

# **Rethinking Territorial Development Policies**

A new framework for  
territorial stakeholders

Theory, methods and implementations

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**Series in Economic Development**



**VERNON PRESS**

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[www.vernonpress.com](http://www.vernonpress.com)

*In the Americas:*  
Vernon Press  
1000 N West Street, Suite 1200  
Wilmington, Delaware, 19801  
United States

*In the rest of the world:*  
Vernon Press  
C/Sancti Espiritu 17,  
Malaga, 29006  
Spain

Series in Economic Development

Library of Congress Control Number: 2021932178

ISBN: 978-1-62273-525-9

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# Introduction

Globalization is an economic and social phenomenon that tends to redefine the political spectrum of the world. The framework of ideology is now global, and the impacts of any local action is interfering with the rest of the world. It is clear that the interconnections are multiple and require a global systemic vision. Likewise, the logics and strategies of actors are no longer thought in a local context, but rather in an international one. So in local or territorial action, the issue of their relevance or consistency arises even more. Often recognized by the term “local development”, this framework of actions should reconsider its modes of intervention. Resulting from the needs of territorial economic development after the Second World War, decisions aiming at territorial progress are seen as a complement of the central decisions (national or international). It allows the development of the territories badly integrated into major growth patterns and the resulting action programs. In this case, more than compensating for the weakness of the territory, it is a question of finding it a place of choice in this national and/or international spectrum for them. The development has become a real strategic axis within the framework of local policies. In this sense, it brings innovations, initiatives, and even more value creation or value co-creation.

The theme of territorial development constitutes the heart of the analysis of this book. Its purpose is to define innovative territorial development processes. The proposed approach comes from a European program (SEVENTH FRAMEWORK PROGRAM, Marie Curie Actions People: International Research Staff Exchange Scheme) called VALUES (Value Analysis of Local Utilities of Enterprises from Social Sector). This program has tested a new territorial development scheme that responds to the current problems of local development, which is presented in this work under the name “Territorial Value Framework” (TVF). So how can territorial regulation and governance optimize all forms of value creation in the context of a development process? These concepts of regulation and governance in the TVF are essential for a general understanding of the process. They lead to taking into account and closely linking a set of analyzes, such as those of stakeholders and the relational approach or that of systems for implementing public policies in an institutional framework.

The restitution, in the TVF, of the determinants of local development also calls for decision analysis, classic approaches linked to local and territorial development (Bottom-Up, Top-Down, endogenous and exogenous developments), and value co-production and co-creation in a context of combining available local resources or to-be-created ones. A methodology for

analyzing and structuring a decision support system is proposed. This system integrates all these dimensions in a successive and systemic approach.

The originality of this book is to propose a global vision of the variables that explain the general dynamics of development reached by a territory and ways to strengthen and extend it. The TVF borrows from different territorial scientific approaches, such as strategic management, political analysis, marketing services to arrive at a reading, and action grids for territorial development. The connection of concepts from these disciplines is principally based on the processes of development and those of value creation.

Rethinking territorial development policies essentially implies that all stakeholders, including beneficiaries, can become actors in development through appropriate actions. Encouraging co-production, co-creation and transfer of values becomes, in the vision of the TVF, a key factor in territorial development and its sustainability. In this sense, the vision of the TVF is a specific vision. It places the mechanisms of influence and attractiveness through the value creation at the center of the assessment and conduct of development.

The approach aims to be innovative by its multidisciplinary nature. It combines the contributions of territorial management with those of territorial marketing and service marketing or those of economic sciences, such as territorial economy, regional and urban economics, political, social and geographic sciences (human geography, spatial geography ...). Of course, the proposed innovation is not a radical or breakthrough innovation, but rather an incremental innovation. It offers a new model for analyzing territories and setting up their development plan based on the construction of a new interdisciplinary reading grid: the TVF.

The presentation of this new development framework for territorial stakeholders is in stages, starting with a presentation of the key concepts and their relationships, then the methods and tools that help in the analysis and strategic choices offering a complete approach to their implementation. Three case studies are illustrated to test the relevance of the proposed approach. The book is in 7 chapters that help to understand the construction of the method and its applicability. These chapters are:

- Chapter 1: Governance, regulation and territorial policies.
- Chapter 2: New strategical design for territorial development.
- Chapter 3: Method and Tool 1: The Territorial Value Framework (TVF).
- Chapter 4: Method and Tool 2: The Stakeholders Analysis.
- Chapter 5: Method and Tool 3: The Cube Service Value (CSV).
- Chapter 6: How to apply the TVF? A six-step approach to territorial development.
- Chapter 7: Three case studies to put the TVF Method to test.

The first two chapters are conceptual and allow readers to understand the key concepts underlying the implementation of this Framework. They emphasize the importance of service marketing in the construction of territorial policies.

Chapter 1 defines the existing places and interactions between governance and regulation in the context of the development of territorial policies. It develops the different institutional dimensions that are at the origin of a territorial dynamic and presents how they interact. The reference to the three levels of institutionalization of the territory offers the first modality for the construction of territorial policies. The articulation of these three levels allows revisiting the concepts of Bottom-up and Top-down and redefining governance and regulation as well as their relationships in a new perspective on the dynamic of local development.

