

Shaping the Spanish Urban Agenda in the light of other European National Urban Policy frameworks

Report of the EUKN Policy Lab organised for Spain on
30 November 2017 in Madrid

EUKN Secretariat – Ecorys Spain



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Executive summary

On 30 November 2017, the Ministry of Development and Public Works (*Ministerio de Fomento*), together with the European Urban Knowledge Network (EUKN) organised a Policy Lab in Madrid, Spain, on the topic of shaping the Spanish Urban Agenda in light of other European National Policy frameworks. This report details the main findings of the meeting panels and the workshops held on the same day.

The EUKN Policy Lab was opened by the welcome speech of the Director General for Architecture, Housing and Land from the Ministry of Development and Public Works in Madrid, Mr Antonio Aguilar Mediavilla, who expressed his gratitude for organising such event, as the National Urban Policy is the priority on the agenda in the following year.

Five international approaches regarding the National Urban Policy have been presented by the ministerial representatives from Germany, France, Poland, the Czech Republic, and the Netherlands. Several good examples from Europe provoked the discussion enriched by the audience's questions and interest. In addition, the representatives from the UN-Habitat and Ecorys presented two most important urban agendas in Europe nowadays, the New Urban Agenda and the Urban Agenda for the EU.

The second part of the Policy Lab in Madrid entailed a series of workshop sessions to identify the bottlenecks, challenges, push factors, and desirable conditions steering the process of development of the future Spanish Urban Agenda. With the concluding thoughts by Angela de la Cruz, the Deputy Director for Urban Planning from the Ministry of Development and Public Works from Madrid, the event was closed: "In the moment when the Ministry is deeply involved in the creation of the Spanish Urban Agenda, the experiences from other countries are of a great value for us. In the short term, we want to create new working groups where all levels of government and different sectors will be involved in the process. I am sure that after this valuable discussion we can continue with the work even better."

Context

The challenge of developing the Spanish Urban Agenda

The Ministry of Development has begun to promote the development of the Spanish Urban Agenda. It is conceived as an instrument that, first of all, might serve to advance in the development of the International Urban Agendas commitments: the Urban Agenda for the EU (launched after the approval, on May 30th 2016, of the Pact of Amsterdam at the Informal Meeting of Ministers responsible for urban development in the EU), and the New Urban Agenda of the United Nations, approved on October 20th 2016 at the Habitat III Conference held in Quito, reaffirming the commitment to sustainable urban development, as a step to contribute in the implementation of the 2030 Agenda, highlighting the importance of its Objective 11: "Sustainable Cities and Communities". Secondly, the Spanish Urban Agenda might contribute to outline a new Urban Policy in Spain, designed to overcome the structural challenges (climate change, aging, urban poverty, sustainable mobility, etc.) and short-term consequences of the economic crisis faced by the Spanish cities, building in the set of initiatives developed in the recent years, to establish an operational roadmap that defines strategic objectives, and stimulating the commitment of Spanish cities to achieve smart, sustainable and inclusive urban development.

Germany

The "National Urban Development Policy" (*Nationale Stadtentwicklungspolitik*) was launched in 2007 via a joint initiative of the federal, state and local governments¹. To be mentioned is that the German NUP "In line with the concerns of the Leipzig Charter, [...] wants to unite all actors and interested parties, focusing on cities"². Integrated development is the main concept guiding German policy-making within the Urban sector. This signifies that the German Regions (Länder) and the municipalities are both directly involved and supported by the Federal Government on the matter of urban development. For instance, a German municipality, through the respective Land, can apply for several Federal programmes made to assist urban development. Federal Programmes which is relevant to mention are: (1) "The Social City" (*Soziale Stadt*) programme, launched in 1999 and currently operative, it is the main policy tool devolved to the development of degraded neighbourhoods; and (2) The "Urban Development Funding" (*Städtebauförderung*), which is the main integrated Federal funding framework devolved to financially support urban development programmes.

¹ OECD (2017). *Germany* | OECD READ edition. [online] OECD iLibrary. Available at: <http://www.oecd.org/regional/regional-policy/national-urban-policy-Germany.pdf> [Accessed 7 Nov. 2017].

² BBSR (ed.) (2017). *Ten years after the Leipzig Charter*. Bonn: Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR), pp.37-38

France

The French City Policy (*Politique de la Ville*) is the French National Urban Policy. The actual *Politique de la Ville* is the fruit of numerous reforms and a long participatory process which started in the early 70s, involving the National authorities in cooperation with public and civil society partners at the municipal or inter-municipal level³. The main scope of the French National Urban Policy, is to enhance social cohesion and equality by targeting deprived neighbourhood with several types of interventions coordinate by national and local stakeholders. The General Commission for Territorial Equality (CGET), created in 2014, is the national body assisting and supporting the government in the implementation of the French National Urban Policy⁴. The newest development of *Politique de la Ville* is the 2015-2020 City Contracts (*Contrats de Ville*), which is meant to support the development of deprived neighbourhoods with integrative strategies. Important to mention is also the “Sustainable City Plan” (Plan Ville Durable) of 2008, which is the main guideline concerning sustainable urban development in France.

Poland

Poland established a new National Urban Policy in 2015: the “National Urban Policy 2023” (*Krajowa Polityka Miejska*). The plan is the result of a multi-stakeholder process and aims to enhance Polish integration of urban development strategies and, especially, the cooperation between local government units (city to city). The Polish NUP has been developed in accordance to three other relevant documents: 1) The National Strategy for Responsible Development (2017), 2) the National Strategy of Regional Development 2010-2020: regions, cities, rural areas (2010) and 3) the National Spatial Development Concept 2030⁵. The main scope of the Polish NUP is to strengthen the capacity of cities and urban areas to provide sustainable growth and a better quality of life. The revitalisation of degraded urban areas has been highlighted as the strategic target of the National Urban Policy 2023. In the current funding period, the National Urban Policy and national sustainable urban development will benefit from the “Cohesion Policy 2014-2020” (ERDF) as the Europeans funds are channelled following an integrative manner through a set of national thematic programs⁶.

³ OECD (2017). *France | OECD READ edition*. [online] OECD iLibrary. Available at:

<http://www.oecd.org/regional/regional-policy/national-urban-policy-France.pdf> [Accessed 7 Nov. 2017].

⁴ BBSR (ed.) (2017). *Ten years after the Leipzig Charter*. Bonn: Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR), pp. 35-36

⁵ BBSR (ed.) (2017). *Ten years after the Leipzig Charter*. Bonn: Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR), pp.52-53

⁶ GovPL (2017). *European Funds in Poland - MinisterstwoRozwoju*. [online] Funduszeuropejskie.gov.pl. Available at: <https://www.funduszeuropejskie.gov.pl/en/site/learn-more-about-european-funds/discover-how-the-funds-work/european-funds-in-poland/> [Accessed 9 Nov. 2017].

The Czech Republic

The “Principles of Urban Policy” (*Zásady urbánní politiky*) approved in 2010 is the current NUP of the Czech Republic, created through a participatory process led by the “National Working Group on Regional Development Strategy”. The Czech Republic NUP aims to reach a greater integration at the national level and to link existing sectoral policies to the urban policies⁷. In parallel to the NUP, the Regional Development Strategy of the Czech Republic 2014-2020 (*Strategie regionálního rozvoje ČR 2014-2020*) represents the main tool of regional policy and national/international policy coherence within the field. In the Czech Republic, both the aspects of financing urban development and the regeneration of degraded areas are approached with cooperative and integrative strategies. The recently held European Urban Forum (Prague, 13 October 2017) aimed to meet and openly discuss the ways of efficient implementation of the recently approved UN and EU housing and urban development policies and to align the Urban Agenda for the EU with the global New Urban Agenda and the 2030 Agenda of the UN.

