València 2030
Urban Strategy

GOVERNANCE SYSTEM

CONTENTS

1. INTRODUCTION

Without effective, informed and conscious public participation, a skilled municipal technical and political team, transparent and multi-level governance, and an up-to-date organisational framework, the València 2030 Urban Strategy is unlikely to be a planning exercise that achieves its goals.

It is true that the València 2030 Urban Strategy is a strategic document, without normative character. But implemented together with the principles of Open Government, understood as a new paradigm of public management based on the values of transparency, participation and collaboration between the different government and civil society actors, it has a great transformative potential for social and economic empowerment and environmental sustainability.

Committing to an urban strategy that adopts the principle of Open Government in a cross-cutting and comprehensive manner necessarily implies a commitment to transparency, access to public information, public participation and collaboration in the creation and evaluation of public policies. Public involvement in the city's political agenda cycle undoubtedly strengthens accountability processes and the institutional integrity of governmental bodies.

1.1. Cross-cutting approach and leadership

One of the key challenges that the Spanish Urban Agenda aims to address is the lack of a cross-cutting approach that still exists today in municipal management. The operation of several city councils based on vertical management silos feeds back into segmented and sectoral policies that do not comprehensively consider urban challenges and the needs of citizens and the environment.

Thus, the Spanish Urban Agenda seeks to break with the siloed model in watertight compartments, proposing a cross-cutting approach at all levels. This is only possible if there is a strong political commitment that can set in motion an open and participatory process at internal and external management level.

An Urban Agenda that aims to be truly transformative must, therefore, be led by the mayor's office and co-led by the different governmental bodies, as well as by the entire social,

business, trade union, entrepreneurial and academic fabric, together with strong and effective public participation.

1.2.
Comprehensive agreement-based framework

Achieving an agreed, updated, flexible and simplified strategic framework that also improves management is one of the first specific governance objectives. Bringing together planning in a single, easy and accessible document with a comprehensive vision of the municipality should also facilitate its access and understanding by society and should enable its monitoring and accountability.

1.3.
Public participation, transparency and multi-level governance

One of the specific objectives of the Urban Agenda is to ensure public participation and transparency and promote multi-level governance. The first point implies leaving behind biased participation and moving towards dialogue-based participation, such as the inclusion of citizens as a whole in the conversation and in the construction of a shared urban space based on diversity and integration. The culture of participation must be encouraged and promoted. This is where municipalities have an unparalleled opportunity to inform, raise awareness and empower citizens so that they not only take part, but also play a key role in building the cities of the future.

Strong leadership with regard to the Urban Agenda therefore means fostering a culture of participation, facilitating the process, inspiring and transmitting enthusiasm from the very

outset. Citizens must not only be active participants, but also key players in the Urban Agenda.

This implies opening up the drafting process from minute zero, adopting the necessary measures to inform and raise awareness among citizens in its favour and establishing an open, real and effective participation strategy that allows citizens to embrace it, identifying the challenges from a citizen's perspective, taking into account the different nuances provided by the diversity of our society, and integrating the multiple visions of the future contributed by each group into it.

The Urban Agenda must not only be contrasted and validated with society, but it must also be co-created with and for citizens. The incorporation of validation and verification mechanisms must also be followed by the establishment of co-production, co-monitoring, co-accountability and co-evaluation mechanisms. To this end, it is essential to create direct communication channels and collaborative work spaces with civil society, to strengthen collaboration mechanisms between the public and private sector, to implement horizontal collaboration instruments alongside those of a sectoral nature, to publish information and open up public data and statistics and to adopt innovative participation processes, among others.

1.4.
Local capacity building and funding

Capacity building of the technical and political team of municipal entities is of vital importance if, as mentioned above, the Urban Agenda is to transform the way of working and challenge isolated management cultures of a limited cross-cutting nature.

The development of the Urban Agenda represents a unique opportunity to analyse and rethink the internal dynamics and processes of municipal work, with a view to incorporating **new public capacities** and increasing the performance, effectiveness and efficiency of municipal administration. It also offers the possibility of training municipal technicians in the management of programmes and lines of aid and public funding to strengthen research and urban and town planning innovation.

