.

#### http://www.landentwicklung.de

The homepage of the federal-state working committee on rural development (Bund-Länder-Arbeitsgemeinschaft Landentwicklung) contains information about the various aspects of integrated rural development and provides up-to-date links to the ministries responsible in each of the Länder. In addition, laws and directives as well as publications on rural development can be downloaded.

#### http://www.leaderplus.de

The homepage of the German LEADER+ networking office contains numerous information sources, materials, contact addresses, dates and presentations for information and downloading.

#### http://www.modellregionen.de

The homepage of the pilot and demonstration project "Regionen Aktiv – Land gestaltet Zukunft" provides much information on the participating regions, yet additionally offers many useful documents for downloading on general aspects of rural development.

#### http://www.reginet.de

This page by the German Association for Landscape Management (Deutscher Verband für Landschaftspflege) presents regional development initiatives and their projects.

#### http://www.verbraucherministerium.de

Under Landwirtschaft → ländlicher Raum, the homepage of the Federal Consumer Protection Ministry provides ample information on the Federal government's rural regions policies and the framework plan on the Joint Task for the Improvement of Agricultural Structures and Coastal Protection for downloading.

# Whom to contact in the federal and state governments about integrated rural development (as per 12/2004)

#### Federal government

Federal Ministry of Consumer Protection, Food and Agriculture

Bundesministerium für Verbraucherschutz, Ernährung und Landwirtschaft

Referat 525 - Ländliche Entwicklung

Postfach 14 02 70 D-53107 Bonn

Phone: +49 (0) 1888-529-0 Fax: +49 (0) 1888-529-4262 E-mail: poststelle@bmvel.bund.de

Homepage: www.verbraucherministerium.de

#### **Baden-Württemberg**

Ministry of Food and Rural Regions Baden-Württemberg Ministerium für Ernährung und Ländlichen Raum Baden-Württemberg

Referat 45 – Strukturentwicklung Ländlicher Raum

Postfach 10 34 44 D-70029 Stuttgart Phone: +49 (0) 711- 126-0

Fax: +49 (0) 711- 126-0 Fax: +49 (0) 711- 126-2255 E-mail: poststelle@mlr.bwl.de

Homepage: www.mlr.baden-wuerttemberg.de

Ministry of Food and Rural Regions Baden-Württemberg Ministerium für Ernährung und Ländlichen Raum Baden-Württemberg

Referat 46 - Flurneuordnung und Landentwicklung

Postfach 10 34 44 D-70029 Stuttgart Phone: +49 (0) 711- 126-0

Fax: +49 (0) 711- 126-2255 E-mail: poststelle@mlr.bwl.de

Homepage: www.mlr.baden-wuerttemberg.de

#### Bavaria

Bavarian State Ministry for Agriculture and Forestry Bayerisches Staatsministerium für Landwirtschaft und

Forsten Abteilung E Postfach 22 00 12 D-80535 München Phone: +49 (0) 89- 2182-0

Fax: +49 (0) 89- 2182-2277 E-mail: poststelle@stmlf.bayern.de Homepage: www.stmlf.bayern.de www.landentwicklung-bayern.de

#### **Berlin**

Brandenburg carries out the tasks related to funding in Berlin (see address below)

#### Brandenburg

Ministry for Rural Development, Environment and Consumer Protection of the Land Brandenburg
Ministerium für Ländliche Entwicklung, Umwelt und
Verbraucherschutz des Landes Brandenburg

Referat 24 Postfach 60 11 50 D-14411 Potsdam

Phone: +49 (0) 331-866-0 Fax: +49 (0) 331-866-7070 or 7071 E-mail: poststelle@mluv.brandenburg.de Homepage: http://www.mlur.brandenburg.de

#### **Bremen**

Senator for Industry and Harbours of the Free and

Hanseatic City of Bremen

Senator für Wirtschaft und Häfen der Freien und

Hansestadt Bremen

Referat 11 – Integrierte Ländliche Entwicklung

Postfach 10 15 29 D-28015 Bremen

Phone: +49 (0) 421- 361-8808 Fax: +49 (0) 421-361-8717 E-mail: office@wuh.bremen.de Homepage: www.wuh.bremen.de

