City strategies and local social cohesion
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“Cities are places built to bring people together, for entertainment, for exchange. This is how cities have flourished throughout history, strengthening meaning. In these terms, cities are places of creation and fertilisation. Human beings create cities, and by doing so, recreate themselves.”

Cassio Viana Hissa

Alberto Enríquez Villacorta
Founding member of AFAN International Consultants. Master's Degree in Business Administration, Degree and PhD studies in Philosophy, postgraduate studies in International Trade. Specialist, international consultant and professor of local and regional development, territorial management, State reform and decentralisation, construction of citizenship and decentralised cooperation. He has published several books and articles on this subject.

Carlos M. Sáenz
Sociologist, expert in systems analysis, with studies in planning, local development and alternative conflict resolution. He is currently managing partner of the firm AFAN International Consultants. He has 20 years’ experience in issues related to social research, local development, planning, public policies and citizen participation with public institutions, non-governmental and international cooperation organisations.
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Alberto Enríquez Villacorta
Carlos M. Sáenz
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The methodological guides published by the URB-AL III Programme Orientation and Coordination Office have been designed as a user-friendly presentation of knowledge on a theme chosen because of its relevance to the general aims of the programme.

The premise behind the Methodological Guide on City Strategies and Local Social Cohesion is threefold: firstly, faced with the unstoppable spread of urbanisation and the increasing impact of global phenomena (migrations, climate change, economic crisis, poverty and inequality, among others), strategic planning has become more important than ever; secondly, the planning needed to tackle this set of serious problems is one that provides a comprehensive approach, and which proposes holistic and relational courses of action to deal with urban, political, social, economic, environmental and cultural problems; thirdly, incorporating the concept of social cohesion into the heart of this strategic planning process helps to generate the type of approach required along with new courses of public action to be designed to increase people’s level of wellbeing and realise the potential of a particular region.

In line with this, and with the aim of effectively incorporating social cohesion objectives into strategic planning from the moment the plan is drafted, this guide presents a series of reflections on the innovations this entails and the possibilities it opens up. The guide also proposes an integrated framework of city strategic planning for social cohesion.

The framework presented is a highly valuable tool for building a strategic vision of the city we wish to create. It is also essential to launching medium and long-term processes that lead to achieving this result.

Here at the OCO we are confident that reading and implementing the guidelines offered in this guide will be useful for continuing to increasingly incorporate social cohesion into the work of the government. Only in this way will Latin America be able to make substantial progress towards building more socially cohesive regions.

Jordi Castells i Masanés
Director of International Relations
at Diputació de Barcelona
and General Coordinator of the URB-AL III Programme Orientation and Coordination Office
An undeniable feature of the first part of the 21st century is the rapid and unstoppable spread of urbanisation and the growing impact of global phenomena such as migrations, climate change, the economic crisis, poverty and inequality and regional imbalance, among others.

In order to properly address these important issues, in recent decades cities all over the planet have been trialling different methodologies and tools. One of these instruments is strategic planning, which is nowadays becoming more necessary and timely than ever.

Along these lines, from the 1980s onwards, several cities in the United States and Europe launched a series of experiences of strategic planning which were highly effective in managing urban development, leading to their later adoption by different cities in Latin America and the Caribbean that wanted to benefit from this trend. Among the pioneering and most emblematic cities involved are San Francisco in the United States and Barcelona in Europe, whose Strategic Plan for the year 2000 received the European Union’s Special Award for Urban Planning. Other cities internationally recognised for their proposals and creativity in this area are Bilbao, Málaga and Valencia in Spain; and Bogotá, Medellín, Río de Janeiro, Curitiba, Montevideo and Rosario in Latin America.

The experience of these and other cities throughout the world, together with the debate and reflection they have generated, have gradually shaped a body of theoretical and methodological work on the subject of city strategic planning. However, this does not mean that there is a standard methodology applicable to every process of strategic urban planning, whether territorial or sectoral in scope. What does exist are a series of common elements and factors, in addition to some guidelines and behaviours that could serve as a reference or pointer for cities whose stakeholders decide to launch a similar process.

It is also important to stress that there is a fundamental and qualitative difference between strategic planning for a city when this is understood as a social, political and cultural process led by its main stakeholders, in which the process is as important as the outcome, and planning that is viewed as the creation of a study or document produced by a university, NGO or private consultant based on data provided by the main actors in the city, in which the importance is concentrated in the outcome.

In the light of the accumulated experience, the right strategic planning to tackle the complexity of the challenges facing any city in today’s world, and particularly in Latin America and the Caribbean, is that which enables an integrated approach and which proposes holistic and relational courses of action to resolve urban, political, social, economic, environmental and cultural issues.
By its very nature, incorporating the concept of social cohesion into the heart of the strategic planning process contributes to achieving the desired vision, leaving its imprint on the objectives that are set, and on the instruments and courses of action that are adopted.

From this perspective, the URB-AL III Programme Orientation and Coordination Office (OCO) offers this guide to city strategic planning for social cohesion with the aim of systematically strengthening the components identified by the OCO as being generators of social cohesion: legitimacy, citizen participation, recognition, a sense of belonging and equality-inclusion.

Thus, strategic planning should incorporate mechanisms that reinforce social cohesion through its creation, implementation, monitoring and evaluation by taking the abovementioned components into account. Likewise, it should provide a methodology that includes identifying strengths and weaknesses as part of the definition of the principal strategies for local development, taking into account all the stakeholders in the region and allowing for the plan to be reviewed and adapted to changing circumstances.

Within the previous framework, this guide aims to provide a series of pointers and guidelines that have been produced as a result of experiences of strategic planning all over the world, and specifically in Latin America and the Caribbean, with the hope that they will serve as a reference and input for any city that decides to embark on a process of strategic planning. This guide should certainly not be considered as a tool box, but rather as a conceptual and methodological resource to guide decision-makers in strategic urban planning processes. Likewise, it is not designed to offer a recipe for drawing up a strategic plan or to provide magic solutions that release the stakeholders involved from the obligation of finding creative and appropriate solutions to specific problems.

Finally, all the experiences developed, without exception, highlight the fact that city strategic planning, given the competitive, changing and interdisciplinary environment, especially if it is carried out from the perspective of social cohesion, requires a large dose of intuition and creativity. Most strategic decisions are based on these two factors, which must of course be complemented with appropriate information instruments and effective methodologies for exchanging opinions and objective analyses.

This guide is divided into two large chapters. The first briefly explains why the city is, in our century, an indispensable actor in the development of Latin America and the Caribbean, and why an integrated framework of strategic planning for social cohesion is an important tool and a key factor for its development, in terms of the quality of life of its inhabitants. The second chapter deals with the nature, meaning
and scope of city strategic planning for social cohesion and proposes, in six steps designed from a critical perspective, a series of guidelines, inputs and recommendations that may serve as a reference for the actors in cities that have decided to transform themselves through strategic planning processes built on a social cohesion approach.
PART I:
City planning for social cohesion in Latin America and the Caribbean
A. The city: an essential actor in the development of Latin America and the Caribbean

Humanity is increasingly heading towards a world determined by high levels of urbanisation. For this reason, it would not be an exaggeration to say that, to a certain extent, the future of the human race is being decided in urban centres, in cities. The changes in regional reorganisation being produced by the rapid and far-reaching transformations of the global economy, society and culture are expressed particularly clearly in the urban environment and in the nature and role of cities.

The world’s cities are undergoing a profound and historical structural transformation, with the technological revolution built around information technology clearly standing out at its centre. The process of globalisation in progress is also associated with productive remodelling and territorial reorganisation, which have a profound impact on the structure, organisation and function of cities on both an inter-urban and intra-urban level. On this second level, globalisation has led to cities adopting more dispersed, fragmented and diffuse models than the traditional compact and concentrated urban patterns.

Currently, the economic processes that form the backbone of the global economy are built on a diversity of cities and metropolitan regions, organising the territory in a new, less hierarchical and more open way, in which cities’ areas of influence have spread out in different spatial scales.

Furthermore, cities have developed in a very uneven way; their growth has been more horizontal than spatial, leading to a huge waste of land dominated by informality.1 Furthermore, the outskirts continue to grow and migratory pressure in many cases will continue if the expulsion of the population of rural areas and particular countries persists. This growth leads to the uncontrolled and predatory development of important areas that compromise the cities’ very future and increases pressure on its services (occupation of public spaces by street vendors, use of health and education services, citizen insecurity, etc.).

Cities, therefore, are both privileged locations for development and at the same time for inequality and conflict, in a profound process of transformation that calls for new forms of management and control over the urbanisation of already existing cities, in addition to an urban-planning culture and set of instruments for organising the outskirts which is not limited to simply regulating growing informal settlements. This requires the political will of city leaders and their

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1 The term ‘informality’ refers to the ‘informal sector’, which covers “those actions of economic agents that fail to adhere to the established institutional rules or are denied their protection” (Feige, 1990, p. 990), and which includes “all income-earning activities that are not regulated by the State in social environments where similar activities are regulated” (Castells and Portes, 1989, p. 12). For a wider perspective, see Alejandro Portes and William Haller (2004): *The informal economy*, Social Policies Series, no. 100, ECLAC, Santiago de Chile.
inhabitants when they become citizens, i.e., when they identify with the urban space and history and when they are able to sacrifice individual advantages for the common good.

Urbanism in today’s world does not only involve physical-spatial interventions, but also a form of governance. City management and government in the 21st century demand a suitable combination of professional and rigorous technical skills, a set of values whose principal interest is the formation of ethical and political judgements, and a strong capacity for negotiation and agreement among the stakeholders. Urbanism is unthinkable without the technical-architectural urban planners that have historically designed it, but just like space-saving measures, it should be subject to the policies and institutional democratic processes designed on a global and local level to resolve the inevitable conflicts and interests that accompany every intervention in built-up areas or new plots.

In this global framework and after a long and escalating process of urbanisation—with different rhythms and causes—Latin America and the Caribbean emerged at the start of the 21st century as a region of cities. Not only in the sense that most of the population is concentrated in clusters that differ from the scattered settlements typical of rural areas, but also in a more important sense: investments, economic activities, communication, information, opinion, political activity, opportunities as well as difficulties, articulation with the environment, and ultimately power. All of these factors are, unquestionably, predominantly urban.

According to the United Nations Population Fund (UNFPA), 75 percent of the population of Latin America and the Caribbean live in urban areas. It is the most urbanised developing region on the planet, albeit marked by high levels of inequality and imbalance.

The urban population of Latin America and the Caribbean is expected to increase from 394 million in the year 2000 to 609 million in 2030, and the bulk of this growth will continue to occur in medium-sized cities. Currently, urban expansion is less the result of rural-urban migration and increasingly down to the natural growth of the population; most poor people living in urban zones arrived there after being forced out of other parts of the city to make way for transformations of the space and the urban housing and employment markets. The majority of these people make a living in informal activities and their homes are characterised by their poor quality, location and lack of safety.

The cities of Latin America and the Caribbean, whatever their size, not only concentrate three quarters of the zone’s population, but also the bulk of its wealth and the highest levels of poverty and inequity.

Thus, it is no coincidence that the effects of the recent economic crises have hit cities particularly hard, sometimes elevating their
rates of poverty and economic and social inequality. Despite this, cities continue to attract population and economic activities and are increasing the countries’ level of development.

Bearing this in mind, in the Latin-American and Caribbean context it is becoming increasingly evident that cities play an important role in the development of countries, both the largest—such as São Paulo, Mexico City and Buenos Aires—, which are the regional and even global financial and business centres, as well as the small and medium-sized cities.

ECLAC (2000) has established three categories of city: metropolitan (five million inhabitants or more), large (over one million inhabitants) and intermediate (over fifty-thousand inhabitants).

However, all the cities in Latin America and the Caribbean, without exception, are to a greater or lesser extent facing the growing impact of global phenomena (migration, climate change, economic crisis) and serious problems of social inequality, exclusion, poverty and violence, which express different levels of social decohesion and are a considerable obstacle to democracy and development.

These findings clearly indicate the importance of transforming cities into centres for generating social cohesion, converting them into opportunities for fulfilment on a personal level, but also as citizens and workers. This implies securing the commitment and involvement of the different stakeholders in the city (public, private and community) under the democratic and visionary leadership of its government, in order to find and identify the best routes and ways to continue increasing the wellbeing of the population.
and the city's economic capacity through a process of technological and productive restructuring, of democratic government, of the general functioning of society and the optimisation of basic services (such as sanitation, health and education).

From this perspective, the city should be seen and understood not only as a physical space, but also as a political space in whose management and development citizen participation plays a fundamental role when defining strategies for tackling and solving problems, as well as for releasing the city's potential based on the rights and quality of life of its inhabitants. The right to the city and the city with rights must be constructed on a solid, measurable reality built with citizens.

It is important to stress that all over the continent, more and more cities are launching public and private actions to help them become more productive, sustainable and inclusive. There is no doubt that an increasing number of them are promoting science, technology, innovation, culture, education and entrepreneurship in a visionary spirit and using multiple strategies; cities that are modernising their mobility and public spaces to improve productivity and their citizens’ living conditions; implementing policies and actions to make themselves environmentally and socially sustainable; strengthening their institutions to embark on or consolidate a new development path in the knowledge society. Thanks to all of this, these cities have become more attractive to investors, more enterprising and more innovative.