The Netherlands

The “Dutch Urban Agenda (*Agenda Stad*) of 2014 is the current Dutch NUP, developed in a multi-stakeholder process involving the national government, cities and a range of non-governmental actors. The main aims of the Netherlands NUP are “to foster innovation, quality of life, and economic growth in Dutch urban regions”⁸. It should be noted that the Netherlands has a historical tradition of applying integrated approaches to deal with urban development and the three main principles on which the Dutch Urban Agenda is based seems exactly suggesting that. Indeed, the first principle expresses the necessity to empower local authorities by removing possible regulatory obstacles - the second to encourage the cooperation within and between cities to enhance their international competitiveness and - the third, highlight the importance of a well-networked environment to favour innovation and entrepreneurs⁹. A relevant instrument of the Dutch NUP are the “City Deals”, which are thematic partnerships between cities, other relevant stakeholders, and the national government. The “City Deals” represent the principal tools involved in the development of urban areas.

⁷ OECD (2017). *Czech Republic | OECD READ edition*. [online] OECD iLibrary. Available at: <http://www.oecd.org/regional/regional-policy/national-urban-policy-Czech-Republic.pdf> [Accessed 7 Nov. 2017].

⁸ BBSR (ed.) (2017). *Ten years after the Leipzig Charter*. Bonn: Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR), pp.49-50

⁹ OECD (2017). *Netherlands | OECD READ edition*. [online] OECD iLibrary. Available at: <http://www.oecd.org/regional/regional-policy/national-urban-policy-Netherlands.pdf> [Accessed 7 Nov. 2017].

National Urban Policies in the European context: “Ten years Leipzig Charter”

The EUKN study “Ten years After the Leipzig Charter”¹⁰, commissioned by the German Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) and the German Federal Ministry for the Environment, Nature Conservation, Building, and Nuclear Safety, was published in May 2017. The study assesses the state of integrated urban development in 35 European and five extra-European countries ten years after the adoption of the Leipzig Charter. Key elements of the analysis were the governance arrangements to design and implement integrated urban development policy, including financing, and the specific approach to deprived urban areas. The findings show that integrated urban development policy according to the principles of the Leipzig Charter has entered the political mainstream all over Europe, while the implementation continues to pose challenges to all levels of government. Building upon the legacy of the Leipzig Charter will be of great importance in view of the European structural policy after 2020. Anticipating the German Presidency of the Council of the EU in 2020, the study also serves to reflect upon the future of integrated urban development in Europe against the background of new governance arrangements such as the Urban Agenda for the EU.

National Urban Policies in the global context

In the last decades, with the growing relevance of cities in the global arena, local authorities started being recognised as a highly suitable channel to enact the implementation of international agreements. It is to respond to these specific issues that many actors (for instance the UN with Habitat III and the New Urban Agenda, the EU with the European Urban Agenda and the OECD operating in a joint program with UN-Habitat) sees in the National Urban Policies as the most suitable tool to re-connect the national and international commitment to local action. Precisely, because a well-constructed national urban policy can establish a clear, cohesive vision for sustainable urban growth and development. At the same time, it can create systems that empower cities with the freedom to make the right choices on sustainable solutions for their unique contexts – and to ensure the financial resources to invest in them. One of the main duties that a National Urban Policy should cover is, therefore, to act as a form of inter-linkage between the international and the national commitment.

¹⁰ <http://www.bbsr.bund.de/BBSR/EN/Publications/SpecialPublication/2017/10-years-after-leipzig-charta-node.html>

Introduction

Spain is currently starting to develop a new National Urban Agenda. This agenda will build on existing urban policies at national level. To support this process, on 30 November 2017 the Ministry of Development and Public Works (*Ministerio de Fomento*) organised, with the help of EUKN, a Policy Lab which allowed for an exchange between Spanish experts and experts from national ministries in EUKN countries working in the field of National Urban Policies: France, Germany, Poland, the Czech Republic, and the Netherlands.

The exchange considered wider political frameworks like the Urban Agenda for the EU and the global New Urban Agenda, which both stress the importance of national urban and territorial policies. The EUKN Policy Lab informed Spain's strategic orientation regarding national urban agenda development considering the global, European and domestic framework conditions.

Furthermore, it supported the Spanish Ministry on making the first steps toward the identification of effective actions and instruments for the development of the National Urban Agenda. The focus was on the state of play of national urban policies of specific countries in Europe in order to stimulate the exchange of ideas and information regarding the political and complex structural settings of selected countries.

More precisely, the European countries which exchanged their knowledge on national urban policies during the EUKN Policy Lab were:

- **Germany** – Focus on the Soziale Stadt Programme and the cooperation between the national, regional and local authorities within the framework of the German National Urban Policy;
- **France** – Focus on the Politique de la ville and the Contrats de Ville in France with the emphasis on deprived neighbourhoods;
- **Poland** – Focus on the recently adopted Polish national urban agenda and its relationship with the “urban dimension of cohesion policy 2014-2020” (ERDF);
- **The Czech Republic** – Focus on the national urban policy framework and the report on the results of the recently held European Urban Forum;
- **The Netherlands** – Focus on the Dutch national urban policy (Agenda Stad) and in particular the concept of “City deals”.

Throughout the Policy Lab, the attention was also paid to the importance of the global and European contexts, more precisely on the following agendas:

- **New Urban Agenda** – UN-Habitat;
- **Urban Agenda for the EU** – European Commission.

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The Policy Lab in Madrid had several objectives. Firstly, the objective was the exchange of knowledge and experience regarding national urban policies in Spain and selected countries, focussing on aspects such as: motivation, process, multi-level governance, actor involvement, and implementation. Second objective was the contribution to the strategic orientation of the future Spanish Urban Agenda, considering the national, European and global contexts, and other countries' successful experiences. And finally, the Policy Lab aimed to stimulate the dialogue between the Spanish and foreign experts, boosting mutual learning and networking by bringing together representatives of different European governments.

Opening speech

Mr Antonio Aguilar Mediavilla

Director General for Architecture, Housing and Land
Ministry of Development and Public Works, Madrid, Spain



Mr Aguilar expressed his gratitude for the event organised and pointed out the importance of discussion on the Spanish Urban Agenda as this topic is a priority for the Ministry in the following year. The Agenda will be developed publicly in the direct collaboration with other ministries, municipalities and public services, making certain that everybody is involved in the process. It is vital for Spain to create a consensus document which will reflect the needs of administrative and private bodies at the same time. Presently the strategic work has been done to map the existing situation in different municipalities (energy consumption, housing, etc.) which will provide new indicators to help achieve the objectives of the new agenda. The mapping of the current state will also help identify the realities, opportunities and challenges to be addressed by the future national urban agenda.