1.5.
Awareness raising and knowledge dissemination

Considering that a culture of participation cannot exist without the necessary awareness-raising and access to information, this last specific objective seeks to educate, train and raise public awareness specifically in the field of urban planning as an indispensable requirement for the promotion of civic dialogue.

In this vein, for example, innovative training and dissemination spaces are proposed, adapted to the specific characteristics of each municipality, as well as courses and workshops, informative materials, transfer experiences of pilot projects and stable information structures, among others.

City networks or collaboration hubs between the public, private and social sector are also essential and have enormous potential as a tool for collaboration and exchange of best practices.

2. GOVERNANCE SYSTEM AND ORGANISATIONAL STRUCTURE

The governance system expresses the organisational formula for shaping the city model and managing the development of the city strategy. On the one hand, it should enable the collection of a broad spectrum of opinions, visions and criteria on the present and future of the city, integrating all the public and private actors necessary for the future development of strategic and demonstration projects into strategic decision-making.

On the other hand, it must ensure that the plan is a living instrument, providing inputs to participants and evolving alongside them so that strategic objectives of common interest are taken on board. This calls for a flexible structure that includes the most significant participants according to the needs and specific moments in the strategy development process. It is a governance system that fosters distributed city leaderships aligned in the same direction.

The development of the city model is therefore structured around a series of elements that should allow the integration of the different levels of participation in an orderly manner and with a differentiation of functions, where the main lines of action are outlined, as well as the development and evaluation of the strategy.

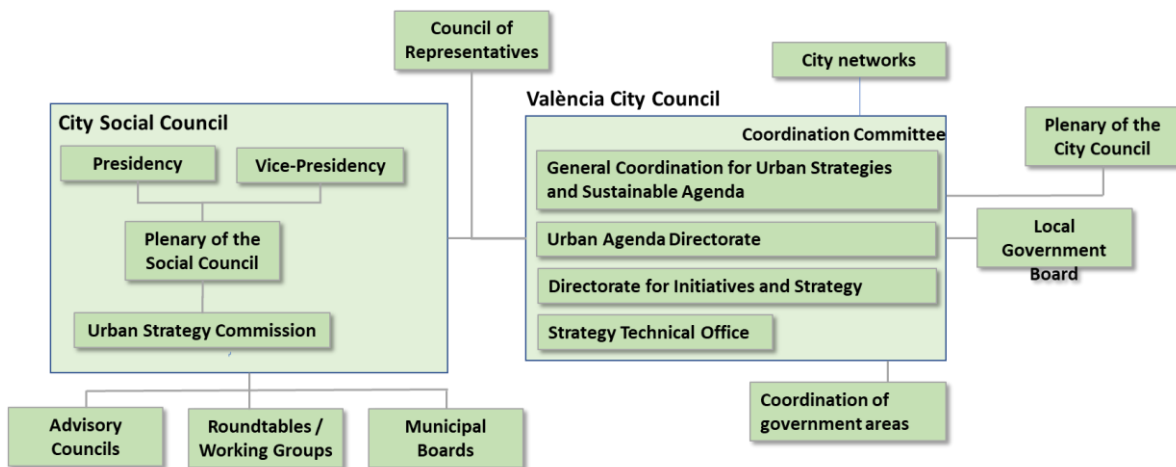The main elements of the strategy's governance system are described below.

Figure 1: Governance and organisational structure of the València 2030 Urban Strategy

Source: Created by the author

2.1.
City Social Council

The City Social Council is the highest consultative and participatory body of the city and, therefore, it is also the highest body for the development of the València 2030 Urban Strategy. It is comprised of a broad cross-section of the most representative institutions, organisations and entities of the city of València. It includes representatives from the highest level of governmental bodies, public institutions, civil society organisations and the private sector. Its members are representatives of an institution, organisation or entity.

Its purpose with regard to the city strategy is basically to be an advisory and collaborative body and a means for civil society to participate in the fulfilment of the city's strategic objectives. Its functions also include guiding and channelling participation, monitoring its development and implementation, as well as undertaking any actions assigned under the plan and promoting cooperation between the various urban actors. The City Social Council promotes and legitimises the development and implementation of the strategy.