All these efforts to respond to the challenges of their citizens, to contribute to the development of their countries and occupy an important position in the international framework raise the inevitable need for a city project that not only allows these cities to construct their own future path, with concerted actions among public and private stakeholders, but also to generate the strategic policies, programmes and projects necessary to follow that path. This means adopting new paradigms, recognising that the transformation of any city demands cultural, institutional, political, economic and organisational changes, as well as increased public and private resources, international alliances, a more proactive role for the educational system and greater ownership of science, technology and innovation by society. It is this point that underlines the need for city strategic planning for social cohesion. As discussed in the next section, this tool enables the city to be projected in this direction and for it to be constructively included in national development dynamics and prepares it to play a positive role in the city, regional and global networks being developed all over the planet.
B. Integrated city strategic planning framework for social cohesion

Bearing in mind the critical importance of Latin-American and Caribbean cities for development and democracy, as well as their potential, issues and challenges, strategic planning is an important tool and key commitment in order to gradually and sustainably progress towards cities in which citizens share a sense of belonging and inclusion, participate actively in public affairs, recognise and tolerate differences, and enjoy relative equity in access to public goods and services and in terms of distribution of wealth. All this, in a framework where institutions generate trust and legitimacy, and citizenship is fully exercised (Diagram 1).

In this framework, adopting the social cohesion approach (see Table 1) turns strategic planning into a process that commits those promoting it to the structural transformation of the city, given that it allows them to actively and innovatively address inequality generated by the global process of economic restructuring and the social change being seen in the world in recent decades. Moreover, it provides an all-encompassing approach which proposes holistic and relational courses of action to tackle urban, political, social, economic, environmental and cultural problems.

Diagram 1: Dimensions of social cohesion
Table 1: The components of social cohesion

<table>
<thead>
<tr>
<th>Component</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inclusion and equality</td>
<td>Social cohesion implies a widespread and systemic commitment to distributive justice and equity. A society that does not guarantee equal opportunities for all its citizens generates dynamics of social breakdown that erode and prevent cohesion. Social cohesion is intrinsically linked to economic institutions, and especially to the market; therefore, it could be described as a bridge between the ‘social’ and the ‘economic’. Market practices and situations of exclusion, particularly in the employment market, are a clear threat to social cohesion. Inclusion, however, beyond the employment and economic sphere, means the existence of a system of social protection capable of guaranteeing security and support for every person facing vulnerability or specific risks, situations and needs. These include, for example, risks associated with disease, lack of personal autonomy, drug addiction, poverty and isolation, among others.</td>
</tr>
<tr>
<td>Legitimacy</td>
<td>Social cohesion is a collective construction; it is not reduced to the sum of juxtaposed individuals. This component recognises the strategic action of institutions (both public and private) as intermediary mechanisms or spaces that ensure the ‘connections’ between individuals. Social cohesion depends to a great extent on the legitimacy of these institutions, and is threatened when these are not representative.</td>
</tr>
<tr>
<td>Participation</td>
<td>Social cohesion implies the widespread involvement of citizens in public matters (which in this approach are not only governmental). A lack of incentives and motivation that encourage citizen participation is usually considered a threat to social cohesion.</td>
</tr>
<tr>
<td>Recognition</td>
<td>This component relates to the positive mediation of differences in identity, religion, culture, politics, ethnicity, values and any other type of difference that characterises a society. Citizens who feel accepted and recognised by others contribute to social cohesion; in contrast, this is threatened by various practices of rejection and intolerance, as well as excessive efforts towards social unanimity or homogeneity.</td>
</tr>
<tr>
<td>Sense of belonging</td>
<td>This component means instilling a sense of ‘social connection’ in the framework of which citizens share basic values and commitments. One threat to social cohesion is associated with feelings of isolation which can be generated under certain circumstances among some individuals and social groups. In some specific contexts (such as the micro-local, for example), a sense of belonging can generate undesirable dynamics of social exclusion; thus, those who propose a social cohesion approach advocate a ‘plural and multiple’ sense of belonging.</td>
</tr>
</tbody>
</table>

2 For a broader vision of the components of social cohesion, see Enríquez Villacorta (2010).
Understood in this way, city strategic planning for social cohesion involves a leap forward for its inhabitants and activities, which should trigger initiatives and enthusiasm translated into short, medium and long-term programmes and projects that are innovative, effective and viable.

The city plan should reflect its identity, i.e., it should show its specific characteristics and potential, define what it will focus its efforts on (priorities) and how it will resolve its problems. This means that the way to tackle the problems, and the solutions, must be unique and specific for each case.

As a consequence of the above, city strategic planning for social cohesion cannot consist of mechanically repeating a routine planning process, but should instead open up a strategic dialogue among the city’s stakeholders and with strategic partners in its development, which will enable it, after reviewing its situation, to establish a vision, objectives and strategic lines to turn it into a place of wellbeing and opportunities for its inhabitants, contribute to the country’s and region’s development, and creatively and constructively join the network of cities.

Therefore, this strategy must be adopted, on the one hand, as a public policy, capable of stimulating, strengthening and improving human beings, based on the evaluation of all aspects of their lives. On the other hand, it should be understood as a system made up of successive stages of a cyclic, interconnected, complementary and synergetic nature.

As a result of the social cohesion approach, strategic planning should provide the city with a renewed strategic outlook which, by coordinating its management with national and territorial development, will translate into innovation in its processes, methods and tools in order to respond effectively to the new challenges facing its inhabitants and users, the environment and what the State and citizens expect of it.

To fulfil these aims, city strategic planning for social cohesion must be based on the following characteristics:

/ City planning is a political, social and cultural process carried out using technical tools. It is, therefore, a process of decision making and agreement on the city project to be promoted.

/ The subject of the planning process are the actors in the city’s development: local government, civil society organisations, businesses, universities and national government bodies present in the territory.

/ The planning process should be widely participative and be carried out under the leadership of the local government. Thus, the procedure should guarantee the conditions that allow the main civil society organisations and the business and academic sector, in addition
to citizens, to be responsibly and proactively involved.

The social cohesion approach should infuse the planning methodology, instruments, processes and results. By its very nature, incorporating the social cohesion approach into the heart of the strategic planning process contributes to achieving the desired vision, leaving its imprint on the objectives being sought and on the instruments and courses of action that are adopted. This means that the components that generate social cohesion –legitimacy, citizen participation, recognition, sense of belonging and equality/inclusion– should be taken on board not only as planning goals, but they should also form part of the viewpoint from which the city's situation is analysed and its vision, objectives, strategic lines, public policies and programmes/projects are built.

Along these lines, strategic planning should incorporate mechanisms that, from its creation and implementation through to the monitoring and evaluation, reinforce social cohesion by taking into account the components mentioned above.

A strategic planning process like this will have a direct impact on the development of a more participative city, with higher levels of equality and inclusion, with increasing recognition of the diversity of actors with their respective conditions and, as a result, with a high degree of legitimacy both for the plan and the city's government.

In other words, the plan will be producing a process of constructing the city that will strengthen social cohesion, which will enable it to offer its inhabitants a better quality of life and work.

This rationale not only clearly explains how social cohesion enriches strategic planning, but it also highlights how, when strategic planning is carried out from this approach, it translates into a more human, solidary, equitable and inclusive development of the city.

Planning should be an exercise in knowledge management, which means turning it into a highly reflective and analytical process by the participants, which lays the foundations for the city to become a territory learning from its own experience. This, in turn, leads to establishing a territorial pedagogy, based on which dialogue and agreement become something more than just mechanisms for reaching consensus and are instead a dynamic process of recognising territorialities and a vital basis for generating more and better knowledge.

The process of strategic planning must promote itself with simple and user-friendly methodology and instruments. The aim is for the different actors to participate easily from their diversity and heterogeneity and not for them to becoming tangled up in complex procedures and instruments.
The plan must question the local government, its competences and its organisation, its mechanisms for communicating with other levels of the public administration and with its citizens, its image and its international presence.

The plan as a future project will only be effective if the planning process mobilises the urban public and private stakeholders right from the beginning, at the same time as it is turned into actions and measures that can start to be implemented immediately. This is the only way to verify the feasibility of the plan, to build trust among the agents who are promoting it and generate public consensus that results in a civic culture and patriotism towards the city. This is the main strength of a strategic plan.

The strategic plan must harmoniously integrate regulatory, operational, strategic and practical elements.

Regulatory: because the forms of occupying the territory, the spaces that must be protected and the places subject to transformation must have legal foundations and regulations.

Strategic: because the projects identified and agreed must serve the city’s objectives and not be based on the desires or whims of one or several stakeholders, but on existing or induced opportunities.

Operational: because the projects identified and outlined in the strategic plan (regenerating public spaces, economic reactivation, social reintegration, etc.) must serve in the short term, affecting the population and the territory, taking into account that the conditions, costs and social efforts needed to promote them have been analysed in the planning process.

Practical: because the projects and programmes to make the strategic plan viable must be simple and have expedited processes of formulation and approval.
PART II: Planning a city for social cohesion
Planning a city for social cohesion

City strategic planning for social cohesion is a dynamic, social and political process that cannot be carried out by following a recipe; instead, it is based on the strong political will of the government and other local actors and it requires, among other things, high levels of creativity and commitment.

It is also a systematic, creative and participative process that lays the foundations for long-term integrated action, defines the future model of development, formulates strategies and courses of action for achieving this model, establishes a continuous system for decision making and involves local agents throughout the entire process.

Thus, strategic planning for social cohesion pays as much attention to the process as it does to the outcomes – given that there is a permanent reciprocity between the process and the outcomes. It seeks to integrate sectoral visions, fosters inter-administrative coordination and public-private cooperation, emphasises forecasts, creates non-binding outline proposals, is firmly geared towards action, and encourages local agents to participate from the very start of the process. All of this creates the right conditions for generating social cohesion, both in the dynamic of strategic planning and in the actual construction of the city.

In this framework, the pathway and steps proposed below are not designed to be a series of ‘guidelines to follow’, but simply aim to offer some recommendations and guidance gathered from the wealth of experience accumulated from the efforts of many cities, not only in Latin America and the Caribbean, but also in other parts of the world.

There are no infallible techniques or recipes for creating the ideal plan or producing perfect strategic plans, and even less so in situations as complex and conflictive as those of cities.

Therefore, this guide is a tool that aims to stimulate reflection and creativity in strategic planning for social cohesion; it in no way offers a substitute or shortcut for the efforts that must be made, or eliminates the risks this must be taken by the stakeholders in each city that decides to embark on the path of strategic planning to transform their territory in order to provide a better quality of life and make a greater contribution to the development of their country and continent.

As shown in Diagram 2, this guide proposes a critical route broken down into six steps that should not be taken as a mechanical or obligatory sequence, but which have arisen from the experience of strategic planning in different cities.
Diagram 2: Critical route of the planning process

1. Plan and organise the planning process
2. Mobilise and gain the commitment of the city's stakeholders
3. Rediscover the city we have
4. Design the city we want
5. Agree the implementation of the plan
6. Gauge the success of the strategic plan
A. Step 1: Plan and organise the planning process

As indicated above, planning the city for social cohesion involves a broad process of mobilising and gaining the participation of the city’s stakeholders and partners, led by its local government. With this aim in mind, it is essential to generate the right conditions for the planning process to develop with common codes, clear understandings and precisely defined procedures.

The above is also valid, and even more so, for implementing the plan, i.e., for the development of the city, which involves adopting as a central axis a collaborative style of government which calls for the continuous improvement of local political capacities, under the principles of transparency, openness, participation and energetic democratic leadership.

What does it mean to plan and organise the planning process?

This step focuses on thoroughly preparing and organising the strategic planning process, which means defining the steps, procedures, participation and decision-making bodies, resources (human, technical, technological, financial, infrastructure) needed to develop the plan, as well as preparing the political, institutional and social conditions that will enable the planning to be carried out effectively.

How does one plan and organise the planning process?

To prepare and organise the planning process, a sequence of activities is suggested (explained below) that should be adjusted and modulated to suit the characteristics and context of each country and city.

A.1. Formalise the city government’s decision through a municipal agreement

While the local government is the actor leading the planning process, it is important that it records its determination in a municipal agreement that establishes the motives behind the process and the main goals being sought, as well as the principles and criteria governing the development of the process.

Issuing a municipal agreement as the first step in the planning process is an unequivocal indication of the local government’s political will and commitment, which in addition to lending the plan formality and legal foundation, also grants it legitimacy and substantive meaning by enabling the different stakeholders to participate in the process.

After formalising the decision, a team should be formed to take responsibility for organising and preparing the conditions for launching the planning process, carrying out the actions described below.
A.2. Establish the ground rules and a common code

Developing a planning process that involves actors with a range of different viewpoints and interests is the raw material of the plan, it is the principal challenge and, at the same time, its greatest opportunity, provided that it is possible to manage this diversity as an essential element of the city. This underlines the importance of explicitly incorporating components of social cohesion, such as inclusion and equality, recognition of others and legitimacy.

Thus, clearly establishing the ground rules and working criteria is essential in order for the stakeholders to be able to progress from interlocution to dialogue, and from this to negotiation and building understanding about the city they have and agreement on the city they want.

In this regard, it is vital that the following aspects are defined as part of the preparation process for the plan:

The scope of the planning process

Bearing in mind that the actors’ diversity of interests determines a very wide range of sectoral and individual priorities, it is vital that the plan’s main areas or dimensions of action are delimited.

The definition of these areas of action should be sufficiently clear and respond to the city’s vocations and potential, as well as to its context and relationships.

The areas of action are important in a methodological sense, given that they strongly influence how the city’s past and present interpretation is structured and the issues and challenges defined, as the preliminary steps to making decisions about the future.

The role of the actors, the participation mechanisms and the decision-making bodies

Organising the participation of diverse types of actors in the planning process means clearly defining what each one will do (their roles), how they will participate (spaces) and how decisions will be made (criteria and mechanisms).

Although the roles are associated with the nature of each actor, it is important to be explicit and generate recognition of the role of each one, given that the planning process will involve interaction among bodies that may not have sufficient mutual references.