Mr Mart Grisel

Director
European Urban Knowledge Network – EUKN EGTC, The Hague, The Netherlands



Mr Grisel opened the Policy Lab by introducing the European Urban Knowledge Network to the audience. He presented the agenda of the day, the speakers from the EUKN member countries (France, Germany, Poland, the Czech Republic, and the Netherlands), and the speakers presenting the international urban agendas (UN-Habitat and Urban Agenda for the EU Partnership on Jobs and skills in the local economy). “We live in the era of two very important urban agendas – New Urban Agenda and the Urban Agenda for the EU”, Mr Grisel emphasised that the focus of the Policy Lab is also on the state of play in Europe regarding the linkages between the national and international urban agendas.

Panel discussion

Over the course of extensive panels in the presence of representatives from national and regional authorities, moderated by Mr Mart Grisel, the discussions were held on the state of play of the national urban agendas in the respective countries.

The morning session was fully devoted to the presentation of the National Urban Policies of the present countries. This initial part of the Policy Lab provided a meaningful international exchange on the best practices concerning urban development enacted in each of the participating countries. Particular emphasis was given to the linkages that the different National Urban Policies have with the 2030 Agenda, the New Urban Agenda and the Urban Agenda for the EU.

The experts provided a presentation of their respective National Urban Policy frameworks and recommendations for the shaping of the new Spanish Urban Agenda. A central aspect which the experts covered during the panels are the modalities under which, the respective National Urban Agendas, are committed to the major international agreements and programmes.

Participants of the panel during the first part of the Policy Lab were:

- **Mr Tilman Buchholz,**
Federal Ministry for the Environment, Nature Conservation, Building, and Nuclear Safety, Germany;
- **Ms Sabrina ABDI,**
Commissariat Général à l'Égalité, des Territoires CGET, France;
- **Mr Daniel Baliński,**
Deputy Director, Department for Development Strategies, Ministry of Economic Development, Poland;
- **Ms Lenka Houdová,**
Ministry of Regional Development, The Czech Republic;
- **Mr Aldert de Vries,**
Strategic Advisor for the city of Utrecht, ex-Senior Policy Advisor at the Ministry of the Interior and Kingdom Relations, The Netherlands;
- **Mr Javier Fernandez Lopez,**
ECORYS, Technical Director, Spain;
- **Ms Carmen Sanchez Miranda,**
UN-Habitat, Head of Office in Madrid, Spain.

Germany | Mr Tilman Buchholz

Federal Ministry for the Environment, Nature Conservation, Building, and Nuclear Safety, Germany



Mr Buchholz presented the national approach on the integrated urban development in Germany as a good example of a federal system with different governance levels partly comparable to Spain. What is important when it comes to urban development is that “the lower the level, the more responsibilities and competences are in the system”. On the national level, in Germany there are limited responsibilities in regard to the urban development. The linkage between the local level and European level in Germany is embedded in the 2007 Leipzig Charter when the European Ministers agreed on two main strategies: on integrated urban development and on the special focus on deprived urban neighbourhoods within the cities. The Leipzig Charter made it clear that urban development should be rooted firmly in a national policy. This understanding was the basis for establishing a National Urban Development Policy in 2007. The initiative is a joint approach of the Federal Ministry together with the Länder (the federal states) (which have special responsibilities in regard to the urban planning in Germany) and local authorities that are represented by two city associations (City Association for bigger cities, City Association for small and medium-sized cities).

The objective of the National Urban Development Policy is to promote the ideas of the Leipzig Charter on the national level, that is to improve the national position in Europe, to strengthen the integrated cross-sectoral urban development approach, to promote the place-based approach, to identify new partners of urban development and to raise awareness concerning urban development in the wider public.

The main principles of the integrated development are horizontal cross-sectoral cooperation and vertical multi-level governance integration. The German national initiative is comprised out of three pillars: **good practice** (Improving the existing national support programmes and the legislation and funding), **campaign for city and urbanity** (support pilot projects for innovation and the exchange of best practices) and **communication platform** (annual federal congresses, seminars, workshops, awards, and competitions).

For what concerns legislation, the principal urban planning regulatory framework is generated at a federal level, with the Federal Building Code. However, the local authorities alone are in charge of land use planning for their municipalities, it should be reminded that the self-government of cities is even guaranteed in the constitution.

Good practice pillar of the national initiative in Germany

The funding schemes for urban development exist since 1971. Main objectives of this type of financing from the federal level are the following:

- Eliminating urban design /social deficiencies;
- Constructing sustainable urban structures;
- Enhancing inner cities areas and town centres;
- Addressing economic structural changes;
- Addressing demographic shifts;
- Ensuring social cohesion.

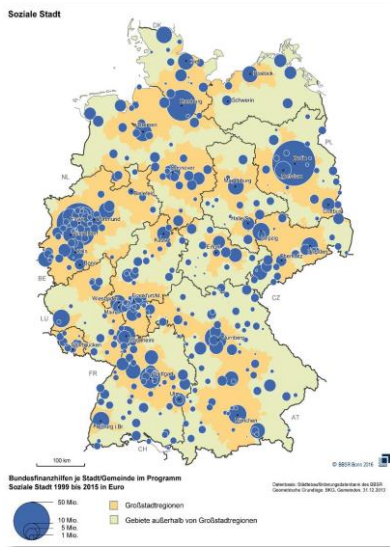
The main principle of the funding scheme is the joint funding between all three levels. This means that the national level, Länder level and cities contribute to the overall funding scheme with shared responsibility. The Länder and the cities are responsible for the implementation of the programmes where cities apply at the Länder level for funding, while the Länder make the decision about the funding. It is a place-based/area-based approach where no individual project grants are allowed (e. g. only one building). In 2017 six different programmes addressing different urban challenges between federation and federal states are realised, namely:

- Social City – to improve living conditions in disadvantaged neighbourhoods and to strengthen neighbourhoods;
- Protection of the urban architectural heritage – for the preservation and revitalization of historic city centres;
- Urban restructuring East & West – to tackle economic and structural change and to ensure social stability;
- Active city and district centres – for functional strengthening of the centres and securing of lively inner cities;
- Smaller cities and municipalities – for securing and creating anchor points of the public services;
- Future city green – to improve the urban green infrastructure through urban development measures.

Soziale Stadt

The Social City (Soziale Stadt) programme launched in 1999 focuses on the socio-economic stabilisation and the upgrade of deprived neighbourhoods (improve living conditions, support social cohesion, and integrate disadvantaged population groups). The main feature of this programme is that on one hand it combines the hard infrastructure investments into upgrading of public spaces, etc. and on the other hand it uses soft instruments (e. g. education, participation of the people in

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the neighbourhood, neighbourhood management). Integrated development strategy is the basis for the funding. The map (picture on the right) presents the places where programme areas are located, and it is not a surprise that the funds flow mainly into bigger cities which have most of social problems. The maps for the other programmes would show a different allocation. The recently launched inter-ministerial strategy Social City aims to improve the cooperation with other ministries at the federal level (horizontal cooperation). Furthermore, Social City has been designed to achieve an easier channelling of funding from other governmental parties into the Social City neighbourhoods identified and pool the resources of different ministries into these programmes areas.

Campaign for city and urbanity pillar of the national initiative in Germany

The second pillar of the German national initiative in the integrated urban development policy is about innovation, experimentation, pilot projects, calls for best practices and good ideas. Pilot projects are typically supported for three years and the annual calls have a thematic focus (e. g. Urban development and migration Call in 2016).