In order to carry out its functions, the City Social Council will coordinate its work with the different Sectoral Councils, Municipal District Boards, Thematic Roundtables or Working Groups that have been established. It will be able to request reports and analyses from them to monitor the strategy. In any case, when the plenary of the City Social Council addresses the monitoring of the strategy, it will be attended by a representative of each Sectoral Council, Thematic Roundtable and Municipal District Board.

The City Social Council will create an Urban Strategy Commission that will be the driving group and promoter of the strategy and will have a mixed composition, with members from diverse backgrounds. From the moment of its constitution, it will work in direct coordination with the Steering Committee and will validate all the work, schedules, agenda and topics to be dealt with in the City Social Council in relation to the city strategy.

2.2.
Council of Representatives

By designation of the Local Government Board and at the proposal of the mayor's office, a Council of Representatives may be constituted, comprised of individuals who, due to their personal prestige and credibility, will provide an outside vision to the institutional and organisational frameworks. They will be people of special relevance in the city and with special social recognition for their professional or personal careers. Its composition must be as plural and gender-balanced as possible, incorporating people from areas such as culture, art, science, business, academia, sports and civic engagement, among others. Its function will be to contribute ideas and content for the city model and to serve as a public reference for the debate on the València we want.

2.3.
Urban Strategy Coordination Committee

The Strategy Coordination Committee will be composed of the individuals appointed by the Local Government Board at the proposal of the mayor's office in relation to urban strategies, urban agenda or strategic initiatives. It will also have the support of the coordinators of the different government areas. It will be responsible for the overall coordination of actions for the implementation of the Urban Agenda with the administrative support of a management office.

It will be the technical coordination body responsible for proposing the composition of the working groups, establishing the time frames, making operational decisions, organising the schedule and agenda, organising the work to be carried out and proposing the issues to be dealt with. Its main task will be the management and coordination of the plan, being the committee that is responsible for operational management during its development.

Its main duties will consist of:

- Monitoring actions to achieve the city's strategic objectives.

- Promoting the drafting of the strategies, plans and projects necessary for the development of strategic planning.

- Evaluating, verifying and disseminating the degree of progress in the fulfilment of the objectives of the València 2030 Strategy.

- Collaborating with the Generalitat Valenciana, the Provincial Council, the Spanish Government and the European Union in the city's international dialogue on the implementation of the València 2030 Urban Strategy.

- Promoting the development of the monitoring, information and statistical systems necessary to demonstrate progress in achieving the Agenda's objectives.

It will have technical support to guarantee the effective functioning of the plan, ensure its development, support the rest of the bodies, update it, generate and facilitate spaces for consultation, as well as to promote the activity of the working groups. Specific tasks will include:

- Establishing the methodology.

- Drawing up the schedule and budget.

- Putting the organisational structure in place.

- Designing and implementing the communication structure and participation processes.

- Supporting the preparation of technical reports.

- Providing logistical support to the plan's bodies (Social Council, Council of Representatives, Working Groups, etc.).

- Monitoring the plan and its continuous updating.

- Coordination of any working groups that may be established, as well as groups of experts and external collaborators.

2.4.
Thematic Roundtables and Working Groups

The city strategy is structured around a series of strategic challenges with a strong cross-cutting character. For each challenge, a thematic roundtable or working group may be

established. They will provide a space for debate and dialogue from which to channel public participation, so they should be structured in such a way that they can respond to the concerns, suggestions, demands and expectations of citizens in general. They will have a mixed composition and will follow the quintuple helix approach, incorporating actors from the following areas: public administration, private sector, civil society, academia and research and the media. Within these groups, the city's issues will be debated from cross-sectoral contexts and perspectives, seeking to address the issues by overcoming watertight compartments and incorporating a cross-cutting approach. Their structure will generally consist of a directorate, a secretariat and permanent and temporary members, depending on the matters to be addressed. Their work will include the gender perspective as a cross-cutting issue, as well as other perspectives depending on the specific issue, such as that of elderly people or that of children and adolescents.