The Senator for Construction, Environment and Traffic

Der Senator für Bau, Umwelt und Verkehr

Referat 32 - Land- und Forstwirtschaft, Jagd, Vollzug von

Schutzverordnungen Ansgaritorstr.2 D-28195 Bremen

Phone: +49 (0) 421- 361-2407 Fax: +49 (0) 421- 361-2050 E-mail: office@bau.bremen.de

Homepage: www.bauumwelt.bremen.de

#### Hamburg

Free and Hanseatic City of Hamburg

Authority for Industry and Labour - Agriculture and

Forestry

Freie und Hansestadt Hamburg

Behörde für Wirtschaft und Arbeit - Landwirtschaft und

Forsten – Referat WL/A2 Postfach 11 21 09 D-20421 Hamburg

Phone: +49 (0) 40-42 841-0 Fax: +49 (0) 40-42 841-1620 E-mail: poststelle@bwa.hamburg.de Homepage: www.bwa.hamburg.de

#### Hessen

Hessian Ministry for the Environment, Rural Regions and Consumer Protection

Hessisches Ministerium für Umwelt, ländlichen Raum und Verbraucherschutz

Referat VII 5 - Dorf- und Regionalentwicklung

Mainzer Strasse 80 D-65189 Wiesbaden Phone: +49 (0) 611-815-0 Fax: +49 (0) 611-815- 1965

E-mail: poststelle@hmulv.hessen.de Homepage: www.hmulv.hessen.de

Hessian Ministry for the Environment, Rural Regions and Consumer Protection

Hessisches Ministerium für Umwelt, ländlichen Raum und

Verbraucherschutz

Referat VIII 10 A - Planungsangelegenheiten,

Grundstücksverkehr, bau- und umweltrechtl. Rechtsfragen Mainzer Strasse 80

D-65189 Wiesbaden Phone: +49 (0) 611-815-0

Fax: +49 (0) 611-815- 1965

E-mail: poststelle@hmulv.hessen.de Homepage: www.hmulv.hessen.de

Hessian Ministry for Industry, Traffic and Rural

Development

Hessisches Ministerium für Wirtschaft, Verkehr und

Landesentwicklung

Referat I 7 – Flurneuordnung Kaiser-Friedrich-Ring 75 D-65185 Wiesbaden Phone: +49 (0) 611- 815-0 Fax: +49 (0) 611- 815- 2225

E-mail: poststelle@wirtschaft.hessen.de Homepage: www.wirtschaft.hessen.de

#### Mecklenburg-Western Pomerania

Ministry for Food, Agriculture, Forestry and Fishing of the Land Mecklenburg-Western Pomerania

Ministerium für Ernährung, Landwirtschaft, Forsten und Fischerei des Landes Mecklenburg-Vorpommern

Referat 340

D-19048 Schwerin

Phone: +49 (0) 385- 588-0

Fax: +49 (0) 385- 588-6024 or 6025 E-mail: poststelle@lm.mvnet.de Homepage: www.mv-regierung.de

#### **Lower Saxony**

Lower Saxon Ministry for Rural Regions, Food, Agriculture and Consumer Protection

Niedersächsisches Ministerium für den ländlichen Raum, Ernährung, Landwirtschaft und Verbraucherschutz

Referat 306

Calenberger Str. 2 D-30159 Hannover

Phone: +49 (0) 511-120-0 Fax: +49 (0) 511-120-2385

E-mail: poststelle@ml.niedersachsen.de Homepage: www.ml.niedersachsen.de

#### North-Rhine Westphalia

Ministry for the Environment, Nature Conservation, Agriculture and Consumer Protection of the Land North-Rhine Westphalia

Ministerium für Umwelt, Naturschutz, Landwirtschaft und Verbraucherschutz des Landes Nordrhein-Westfalen Referat II-1 – Integrierte Ländliche Entwicklung