Communication platform pillar of the national initiative in Germany

The Ministry offers different formats to promote urban development not only in scientific circles but to reach a wider public. First in term of importance is the Annual Congress on National Urban Development Policy, representing the main forum for urban knowledge and practices exchanges in Germany. Second, the Policy Board, an annual meeting of high representatives and executives, chaired by the Minister, which decides on the basic guidelines of the policy. Finally, at the implementation level, there are the Working Group Meetings which are held every two months. These meetings comprise the Länder, City Associations, BBSR and BMUB and are competent of the day-to-day tasks, including the European and the international level aspects of the national urban development policy.

Mr Buchholz finalised his presentation reflecting on the main characteristics of the National Urban Development Policy in Germany. It is a true **joint initiative** of all relevant levels (federal, state, and local governments) and involves **cities of all sizes**. It is not a policy for metropolitan areas only. It

also represents the **voluntary, informal cooperation** without involving contracts or treaties. The **vertical integration** is very significant because it allows for the use of the same language at all governmental levels which makes it easier to establish the **multilevel governance**. The **horizontal integration** is more difficult to achieve but Germany certainly made a step in that direction. The initiative itself has limited resources (staff, funding) which makes it lean and smart, and after ten years of work, it is widely regarded as a successful model of multi-level governance promoting integrated and participatory urban development.

France | Ms Sabrina Abdi

Commissariat Général à l'Égalité des Territoires (CGET), France



Ms Abdi started her presentation with some key figures in France explaining why the Politique de la Ville policy exists in the first place. More than 40% of inhabitants of specific deprived neighbourhoods live under the poverty threshold, while the unemployment rate is more than twice and a half the national average. Less than half of women is employed, and when it's the case it's mostly for precarious job. The success in the French Certificate of general education is for 8 points lower than at the national average. The access to public services is also problematic, as certain neighbourhoods have 4 times less nurseries than in the country in general and 17% of inhabitants declare that they have experienced discrimination because of their birth roots.

The Policy beginnings go 40 years in the past to the riots in the suburb area of Lyon. The response of the government was in a form of inter-ministerial reaction led by the Ministry of Cities to support social and urban development of the problematic area. The idea was to encourage the emergence of joint, partnership projects and a bottom up approach (involvement of inhabitants). The aim was to implement the policy at a neighbourhood level involving NGO from the field dedicated for social development in order to improve the general living conditions and services for inhabitants.

Politique de la Ville

The current Politique de la Ville is the law for cities and urban cohesion started in 2014 with its specific funds. Policy for Urban cohesion and local and national solidarity towards the most deprived neighbourhoods and their inhabitants is also implemented via the Politique de la Ville, as well as the implementation of a city contract between the State and urban authorities. The contract represents the state framework to decline and mobilize its sectoral policies in the deprived neighbourhoods such

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as education, employment, and security as main emphasis. The *Politique de la Ville* is implemented via pluri-annual contract between the government, local authorities, cities, and other relevant stakeholders called “*Contrat de ville*”. In addition, nearly every priority neighbourhood has a dedicated staff and a Citizen Council body which are responsible for the monitoring and the implementation of the project.

With the new presidential election in France, a new Ministry of territories cohesion has been created, which gathers several topics such as housing, local governments, territorial planning, urban policy, etc. The new Ministry is supported by the CGET - Prime Minister services, acting on behalf of the Ministry of territories cohesion, and by the referent advisers assigned to the President and to the Prime Minister.

A policy framework includes integrated contracts with three key pillars: **social** (social education, social affairs, etc.) **urban** (urban renewal, urban projects, etc. meaning more physical improvements), **and economic** (employment, education, enterprises) dimension supported by all local governments (regional and local authorities). The broad support played a key role because, according to Ms ABDI, there is a strong commitment to support the *Politique de la Ville* with the 10% at national level of the Structural European funds. Some of the main funding projects in France are on the project of the urban renewal, namely National Urban Renewal Programme – PNRU and New National Urban Renewal Programme – NPNRU.

The policy has several aspects of urban dimension high on the agenda, such as education, employment, security in public spaces, etc. Important part of the successful urban policy certainly is good education. France made a step forward towards success in schools for children in deprived neighbourhoods. With the implementation of the Building the school of trust initiative (*Bâtir l'école de la confiance*), with splitting the number of children in primary school classes in the poorest areas, providing the right tools and instruments for successful education, and with the salary reinforcement for the teachers, this programme now lies within the City contracts. Regarding employment, the policy adopted allowance tax advantages for companies hiring inhabitants from the priority neighbourhoods and created an agency to encourage creativity and development of enterprises with the set target to reduce the unemployment rate by 50% in next five years. The security action was set to increase the level of safety in citizens daily life and additional police officer force was assigned to the priority areas. In addition, the implementation of a strong counter radicalisation policy by the Ministry of Home Affairs and the government took place. Access to public services is also high on the agenda with the promotion of the urban renewal ensuring resettlement of families in need and providing amenities in the liveable proximity including the plan of building nurseries and health institutions.

The Politique de la Ville will remain strong in the French governance framework structure. The new presidential council will monitor the progress of the actions every three months while the forthcoming, inter-ministerial committee for cities will soon decide the set of measure for each ministry individually (education, home affairs, social affairs and employment, etc.). Moreover, the update of City contract is scheduled for the first half of 2018.

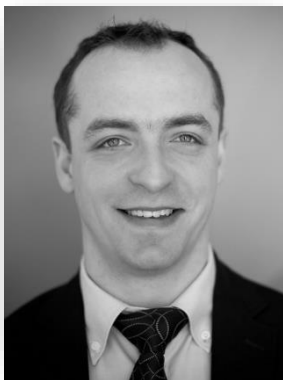
European agendas

In the light of European governance level, France is involved in the Urban Agenda for the EU coordinating the Urban Poverty Partnership which promotes a Local Pact for the regeneration of deprived neighbourhoods. The Local Pact is a place-based and people-based approach, a multi-fund instrument in the context of EU funding which involves all governmental levels and local community.

Poland | Mr Daniel Baliński

Deputy Director

Department for Development Strategies, Ministry of Economic Development, Poland



Mr Baliński presented the recent Polish approach to urban policy based on the Strategy for Responsible Development – SRD. The Strategy covers national development policy goals and strongly underlines urban dimension, referring to key documents of urban policy framework in Poland, which are National Strategy for Regional Development 2010-2020: Regions, Cities, Rural Areas (to be updated in 2018) and National Urban Policy 2015-2023 (still valid). Current objectives for national urban policy emphasise territorially balanced development. It means in practise that more focus is dedicated to small and medium sized cities and areas facing marginalisation. As far as governance is concerned the Strategy emphasise that system should improve and develop multilevel partnerships and efficiency. The National Urban Policy 2023 aims at strengthening the capacity of cities and urban areas to be more compact, create sustainable growth and improve of quality of life. It focuses on ten thematic areas: **spatial management, social participation, transport and urban mobility, low-carbon and energy efficiency, regeneration, investment policy, economic development, environmental protection and adaptation to climate change, demography**, and finally, **urban governance**. The Strategy for Responsible Development 2020 supports the development of all cities regardless of their size, location or social, economic and administrative functions.