They will thus be at the centre of reflection and provide the premises for strategic decisions. They will represent the key space for dialogue and deliberation between the different actors involved. Their aim will be to analyse critical issues, clarify discrepancies, define and develop strategies and, if thus established, monitor the implementation of proposed actions. The working groups will include both members of the entities linked to the issue in question, as well as experts who can contribute their experience and knowledge. They will generally be coordinated by one of the thematic experts supporting the process and will include members from the different institutions and organisations of the Social Council or other Advisory Councils. Working Groups may be established within one of the city's Advisory Councils. One of their key tasks is to foster and promote the **demonstration projects** linked to the corresponding challenge.

Working groups are an instrument to accompany the development and monitoring of the urban strategy together with the advisory councils. They are centred around the strategic structure as global and cross-cutting issues and therefore do not reproduce the departmental structure of the different government areas, but rather incorporate an interdisciplinary and cross-sectoral perspective in their formulation. The roundtables and groups can be linked to the definition and monitoring of missions in accordance with the concept developed by economist Mariana Mazzucato. This entails an inspirational formulation with broad relevance for the citizens of València, a clear focus on the achievement of measurable and time-bound results, an ambitious but realistic approach and the creation of a framework for the crossover of disciplines, sectors and actors. This thus creates the conditions for the diversity of the city's actors to steer their particular way of acting and innovating in order to contribute, from their specificity, to providing a common response to the major challenges facing the city.

Members participate as representatives of a specific institution or organisation, so their role is to contribute the ideas, points of view, information, proposals, knowledge and interests of the organisation they represent and to convey the actions and commitments agreed within

their organisation. In this way, working groups become suitable platforms for addressing problems that transcend departmental or organisational boundaries. Working groups may also include experts of recognised prestige in their field. A working group is a space for reflection and analysis, but it is also a platform for negotiation and conflict resolution. It is not confined to short-term actions, but rather it seeks to develop visions and formulate long-term strategies. As part of the work process, the groups will define, develop and promote the implementation of demonstration projects in order to validate the new approaches proposed.

The implementation and monitoring of the strategy is thus a consequence of the process of discussion, action, learning, exchange and negotiation between the different key actors. This includes evaluating and prioritising the main options, assessing available resources and implementation possibilities, and securing agreement to facilitate support and resource mobilisation.

3. IMPLEMENTATION AND MONITORING OF THE STRATEGY

3.1.
Coordination of government areas. Management model

In line with the cross-cutting nature of the València 2030 Urban Strategy, València City Council will develop an internal management model to **align the actions** of the different municipal government areas with the defined strategic objectives. The government areas should plan their actions in accordance with the Strategic Framework by defining the operational programmes and key actions with which they will contribute to the development and implementation of the strategy. They will also actively participate in the biennial preparation of the urban strategy monitoring report.

In order to steer the internal machinery of València City Council towards the València 2030 Urban Strategy, an internal management model is proposed that should combine the following three levels:

- **Strategic level**: This level refers to the **city model** with a ten-year time frame. It is led by the Mayor's Office and promoted by the General Coordination for Urban Strategies and Sustainable Agenda. It includes all the elements of the València 2030 Urban Strategy: 1) Diagnosis; 2) Strategic framework: city visions, **strategic lines and objectives** and mission; 3) Battery of impact indicators; 4) Action Plan with strategic programmes and sub-programmes and 5) Governance system. Although the time frame is ten years, an in-depth review and update of the strategic elements will take place every two years.

- **Political level**: This level refers to the performance of the **municipal government**. It is led by the Mayor's Office, the deputy mayor's and councillors' offices, and driven by the general coordinators of each government area. The time frame for action is four years with an annual review and update of its elements. Each government area will identify the strategic objectives that it should contribute to, defining a series of specific four-year objectives to do so. It will select the indicators enabling the measurement of the progress made on these objectives from the battery of indicators and it will define a series of **Operational Programmes** that specify the Strategic Programmes in the corresponding period and establish the key results to be achieved.