Moreover, it is important to clearly establish the spaces and bodies through which the actors can participate, the criteria for participating and electing representatives, as well as the procedures and criteria for taking decisions.
Resources for formulating the plan

To begin formulating the plan it is necessary to mobilise all types of resources (human, technical, technological, financial, logistical, etc.). This should be done with the necessary rigor during the preparatory stage.

In addition to quantifying the resources, it is important to establish what each of the main participating actors and external partners will contribute to the process, what mechanisms and criteria will govern the administration of the resources and how the participants will be accountable for their use.

A.3. Build a map of actors

Identifying and characterising the city’s stakeholders is another key moment in preparing the plan.

In most of the emblematic city planning processes, the stakeholders have been divided into three main areas:

/ Functional
/ Territorial
/ Sectoral

To more precisely characterise the actors and prevent any of them from being excluded or overlooked, it is very helpful to use the components of social cohesion, especially inclusion/equality, sense of belonging and recognition of others.

This mapping is a necessary step towards defining the bodies through which the actors will participate.

A.4 Create the planning bodies

The aim of this step is to create a structure that provides consistent coordination of the decision-making processes, technical assistance, consultation, dialogue and participation.

With regard to the way the planning bodies are formed, the experience in Latin America offers many examples: the options range from the most simple to the most complex, but all of them share similar common criteria and characteristics.
The level of complexity or simplicity should be related to the size and characteristics of the city, its institutional, social and economic make-up, as well as the time scope and theme of the plan. However, it is advisable to avoid excessively intricate schemes. Priority should be given to what is necessary and most effective rather than what would be ideal.

With the relevant differences and special features, city planning processes are developed by structuring the following bodies:

/ A broad and plural space (assembly) in which the city's group of stakeholders participate, and which is therefore numerous.

/ An intermediary body, made up of representatives of the broad body or assembly: planning council.

/ An executive structure, comprising a smaller group and with a more operational purpose: executive committee.

/ A technical body and another more consultative and high-level advisory body which provide feedback on the process.

There are many different names for these bodies and, therefore, the naming conventions in this guide are merely illustrative. In practice (as has been proposed) each city must define and name its own bodies according to its particular situation, depending on the legal and institutional setup and social and economic dynamics.

The key point, beyond the nomenclature, is the structure and role of each body, as well as the goal of achieving the highest possible level of participation, representation and legitimacy, balanced with the need for the process to be carried out efficiently, effectively and within a reasonable timeframe.

The table below details the members, function and operational features of the bodies that are fundamental for leading, coordinating, energising and making decisions in the planning process.
<table>
<thead>
<tr>
<th>Table 2: Planning bodies: functions and members</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>City Assembly</strong></td>
</tr>
<tr>
<td>This is a broad and plural body made up of delegates from all the representative stakeholders of the city’s public and private life – it can therefore contain numerous members.</td>
</tr>
<tr>
<td>Its role is to serve as a meeting point and space for dialogue and negotiation among the stakeholders involved in and committed to the plan, to take the most important decisions in each stage of the planning process.</td>
</tr>
<tr>
<td>Matters such as the scope of the plan, the phases, general procedures and formulation criteria, as well as the general results of each stage and the final outcome of the process (the plan) should be presented to, discussed and approved by this body using democratic methods.</td>
</tr>
<tr>
<td><strong>Planning Council</strong></td>
</tr>
<tr>
<td>This is the core promoter behind the planning process. It is made up of the chief representatives of the main public and private organisations participating in the City Assembly and it is led by the city’s mayor/mayoress.</td>
</tr>
<tr>
<td>The principal function of this body is to carry out the shared leadership and strategic management of the process. Therefore, it must be formed of an adequate number of people to create a fluid and systematic working dynamic.</td>
</tr>
<tr>
<td><strong>Executive Committee</strong></td>
</tr>
<tr>
<td>This body is in charge of energising and managing the process of drafting the plan on behalf of the Planning Council.</td>
</tr>
<tr>
<td>It should be made up of a reduced number of people who, under the leadership of a director general, ensure the operational coordination of the process and provide feedback to the Planning Council and City Assembly.</td>
</tr>
<tr>
<td>This body should carry out key tasks such as creating a dynamic relationship with the stakeholders participating in the planning process, maintaining links with the media and acting as spokesperson for the process.</td>
</tr>
<tr>
<td><strong>Technical Committee</strong></td>
</tr>
<tr>
<td>This body plays an important role in two ways. Firstly, it designs specific instruments and methodologies for each of the planning stages. Secondly, it coordinates the structuring, analysis and creation of the planning documents and products.</td>
</tr>
<tr>
<td>Given its function, it is formed of a core of professionals from different disciplines, to which specialists are added according to the needs that arise during the planning process in each of the stages.</td>
</tr>
<tr>
<td>Based on the complexity or needs thrown up by the process, the Technical Committee can create working teams with specific assignments or tasks.</td>
</tr>
<tr>
<td><strong>Advisory Committee</strong></td>
</tr>
<tr>
<td>The role of this body is to provide high-level advice to the Technical Committee, the Executive Committee and the Planning Council. It should function as a think-tank which provides a strategic perspective and creative solutions to the city’s issues.</td>
</tr>
<tr>
<td>Therefore, it should be made up of the best and most representative of the city’s intellectuals and academics.</td>
</tr>
</tbody>
</table>
A.5. Establish a participation strategy

The experience in the field is varied in terms of methods, scope and level of participation by the stakeholders in the city planning process. However, the common feature is the political decision of the local government—in its capacity as leader and manager of the process—to set up spaces, mechanisms and procedures to guarantee the conditions for achieving the maximum possible level of participation, by means of simple, creative and effective processes. Participation is a quality of the plan, a component of social cohesion, a necessary element and factor that will determine not only the quality of the result (the plan) but also the likelihood of putting it into action and bringing it to a successful conclusion.

The definition of the participation strategy should consider the following elements:

**Breadth and plurality.** The strategy should consider the definition of sufficiently broad and plural spaces to ensure that most of the stakeholders have the chance to express themselves and participate, without any kind of restriction and preventing the participation bodies from being used or manipulated by interested parties.

**Representation and legitimacy.** Although the strategy should consider broad and massive spaces like assemblies in each neighbourhood or sector, in which citizens participate directly, there is also a need for smaller, more qualitative participation bodies, such as committees, boards and others. In these cases, it is very important that the people participating as delegates have sufficient representation and legitimacy from the groups or sectors that elected them. Furthermore, it is important to define the mechanisms the representatives will use to communicate with and be held accountable by those they represent.

**Specificity.** The participation spaces and mechanisms created should respond to the specific nature, expectations, interests and identity of the stakeholders. This means, for example, that the strategy should set up participation spaces for young people that use different methods and formats than those created for women, indigenous people, elderly people or the business community.

**Multiculturalism.** Both the participation spaces and the methodologies that are defined should always respect and seek recognition for the cultural identities that coexist in the city.

**Stimulation of creativity.** The participation strategy should strengthen and encourage all the stakeholders to develop a participation exercise that makes room for initiative, imagination and creative capacity.
A.6. Design the communication strategy

Launching a city plan is a fundamentally political, social and cultural process, which in the case of Latin America and the Caribbean is generally carried out in settings where a lack of cohesion, despair, disillusionment and a loss of trust in State institutions are the characterising features of the vision and these determine citizens’ attitude to initiatives that require their participation and involvement.

Defining a communication strategy that generates expectations, recovers hope and arouses the interest of the city’s stakeholders in participating is an irreplaceable element to ensure that the planning process is successful. Moreover, it is important that the process of building the plan is a platform that helps to build the city’s identity. This plural, diverse and in many cases multiethnic and multicultural identity cannot be constructed if it does not have a communication strategy to facilitate this.

Coining a name, logo and slogan for the plan which adds visibility and generates a strong feeling among the stakeholders of identifying with their city and its planning is one of the elements that must be resolved in the communication strategy.

The logo and slogan complement each other. The logo should be a representative image of the city, and be eye-catching, simple and expressive. Its success lies in citizens’ familiarity with it. The slogan is a short, simple, original, appropriate and striking phrase that identifies the city.

Name, logo and slogan should express the city’s ‘distinctive’ personality that makes it stand out from other cities and should include symbolic elements that are easily recognisable as belonging to it. It should gain the sympathy of citizens and residents so that they feel ‘good’ and it must contain catchy expressions that are easy to remember.

A good communication strategy should define specific objectives for each of the phases of the planning process:

/ During the preparation stage, the strategy focuses on achieving a sufficient level of awareness and understanding of the planning objectives and process among the group of city stakeholders, as well as encouraging participation.

/ During the design stage, the strategy should provide knowledge and understanding of the city’s problems and potential and suggest possible pathways or future strategies, generating the right conditions for the informed and qualified participation of the actors involved.

/ In the launch stage, the strategy focuses on gaining the knowledge and understanding of stakeholders and of the general public about the city’s concept of the future and the strategic lines of action proposed in the plan. Furthermore, it is important that it contributes towards
generating a commitment to active participation in implementing the plan.

To effectively respond to these differentiated targets, the strategy should define for each stage:

/ Target audience

/ Key messages

/ Methods and media, including social networks and the wide range of options provided by information and communication technologies.
B. Step 2: Mobilise and gain the commitment of the city's stakeholders

The experience of many cities on the continent shows us that once the plan for developing the strategic planning process is concluded and organised, what follows is a crucial moment in putting it into action and for its success which is not always given the importance it deserves: the public launch.

The way in which the public launch is understood and carried out can make a great difference to the city’s various actors’ level of participation in the strategic planning process.

What is the public launch?

It is the spark that ignites the flame and puts the city’s strategic planning in motion. First of all, it is the public demonstration of the decision and political will of the local government and different representatives of citizens, the academic world and the business sector to build and implement a strategic plan for social cohesion in the city.

It is an invitation and a call to all the city’s stakeholders, forces and sectors to get involved in the process in an active, responsible and creative way.

As a result, it should be accompanied by a broad and detailed report of the nature of the project and the conditions under which it will be developed, as well as an explanation of the spaces and mechanisms that will be set up to facilitate and ensure the participation of every person, organisation and group that wishes to be involved.

Why is a public launch carried out?

The goal of publicly launching the process of participation and consultation for the strategic plan is to mobilise and gain the commitment of all the stakeholders and unleash the city’s energy to build its own future.

This involves, on the one hand, convincing everyone of the importance of strategically planning the city and of the need to do it together. And, on the other hand, it requires generating excitement about the idea that only through participation will it be possible to improve and transform the city with a process of elevating the quality of life of those living and working in it.

Who organises the public launch?

For the public launch to be a political event to inaugurate and kick off the city’s strategic planning it should be carried out by the local government together with representatives of the most important forces. Therefore, it should be organised by the body managing the process and led by the mayor or mayoress.

It is important that, from this initial moment, an invitation is made for the broadest possible participation and representation by all the city’s
stakeholders and sectors. In this regard, it is vitally important that representatives of urban and rural (if applicable) residents, the different civil society organisations and groups and the business sector present a united and committed front.

How is the public launch carried out?

In the light of the different city experiences in this area, for the public launch to have the desired impact it cannot be an isolated activity (a common mistake), but should instead be an informative and pedagogical process that includes a series of inter-related activities.

Firstly, an open and attractive announcement should be made inviting all the city’s inhabitants, without exception, to get involved. What is important is that the launch generates expectation and a desire to participate. It is helpful when making the announcement to lean on the city’s natural leaders, as well as all the social, political and economic forces living and working in the territory, and gain the support of the local and national media.

Secondly, there should be a principal event at which the city’s mayor or mayoress and the leading body in the process announce the launch and explain it. This should be immediately followed by a series of informative and explanatory activities in the different neighbourhoods, residential areas and zones of the city and with the sectors and functional groups, carefully clarifying how to access the different activities (meetings, workshops, forums, etc.), so that if any member of the community does not feel well represented, they have a place to express their opinions and criticisms.

The series of initial meetings should be accompanied by an information campaign using leaflets, advertisements and the media.
C. Step 3: Rediscover the city we have

Once the city's forces and stakeholders have been convened, the strategic planning process can begin with a fundamental step: recognising the existing city as a product of its history and the actions of its stakeholders.

Learning about the situation, dynamic, problems and potential of the city itself is indispensable for being able to transform it for the benefit of the people living and working there.

This is why it is so important when strategically planning a city with a view to strengthening social cohesion to get a clear understanding of the city's past and present situation, and the best instrument for doing this is a diagnosis.

C.1. What is a diagnosis?

From a social cohesion perspective and with a view to building the city strategic plan, the diagnosis is, above all, an instrument of dialogue and debate used by the city's stakeholders to share an understanding of their situation.

The diagnosis is, therefore, the result of a joint effort that combines an analysis of the available information on the city with the perception of the citizens who live and/or work there, and to achieve its objective it should have the following characteristics as a minimum:

/ Be developed from the perspective of social cohesion and its dimensions, so that it can encompass the greatest possible amount of the city’s problems and potential.
/ Focus on seeking solutions and building informed and viable alternatives.
/ Strengthen cooperative and solidary attitudes among the stakeholders.
/ Contribute towards identifying and consolidating citizen and technical leaders.
/ Combine the analysis of the problems conducted by the city’s stakeholders with a review of the existing documents, reports and statistics about the city and with technical support from the municipality, the university sector and civil society.

C.2. Why is the diagnosis necessary?

The purpose of the diagnosis is to identify the most acute problems affecting citizens and the principal causes, as well as the trends, potential and opportunities within the city that could be taken advantage of to benefit everybody. This, in turn, provides a criterion for sorting and ranking the needs and issues and, through this, ensuring that the actors prepare themselves to design a strategic plan capable of providing suitable solutions.