D-40190 Düsseldorf

Phone: +49 (0) 211- 45 66-0 Fax: +49 (0) 211- 4566-388 E-mail: poststelle@munlv.nrw.de Homepage: www.munlv.nrw.de

Ministry for the Environment, Nature Conservation, Agriculture and Consumer Protection of the Land North-Rhine Westphalia

Ministerium für Umwelt und Naturschutz, Landwirtschaft und Verbraucherschutz des Landes Nordrhein-Westfalen

Referat III-10 – Bodenordnungsverfahren

D-40190 Düsseldorf

Phone: +49 (0) 211- 45 66-0 Fax: +49 (0) 211- 4566-388 E-mail: poststelle@munlv.nrw.de Homepage: www.munlv.nrw.de

District Government Münster Bezirksregierung Münster

Abteilung 9 – Obere Flurbereinigungsbehörde

Castroper Strasse 30 D-45665 Recklinghausen Phone: +49 (0) 251- 411-0 Fax: +49 (0) 251- 411-2525

E-mail: poststelle@bezreg-muenster.nrw.de Homepage: www.bezreg-muenster.nrw.de

#### **Rhineland-Palatinate**

Interior Ministry and for Sport Rhineland-Palatinate Ministerium des Innern und für Sport Rheinland-Pfalz

Ref. 337 – Dorferneuerung

Schillerplatz 3 - 5 D-55116 Mainz

Phone: +49 (0) 6131-16-0 Fax: +49 (0) 6131-16-3595 E-mail: poststelle@ism.rlp.de Homepage: www.ism.rpl.de

Ministry for Industry, Traffic, Agriculture and Wine-Growing

Rhineland-Palatinate

Ministerium für Wirtschaft, Verkehr, Landwirtschaft und

Weinbau Rheinland-Pfalz

Referat 8605 – Förderung der Landentwicklung

Postfach 32 69 D-55022 Mainz

Phone: +49 (0) 6131- 16-0 Fax: +49 (0) 6131- 16-2100 E-mail: poststelle@mwvlw.rlp.de Homepage: www.mwvlw.rlp.de

Supervisory and Service Directorate

Aufsichts- und Dienstleistungsdirektion (ADD)

Referat 44 - Ländliche Entwicklung, Ländliche

Bodenordnung Willy-Brandt-Platz 3 D-54290 Trier

Phone: +49 (0) 651- 9494-0 Fax: +49 (0) 651- 9494-179 E-mail: poststelle@add.rlp.de Homepage: www.add.rlp.de

#### Saarland

Ministry for the Environment of Saarland Ministerium für Umwelt des Saarlandes Referat C 3

Postfach 10 24 61 D-66024 Saarbrücken

Phone: +49 (0) 6 81- 5 01 - 00 Fax: +49 (0) 6 81- 5 01 - 45 21

E-mail: poststelle@umwelt.saarland.de Homepage: www.umwelt.saarland.de

#### Saxony

Saxon State Ministry for the Environment and Agriculture Sächsisches Staatsministerium für Umwelt und

Landwirtschaft Referat 25

Postfach 10 05 10 D-01076 Dresden Phone: +49 (0) 351- 564-0

Fax: +49 (0) 351- 564- 2209 E-mail: Poststelle@smul.sachsen.de Homepage: www.smul.sachsen.de

#### Saxony-Anhalt

Ministry for Agriculture and the Environment of the Land

Saxony-Anhalt

Ministerium für Landwirtschaft und Umwelt des Landes

Sachsen-Anhalt Referat 58 Postfach 37 60

D-39012 Magdeburg Phone: +49 (0) 391 567 01 Fax: +49 (0) 391- 567-1727

E-mail: poststelle@mlu.lsa-net.de Homepage: www.mlu.sachsen-anhalt.de

#### Schleswig-Holstein

Interior Ministry of the Land Schleswig-Holstein Innenministerium des Landes Schleswig-Holstein Abteilung 8 Ländliche Räume und Küstenschutz Referat IV 82 Düsternbrookerweg 104