Under territorial development policy for Poland in 2017 and beyond, several strategic projects were planned (those in bold are the most relevant for urban areas):

- Cross-regional programme addressed to the economically weakest voivodeships – after 2020
- Programme for Silesia
- **Support programme for self-governments in programming revitalisation** (horizontal support)
- **Partnership Initiative of Cities (CPI)** (horizontal support)
- **Integrated Territorial Investment PLUS (ITI+)** (agglomerations)
- **Programme for medium-sized cities losing their socio-economic functions**
- Package for areas at risk of permanent marginalisation
- Pact for rural areas
- Infrastructure for rural development

Under the Cohesion policy 2020, Poland is implementing in total 24 ITIs. The initiative from the national level managed to involve over 500 local government units in the ITI implementation (including urban and non-urban areas). The ITI proved to be very efficient instrument, which initiated the cooperation between different levels in the first place.

Programme for medium-size cities is comprised of a hard and soft sets of measures. The programme aims for the sustainable socio-economic development and improving quality of life in cities by insuring conditions for both private and public investments.

Partnership Initiative of Cities – CPI and UAEU

The CPI launched three pilot networks of, in majority, small and medium-size cities with objectives aligned with the Urban Agenda for the EU. The initiative represents a system of self-learning networks focused on urban priorities indicated at the national level (Ministry of Economic Development). It includes various actors (urban authorities, Functional Urban Areas partnerships, ministries, etc.) and it aims to exchange integrated urban development in practice. It is an institutionalised, multi-level, result-oriented dialogue, a win-win initiative for all stakeholders. The recommendations are further used to improve the national and local policies. The Partnership Initiative of Cities is in its kick-off stage with three pilot networks: Air quality, Urban mobility, and Urban regeneration. Other networks (Sustainable use of land and Nature-based solutions, and Jobs and skills in the local economy) are to be launched in the period 2019-2022 when the initiative will be fully operating.

The Czech Republic | Ms Lenka Houdová

Ministry of Regional Development, The Czech Republic



Ms Houdová elaborated firstly on the broader picture of the national urban policy framework in the Czech Republic. The Ministry of Regional Development tries to coordinate, or at least participate, on each agenda which influences the city development. The agendas all connected to each other and it is rather difficult to harmonize all their results. The agenda are divided into those devoted to planning and those focused on the realisation. Most important agendas in the Czech Republic are the Urban Policy Principles approved in 2010, and the Urban Agenda for the EU with the involvement in the Urban mobility, Housing and Air Quality Partnerships. The UAEU demands full attention

from the Ministry in order to ensure its implementation due to the administrative and organisational difficulties. The experience in the work of Partnerships is valuable for setting the next programming period, as the Czech Republic is in the process of defining the national thematic priorities. Another important planning agenda is the Regional Development Strategy 2020+ which will summarise all thoughts about Urban Policy Principles and Urban agenda for the EU. The Strategy set three thematic working groups: urban, rural and regional. Then, the Czech Republic is firmly active in the URBACT III agenda with seven connected cities in projects. But from the financial point of view, the most prominent agenda is the ITI, which represents the main instrument to realise all the conclusions from the previously-mentioned agendas.

The Czech Republic decide to realise the territorial approach in its wide possibilities. The process is somewhat complicated, involving many partners, more precisely 13 cities, and 180 local action groups. Currently, there are three types of integrated tools, two different types of funds, and seven different operational programmes. The biggest benefit of this activity is the communication and cooperation.

Role of cities

The expected role of cities in the future is based on the strategic management on the city level itself, which now seen as a standard and a basic activity in the Czech Republic. It is expected that the cities involve key partners from public, private and non-profit sectors in the process of the creation of their policies. As it is difficult for national level to engage and coordinate so many partners, so it is expected from cities to take this responsibility and explore suitable ways to engage their partners. This expectation relates to the search for consensus among main actors and investors on strategic interventions, which is a second role of cities. This role simplifies the implementation if the whole

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process and avoid future misunderstandings or complications. Mainly because of the European funds, the third expectation of cities is the pressure on overall project quality and delivery of results. The future European added value will be an important theme and every single actor/partner who will choose the intervention in accordance to the quality and results, and who will evaluate its own activities, will have big advantage. Lastly, cities are expected to have an integrated approach in planning mobility-environment, education-training-job market, etc.

In regard with urban matters there are certain governance issues in the Czech Republic. There are three levels of participation: the first level consists of the Ministry of Regional Development, Union of cities and towns, and other umbrella organisations; the second level are regions, the third level are municipalities. It is important to harmonise all the levels and involve them in the process equally. For the cooperation, it is shown to be useful the classical thematic group operation and the specific activity, similar to German activities i. e. unique permanent conferences help in each region with its own dedicated partner. The whole system is developed with the help of the European funds for the coordination of integrated tools and strategies, but this platform is also used for the coordination of national funds and thematic priorities development.

Urban Policy Principles

The policy was approved in 2010 but in 2017 it undergoes major update due to the projection of recent progress and trends in urban development, including the international context. Main aim of the policy is to unify the approaches of all levels of public administration to urban development. It is a framework document of an urban policy of a state that has a cross-cutting and interdisciplinary character. During its creation, the coordination of different policies and approaches took place for what the dedicated working group was established to coordinate the partners (regional policy, territorial planning, ministries, healthcare, associations of regions and cities, etc.) and their distinct opinions. In total, five principles have been identified:

- Strategic and integrated approach to urban development;
- Polycentric development of settlement system;
- Support of cities as poles of territorial development;
- Care for the urban environment;
- Implementation of the New Urban Agenda (in response to the emerging documents at the UN level).

The implementation of the New Urban Agenda principle tells that the local authorities should implement the conclusions of the NUA, and it need the further work in the future. The document serves as the basis for the forthcoming Strategy of Regional Development of the Czech Republic 2020+, which will contain a detailed description of its implementation (see the broader picture).

European Urban Forum

The European Urban Forum action brought many experts together discussing several topics among which the difference between the OECD definition of city and the real situation in the middle-east Europe was. On the agenda challenges deliberated were urban sprawl, transport, housing estates, social deprived areas, influx of migrants and refugees, etc. The topic that gained most attention was the Simplification of Cohesion policy. The Cohesion policy has a bad reputation among Member States. After the programming period, the policies will be simplified which present a massive task for managing authorities, ministries and for the national level to regain trust to the Cohesion policy once again.

The Netherlands | Mr Aldert de Vries

Strategic Advisor for the city of Utrecht, ex-Senior Policy Advisor at the Ministry of the Interior and Kingdom Relations, The Netherlands



The last discussion on the National Urban Agenda was from the Dutch perspective. The urban policy in framework situations seems to be different in the Netherlands than presented by other countries during the Policy Lab. Mr de Vries presented the brief history of the urban agendas, the Dutch NUP, the instrument City Deals (Agenda Stad), and the relevance in respect to other international agendas. In the '80, the focus was on the renovation and regeneration of cities, city neighbourhoods, and suburbs. In the '90, until 2010, the large city policies came into place, together with city networks (small cities, high proximity). Comparable to France, the Netherlands had the same three key pillars: social, physical and economic, the integrated packages which allowed cities to implement projects. After the crisis, the focus shifted from helping cities to nurture of good examples and practices. That is when, in 2014, the government decided to implement the Urban Agenda whose objectives are: **growth** (economical), **quality of life**, and **innovation**.