Without doubt, for the diagnosis to be effective according to the city plan, it should not be an attempt to provide a
A thorough understanding of the territory, but should instead concentrate on the issues that are critical for its development. It is not a question of producing a detailed inventory of the problems, but rather of identifying the problems, trends and potential that provide an understanding of the keys to facilitating and guaranteeing the city’s development.

The diverse experiences in this field show that the diagnosis can be enhanced by characterising each of the zones or districts of the city based on an analysis of its specific vocation, meaning the main skills, capacities, characteristics and potential already established in the territory according to the particular geographical features and existing socioeconomic activities.

A well-identified vocation helps later on when focusing and prioritising policies and public and private investment for each district or zone in the framework of the city’s overall development.

The diagnosis stage does not end with the simple identification of the main problems or an overview of the critical factors in the city at a given point, but rather it should include an agreement on what the city’s main challenges are based on the data obtained. This is the link that connects the diagnosis with the following step in the planning process through the definition of the objectives that will permit possible obstacles to be overcome and take advantage of trends and potential to progress towards the development and social cohesion of the city.

C.3. Who produces the diagnosis?

The participative diagnosis is simultaneously carried out by the people living and/or working in the city and by a technical-professional team that reviews and systematises the existing information on the city and generates new studies.

This does not mean promoting two parallel processes, but just one which, therefore, should be led and focused by the Executive Committee, a body which could be supported by a technical-political team responsible for creating the design, following up, processing and systematising the information, all while maintaining permanent dialogue with the body leading the strategic plan.

The experience of developing diagnoses in different cities indicates that it is advisable to obtain the support of a group of facilitators taken from the community and civil society organisations duly empowered to carry out their work, and a group of experts and professionals who contribute to the documentary review and analysis.

It is essential that the group carrying out the diagnosis includes the city’s natural leaders, people with different responsibilities in the different communities, sectors (teachers, transporters, residents’ associations, among others) and functional groups (women, young people, children, indigenous people, disabled people).
C.4. How is the diagnosis carried out?

The diagnosis should be a carefully organised process. Therefore, the Executive Committee will create a design that combines the widest participation by the city's inhabitants and citizens in order to include the diversity of perspectives and viewpoints of the city with the highest possible technical level, which guarantees a thorough analysis of the existing information.

To carry out participative diagnoses, Latin-American and Caribbean cities have used a wide variety of tools, but the one most commonly employed and recommended continues to be the SWOT analysis.

A city seeking to transform itself through a strategic planning process must recognise and evaluate its strengths and weaknesses, as well as its opportunities, threats and risks. The SWOT analysis—also known as strategic analysis—is the perfect instrument for evaluating the complete situation of a city and then determining its competitive advantages and principal problems.

The SWOT allows the city's internal and external environments to be analysed and evaluated. Its specific objective is to reveal the main strengths and weaknesses the city has, in addition to the opportunities and threats facing it.

For this reason it is important to remember that a city is a social, political, economic, environmental and cultural network nourished by the local stakeholders, by the resources they control and by the space they interact in.

The city's strengths and weaknesses, in the framework of a strategic analysis, correspond to the distinctive characteristics of the city and its actors and which, consequently, can be modified by them. Therefore, these strengths and weaknesses should not be considered absolute, but in relative terms, bearing in mind the environment in which the life in the city is played out. In this area, the diagnosis analyses the main elements the city has to offer, such as human resources, productive activities and public spaces, among others.

The opportunities and threats are, in contrast, external factors, and correspond to national, regional and international situations or trends that the city generally has little or no influence over. As a result, it is necessary to act on the distinctive characteristics of the city, consolidating its strengths and overcoming or mitigating its weaknesses in order to take advantage of the opportunities and neutralise the threats.

The central features of the city's internal and external environments become the main input for identifying the critical factors relating to the absolutely vital and therefore priority issues for the city to address which, if they are not taken into account, could have a negative impact on the development of the city, or result in wasting the opportunities that are present in the environment and which offer
significant benefits.

Finally, the perspective and mindset from which the diagnosis is carried out and that is applied to the SWOT or any other tool will, to a great extent, determine the identification of the city’s strategic challenges and, in turn, the objectives that are set.

Thus, it is vital to incorporate the social cohesion approach and its dimensions at this stage of the process. There are various ways of doing this. This guide only suggests bearing in mind the need to analyse the conditions and situation in the city from the perspective of social cohesion.
D. Step 4: Design the city we want

Many strategic planning experiences in Latin-American and European cities reveal the importance of the city plan focusing on defining large-scale initiatives (expressed in public policies and projects) which in the medium and long term (15-20 years) may change or strengthen the mindset (whatever that may be) the city has and transform it into a pleasant place to live, work, do business and enjoy leisure activities in.

City strategic planning for social cohesion is not a short-term municipal management project; nor is it a master plan for urban development of a primarily technical nature. It is a plan that establishes socially and politically important agreements that are reflected in lines, policies and projects for developing the city. Thus, we are talking of a planning process that is driven by the desire for transformation of the local government and other city stakeholders and the subsequent decision to build the conditions to make the plan viable.

This means that the local government is firmly resolved to leading a process of transforming the situation together with the rest of the public and private institutions operating in the city and the citizens who live and work there and use its services.

The key questions that the city strategic plan responds to are: What kind of city do we want? and What do we have to do in the next fifteen or twenty years to progress towards this?

What kind of city do we want? The scope of the plan

Formulating the strategic vision

This involves creating a clearly understandable outline of the future model of the desired city for its entire urban society so that this can serve as direction and encouragement to focus strategic decisions on growth, progress and development. Therefore, it should be a completely shared aspiration and an inspiring and mobilising target, because it is not enough just to imagine the future, it also has to be built.

The vision is not, therefore, an unattainable fantasy. It represents the agreement made between the different social stakeholders and provides the
framework and horizon for strategic planning and the creation of its objectives and lines of action.

Some characteristics that cannot be absent from a formulated vision of the city are conciseness: it should be easy to remember, daring and challenging, in the sense that it ignites the determination and will of the different actors managing the city to steadfastly pursue it; and definition: it must also include the elements that make the city unique, different, that make it stand out from the others, which in business terms is known as the ‘company hallmark’.

Transforming it into a vision that triggers action and maintaining this over time is fundamental, which is why it is vital that it can be communicated easily, convincingly and motivationally to be shared and finally achieved.

Building the vision of the city is not an academic or mechanical exercise. It is a creative act that requires a great deal of reflection and debate, whereby those involved think about and imagine the city they want based on the city they already have. Therefore, it is also important that it is sufficiently prepared, with a methodology that permits the individual visions of the different actors, sectors and groups that interact in the life of the city to be gathered and integrated. Thus, the vision will be determined, to a great extent, by the current decisions and actions of the different agents involved in urban management, by their past and present experiences, approaches and values, enabling a deeply meaningful vision of the future to be defined and created. Only in this way will the vision be a decisive factor in aligning the different urban stakeholders in a common direction.

Finally, the vision must be easy to communicate. This means it must be easy to remember and that any citizen, resident or entrepreneur can commit to it; it should include realistic, shared aspirations, it should be aligned with the city’s values and culture, and it should be focused on the needs of citizens, inhabitants and users. To be truly effective, formulating a vision should be assimilated into the culture of the city.
Building objectives, strategic lines of action, local public policies and projects

Once the desired vision has been formulated, the next step is to design the objectives and strategic lines of action that outline the scope of the strategic plan for social cohesion, as well as the local public policies and the projects that will ensure its success.

The objectives of the strategic plan should, first of all, respond to the challenges identified in the diagnosis, and secondly, express the strategic change the plan is designed to achieve, aiming to attain the model of city defined in the vision.

The strategic lines represent a summary proposal of the city’s critical issues and indicate how the objectives are going to be achieved.

Both objectives and strategic lines of action determine the scope of the city strategic plan and form the framework for defining local public policies and projects, through which it will take shape.

The projects are the operational units that turn the plan’s strategic lines into action. For this reason they will be grouped around them and should be clear, specific, viable, have named people in charge of them and have the appropriate resources and management strategies.

Therefore, it will be the projects, and not the wishes of the mayor/mayoress, the municipal council, citizens or business community that will forge the city defined in the vision and shape the plan’s definitive strategic lines of action.

One of the keys to the success of the strategic plan lies in identifying and designing the city’s structuring projects and making them viable. This refers to projects that are powerful enough on their own to transform the situation in the way defined by the city model. It could be said that a strategic plan that does not define one or various projects of this type and how to put them into practice cannot accomplish the mobilising and transforming objective it was designed for.

Experience shows that city strategic plans include a wide range of proposals and projects, not all of them strategic but nevertheless not insignificant. Different types of projects can be established, but the key ones are those that are capable of triggering a break away from the current situation in development trends. When discussing the priorities and design of these projects the most important thing will be to find solutions that make them viable, given that they must be agreed on while bearing in mind the economic, competence or temporary difficulties that may hinder or impede their realisation.

Although not all Latin-American city strategic plans include reviewing and strengthening the framework of local public policies, a lesson learned from many of them is that this is a very
important component for providing institutional support and promoting the strategic plan.

Given that local public policies are regulatory tools for managing the city’s key development issues detailed in the plan and that they facilitate the consistent participation of all the actors involved, it is advisable to review these policies to determine which ones should be adjusted and strengthened and decide whether there is a need to create new ones.
E. Step 5: Agree the implementation of the plan

Once the design stage of the strategic plan is complete the next step is to prepare the conditions for launching and implementing it.

This involves a new round of negotiations between the stakeholders to ensure the participation spaces and instruments that guarantee public-private cooperation in the execution of the plan.

It is important to remember that the strategic plan, due to its timescale, will be implemented over a period spanning at least two or three administrations, which in many cases involves a change of mayor or municipal council, as well as the political party in office and the party correlations. This eventuality should be foreseen in order to guarantee (as far as possible depending on the national political climate) the continuity of the strategic plan beyond any political changes. One of the factors that will contribute to this is the credibility, legitimacy and social backing the project gains. If the different stakeholders take ownership of the project and maintain their involvement in it, it will be more difficult for a new administration to reject or rescind it.

The strategic plan can only be viable if the projects are undertaken by those responsible for carrying them out. In cases where there are projects run by external bodies to the city (for example, investment in large infrastructures), structures for negotiation and advocacy that facilitate the decision of the responsible bodies should be created.

The first decision to be made in this stage is whether the organisational structure responsible for the political-strategic function during the planning process (the City Assembly, Planning Council and Executive Committee) should remain in place for the implementation or whether changes or adjustments need to be made. On this basis, the necessary bodies for monitoring and evaluating the plan should be set up and should comprise the institutions and organisations directly involved in executing the projects. Furthermore, it is recommendable to include in the discussions and debates the people, communities and groups directly affected as well as the experts and professionals who can contribute their knowledge in this phase.

Therefore, this means creating a broad and flexible structure that enables the strategic plan to be rigorously and proactively monitored and for a ‘blended’ evaluation to be carried out with the participation of the institutions responsible for implementing the measures and projects in the plan and the project managers and stakeholders who have helped to drive the implementation process.

Another important recommendation arising from the diverse experiences of
implementing city strategic plans is to ensure that the different stakeholders’ commitment does not falter while they are carrying out the projects they are responsible for, and that they instead go further and take ownership of the strategic lines and introduce them into their culture, whether citizen or business. It must enable the day-to-day decisions taken by the city’s public institutions, civil society organisations and businesses to adapt to the plan’s overall strategies, without losing their legitimate and necessary autonomy.

Once agreement is reached on considering the city and its good development as part of the functioning of local and national government institutions, as well as civil society organisations and the business sector, it becomes difficult for these bodies to take decisions contrary to the city’s development that was agreed in the strategic plan.

The final point that must be agreed on to effectively and adequately implement the strategic plan is the installation of a sound monitoring and evaluation system.
F. Step 6: Gauge the success of the strategic plan

The experience of strategic planning in many cities, both in Europe and the United States and in Latin America, highlights the importance of designing and agreeing a system for monitoring and evaluating the implementation of the strategic plan in order to optimise it.

Many strategic plans cannot be adequately evaluated precisely because they were not designed to include monitoring and evaluation tools and therefore lack a suitable system of methodologies, mechanisms and instruments.

In order to evaluate the city strategic plan at least three elements are needed: precision and quality in its programming, sufficient good quality information, and management capacity for monitoring and evaluation.

It is worth remembering that the strategic plan is the city’s stakeholders’ means and instrument for bringing about its transformation and progressing towards its objectives. It is no use at all to mechanically implement the plan if the city does not transform in the direction defined during the planning process.

All of this implies evaluating not only the plan’s ability to achieve tangible objectives linked to urban development, but also the intangible goals, such as creating social capital, integrating the different sectoral planning processes, public-private cooperation and improvements in the dimensions of social cohesion: inclusion, participation, legitimacy, recognition of others.

From this perspective, monitoring and evaluation should be carried out within the same conceptual approach and, as already mentioned in the previous chapter, with the same actors that participated in the planning process and who are committed to and involved in its execution.

In other words, control and evaluation should not be seen as a mechanical task consisting of recording activities and collecting means of verification. Instead it involves establishing a permanent process of taking strategic decisions based on feedback from the plan’s monitoring system.

Specifically, by monitoring and evaluating the strategic plan the aim is to:

/ Determine whether the actions carried out and the effects caused by changes to the environment are leading the city towards the desired scenario and the central objective that was set, considering that there is not always a direct relationship between the level of achievement obtained in the projects, policies and programmes proposed or generated by the plan and the progress made towards the city model that is being sought.
Facilitate decision making based on relevant information and the contributions of the different actors in order to make substantial changes or adjustments to the plan depending on the development of the city or even to terminate it.