D-24105 Kiel

Phone: +49 (0) 431-988-0 Fax: +49 (0) 431-988-2833 E-mail: poststelle@im.landsh.de

#### **Thuringia**

Thuringian Ministry for Agriculture, Nature Conservation

and the Environment

Thüringer Ministerium für Landwirtschaft, Naturschutz und

Umwelt

Referat 62 - Integrierte Ländliche Entwicklung

Postfach 10 21 53 D-99021 Erfurt

Phone: +49 (0) 361- 379-00 Fax: +49 (0) 361- 3799-950

E-mail: poststelle@tmlnu.thueringen.de

Homepage: www.thueringen.de/de/tmlnu/index.html

Thuringian Ministry for Agriculture, Nature Conservation

and the Environment

Thüringer Ministerium für Landwirtschaft, Naturschutz und

Umwelt

Referat 63 – Flächenhaushaltspolitik, Raumordnungsbelange, Agrarstruktur

Postfach 10 21 53 D-99021 Erfurt

Phone: +49 (0) 361- 379-00 Fax: +49 (0) 361- 3799-950

E-mail: poststelle@tmlnu.thueringen.de

Homepage: www.thueringen.de/de/tmlnu/index.html

Thuringian Ministry for Agriculture, Nature Conservation and the Environment

Thüringer Ministerium für Landwirtschaft, Naturschutz und

Umwelt

Referat 64 - Flurneuordnung, Ländlicher Wegebau,

Landeskultur Postfach 10 21 53 D-99021 Erfurt

Phone: +49 (0) 361- 379-00 Fax: +49 (0) 361- 3799-950

E-mail: poststelle@tmlnu.thueringen.de

Homepage: www.thueringen.de/de/tmlnu/index.html

# Further education: training and study programmes on integrated rural development and regional management (Source: http://www.euregia.de)

# Higher education courses of study with accredited diploma and continued courses of study

# International Masters in regional management and economic promotion

Fachhochschule Hildesheim/Holzminden/Göttingen Hochschule für angewandte Wissenschaft und Kunst

Fachbereich Forstwirtschaft und Umweltmanagement in Göttingen Büsgenweg 1a, D-37077 Göttingen

Phone: +49 (0) 551-5032-0, Fax: +49 (0) 551-5032-

299

E-mail: info@fu.fh-goettingen.de Internet: www.fu.fh-goettingen.de/

#### Masters in regional management

Fachhochschule Weihenstephan, Abt. Triesdorf Steingruberstr. 2, D-91746 Weidenbach-Triesdorf Phone: +49 (0) 9826/654-0, Fax: +49 (0) 9826/654

4014

E-mail: seibert@fh-weihenstephan.de Internet: www.fh-weihenstephan.de/lw/rm

#### Masters in regional management

EIPOS – Europäisches Institut für postgraduale Bildung an der TU Dresden e. V. Goetheallee 24, D-01309 Dresden Phone: +49 (0) 351-4407217 (Dipl.-Ing. Ute Grosse), 0351-4407210

(Secretary's office)
Fax: +49 (0) 351-4407220
E-mail: eipos@eipos.de
Internet: www.eipos.de

E-mail: nrinfo@uni-kassel.de

#### Sustainable regional development

Universität Kassel
Fachbereich 13, Fachgebiet Nachhaltige
Regionalentwicklung
Nordbahnhofstrasse 1a, D-37213 Witzenhausen
Phone: +49 (0) 5542-981653, Fax: +49 (0) 5542-981661

#### Further training/specialized courses for regional management staff

#### Regional management

Professional training for planners, engineers, consultants and environmental officers
Akademie der Katholischen Landjugend
Drachenfelsstr. 23, D-53604 Bad Honnef
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9465-44

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#### Contact:

525@bmvel.bund.de

#### Text:

Michael Böcher (Dipl.-Pol.) Institute for Forestry Policy, Forestry History and Nature Conservation Georg August University, Göttingen

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