City Deals

With the necessity of identifying a new work method, the Dutch government started organising bilateral meetings with cities, to discuss the aspects of collaboration and achieve and maintain good practices. From there, the concept **City Deals** emerged. The deal was conditioned by five aspects: projects must be internationally significant, they have to tackle ambitious social challenges, to use the agglomerative power of the cooperation between cities (because cities are the engine of the

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economy), to seek for the innovative breakthrough, and finally, to operate in the public-private cooperation structures. The City Deals covered a wide variety of themes and approaches, such as: talent attraction, transformation of urban centres, urban security, inclusive city, cross-border city integration, digital neighbourhoods, urban accessibility, smart cities, university-city innovation environments, roadmap to the next economy, the food city, etc.

City Deals project examples

The City Deals tool was particularly efficient in enabling cities to take the lead in particular societal challenges. A first example are the climate change adaptation measures for the cities laying on the river banks and those close to the sea (rising sea level, floods). It was recognised that the national programmes alone were not sufficient to fight the adaptation problems emerging in those cities. For this reason, cities established mutual alliances and create plans and fight the climate change challenges together with the national government, the construction sector and security companies. Another example of good practice within City Deal is the project Healthy City which activities concentrate on the self-management of health, application of eHealth innovations in the neighbourhoods, healthy neighbourhood design, and on integrated health and social services. The aim of this project is to influence changes in the regulation of the health system, to provide tax incentives, to encourage the use of bicycles, and to create the integrated "cure and care" (hospitals and prevention) system. Another example with great potential is the Digital Neighbourhood (Eindhoven) project and it consists of several activities such as: digitisation of 100,000 homes as an initial platform, development of services (energy saving, etc.), study aspects of privacy and competition, and integration with the urbanism projects. The foreseen consequences of this project are a revolution in the provision of installation services, the influence in the change of regime over privacy, and the possibility of becoming a basis in the national system. Last example is the Circular Economy programme which aims to develop new concepts and indicators and more effective cycles (for now construction and food), but also to reach systemic transitions through concrete projects.

How City Deals is constituted?

The City Deals last from one to four years and it represents either a proposal of city or group of cities. The cities know what the solutions for their problem are, but they are missing legislation, resources, the know-how, etc. The cities are in a quest of searching the most relevant partners (ministries, companies, other stakeholders). Once partners are identified, they come to an agreement, meaning, they contextualize the challenge in question, the routes for the exploration of solutions, and the contribution of each partner to evaluate and create the strategy to incorporate results in "mainstream policies". The City Deals tool have two functions, namely the multi-level

governance, and being a catalyst - "tipping point" for transformations, it acts as a vehicle for cooperation and commitment by mobilizing stakeholders to pool their resources (e.g. financial, legal, expertise) to work together outside of standard operating procedures. Projects elaborated within the City Deals initiative have started a bit more than three years ago and they are now being implemented. The first results have received many positive reactions.

The future of the City Deals is about breaking silos and sectoral interests, and to maintain selectivity in the process. Moreover, the tool should guarantee commitment for cities and national government, to open space for experimentation, and build learning mechanism.

ECORYS | Mr Javier Fernandez Lopez

Technical Director Ecorys, Spain



Urban Agenda for the EU

The Pact of Amsterdam, adopted during the Dutch Presidency of the Council of the European Union on 30 May 2016, established the Urban Agenda for the EU. This marked an important milestone towards the reinforcement of the urban dimension in EU policy. Through its multi-level governance framework, the UAEU aims to carry out eleven actions whose long-term goal is to improve the effectiveness and efficiency of EU policies in urban areas.

ECORYS, among other actors and stakeholders from both the private and the public sectors, is deeply involved in the Urban Agenda for the EU activities by providing a Technical Secretariat support to the Thematic Partnerships (together with EURO CITIES and EUKN). Throughout three consequent European Presidencies of the Council (NL, SK, MT), twelve different Thematic Partnerships have kicked-off and started with the strategic three-year projects. The Partnerships formed are the following: Air quality, Housing, Inclusion of migrants and refugees, Urban poverty, Circular economy, Jobs and skills in the local economy, Digital transition, Urban mobility, Energy transition, Climate adaptation, Public procurement and Sustainable use of land Nature-based solutions. Mr Fernandez presented the multi-level governance in the work of the Jobs and skills in the local economy Partnership. To improve the work method of the Partnerships, the vertical governance approach is used, reflected in the aspects of regulation, funding and knowledge dissemination and creation. All stakeholders such as Member States, regions, cities, European institutions, organisations and other actors are equally involved in the process without hierarchy. The cities can boost the employment quality by improving the level of education and skills, creating the new economy, improving public

services, having effective local governance, identifying good partners (companies), and by valorisation of R&D (research and development).

The Partnership's work method consists mainly of five phases:

- Elaboration of the so-called Orientation paper (which establishes the topics that want to be treated within the theme);
- Research phase and preparation of the actions (which consists of the mapping of all European initiatives and their main bottlenecks developed at the urban level, and of the survey of European municipalities deepening the discoveries made within the key issues);
- Definition of the Action Plan (where members of the Partnership develop a series of actions around the key issues for the improvement of: regulation, financing, and knowledge, as established in the Pact of Amsterdam. These actions are jointly decided among the members, after which the Action Plan is made public and possible public contributions are being collected);
- Implementation of the Action Plan (which is coordinated by the members who establish a monitoring system around the proposed actions afterwards);
- Monitoring and Evaluation of the Action Plan.

The Partnership is not a simple network created just to exchange knowledge, but rather it can be considered a multi-stakeholder partnership which involves multilevel governance. Its work brings concrete actions that demands joint and coordinated work among all its members.

UN-Habitat | Ms Carmen Sanchez Miranda

Head of Office in Madrid, Spain



New Urban Agenda and National Urban Policy

"We will take measures to establish legal and policy frameworks, based on the principles of equality and non-discrimination, to better enable prevailing governments to effectively implement national urban policies, as appropriate, and to empower them as policy and decision-makers, ensuring appropriate fiscal, political, and administrative decentralization based on the principle of subsidiarity"¹¹

Ms Sanchez presented the implementation aspects of the UN-Habitat New Urban Agenda in Europe. Unlike the Urban Agenda for the EU, the New Urban Agenda of the UN

¹¹ New Urban Agenda, p.12

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is not an agenda of concrete cooperation; it is an agenda based on the objectives of sustainable development with universal and very specific oriented character. The New Urban Agenda does not have a magic wand, but it does have a series of well-coordinated strategies. The agenda created the opportunity for a dialogue between all levels of government on the topics of sustainable urban development. Ten key strategies of the New Urban Agenda have been identified: National Urban Policy, Three-pronged approach, Rules and Regulations, Urban Design, Financial Plan, Planned City Extensions, Public Space, Density and Compactness, Land Readjustment, and Urbanism. The implementation of the New Urban Agenda is based on the Action Framework which outlines the purpose, principles, values and links to sustainable development. Beside National Urban Policies, the implementation of the New Urban Agenda is divided into four more categories, namely urban legislation, rules and regulations, urban planning and design, urban economy and municipal finance, and local implementation.