To develop a good monitoring and evaluation system it is necessary for the institutions in charge of leading it to implement a methodology that links the procedures, mechanisms and tools together based on a system of information and measurement of performance indicators with the aim of evaluating the progress of the strategic programmes and projects and the level of impact the actions in the strategic plan have had on the development of the city, as well as assessing the evolution of the external factors affecting the city as a base for exploring future scenarios.


*European Charter of Human Rights in the City* (2000), Saint-Denis, France.


paradigma.

SANTA TECLA MUNICIPAL

SAN SALVADOR MUNICIPAL


UN HABITAT (n/d): *Planificación urbana en proceso de cambio*, Safer Cities Programme, Bogotá.
## APPENDIX 1: City strategic plans: summaries

### Valencia, Spain

**Time horizon of the plan:** Presented in 2009 continuing through to 2020

<table>
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<tr>
<th><strong>Summary of contents</strong></th>
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<tr>
<td><strong>Vision / Mission</strong></td>
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<tr>
<td>In 2020 Valencia will be known and recognised as an innovative city, a place where ideas become reality for the benefit of all; a sustainable city from an economic, social and environmental perspective; a well-connected city, with modern infrastructure; an international and singular city, generator of employment and opportunities, attractive to visitors and investors, and, above all, a liveable city in which citizens enjoy the best quality of life and the best public services. This mission translates into more specific objectives than those associated with a series of values to be strengthened. In turn, to achieve each objective, strategic lines have been established in order to respond to a specific aspect that is considered essential for accomplishing the ultimate goal. Finally, each strategic line identified has been assigned a series of programmes and/or projects with specific resources which, when carried out, will ensure that the objective that was set is achieved.</td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
</tr>
</tbody>
</table>
| 1/ R&D Valencia. Creative, innovative, intelligent, educated and cultured city.  
2/ Sustainable Valencia. Orderly, efficient, ecological, clean and renewable city.  
4/ Well-connected Valencia. Connected, multimodal, accessible and mobile city.  
5/ Liveable Valencia. Open, participative, solidary, balanced, cohesive, healthy and safe city. |
| **Key areas**           |
| 1/ Firmly opt for the information city. Valencia had some major shortcomings, but there was an opportunity: move ahead with new and crucial infrastructure for the new society that is unfolding: the city's wiring, information highways. Valencia has overtaken most European cities, and all of Spain's cities, in designing and initiating the launch of a complete network of services.  
2/ Resolve infrastructural failings to meet the challenges of the 21st century, and not present needs. The simple solution to Valencia's current needs would lead to future deficits. From this project Valencia has gained an emblematic Conference Centre, the singular City of Arts and Sciences, a new sanitation and sewerage network which is one of the best quality systems in Europe. The most modern underground train facilities and units in Europe in accessibility, comfort, safety and efficiency.  
3/ Develop quality management. New infrastructure is necessary but not sufficient. Therefore, it is essential to know how to use it and manage it according to citizens' needs and interests.  
4/ Strengthen social cohesion. The progress made by social policies shows that the advance towards the information society is complemented by having a more cohesive city. Bearing in mind that only a cohesive social base is capable of taking on new challenges linked to quality of life, technological and cultural innovation, and economic competitiveness.  
5/ Firmly promote large transforming urban projects. This has been the case with the urban projects included in the strategic plan: Open up Valencia to the sea, developing new city centres (East and West), restoring the historic quarter. Large projects are often the driving force behind the city, promoting investment and citizen collaboration initiatives, and they have important effects on generating collective enthusiasm for putting citizen power into action, allowing the city's neighbourhoods to be involved in its progress dynamic. |
6/ **Improve environmental quality** by developing measures aimed at:
- safeguarding the city's environmental uniqueness.
- addressing the most important deficits: sanitation and sewerage network, reducing noise pollution, promoting energy efficiency and saving.
- adopting measures unique in Europe: developing environmental regulations.

7/ **Reinforce the Valencian identity** as the backbone of a future project for international projection.

8/ **Establish a new model of urban management.** The city is managing its transformation by:
- viewing the public administration as a promoter of initiatives and granting it the ability to relate to the city's stakeholders.
- opting for quality management, both in administrative services and in public and private service companies.
- using citizen information and participation as the basis for involving citizens in general social and urban tasks.

### Projects

**Open up Valencia to the sea.** This important project was considered the sum or integration of other projects, given that it comprised: a) The road infrastructure connecting the city with the sea; we are referring to the new avenues of Francia, de los Naranjos, Baleares, the extension of the Turia gardens and connecting the sea with Avenida de Blasco Ibáñez; b) The construction of the seafront promenade; c) The development of the Balcón al Mar project, i.e., making urban use of the old port docks; d) Improving the quality of the beaches for public use.

**Valencia, European green city,** which contains the following projects: a) The full recovery of the Albufera Natural Park; b) The development of the Central and Cabecera parks; c) The extension of the Turia gardens; d) The development of gardens in all the city's neighbourhoods; e) The reduction of noise pollution from traffic; f) The sanitation and sewerage system; g) The metropolitan treatment of vegetable gardens and the preservation of quality vegetable gardens.

**Historic quarter.** The plan not only opted to restore the historic quarter, but also to revitalise its economic and commercial, residential and tourist functions, in addition to its recreational and symbolic role; revitalising the city's historic quarter, with the necessary commitment from private initiatives, as the heart of the city and guaranteeing the multi-functionality of its urban roles.

**New city centres.** In addition to revitalising the historic quarter, Valencia decided to develop new city centres: the neighbourhoods of Ademuz and Avenida de Francia, which not only developed the east and west zones of the city, but due to their easy access, the quality of their assets and the presence of new symbols for the city, complemented the historic quarter; the zone around Avenida de Aragón and the urban area around the City of Arts and Sciences; and together these strengthen the role of the city as the head of the Community of Valencia, in this case as an advanced tertiary space and hub of the European urban system.
Summary of the methodology used to create the plan

<table>
<thead>
<tr>
<th>Bodies created in the process and function</th>
<th>Name / Members</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>The Executive Committee and General Council. The Valencia Strategies and Development Centre (CEyD in Spanish)</td>
<td>Governing bodies of the plan</td>
</tr>
<tr>
<td></td>
<td>PROVALENCIA</td>
<td>Technical coordination</td>
</tr>
<tr>
<td></td>
<td>Companies, trade unions, administrations, Chamber of Commerce, exhibition centre, port, agricultural producers, universities, retailers, residents’ associations, stay-at-home parents, etc.</td>
<td>Social stakeholders involved in the process, laying the foundations for the effective collaboration of the public and private sector.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stages of the creation process</th>
<th>Phase I: Design and organisation. The aim was to create the plan’s management structure, which is coordinated by the permanent participation bodies: the Executive Committee and the General Council.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Phase II: Diagnosis. The goal was to identify Valencia’s competitive position. To do this, an in-depth qualitative and quantitative analysis was carried out of Valencia and its metropolitan area to determine the critical factors for its future economic and social development.</td>
</tr>
<tr>
<td></td>
<td>Phase III: Building future scenarios and determining the central objective and strategic lines. The aim is to define the central objective up to 2015 and establish the specific strategic lines for achieving it.</td>
</tr>
<tr>
<td></td>
<td>/ Scenario 1: Valencia – peripheral and Mediterranean city.</td>
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<td></td>
<td>/ Scenario 2: Valencia – Mediterranean commercial city.</td>
</tr>
<tr>
<td></td>
<td>/ Scenario 3: Valencia – European economic, social and cultural capital.</td>
</tr>
<tr>
<td></td>
<td>Phase IV: Setting objectives, creating projects and actions. This was carried out in two stages, in the sub-phase of drafting proposals the aim is to reflect together on all the possible projects that may benefit the city; in the sub-phase of evaluating and finalising the aim is to select and prioritise the most strategic actions, prior to studying these in greater depth.</td>
</tr>
</tbody>
</table>

Sources

1/ http://www.ceyd.org/_v2/  
<table>
<thead>
<tr>
<th>Concept</th>
<th>The plan is a benchmark model thanks to its continuous efforts to offer visions of the future, anticipate emerging challenges, prevent possible threats and, basically, to make suggestions for improvement that consolidate Barcelona and its metropolitan area as the international reference it currently is. The Barcelona Metropolitan Strategic Plan is, without doubt, a city platform that operates under the premise of consensus and wide participation, both from the public and the private sectors. It is a meeting point and space for reflection for municipalities, institutions and social stakeholders promoting the plan and contributing ideas that benefit the metropolitan area's economic and social development.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vision / Mission</td>
<td>The vision of the Barcelona Metropolitan Strategic Plan 2020 consists of consolidating the Barcelona Metropolitan Area (BMA) as one of the most attractive and influential European regions for global innovation talent, with a high-quality model of integration and social cohesion. To turn this vision into a reality, the strategic proposal was designed around six challenges and five focal points.</td>
</tr>
</tbody>
</table>
| Challenges: | 1/ **Sustainability and climate change.** The BMA should be an example of sustainability in cities with warm climates, and a global benchmark in urban policies that prioritise the efficiency of its energy resources and the reduction of pollution.  
2/ **Situate the BMA as a reference in the new global framework.** Greater presence among the countries that lead the world and a leading role in the Mediterranean.  
3/ **Global leader in specific key knowledge sectors.** The BMA must promote the existing and emerging sectors in which it currently plays or could play a leading role on a global scale, such as the creative industries, design, architecture and art, health and sport.  
4/ **Beyond organic-ecological companies.** The traditional sectors have a specific importance in the economy and in the percentage of employment in the BMA, but it is necessary to create a framework of competitiveness that ensures its viability and survival.  
5/ **Become one of the most attractive European regions for innovative talent.**  
6/ **An interesting and socially balanced society.** A social response to the crisis. To achieve this it is necessary to take action in the areas of education, culture, public spaces, social housing, and mobility. |
| To face these challenges, the plan identifies five key elements that underpin all the cross-sector actions designed to address the common needs of all the economic sectors involved. These key elements of change to overcome the challenges are: 1/ **Strong universities and education system** that strengthen their position of excellence and cross-sector knowledge, which are a factor in attracting talent and which foster stronger interaction with the productive and business sectors. |
2/ A flexible and trustworthy administration that is business-friendly, acts efficiently, facilitates economic activity, the creation of businesses and the development of projects. An administration that processes queries rapidly and that is guided by the presumption of citizens’ trust.

3/ A government that contributes innovative criteria to the management of strategic projects and which boosts public–private co-responsibility in its leadership.

4/ A set of future values that complements and strengthens current and traditional values, and which adds a new character to the city and its citizens.

5/ A broad knowledge of languages that facilitates internationalisation, the attraction of talent and full incorporation into global markets. An international airport and the Barcelona brand.

### Objectives

Take a snapshot of the situation in the most innovative economic sectors in the city of Barcelona and its metropolitan area, identify the most obvious shortcomings in each of these sectors and propose a plan with objectives and measures that should be taken to counteract the shortcomings and strengthen these sectors, within a framework that allows the BMA’s global ambition to be enhanced and transforms this zone into an urban area of influence throughout the world, in a setting of social cohesion.

### Key areas

/ Anticipate future challenges.
/ Facilitate the necessary changes to face these challenges.
/ Promote participation by all the stakeholders involved.
/ Make consensus among divergent interests possible.
/ Prioritise decisions.

### Projects

#### 2010 – Main operational projects

**Knowledge:**
- Mater, FAD Materials Centre (2009)
- Catalan Institute of Energy Research, IREC (2009)
- UAB Research Park (2010)
- Esther Koplowitz Centre (2010)

**Sustainability:**
- Desalination plant in the Llobregat basin (2009)
- Sustainable building for the blood and tissue bank (2010)

**Connections:**
- ZAL logistical platform in the Port of Barcelona (2008)
- Expansion of Barcelona Airport (2009)

#### 2012 – Principal strategic projects

Projects that contribute elements to improve environmental conditions, to face the new economic and social challenges in this area of thirty-six municipalities, which are home to more than three million people and a wide and diverse network of economic, social and knowledge actors.

**Knowledge block:**
- Campus Diagonal–Besòs: This will be a tool for the economic and territorial transformation of the Barcelonès Nord area.
- Fusion for Energy (F4E): Dynamic organisation whose goal is to promote Europe’s global role in the development of fusion energy. This organisation, formally known as the European Union Joint Undertaking for ITER and the Development of Fusion Energy, mainly manages the European Union’s contribution to the ITER international fusion project.
Mobility and accessibility block:
/ Sant Andreu-La Sagrera: Railway system and urban project. Work continues on the new station at La Sagrera and the urbanisation project to create a large central park above the railway station has been awarded.
/ High-speed rail link between Madrid-Barcelona-French border.

Promotion of strategic sectors block:
/ Aeronautics
/ Food and agriculture
/ Audiovisual / ICT
/ Bioregion
/ Energy
/ Logistics

Sustainability and environment block:
/ Social and environmental recovery of the area around the River Llobregat that passes through the metropolitan area.
/ LIMA (Low Impact Mediterranean Architecture) Project. This project aims to demonstrate the technical and economic feasibility of reducing the environmental impact of buildings in the Mediterranean area. The tool used to carry this out is a prototype with more than a hundred control points and one hundred and forty pieces of data captured every fifteen minutes, which enables all aspects of construction in warm climates to be thoroughly analysed.

Urbanism and social cohesion block

Infrastructure and facilities with an urban impact block:
/ 22@Barcelona, the innovation district. The model is of a compact and diverse city that, rather than applying a specialisation of land by use, has opted for a blend that fosters social cohesion and encourages more balanced and sustainable urban and economic development.
/ Viladecans Business Park. This open, innovative space is used for economic and citizens' activities, mainly the exchange of knowledge, which supports local development from a comprehensive perspective.