The following chapter, Chapter 2, introduces the issue of value creation and its attractiveness for the beneficiaries of development offers. The attractiveness offers direct links to its acceptability by the beneficiary stakeholders. The influence of this offer proposition as a vector for development is essential for understanding the general dynamic of development. The chapter is particularly interested in the characteristics of the offer propositions contained in a development plan. Service theory provides the conceptual framework in which the conditions of attractiveness and acceptability of these propositions are set. Values and, in particular, values in use, in exchange and potential values are introduced by the TVF as the privileged objects to master to create a dynamic of development based on their attractiveness.

The next three chapters offer a methodology based on three tools for analysis and action. The complementarity of these three tools allows structuring a complete process for implementing a diagnosis or a territorial development policy. It presents all of the dynamics of territorial development as, relatively, a configuration of resolved tensions among the stakeholders. These tensions are at work in governance as the organization of decisions between actors and regulation as the organization of technical solutions that concretize decisions. They are present between the legal or normative Top-down and the Bottom-up of local or even individual initiatives. From the analysis of the resolution modes of these tensions, Chapter 3 proposes to the analysts a typology of nine modes of governance and regulation presenting for each their relatively optimal contribution to the general dynamics of territorial development. This typology serves as a basis for understanding different types of territorial functioning, identifies dysfunctions and reveals the possible ways of intervention.

The analysis of stakeholders, development actors, is an essential factor in the success of a territorial project. Chapter 4 mainly deals with stakeholders including beneficiaries of development offers. It offers a tool for analyzing and understanding the behavior of stakeholders. Besides merely identifying them,

this chapter analyzes their positions in terms of power, legitimacy and urgency in the process of implementing development. These three terms allow to assess the stakeholders' places and roles in the configuration of the tensions presented in the previous chapter. This assessment applies to methods of resolving tensions arising from relationships between stakeholders and their negotiating capacity. A typology proposes four types of general dynamics of territorial development to favor the synthesis of these assessments.

Chapter 5 deals with value creation. It is central to the TVF both by the nature of the value and by its methods of creation in the offer propositions. A diagnostic and innovation method is presented to deal concretely with the attractiveness of the territorial development offers, propositions, existing or incoming. The Cube Service Value (CSV) aims to improve quality and innovation in the development offers. It also seeks concrete solutions that reduce tensions among the concerned stakeholders and reinforce the general dynamic of the development of a territory. The CSV helps to design offer propositions that promote development. It interprets regulation as a phase of combining and transforming resources between providers and beneficiaries. In this combination, the beneficiary is in a position to co-produce, and even to co-create or transfer value. The regulation associated with an adapted governance system, the engine of development, can make the beneficiary an actor of the value creation and participation, such as, in governance.

As a diagnostic and prospective tool, the CSV allows assessing the contribution of existing or future offers.

The last two chapters are devoted to testing the TVF. A complete step-by-step methodology builds the diagnosis of the territorial development dynamics. It gives access to successive syntheses to orient future actions based on the findings of a given development situation. This methodology is detailed in Chapter 6. It is structured in six steps where the analysts and the policymakers can find, for each of them, a series of questions that guide the diagnostic process. At the end of the sixth step, the key questions of the situation of a territory from the point of view of its development, its general dynamics and the possible ways of its optimization find an answer to act.

The last chapter, Chapter 7, presents three applications of the proposed methods. These case studies show, in three different contexts, how a choice of identical development theme can lead to energize a series of other development themes and open up prospects for boosting progress in the longer term. The TVF places these perspectives in the modes of value creation likely to reduce the configuration of tensions that the method identifies.

The VALUES Program (Value Analysis of Local Utilities of Enterprises from Social Sector) was a research program registered in the European research program: SEVENTH FRAMEWORK PROGRAMME, Marie Curie Actions People, International Research Staff Exchange Scheme.

The VALUES research program was focused on a central theme relating governance and regulation of the sector of the social economy in a territorial context. This project was based on Vaesken and Zafiropoulou (2008) model centered to social innovation resulting from the articulation between modes of governance and modes of regulation.

The program treated three specific research orientations of social policies and local development:

1. Cultural policies (cultural management, place of users in the construction of cultural policies, innovating systems and devices). This axis points the difficulty in taking into account the requests of stakeholders in the construction of cultural policies building oriented to social regulation.
2. Healthcare policies (centered on active participation of users, innovating systems and devices of management in isolated territories). This axis analyzes news relationships, partnerships and services characterizing the healthcare sector, having for goal to manage medical territories.
3. Policies of social and economic integration of disadvantaged populations (innovating systems and devices of management). Within the framework of the social and professional integration, it is important to study the roles of private and public operators in order to specify different types of configurations. These configurations aim to answer problems of social and economic insertion.

Moreover, a transverse axis on home care and integrated services was developed.

This multidisciplinary research project has integrated both economic, public policies and public management approaches.

- To share university knowledge in the fields of social economy applied to partners territories.
- To cross research on regulation practices integrated in social policies.
- To analyze the role of users and to identify the strategies of actors.
- To describe territorial specificities and to theorize managerial practices.

The program has been undertaken for 4 years from 2012 to 2016. VALUES mobilized universities and high school, three countries, 15 researchers and 5 research teams.

- Université des sciences et technologies de Lille1 – Lille, France
- Université Mohamed V – Souissi, Morocco
- Universitatea Lucian Blaga din Sibiu, Romania
- SKEMA Business School, Lille, France



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inseparability and the perishability of territorial offer propositions that the conditions for adaptation and territorial development are created to demonstrate strong legitimacy.



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