- **Operational level**: This is the level referring to the performance of **municipal services**. An annual Operational Action Plan will be drawn up with the **projects** (annual or multiannual) and actions to be carried out by each of the municipal services. These projects are included in the Operational Programmes of each of the Municipal Government Areas. Projects should ensure their contribution to the Specific Objectives of each area in order to contribute to the city's Strategic Objectives.
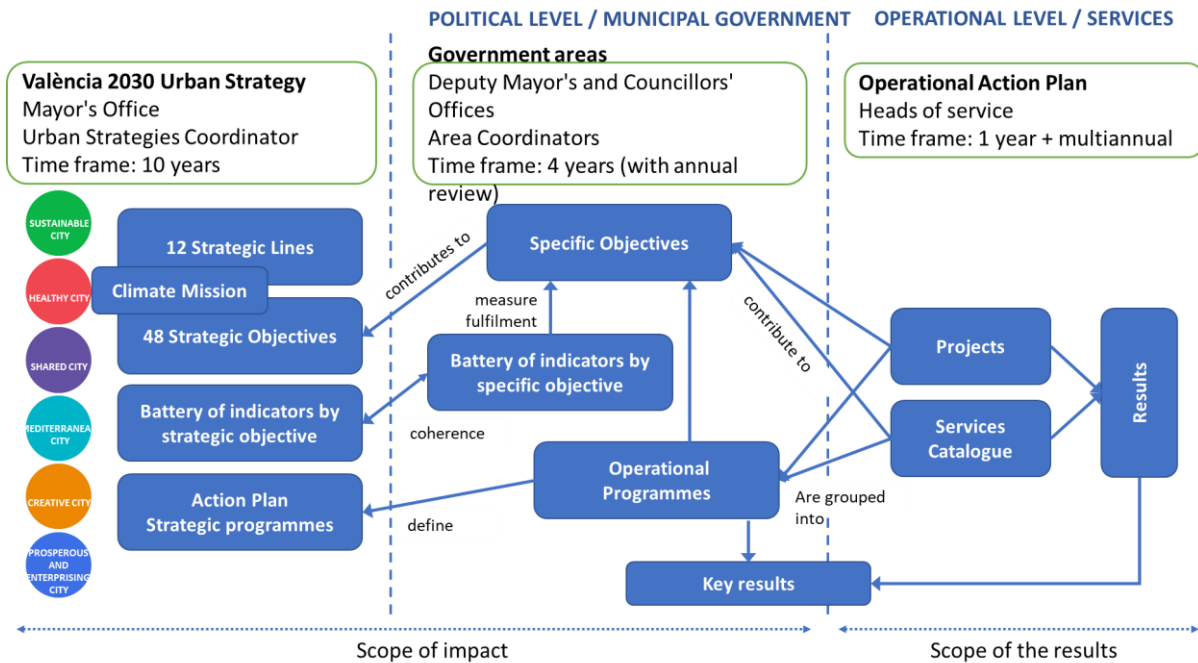

Figure 2: Management model for the implementation of the València 2030 Urban Strategy

Source: Created by the author

3.2.
Biennial monitoring and accountability

A **monitoring report** on the València 2030 Urban Strategy will be drawn up every two years and its development will be accounted for both in the Municipal Plenary and in the City Social Council. This will preferably be done on even-numbered years to avoid coinciding with election periods. This report will be drawn up with contributions from the various municipal

areas and from the different sectoral councils, municipal district boards and thematic roundtables and working groups that have been created, which will report on the strategic lines that are most relevant to them. The updating and interpretation of the whole battery of indicators defined for the monitoring of the strategy will play a key role in this task.

3.3.
València 2030 Urban Forum

The València 2030 Urban Forum will be held on a **biennial basis** as a continuation of the reports drawn up for the monitoring of the València 2030 Urban Strategy. The objective will be to maintain an open space for public debate and participation on the issues that are considered most relevant. The city strategy is thus intended to be a living instrument that is open to change and that can be regularly updated with new perspectives, ideas and initiatives. The organisation of the Forum will have a strong communication component in order to involve the entire social, institutional, business, trade union, entrepreneurial and academic fabric of the city.

3.4.
Citizens' Climate Assembly

Within the framework of the València 2030 Climate Mission, and on an experimental basis, a citizens' assembly of randomly selected people will be created to analyse, deliberate and propose actions and solutions to the climate emergency in the city. The assembly will be made up of around 100 people over the age of 16, who will receive training from experts to gain a detailed understanding of the city's situation and, based on this, draw up proposals to be developed by the city council or other actors. Participants in the citizens' assembly will be chosen randomly, but will be stratified according to sex, age, origin or neighbourhood, among others.