International projection and attraction of talent block:
/ BZ Barcelona Zone Innovation. It is working to become a magnet for businesses and institutions, to set the stage for the third industrial revolution in Catalonia and respond to the industrial and entrepreneurial needs of the 21st century.
/ Bizbarcelona. Creativity, ideas, innovation, access to financing and opportunities to set up a business or grow a company come together at Bizbarcelona, a trade fair organised by the Barcelona Exhibition Centre at its Montjuïc venue. It is the sum of Entrepreneurs’ Day and HiT Barcelona, in addition to other activities linked to entrepreneurship that come together in a unique event.
Summary of the methodology used to create the plan

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<td>Barcelona City Council</td>
<td>Promoting institution</td>
</tr>
<tr>
<td></td>
<td>Barcelona Metropolitan Area (BMA)</td>
<td>Comprised of thirty-six municipalities, which are home to more than three million people.</td>
</tr>
<tr>
<td></td>
<td>Generalitat de Catalunya, Diputació de Barcelona and county councils.</td>
<td>Other participating administrations.</td>
</tr>
<tr>
<td></td>
<td>Chamber of Commerce, Cercle d’Economia, Foment del Treball, University of Barcelona, Barcelona Exhibition Centre, port and airport.</td>
<td>Economic and social agents.</td>
</tr>
<tr>
<td></td>
<td>Association of Municipalities, Metropolitan Transport Body and Metropolitan Environmental Body.</td>
<td>Institutions linked to the territory.</td>
</tr>
</tbody>
</table>

Sources

**Bilbao, Spain**

**Name:** Strategic Plan for Revitalising the Bilbao Metropolitan Area  
**Time horizon of the plan:** Presented in 2010 continuing through to 2020

| Important elements | 1/ People.  
|                   | 2/ The city's activity.  
|                   | 3/ Attractive metropolis, with knowledge management as the dynamic element of the entire urban system.  

| Vision / Mission | The vision stems from strategic reflection and could be considered as the essence of this process. Bilbao is a “city where dreams come true”, but not all dreams can be fulfilled, for this reason it is necessary to focus on the city's potential. In this case, bearing in mind its history and the situation Bilbao currently finds itself in, it is highly innovative business initiatives that have the potential to be realised in Bilbao's metropolitan area.  

| Strategic objectives | 1/ Develop an advanced knowledge context that fosters highly innovative business ventures.  
|                     | 2/ Position metropolitan Bilbao at the head of European economically dynamic cities, which have a balanced territory, are solidary with society, culturally advanced and creative and committed to protecting the environment so that Bilbao becomes a benchmark as a competitive location for business activities with high added value.  

| Key areas | Investment in human resources  
|          | The future of the Metropolitan Area of Bilbao in terms of human resources, as projected in the Revitalisation Plan, is characterised by the following elements:  
|          | / A modern, flexible and innovative education system.  
|          | / A university linked to the metropolitan economic fabric, and which is a central factor in its teaching and international research activities.  
|          | / Prestigious professional training that guarantees suitable access to the job market, in collaboration with companies.  
|          | / Businesses with a strategic concept of managing human resources which is reflected in their investment and training plans.  
|          | / Public administrations with leadership capacity and that are sufficiently coordinated to ensure comprehensive policies on education, training and employment, in harmony with economic and social sectors.  

| City offering advanced services in a modern industrial region | Metropolitan Bilbao, relying on its industrial background to resist the decline, should in the coming years focus on a meta-industrial model in which industrial, financial and services activities coexist productively. Achieving this objective depends on a radical transformation of the setting, through different types of measures (technological, environmental, social, infrastructural, human resources skills, etc.), which create the right conditions for new service and industrial companies to move into Bilbao’s metropolitan area.  

The ultimate aim is to develop a mixed, industrial and advanced services economy, which will enable metropolitan Bilbao to successfully compete in the system of European cities. To obtain the desired model it will be necessary to define various strategies that can be grouped into the following levers of change:

- Creating an environment that fosters the development of advanced services
- Developing a market of advanced services
- Industrial diversification

### Mobility and accessibility

The Revitalisation Plan aims to achieve a communications system for the metropolitan area that has the following characteristics:

- A system of internal mobility that guarantees adequate connections between the different sub-counties within the area. The system should also include a competitive, efficient and modern public transport system that provides rapid, comfortable and flexible journeys, and which offers environmentally-friendly alternative transport.
- A link to the main road and rail connections with Europe, turning the area into an important transport hub that will grant it a central position on the Atlantic coast.
- A port with sufficient facilities in the Bilbao Abra bay that will allow the space it currently occupies in the city centre to be reused, well-connected to other transport systems and offering a range of value-added services that enable it to play a leading role in the transformation and economic revitalisation of the metropolitan area and its central position.
- An airport in Sondika acting as an Atlantic air hub, offering a wide range of regional, national and international services.

### Environmental regeneration

- Control and management of air and water quality and efficient management of the waste policy (urban and industrial), in line with the standards established in European Union legislation.
- Active collaboration in the search for the necessary mechanisms to allow industry to employ more environmentally-friendly technologies, which will make it more competitive in the European market and open up business opportunities in this sector.
- Regeneration of environmentally degraded areas.
- It is, therefore, fundamental that the Administration plays a leading role in raising awareness of European Union legislation, putting it into practice and controlling it, using all the tools available to it.

### Urban regeneration

- An available housing stock utilized to the maximum degree and which meets the quantitative and qualitative needs of the population living in the metropolitan area.
- A system of infrastructures and public facilities that provide an excellent urban habitat and high quality of life.
- A set of emblematic buildings that help make the city a social and cultural centre, as well as improving its external image and attractiveness.
- A system of urban planning and land management that involves the different public administrations and private initiatives in the process of urban regeneration and which enables the plans developed at different levels to be implemented rapidly.
- The regeneration of the city's run-down urban structure by making use of obsolete or abandoned industrial areas and restoring the old historic quarters.
- An estuary that is the backbone of the city and a distinguishing feature of metropolitan Bilbao's appeal.
Cultural centre
/ Cultural and recreational information mechanisms which, in addition to helping to better disseminate the resources available, also act as a channel for achieving greater cultural training.
/ Become an obligatory point of reference in cultural routes and industries developed on an international level.
/ Have an education system in which culture has a stronger presence in study plans and complementary activities, and which is open to exchanging international experiences.
/ Private initiative that, in the framework of a policy of tax incentives, makes a commitment to actively participating in cultural promotion and coordinating the different public initiatives that will turn metropolitan Bilbao into a focal point for cultural creation.
/ Infrastructures that grant everybody access to culture, and set themselves up as an emblem of the city.

Coordinated management of public administrations and the private sector
/ Development of a territorial planning instrument for the Metropolitan Area and reinforcement of the municipal urban management capacity.
/ Sectoral organisations in charge of providing specific urban public services (water, transport, waste, etc.) and taking advantage of economies of scale and associative tendencies.
/ Greater quality, effectiveness and efficiency in the management of public services, in the framework of a process of administrative modernisation.
/ Development of mixed formulas of public-private cooperation for projects of common interest.

Articulating social action
/ Concept of social action and personal wellbeing as the fundamental priority of urban development.
/ Gradual elimination of the causes of exclusion, which lead to individual and family marginalisation processes.
/ Pluralist management of social action, within a framework of new relations between the State and civil society.
/ Efficient management of resources earmarked for social action, which guarantees better application of these resources.

Projects
Top-ranking projects, with a broad scope and which require important budgets to put them into action. Among these, the first four are considered driving projects because of the carryover effect they have on the city to bring the strategic objectives to fruition.
/ Urban space and creation of a ‘city for innovation and knowledge’
/ Universal exhibition
/ Historic Quarter Project
/ The estuary as an extension of the city
/ Establishing a zone for promoting highly innovative activities: Innovarea
/ Bilbao, a meeting point for proposing and discussing innovative initiatives
/ Lifelong learning and access to advanced knowledge
Complementary projects, for a moderate cost and which, as the name indicates, could be considered as complementary to the previous star projects and which are not as directly linked to the possibility of serving as driving force for the city. Their main interest lies in the effects they could provoke and in the support they could provide for the top-ranking projects.

- Advanced programme in international business management
- Coordinated system of metropolitan planning
- Commitment to quality in public services
- Urban landscape
- Park areas
- Citizen security
- Knowledge of English to aid communication
- Bilbao’s corporate image

Finally, promoting values of a horizontal nature, generating the foundations and supporting the entire urban system.

- Doing normal things well (professional culture)
- Respecting differences
- Citizen awareness based on assuming obligations
- Welcoming attitude towards visitors

<table>
<thead>
<tr>
<th>Bodies created in the process and function</th>
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</thead>
<tbody>
<tr>
<td>Metropolitan Bilbao 2030: It's time for professionals</td>
<td>Formulating body</td>
<td></td>
</tr>
<tr>
<td>Bilbao City Council</td>
<td>Promoter</td>
<td></td>
</tr>
<tr>
<td>Banco Bilbao Vizcaya Argentaria (BBVA).</td>
<td>Founding partner of Metrópoli 30</td>
<td></td>
</tr>
</tbody>
</table>

Sources

4/ [http://www_bm30.es/plan/pri_es.html](http://www_bm30.es/plan/pri_es.html)
**Málaga, Spain**

**Name:** 2nd Strategic Plan for Málaga  
(II PEM in Spanish)  
**Time horizon of the plan:** Presented in  
2010, through to 2015 as the period of reflection and planned projects

<table>
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<tr>
<th>Summary of contents</th>
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</table>

A review of the city's development since the first Strategic Plan in 1996 defined its future design allowed a leap to be made in the vision of the model. Málaga can no longer measure its sustainability on a municipal level; it must instead open up to a larger territorial area and look for projects and management tools with its neighbouring municipalities. The position of citizens as the centre of the activity and life in the city means searching for new ways to expand their knowledge and experiences, their culture, and create new channels for participating in the construction of their environment. The application of technology and networking could speed up this process of social, economic and cultural transformation. After the work carried out and the debates held with experts and citizens about the new vision that these keys would give the city's future, these were condensed in a simple, but at the same time meaningful, phrase: Málaga as an open metropolis. A vision based on four focal areas of reflection on what the city should be in the future: the coast, culture, knowledge and urban renovation.

<table>
<thead>
<tr>
<th>Vision / Mission</th>
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<tbody>
<tr>
<td><strong>Main objective</strong></td>
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<tr>
<td>The central objective of the Strategic Plan lies in the four key areas proposed.</td>
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<tr>
<th>Key areas</th>
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<tbody>
<tr>
<td><strong>Málaga coastal city</strong></td>
</tr>
<tr>
<td>A city with a sense of belonging and identity capable of being projected, whose coastline and natural environment are its main assets and one of its most important sources of wealth, and which applies its efforts to preserving this environment. A city whose influence extends to the Mediterranean.</td>
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<table>
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<tr>
<td><strong>Málaga city of culture (the Málaga of Picasso)</strong></td>
</tr>
<tr>
<td>A global and comprehensive commitment to culture, with people trained in a quality cultural fabric which supports the cultural industry and projects its three thousand years of history into the future with Picasso and the new artistic and cultural trends of the 21st century, to promote an internationally recognised image of the city.</td>
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<th>Key areas</th>
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<tbody>
<tr>
<td><strong>Málaga city of knowledge</strong></td>
</tr>
<tr>
<td>Well-trained and competitive human capital who seek new opportunities to create wealth through innovation, research and development. A society that incorporates and promotes the use of new technologies by everybody and all the agents and institutions that make up the city and its productive fabric, and which incorporates knowledge into all facets of its activity, with the support of the university and Andalusia Technology Park.</td>
</tr>
</tbody>
</table>
Málaga a renewed city
A city planned and organised within the metropolitan situation which guarantees excellent inter-connection internally and with the exterior, socially integrated into a wider area of coexistence, characterised by its focus on sustainability in its actions and planning. With quality management as a rule of development and continuous improvement throughout the productive fabric, in a modern and revitalised urban network. Basically, a city whose citizens feel happy and proud to live there and whose visitors want to stay longer.

Challenges
- Metropolitan model:
  / Globalisation
  / Knowledge and information society
  / Changing environment

Projects
- Sea and metropolis: integrated port and seafront
  This project was designed to create an integrated and representative seafront for the city with better standards of quality and excellence which would respond to the city's commitment to sustainability and which would be a symbol and image of Málaga's pride.

- Mediterranean Agora: the city as a space for culture
  The aim of this project is to make metropolitan Málaga a space filled with culture, where the important legacy of its three thousand years of history is highlighted and united with new artistic attractions (Picasso Museum, Centre of Contemporary Art) and demonstrations of art, knowledge and traditions, turning the cultural industry into a new segment of the economy.

- Málaga Tur: a city for tourism
  The goal of this project is to consolidate Málaga as a centre of urban cultural tourism. Thus, the aim is to take social and economic advantage of the work carried out over the past decade to improve the city's tourist and cultural assets and infrastructure, in addition to consolidating high-level cultural events and valuable natural areas.

- Málaga Innov@: a city for knowledge and innovation
  This project aims to boost the number of professionals in the fields of research, knowledge, culture and information and communication technology who are based in Málaga, and to have a population with a high level of technological training. To do this, the plan is to identify specific zones in which to create 'knowledge districts' (spaces for working and living with technology).