National Urban Policies can connect all levels of government and other stakeholders by providing forums for the co-creation of a shared vision and a framework which enables them to move as one towards the same goals. National Urban Policies can support the alignment of different sectoral policies and ensure all the policies that affect urban areas are coherent in support of cities, and the people that live there. The National Urban Policies are the key tool for the implementation of the New Urban Agenda because they provide a framework with an overarching coordination which address urban challenges, maximize the benefits of urbanization, while mitigating potential adverse externalities. More, the National Urban Policies provide a way to merge the dispersed energy and potential of urban centres within a national system of cities and towns. And finally, the National Urban Policies are a tool to coordinate the work of different sectors and tiers of government, consult other urban actors, establish the incentives for more sustainable practices, and allocate resources. Key elements of the Nation Urban Policy are a political character (initial commitment, building internal and external support, creating alliances at national and local levels, harnessing collective energy and effort-slow process, drawn-out), and a technical character (legal framework, institutional structures-city government, decision-systems for coordination-long-term).

According to UN-Habitat, the underlying features of the National Urban Policy are:

- Affordable (cost-effective and fundable);
- Simplified and Pragmatic (free from undue complexity, functional, respond to priority and catalytic needs);
- Action oriented and Implementable (clear implementation plan);
- Participatory and inclusive (coordination);
- Based on legal foundation;
- Based on the Five Qualifiers (compact, inclusive, connected, integrated, climate resilient).

In consultation with partners, UN-Habitat has informed global debates and consolidated normative knowledge of the NUP. This work includes a wide variety of tools to support the NUP process. This

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normative knowledge then informs country level technical support for the NUP process. UN-Habitat is currently supporting a global portfolio of work on National Urban Policies, with active projects related to National Urban Policies in more than 30 countries. Important conclusion of the broad assessment of the worldwide National Urban Policies is that there is no one-size-fits-all model for a National Urban Policy. Each policy should be adapted to the particular historical, political, geographical, institutional and economic reality of the specific country. Governments at all tiers need to be more sensitive to the threats and opportunities posed by urban growth-coordinated approach to planning and managing cities and towns. The argument that well-functioning urban areas can help to unleash the development potential of nations is more persuasive. Implementation requires a sustained technical process to develop the legal foundations, capable institutions and financial instruments to design and build more productive, liveable and resilient cities and towns. With stakeholder involvement. Effective delivery requires active collaboration between spheres of government, and stakeholders, along with the devolution of appropriate responsibilities and resources. An important objective is to manage the peripheral expansion of cities in the Interests of more compact and inclusive urban growth- conserve surrounding agricultural land, fresh water sources and other ecosystems. Urban consolidation enquires pro-active efforts to increase the quantity and quality of land and property developed within the urban core and along transport corridors-tends to go hand-in-hand with more mixed-use development and less segregation of land-uses. It is less socially disruptive and more cost-effective to plan for urbanization by preparing the land and infrastructure in advance-this is proactive measure towards informal settlements growth, while for existing ones prioritise upgrading. Urban policy requires a broader territorial perspective on metropolitan regions, including stronger connectivity between cities, towns and rural areas, to promote their distinctive strengths and to encourage mutually beneficial interactions between them in the interests of national prosperity and inclusive growth.

During the Habitat III Conference in Quito, Ecuador, UN-Habitat, OECD, and Cities Alliance launched the National Urban Policy Programme (NUPP). The Programme aims to engage a broad range of stakeholders in National Urban Policy development – national and sub-national governments, the private sector, planning professionals, civil society, etc. to support the implementation of the New Urban Agenda and to achieve the sustainable and prosperous human settlements for all, leaving no one behind, thorough the development of National Urban Policies.

Policy Lab workshop

In order to fully benefit from the pooled knowledge and experience, the afternoon session of the Policy Lab was set to function as an 'intellectual pressure cooker'. The workshop used a "Speed Boat" methodology, an interactive, collective and amusing work method that has been successfully used by the EUKN many years already. The idea behind using this workshop method is to visualise objectives, obstacles, positive circumstances, possible solutions to overcome the obstacles, and to use the ideas as insight from stakeholders about what they think may be an obstacle to the progress. This method is designed to efficiently identify constraints, obstacles, and beneficial conditions, as well as to prioritise them and to formulate solutions.

The interactive sessions of the Policy Lab aimed to identify the key principles of the multi-level governance in one group, and to shape the Spanish Urban Agenda in four smaller groups. The moderators were: Marta Lora-Tamayo (UNED, Universidad Nacional de Educación a Distancia), Moneyba González Medina (Universidad Autónoma de Madrid), Patricia Molina Costa (Fundación Tecnalia Research & Innovation), Francisco Javier González (Universidad Europea de Madrid), Dolores Huerta (GBCe, Green Building Council España), and Mart Grisel (EUKN). They guided the discussion in each group and shared the results with all participants, and then combined, regrouped and categorised all the ideas in order to identify the most relevant concepts and finally create a narrative of gathered ideas.

Spanish Urban Agenda

Four Spanish workshop groups aimed to reach the ideal Spanish Urban Agenda scenario by promoting the sustainable urban development of cities that would have specific characteristics. In a synthetic way, the ideal situation should enjoy a sustainable urban footprint based on the decarbonisation of urban processes. Sustainable urban development should be based on a local economic system supporting human well-being, involving the institutions of all levels integrating the gender perspective into the urban environment. The Spanish Urban Agenda should encourage a system of urban settlements integrated into the territory; they would be cities of proximity, in which the dematerialisation of urban processes should be the common pattern. In this settlement system, any concept related to social cohesion would be important, such as social resilience, equality policies (ranging from those that enhance the employment opportunities for the population to the specific ones related to gender equality), territorial solidarity (balancing the resources and redistributing them, and thus, alleviating urban inequality), and strengthening the "citizens participatory involvement" (in order to strengthen their cohesive ties and better adjust to the needs). Furthermore, the urban experts present at the Policy Lab identified the ideal Spanish Urban Agenda as open, participatory policy, responding to the needs of different urban and cultural realities of Spain (small

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and medium municipalities, rural environment, etc.). Nevertheless, the Spain should have sustainable and integrated urban development based on economically balanced growth which favours the sense of belonging (that revalue the places that no one wants to belong to), the cultural identity and the construction of a unique brand. It should be equipped with instruments of participatory and transparent governance (inhibitors of corruption) and based on a transversal management system.

However, to achieve this model a series of difficulties are present. The workshop also allowed the identification of the bottlenecks preventing Spain reaching the consensus regarding the urban agenda. A structurally complicated legislative model that sometimes generates competences conflicts, normative overlaps and jurisdictional conflicts, make this process even more challenging. One typical issue identified is disinterests to change, of a very diverse nature. Among them, cultural inertia stands out, especially when it comes to the required change in citizen habits to a more sustainable practice on key issues such as energy, mobility, etc. On the other hand, lack of shared vision among different political forces about the desired urban model, short-sightedness and bias, corruption and lack of transparency create the unfertile ground for the positive changes. Another challenge is the territorial imbalance, from a public financing perspective, but also from the distribution of existing public resources. These imbalances are not assisted by the normative maladjustment, from the more general to the more concrete, applied to the urban issues. Moreover, the challenges are reflected in unacceptable inequality (of all kinds, economic as basic inequality, but also all those related to civil rights, gender, age, etc.). A system of economic relations based on the unlimited accumulation of capital and the unlimited consumption should be considered as obsolete in Spain (medium and long-term) and furthermore, it strengthens the above-mentioned challenges. From a territorial perspective, the new Spanish Urban Agenda should try to break the above-mentioned issues and to create new narratives that will allow to overcome the main problems of Spanish urbanism:

- Absence of dialogue culture;
- Poor investment in future;
- Absence of dissemination of good practices;
- Absence of ground-breaking projects;
- Lack of public participation and non-existence of a strong, structured and organised civil society (leaders who apprehend models are needed, who incorporate the issue of urban development into both public agendas and political discourse);
- Weak public-sector leadership and institutional communication;
- Excessive bureaucratisation;
- Insufficient current urban planning education system and training;
- Lack of collaboration and horizontal and vertical coordination (clash of competencies between different levels of the administration and different departments);
- Lack of a clear diagnosis, based on data and indicators, i.e.lack of better understanding of the existing reality;

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- Lack of budget for the implementation of the Agenda.