3.5.
Prospective diagnosis and continuous learning

The development of a diagnosis is not only the starting point of any planning process, but it must also be constantly updated in order to address the continuous and often disruptive changes that we face as a city. The starting point entailed the preparation of a diagnosis analysing the different dimensions of the city. In line with the Spanish Urban Agenda, issues such as territory and land use, revitalisation of the existing city, sustainable resource management and circular economy, mobility, social cohesion and equity, urban economy, housing, energy, the agri-food industry, innovation and digitalisation, governance, demography and health, among others, were analysed.

As part of the implementation of the strategy, the idea of prospective diagnosis is incorporated. Through the analysis of complex systems and the tools of **strategic foresight and systemic innovation**, trend and dependency analyses will be carried out in order to define possible scenarios and delimit the different possible urban trajectories. The aim is to be able to foresee and anticipate the major technological disruptions ahead (5G, digitalisation, etc.), as well as the major social trends, in order to develop the desired city model, while increasing the resilience of our city to crisis scenarios. This prospective diagnosis should serve as a basis for informing and updating strategic decision-making.

3.6.
Encouraging public debate on the future of the city

In parallel to the development of the strategy, we will encourage a wide-ranging public debate on the future of the València we want. The idea is to reach out to the vast majority

of people living in the city to inform them of the debates and issues being addressed in the process.

To this end, a communication plan will be developed, including the following elements:

- **Press and media**. For the publication of opinion articles by different people to publicly show different stances on the future of the city.

- **Web portal**. It will include all the documents and information produced in the process.

- **Cycle of conferences and thematic debates**. Organised in coordination with other entities, they will address the most significant or controversial issues in relation to the future of the city. Efforts will be made to incorporate the perspective of different agents such as residents, consumers and other groups, as well as the university and professional perspective through professional associations. They will be organised in collaboration with radio or television stations for wider dissemination.

- **Social media**. A social media team will be in charge of disseminating the whole process and all the content generated on social media.

3.7. Systematisation, evaluation and return of all the information

A philosophy of continuous evaluation will be incorporated throughout the process to allow for the updating of objectives and challenges, as well as the adjustment of demonstration projects. In particular, following the adoption of the strategy, a systematisation of all available information will be carried out. In this way, we adopt a strategy to promote reflexivity on the process itself that will allow us to generate learning on each of the strategy's elements (groups, challenges, projects, etc.) and analyse them according to different axes such as multi-level governance, public value, strategic alignment, scalability, sustainability and financial viability, among others, in order to develop a global system of strategic intelligence.

3.8.
Demonstration projects

Although projects are often seen as the final outcome of negotiations in the planning process, there is a strong case for initiating demonstration projects at earlier stages in order to address specific challenges that have been collectively identified. In addition to catalysing political and social support and gaining credibility, demonstration projects are useful for demonstrating new approaches, building capacities and testing the feasibility of rules and principles that can then be replicated in other geographic areas or on a larger scale. A demonstration project is a small-scale investment project that can be implemented relatively quickly and provides tangible results. It allows new approaches to be tested and provides valuable lessons learned. Demonstration projects give different actors the opportunity to learn in a real situation where and how they can cooperate effectively to address key concerns. They make it possible to focus on implementation without devoting an enormous amount of effort on securing funding. They are particularly suitable for participatory design and are useful for identifying bottlenecks, institutional problems, management difficulties and other key issues for their subsequent expansion.

The experience of demonstration projects provides clear evidence of the ability of the different actors to work together in terms of information exchange, negotiation of rules and procedures, collaboration with new partners, coordination of actions and lobbying for the necessary institutional changes.

Demonstration projects can be centred around the concept of Urban Living Labs. They make it possible to work in a participatory manner and generate collective learning processes to develop and test new technologies, products, services or practices in order to produce innovative solutions to the challenges of climate change and urban sustainability, while having a bearing on the governance mechanisms necessary to enable collaboration between stakeholders for the implementation and scaling up of the proposals developed.

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