- Airport metropolis: Málaga, international transport hub
  This project conceives Málaga as an international transport hub for the south of the peninsula and north of Morocco. The transformation process underway in Málaga's airport will turn the airport zone into the centre of a large metropolitan area efficiently connected (integrated into the transport network, establishing clear links between the different forms: buses, underground, railway, AVE high-speed trains and motorways) to the principal cities in Europe and the rest of the world. This will strengthen Málaga as a tourist, technological and knowledge capital while also supporting its goal of being the port of entry and hub for the rest of the Mediterranean and North Africa. To achieve this, the necessary infrastructures, facilities and investments must be made and suitably integrated into the general transport system.
Star Project: Guadalmedina, the new space that unites Málaga's residents

This project involves one of the biggest urban transformations in Málaga's history. This city project structures a large urban fringe and is designed to become the city's pivotal meeting point, revitalising all the surrounding areas with the ultimate aim of fostering internal articulation and general accessibility throughout the territory.

Summary of the methodology used to create the plan

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<tbody>
<tr>
<td></td>
<td>Foundation Centre of Strategic Research and Economic and Social Development of Málaga (CIEDES)</td>
<td>Body leading the creation of Málaga's Strategic Plans.</td>
</tr>
<tr>
<td></td>
<td>City Council, Málaga Chamber of Commerce, Industry and Shipping, Confederación de Empresarios, Autonomous Government of Andalusia through its Delegation in Málaga, Provincial Council, UNIDAD (Provincial Federation of Residents' and Users' Associations), Andalusia Technology Park, Provincial Union of Unión General de Trabajadores, Provincial Union of Comisiones Obreras, University of Málaga and, later, the financial entity Unicaja.</td>
<td>Organisations that joined the project to create the city's Strategic Plan.</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Stages of the creation process</th>
<th>Phase I:</th>
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<tr>
<td></td>
<td>/ Drafting the base papers</td>
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<td></td>
<td>/ Work by committees of local experts</td>
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<tr>
<td></td>
<td>/ Strategic Forums held</td>
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<td></td>
<td>/ Expert reports and opinions</td>
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<th>Phase II:</th>
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<tbody>
<tr>
<td>The second phase of the plan had two fundamental objectives. Firstly, to select and agree the first star projects that would act as the drivers pushing Málaga towards the city vision and model that was chosen in the first phase. Secondly, the plan should establish the conditions for the correct implementation of the plan and establish the most suitable management mechanisms so that the ambitious chosen projects could become tangible realities that mobilise, generate enthusiasm and transform Málaga’s economic, social and cultural situation.</td>
</tr>
<tr>
<td>In this second phase of the plan, as one would expect, the methodological principals governing the process are the same as those previously mentioned: evaluation as a strategic learning element, actions based on rigour and the participation and collaboration of everybody as the foundation, justification and guarantee of the future implementation of the projects.</td>
</tr>
<tr>
<td>/ Rounds of meetings</td>
</tr>
<tr>
<td>/ Forming Expert Committees and defining the proposals of the star projects</td>
</tr>
</tbody>
</table>
Phase III:
At the Foundation’s Board meeting held on 21 April 2005, it was agreed to move on to the third phase of the 2nd Strategic Plan for Málaga in order to develop it further and incorporate the elements identified by the members of the Board into the process and to enrich it so that all the institutions involved could identify with and commit to the series of star projects.
/ Interviews with members of the Board and speakers on each line.
/ Documents analysing the city and star projects.

Phase IV: From planning to management.
Based on the commitment obtained by the trustees of the CIEDES Foundation to promoting the ten star projects and jointly coordinating their execution, the Strategic Plan book was presented for public validation at the General Assembly. This event was held not only to inform citizens about the work that had been carried out during three years of study and participation, but also to open up a channel for maintaining and continuously reviewing this process over time. This led to moving on from Phase III, still a planning stage, to Phase IV, which involved management. The management system for the 2nd Strategic Plan for Málaga was proposed under the guidance of the CIEDES Foundation:
/ Consolidate the Strategic Observatory that has been maintained during phase III of the plan, continuing with the publication of a series of workbooks and records of debate forums highlighting participation, consultation and public information actions.
/ Strengthen the role of the Metropolitan Forum, assembling the Forum of Mayors and Mayoresses and drafting joint documents among the municipalities as letters of commitment.
/ Create the Málaga Open City Committee with the aim of incorporating a qualified, expert and independent vision into the strategic development.

Sources
1/ http://fama2.us.es:8080/turismo/turismonet1/economia%20del%20andalucia/II%20PLAN%20ESTRATEGICO%20DE%20MALAGA.PDF
2/ http://www.ciedes.es/ciedes/2_plan.php
4/ http://www.google.com(sv?url?sa=t&rct=j&q=&esrc=s&source=web&cd=36&ved=0CFIQFjAFOB4turl=http%3A%2F%2Fwww.ciedeu.org%2Findex.php%3Fmod=objetos%3D11638%26tei=eHH8T6kJF4eC8QSUqB3aBgtusg=AFQjCNF0yoFawqeXdE1HSNCqu5h6X0o2mgftsigt2=2QBn6iFoGUMUQU06cS45DA
Summary of contents

**Santa Fe, Argentina**

Name: Provincial Strategic Plan for Santa Fe

Time horizon of the plan: The deliberation process began in 2008 with a timeframe of twenty years in mind

<table>
<thead>
<tr>
<th>Vision / Mission</th>
<th>The dreams that the participants in the Public Assemblies expressed and shared defined the following twenty-year vision: Santa Fe, integrated and solidary province, territorially balanced, with social quality and economic development supported by cooperation between the State, the market and civil society. Its regions form a network where small towns, intermediate cities and large urban centres are connected and develop while respecting diversity. All its inhabitants have opportunities to exercise their right to education, health, culture, decent employment and access to drinking water. The intensive application of knowledge, research and creativity strengthen its capacities and project it internationally.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective</td>
<td>To have a collective tool for analysis, citizen participation and decision making, in which the main territorial actors agree on long-term strategies for transforming negative trends and strengthening provincial capacities. It aims not only to react to changing circumstances but also to gain a forward-looking view that allows suggestions for change to be developed, managed and evaluated.</td>
</tr>
<tr>
<td>Provincial strategic lines</td>
<td>The strategic lines are the paths chosen to achieve the goals that were set. They are orientations or broad guidelines that do not end in specialised themes, but instead enable a more comprehensive overview of the problems. Each line contains programmes that bring together and connect groups of projects of a similar nature. Some of the strategic projects are clearly on a provincial scale, due to their nature and scope, which extends to the province’s five regions.</td>
</tr>
<tr>
<td>Line I: Integrated Territory</td>
<td>The territory is the space in which social life, political activity and the economy run their course. The Integrated Territory is a group asset, a complementary public space that is different to the individual spaces inhabited by people, businesses and institutions; it fosters relations between distant places through networks that promote communication within society, balance and exchange between the different parties that make it up, accessibility and equal opportunities. / The Integrated Territory will allow the province’s historical fragmentation to be overcome, promoting interregional links and relationships between the urban and rural worlds with the aim of energising the main economic activities of the different sectors and generating new development opportunities. / The Integrated Territory is a fundamental condition of possibility for building an inclusive society, both in economic and social terms as well as in cultural terms, based on solidarity and territorial balance.</td>
</tr>
</tbody>
</table>
### Line II: Social Quality

The concept of Social Quality highlights a qualitative dimension of society that suggests the possibility of citizens participating in the social, political and economic life in their communities under conditions that increase their levels of wellbeing and individual potential. The main indicator of a community’s Social Quality is its capacity for individual and group inclusion in the different sectors. From an individual point of view, inclusive capacity requires the possibility of accessing an acceptable level of economic security; from a group point of view, the most important aspect is social cohesion, strengthening social fabric, which by recognising the cultural differences of its members enhances solidary relations.

/ Social Quality enables a welfare society to be achieved, guaranteeing the broadest and most qualified participation of citizens in making decisions about the future of society in general.

/ Social Quality is a condition for people’s necessary autonomy, with the aim of freely building emotional, religious, cultural, political-ideological and economic relations.

### Line III: Development Economics

Development Economics refers to a strategy designed to capitalise on and optimise existing resources using the ingenuity, skill and talent of society in order to achieve comprehensive development that responds to both economic and social indicators. Development Economics is the true essence of a society’s competitiveness, the principal engine of its growth and its guarantee of economic and social sustainability. This calls for new competences linked to today’s needs, and involves the know-how and learning capacity of public and private institutions, the productive and knowledge sector, and civil society. It promotes the generation of institutional networks to resolve problems and the intensive application of knowledge and creativity to production. It requires the clear intervention of the State, capable of fostering innovation in association with the local scientific technological system, existing associative integration, and development associations and agencies.

/ Development Economics will promote an innovative culture capable of optimising the productive capacity of society as a whole, facilitating –under a concept of value chains– technological innovation in small and medium-sized enterprises, building a suitable space for sustaining productive networks and platforms.

/ Development Economics will enable the province to take advantage of the opportunities offered by its rural areas, whose productive capacity could be boosted with the incorporation of intelligent resources that allow this capacity to be preserved for future generations.

### Programmes and projects

#### Line I: Integrated Territory

**Santa Fe Connected and Accessible Programme**

/ Road infrastructure
/ Port and waterways development
/ Railway restructuring
/ Commercial aviation and airport system
/ Santa Fe and the hydroway
/ Multimodal transportation system

**Environmental Quality Programme**

/ Master plan for sanitation
/ Solid waste management plan
/ Management of flora, fauna and protected natural areas
/ Control of waste water and sanitation of surface streams
/ Control of the use of plant health products
Modern and Citizen-Friendly State Programme
/ Regionalisation
/ Decentralisation and citizen participation
/ Development of local autonomies
/ Electronic government
/ Reform of the judicial system
/ New model of the penitentiary system

Regional and International Projection Programme
/ Regional integration: Central Region - CRECENEA CODESUL – MERCOSUR
/ International networks and cooperation

Line II: Social Quality
Health, Education and Universal Cultures Programme
/ High-quality public education
/ Single healthcare system
/ Universal access to cultural assets
/ Historical routes: recovery of historical and cultural heritage

Security, Citizenship and Harmonious Coexistence Programme
/ Safe communities
/ Construction of citizenship: suburbs of Santa Fe
/ Decent employment
/ Children’s province
/ Youth territory
/ Intergenerational coexistence
/ Accessibility for disabled people
/ Return of historical lands to indigenous peoples
/ Culture factories
/ Sports infrastructure
/ Road safety agency

Water as a Right and an Opportunity Programme
/ Integrated management of water resources
/ Drinking water supply system
/ Drainage and retention programme
/ Water risk evaluation and control programme

Habitat Inclusion Programme
/ Housing programme
/ Santa Fe Habitat
/ Land tenure regularisation programme
/ Land registry

Line III: Development Economics
Santa Fe Entrepreneurship Programme
/ Promoting and strengthening the ‘Learn to be an Entrepreneur’ value chains: fostering an entrepreneurial culture, disseminating entrepreneurialism, promoting SMEs, capital for innovation
/ Stimulate editorial, recording and audiovisual productions
/ Instruments for promoting and financing the development of a tourism management system

Integration of Production, Science and Technology Programme
/ Santa Fe Innovates: integration of research, development and innovation
/ System of training and capacity-building for employment
Summary of the methodology used to create the plan

<table>
<thead>
<tr>
<th>Bodies created in the process and function</th>
<th>Name / Members</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Government of the Province of Santa Fe</td>
<td>Promoter and creator</td>
</tr>
<tr>
<td></td>
<td>European Union</td>
<td>Financing body</td>
</tr>
<tr>
<td></td>
<td>Public Assemblies</td>
<td>Means of citizen participation</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stages of the creation process</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Stage I:</td>
<td>Participative construction of a diagnosis.</td>
</tr>
<tr>
<td>Stage II:</td>
<td>Identification and formulation of strategic projects (emblematic or transforming).</td>
</tr>
<tr>
<td>Stage III:</td>
<td>Management, monitoring and evaluation of the actions defined.</td>
</tr>
<tr>
<td>Stage IV:</td>
<td>Creation of institutional structures to support and coordinate these processes.</td>
</tr>
</tbody>
</table>

Sources

## Rosario, Argentina

**Name:** Strategic Plan for the Rosario Metropolitan Area (PERM + 10)

**Time horizon of the plan:** Presented in 2008 continuing through to 2018

<table>
<thead>
<tr>
<th>Summary of contents</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>What is it?</strong></td>
</tr>
<tr>
<td>It is a space for social dialogue, in which institutions representing the public and private sector exchange ideas for strategic projects which guide the city towards development. Strategic urban planning allows the principal issues in the city and its metropolitan area to be incorporated into a common agenda of public policies, strengthening local management by articulating state, social and private sector stakeholders to coordinate actions throughout the territory. In this way, an equitable development project with an economic, social and territorial scope is promoted in conditions of transparency, predictability and shared responsibility. Building on the success of the 1998 Rosario Strategic Plan, the present challenge is to guide the city over the next ten years towards the goal of achieving genuine cultural change and an inclusive metropolitan design.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Vision / Mission</th>
</tr>
</thead>
<tbody>
<tr>
<td>A modern, territorially integrated and socially inclusive city, built on culture, innovation and quality economies; with national and global prominence and connectivity.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objectives</th>
</tr>
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<tbody>
<tr>
<td>1/ A modern, territorially integrated and socially inclusive city, built on culture, innovation and quality economies; with national and global prominence and connectivity.</td>
</tr>
<tr>
<td>2/ Metropolitan Rosario, a regional centre of employment, food and agriculture production, high value-added industry and quality services, in a diversified and competitive environment.</td>
</tr>
<tr>
<td>3/ Metropolitan Rosario, an open, inclusive and cohesive city, whose institutions promote participation, solidarity and responsible citizenship.</td>
</tr>
<tr>
<td>4/ Metropolitan Rosario, an integrated and receptive city, with modern communication equipment and infrastructures for mobility and transport, in a context of territorial planning.</td>
</tr>
<tr>
<td>5/ Metropolitan Rosario, a city on a human scale, friendly and accessible, which enjoys nature and prioritises public spaces as areas of sociability.</td>
</tr>
<tr>
<td>6/ Metropolitan Rosario, a sphere of culture and identity that promotes innovation and creativity, develops knowledge and prioritises education.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Key areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>1/ Employment + Quality Economies</td>
</tr>
<tr>
<td>2/ Opportunities + Citizenship</td>
</tr>
<tr>
<td>3/ Integration + Connectivity</td>
</tr>
<tr>
<td>4/ River + Quality of Life</td>
</tr>
<tr>
<td>5/ Creation + Innovation</td>
</tr>
<tr>
<td>Projects</td>
</tr>
<tr>
<td>------------------</td>
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<tr>
<td></td>
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<tr>
<td>Bio Rosario</td>
</tr>
<tr>
<td>Digital City</td>
</tr>
<tr>
<td>Zero Rubbish</td>
</tr>
<tr>
<td>Housing Parks</td>
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</tbody>
</table>
Rosario Underground
Mass public transport occupies a fundamental position in urban transport for several reasons: in addition to providing a basic social function it is notable for its performance, low cost, and the reduction of air pollution and traffic congestion. The problems caused by large traffic flows can be seen with greater intensity in the city centre, where public passenger transport circulates in all areas and in certain streets can even reach a concentration of one hundred and fifty public transport vehicles per hour. The introduction of an underground rail system in Rosario would absorb a large percentage of these journeys, cutting the number of buses crossing the city centre and reducing traffic congestion and pollution thanks to the substitution of a large number of surface vehicles using internal combustion engines for electric vehicles.