Despite the above, the positive factors and conditions helping Spain reaching their goal were identified throughout the workshop as well. First, there is a greater recognition of cities as essential and active actors. The existence of supra-local frameworks such as the New Urban Agenda or the process of the Urban Agenda for the EU contributes to this. The participants agreed that in Spain there is a vibrant urban life present with a massive urban street culture. Compact city centres are inhabited and renewed providing good quality of life. In Spain, people know how to work in a network and create a sense of belonging and positive identity. Moreover, Spain has a strong territorial decentralisation model in functional terms. Furthermore, the experts agreed that the great experience is accumulated and that especially the appreciation of the Mediterranean city model (based on diversity, density and good urban design) should be embraced furthermore.

- A new narrative for the change is being constructed. This narrative is related to new policies for social cohesion, environmental improvement, (climate change, for example, is finally on the agenda). On the other hand, this narrative is getting deeper on gender equality issues (like the in the wage);
- Knowledge is being reorganized with new features such as open collaboration systems; new technological opportunities in terms of urban services (new modes of mobility, for example), and new ways to better decentralize activities by improving their coordination and articulation without increasing the carbon footprint;
- Governance is being reviewed, and some of the positive outcomes are as follows: new European framework that guarantees the implementation of change processes (European Urban Agenda), improved public-private collaboration, promotion of social networks that involve citizens in new forms of governance, and enhancing the anticipatory elements of the planning exercise, especially urban planning;
- Economic "inputs" are being reconsidered. A change towards several issues has been identified, such as the endogenous development, and the circular economy in neighbourhoods and cities that can be articulated with the globalisation process (like the economy relative to urban solid waste);
- The economic crisis has generated greater environmental awareness, clarified the existence of limits and their apprehension, created a more solidary urban society and cleaned up the "urbanism" name (ex synonym for corruption);
- The efforts of modernization and professionalization of public administrations also facilitate the way. In this sense, Spain now evaluates more and better public policies and the general territorial planning begin to incorporate a more holistic vision, as well as strategic elements.

Multi-level governance

In addition to the four Spanish workshops, Spanish policy-makers and international experts discussed the objectives, challenges and possible solutions regarding multi-level governance in relation to the establishment of an urban agenda in Spain. The participants agreed that a national urban agenda in Spain should not just be a political document. The establishment of an urban agenda is a dynamic process, made possible by a legal framework for cooperation and sufficient funding, aiming to tackle concrete urban issues.

There are however several obstacles that need to be overcome in order to have an ideal urban agenda. Preconditions for establishing an urban agenda are funding, sufficient human resources, long-term strategic thinking and the right set of policy instruments to implement an agenda. Looking at the Spanish context, the experts mentioned three key obstacles that should be tackled:

- There is a need to invest more in capacity building of policy-makers, allowing them to enlarge their national horizon and there is a need to get inspiration from (benchmarked) national and international good practices;
- The political practice is too little oriented towards participation and co-creation, that is a true cooperation between all key urban actors across all governmental and non-governmental levels, including civil society. A change of political culture requires trust and a clear distribution of competences;
- Policy-makers often work from within their traditional administrative cultures or silos, and too little within inter-administrative and (inter)national platforms and networks. Technology, innovation and networking are key concepts in this regard.

Funding and regulation should be used as a “carrot & stick” tool, based on ex ante conditionalities (“if you want to receive funding, you should...”). Public funding could be matched by private funding to finance mutual objectives. Public-Private Partnerships or similar schemes could lead to innovation, if well-managed.

A successful urban agenda requires sufficient political support at all governmental levels and across all political silos. This implies “real” political leadership based on a clear vision, transparent communication, and active cooperation with policy-makers, decision-takers, civil society and the private sector. Leaders should motivate and inspire, which is only possible when the knowledge and expertise of all participants is mutually recognised, and when challenges are taken seriously.

Conclusion

The Ministry of Development and Public Works (Ministerio de Fomento) has the challenge of promoting the development of the Spanish Urban Agenda. It is an instrument that must serve, first of all, the development of the commitments of the international urban agendas: the Urban Agenda for the UE, adopted on May 30, 2016 as part of the Pact of Amsterdam, at the Informal Meeting of Ministers responsible for urban matters; and the United Nations New Urban Agenda, adopted on October 20, 2016 at the Habitat III Conference held in Quito, reaffirming the commitment to sustainable urban development, as a step to contribute to the implementation of the 2030 Agenda, in which sustainable development goal 11, "Make cities and human settlements inclusive, safe, resilient and sustainable", occupies a prominent place.

Secondly, the Spanish Urban Agenda must contribute to the outline of the Urban Policy in Spain, which allows facing the structural challenges (climate change, population aging, urban poverty, sustainable mobility issues, etc.) and short-term economic crisis arising from them. Spanish cities, based on the set of initiatives developed in recent years, should establish an operational roadmap that defines strategic objectives to be achieved, stimulating the cities commitment in favour of smart, sustainable and inclusive development.

Spain does not start from scratch in this work: it is worth highlighting the effort made in recent years, to reorient urbanism in Spain, traditionally focused on urban growth, the consumption of (virgin) land, and the production of new housing towards a more balanced model in which urban rehabilitation and rent have a weight more similar to the ones in other European countries (approval in 2013 of the Urban Rehabilitation, Regeneration and Renovation Law). There are many documents that could be considered as a background of interest to the Urban Agenda (the White Paper on Sustainability in Urban Planning Spanish (2010); the Spanish Strategy for Urban and Local Sustainability (EESUL, 2011); Local Agendas 21), whose successful implementation in Spain has been very relevant, both in large and intermediate cities and in rural areas; and, finally, the guide (Methodological Guide for the systems of Auditing, Certification or Accreditation of Quality and Sustainability in the Urban Environment), which provides an instrumental procedure with indicators to evaluate the urban actions with sustainability criteria.

Normatively and from a competence point of view, the Spanish Urban Agenda should be anchored within the principles of sustainable territorial and urban development (Land and Urban Rehabilitation Law). It should be a strategic, non-normative document that would be submitted, both in its preparation, as well as in its subsequent approval and adhesion, to inter-administrative collaboration with the autonomous communities and city councils, with the participation of independent experts and representatives of the main agents linked to urban development. Its objectives, in coherence with the content of international agendas, will cover four areas:

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1. Territorial and urban planning and regulation;
2. Financing of urban development;
3. Knowledge and exchange of good practices;
4. Urban governance.

At the Policy Lab it was proposed that, to fulfil its objectives, the Spanish Urban Agenda should consist of the following elements: a good diagnostic, which will make an approximation to the reality of Spanish cities; strategic objectives (in the four above-mentioned areas); follow-up indicators, to evaluate the achievement of the objectives; and a national Action Plan that should serve as the framework for the coordination and implementation of local action plans and commitments.