Rosario High Performance Sports Centre
This is a project designed to support hundreds of highly-trained and competent sportsmen and women, as well as to collaborate in the development of sporting activity plans for thousands of young people on the path towards sporting maturity and competitive performance, and to advise on all children's sports in order to maintain their physical and psychological health, prevent early burn-out, excessive competition and early abandonment.

Rosario Single Healthcare System
The problem of health in Rosario and its region has found the right scenario for correctly coordinating efforts and resources to guarantee citizens’ right to healthcare by providing effective solutions to common problems. In the framework of the regionalisation policy promoted by the provincial government, the formation of the Rosario Single Healthcare System is an opportunity to build a space for the coordinated policy planning and management. A space that integrates the public sectors (provincial, municipal and community) with financing arrangements for providing health services. This new territorial health management, led by the city, encompasses a group of communities and municipalities belonging to eight departments close to Rosario. Progressing towards a single health system leads to greater equality of opportunities for the smallest towns, which suffer serious deficiencies in terms of the offer and quality of health services.
### Summary of the methodology used to create the plan

<table>
<thead>
<tr>
<th>Bodies created in the process and function</th>
<th>Name / Members</th>
<th>Role</th>
</tr>
</thead>
</table>
|                                           | Municipality of Rosario Government of the Province of Santa Fe Rosario Board of Trade Federation of Trade and Industrial Companies Rosario Business Association Trascender Group Santa Fe Federation of Industries Direct Seed Growers’ Association (AAPRESID) Caritas Rosario National University of Rosario Rosario City Council Rosario International Airport | Coordinating Board Coordinating Board of the Strategic Plan for the Rosario Metropolitan Area is the core of city institutions which, because of their degree of representation and influence on a social, political and economic level, promote and support the development of the plan from its conception.  

General Council Comprises a wide group of city institutions which voluntarily joined the initiative. It is currently made up of a group of over four hundred and fifty production, sectoral, cultural, sporting, professional, university and neighbourhood organisations, among others.  

Technical Advisory Council This is a reference network formed of research centres and institutes in the public and private sphere. Its mission is to offer its viewpoint in the principal debates regarding the city and its region.  

Coordination Office This is the technical-administrative team in charge of organising the series of activities designed to develop the plan, of producing the technical materials used in the discussions at each stage, and maintaining communication with the group of institutions in the General Council, the Coordinating Board and the Technical Advisory Council.  

Technical Office This office comprises a group of technical-professional representatives from the different secretariats of the Municipality of Rosario which contribute their vision and experience in their particular areas.
Stages of the creation process

<table>
<thead>
<tr>
<th>Phase</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>I: Diagnosis</td>
<td>This is the tool for understanding the situation the planning process should be based on. The diagnosis aims to identify, in relation to the relevant key working areas for the local situation, both the potential for development and the prospects for the city and its metropolitan area and the difficulties and risks that need to be faced. The main task focused on providing an up-to-date description of the territorial situation in terms of resources, potential and critical issues. Different working meetings were held with specialists, academics and municipals experts. Furthermore, extended workshops were held with the aim of reflecting on the specific problems and opportunities in the region. At the same time, several cycles of seminars, talks and conferences were organised to discuss specific problems linked to this stage, including among them Infrastructure for Development, Municipal Autonomy, Local Development Strategies and Promoting Employment.</td>
</tr>
<tr>
<td>II: Formulation</td>
<td>This phase involved developing the strategic horizon or vision, which expresses the general objective of the Strategic Plan in a phrase that summarises the shared expectations for the future city. Based on this, the actors define the strategic lines, which make up the main focal points that structure the plan and represent the specific goals that must be achieved in order to reach the proposed final target. The process continued with the development of a series of specific projects and actions which will turn the guidelines laid down in the strategic lines into reality. This stage is completed by the approval of the Strategic Plan by the coordinating bodies.</td>
</tr>
<tr>
<td>III: Strategic management</td>
<td>Consisting of the monitoring, updating and periodic improvement of the plan. The tasks carried out during this stage were: promoting the projects to be launched, monitoring and evaluating their implementation, adjusting the process and disseminating the content of the plan as a tool for citizens and institutions in the city and its metropolitan area.</td>
</tr>
</tbody>
</table>

Sources

1/ http://www.perm.org.ar
**Bogotá, Colombia**

**Name:** Bogotá 2000 Plan  
**Time horizon of the plan:** Not found

<table>
<thead>
<tr>
<th>What is it?</th>
<th>It is a memorandum of understanding between the city's main stakeholders. This prospective plan is an agreement that was built on four pillars: the political-administrative sector, the economic sector, the academic sector and the civil sector. If one of these supports had been missing, the plan would not have been able to overcome the great difficulties that plagued the city and which were resolved through consensus. It is a strange intermediary which brought together economic, political, legal, cultural and class phenomena in an amalgam of contextual and combinatory logic that managed to harmoniously blend elements that had hitherto been separate, turning a fragmented situation into an integrated and complex fabric. This strange intermediary achieved a series of institutional fixes, combined state responsibility with corporate social responsibility and civil society's responsibility, expanded the social movement of knowledge, dismantled the walls of distrust that had built up and turned words into actions, enabling long-term forms of thinking and acting. The Bogotá 2000 plan channelled favourable elements and trends that had been scattered for a long time and demanded that the problems be addressed at a higher level than they were created on in order to solve them. It reduced levels of distrust and enabled a leadership approach that had until then been clouded with controversy over minor details. It created a flexible, efficient, accessible and sustainable planning system for successfully building a long-term future.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Vision / Mission</strong></td>
<td>The central aim of the plan was to propose a shared vision of the future and the image of the desired and feasible city region. The strategic lines defined the courses of action that would take the existing city into the future, addressing internal weaknesses, neutralising external threats, exploiting available opportunities and consolidating the city's competitive strengths. While the central aim expressed the collective identity capable of mobilising social power to accomplish its goals, the strategic lines framed the policies that would guide the specific actions taken to achieve the objectives.</td>
</tr>
</tbody>
</table>
| **General objectives** | / Promote shared leadership among all the representatives of Bogotá's different sectors to work on a common city project.  
/ Regain credibility and citizen solidarity.  
/ Plan the city with a vision of the future and the active participation of all its political, economic and social bodies.  
/ Optimise public and private investment in the city to define and manage strategic projects with a common interest. |
| **Objectives for the prospective strategic approach** | **General:** Build a vision of the desired and possible future city.  
**Specific:**  
/ Learn about the urban stakeholders' perception of the city's strengths and weaknesses.  
/ Identify the central strategies that the city could develop.  
/ Construct different future scenarios for the city.  
/ Identify the actions and strategic projects that are required |
### Strategic lines

1/ Opportunities for everybody. Approach: Individual development that fosters understanding, autonomy, participation, identity and personal growth by belonging to a teaching community.

2/ Liveable and structured city. Approach: Liveability, as knowledge and balanced management of living space.

3/ Legitimacy and governance. Approach: Concentrate administration on planning and control tasks, before execution. Decentralisation, participation and simplification of procedures.

4/ Accessibility and mobility. Approach: Urban mobility requires the main road network to be coordinated with metropolitan access and the intensive use of advanced telecommunications.

5/ Competitiveness and attractiveness of the city. Approach: Competitiveness is built from the perspective of a social structure of accumulation.

### Bodies created in the process and function

<table>
<thead>
<tr>
<th>Name / Members</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governing Board</td>
<td>Governing body of the plan, comprising representatives of economic, political, civil, educational and communication organisations responsible for managing the execution of the agreed projects. Made up of thirty organisations from the four groups of district and national stakeholders, and chaired by the mayor. Its role was to lead and guarantee the continuity of the plan.</td>
</tr>
<tr>
<td>Advisory Council</td>
<td>Instrument for channelling the broad participation of the different sectors of the population in order to achieve consensus on the actions to be carried out, position the plan in the public opinion, formulate proposals, create areas of discussion and make a commitment to action. Made up of almost three hundred second-level organisations interested in the plan and in the city, with convening power and representative of the forces acting within the city.</td>
</tr>
<tr>
<td>Technical Board</td>
<td>Advisory body whose main function was to coordinate all the actions needed to draw up the plan. It was chaired by the coordinator of the UNDP in the mayor's office, the head of District Planning, a representative of the Society of Colombian Architects (SCA), another from the Chamber of Commerce, another from the Ministry of Finance and another from the Viva la Ciudadanía Corporation.</td>
</tr>
</tbody>
</table>
Technical Team Formed of consultants from the United Nations Development Programme that was advising the mayor’s office, its principal function was to provide the technical and logistical support that the Governing Board and Advisory Council needed. The actions and projects that were approved to be included in the Strategic Plan were subject to monitoring and subsequent evaluation to provide feedback and make the necessary adjustments. The plan envisages this as a permanent process.

Methodological approach Prospective Strategic Approach
/ Active participation of the urban stakeholders in the planning process.
/ Simultaneous development of several work fronts.
/ Developing the potential of the city's strengths and reducing its restrictions.
/ Anticipating internal and environmental changes.
/ Disseminating the process and transparency in the results.
/ Medium and long-term analysis.
/ The plan is not tied to political parties, it belongs to the city.

With a prospective approach, the way to address the plan was reconsidered and the objectives, areas of work and organisational structure were created first.

Stages of the creation process Phase I: Diagnosis, vision and strategic lines
The diagnosis analysed the relevant aspects of the surroundings that affected or provided opportunities, it studied the city's strengths and weaknesses and identified the most likely future trends.

To achieve the results it was necessary to substitute the predominant problem-based approach for a proactive approach that included the positive aspects for generating a constructive dynamic: the idea was to gain an accurate view of the situation in the city, of the background to the strategic issues, of the dynamic interrelations between the elements in the urban system and the existing forces, opportunities and threats, as well as the trends in its structural elements. This diagnosis would form the basis for the various alternative futures that could be considered as desirable and feasible and find the overlap between the desired city and the existing trends.

The central aim of the plan was to propose a shared vision of the future, the image of the desired and feasible city region. The strategic lines defined the courses of action that would take the existing city into the future, addressing internal weaknesses, neutralising external threats, exploiting available opportunities and consolidating the city's competitive strengths.

While the central aim expressed the collective imagination capable of mobilising social power to accomplish its goals, the strategic lines framed the policies that would guide the specific actions taken to achieve the objectives.

Seven critical issues:
1/ People and quality of life.
2/ Peaceful coexistence and security.
3/ Public and private cooperation.
4/ Urban structure.
5/ Accessibility and mobility.
6/ Productive sectors.
7/ Attractiveness and image of the city.
Phase II: Strategic projects
The plan’s focus on action involved seeking agreements to push ahead with the actions and strategic projects which converted it into a negotiating table, moving on from analysing the problems to finding the solutions. This paradigm shift meant convening the economic and social forces involved and affected in an attempt to negotiate the conditions in which the projects would change from desirable to feasible, or put them on hold without disrupting the collective efforts. The participation of urban organisations was seen as a dynamic and integral process through which the actors took part and influenced decisions and the management of city affairs.

Phase III: Execution
The evaluation of the strategic lines according to the achievements reveals that after twelve years the urban structure of the city improved, especially in relation to public and green spaces and public service infrastructure. Progress was also made towards legitimacy and harmonious coexistence among citizens, with the promotion of a culture of citizenship. Mobility in the city increased in quality and efficiency with the integrated transport system, which combined actions such as the TransMilenio express bus system, cycle paths and the ‘pico y placa’ traffic congestion mitigation policy. Regarding opportunities for people, there was a rise in social services which contributed to a decrease in the unsatisfied basic needs indicator. In addition, the Regional Competitiveness Council was created and it proposed five strategic ten-year objectives and the implementation of thirty-eight projects.

Sources

1/ http://prospectivabogota.blogspot.com
URB-AL III is a regional decentralised cooperation programme run by the European Commission, the aim of which is to contribute towards increasing the level of social cohesion in sub-national and regional groups in Latin America.

Led by Diputació de Barcelona, the URB-AL III Programme Orientation and Coordination Office’s mission is to facilitate the implementation of the programme by providing technical assistance and support in the different projects in order to help achieve the programme’s objectives.