

Strategic Urban Planning: A local governance tool in response to the complexity of the new socio-economic environment.

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SUMMARY:

Strategic Urban Planning has become an important tool promoted by local governments for the cities' economic and social development project design. This type of planning has important differences from the more traditional one, focused exclusively on the spatial and physical planning. From this perspective, it can be noted that the basic principles of Strategic Planning are the public-private cooperation and public participation in the design and implementation of such plans, which led to conceive the model as political governance instruments. The aim of this work is to identify the key aspects characterizing these planning tools and to provide a range of analytical dimensions from which we can observe the fundamental characteristics of these tools.

KEY-WORDS: Strategic planning, local governance, citizen participation, public-private collaboration.

1. - Introduction. Towards a new urban-planning model

In the late 20ths and beginning of the 21st century, urban planning is undergoing a transformation in the models and methodologies used as a response searched by local governments to get adapted to the current social and economic contexts, which are increasingly complex, demanding and locally interpenetrated, where the new scene of internationalism and globalization has provoked the traditional planning based on physical and spatial organization of cities to be no longer sufficient to drive the urban development public policy.

In response to this new situation, at the beginning of the 90's, a new kind of urban planning called Strategic Urban Planning was put into practice, constituting the application of local governance to the public policies to promote public policies for socio-economic development in cities. The basic principles of this new type of planning are the model of governance for the development and implementation of public policies, that is, citizen participation and public-private cooperation between actors of the city as a method of adapting to the new demands and those imposed by the current complexity on improving the quality of urban life (Barton, 2006; Krels, 2007, United Nations, 2003)

Thus, since the late 80's, Strategic Urban Planning processes have extended in San Francisco, Chicago, Ontario, Sydney, Manchester, London, Barcelona, Valencia, Amsterdam, Lisbon, Milan, Turin, Sao Paulo, Rosario, Medellín, etc. The Strategic Urban Planning processes implementation in these cities has meant that local governments in other cities, in different regions of the world, have begun to push it, and cooperation networks between cities have arisen with the aim of enhancing collaboration and knowledge production (CIDEU, RADEUT, URBAL), and the development of incentives for various levels of government to foster the implementation of Strategic Urban Plans in cities.

Given the importance this new urban planning is having, this paper seeks three objectives: to highlight the basic aspects characterizing the Urban Strategic Planning model, to establish the differences and complementarities that this model has with the traditional planning space, and finally, to establish the basic dimensions of analysis to determine the impact this new instrument of governance is taking on the adaptation processes of cities to the international requirements.

2. Urban planning: a new tool for local governance

Governance has much more to do with the collective resolution of problems and much less with the domain (Mayntz, 2002; Börzel, 2002). Governance means a more cooperative way of government, where state and non-state institution, public and private actors, take part and often cooperate in public policies formulation and implementation (Mayntz, 2001: 1)

The term is relatively old, and in English it has been used as a synonym for "Government", a term that, in Anglo-Saxon literature, is used in preference to the concept of "State" to designate the machinery of public action. After having been employed by economists to identify the various forms of assistance to companies in their socio-economic space, several authors began to use this concept to interpret the most current changes that, in a more or less confused way, were seen in the forms of public action (Ruano, 2002)

Governance has to do with a particular style of government where the decision making process has a collective character, determined by interaction patterns between the actors involved in this process, considering that players are not only public actors, but that private actors have a prominent presence throughout the process. This new way of exercising government is characterized by the cooperation between a large number of public and private actors in the formulation and implementation of public policies.

This new form of government is based on the fact that public actors have lost the monopoly of the action that, as Carmen Navarro stressed, makes the government loses the ability to unilaterally impose its will, with a transition from traditional patterns, those of exercising political power based on a "one-way" relationship between those who govern and those governed, to a "double meaning" which takes into account both the interests, perceptions and opportunities for those who govern like those who are governed (Navarro, 2002).

This requires, without doubt, a new role for the government drifted towards facilitating and coordinating functions, where the architecture of governance is based on the reticular model, that is, a network of structures and actors set around a determined action Government (Natera, 2004). Governance, which presupposes good governance, can not only be guaranteed by public actors, but by the effective functioning of more or less institutionalized strategic actors networks with their own autonomy and its strategic agenda (Iigov, 2002). However, this has led to the avocation that good governance means a weakening of the government, but it seems that this is not what happens: what occurs is a change in the way the government exercises its control ability, so that the actors involved in public policy networks play a special and privileged role because they have the essential intervention tools (Mayntz, 2001) It is therefore, a change in the nature of government, where the joint resolution of problems in a specific area of public policy dominates.

From this perspective, it can be maintained that the government is a reflection of the world (Winograd, 2002), which maintains that good governance is typical of modern and complex scenarios (Marsh, 1998b); the new form adopted by public policy is based on the public and private actors networks model, which occurs in response to the changing social context, so that is the context that favors the new governance model not to be hierarchical, but that is based on units and relations (Kooiman, 1993). The new governance to which governance responds as a form of government is characterized by:

- In today's society there is not a unique and lasting knowledge valid to act, there is no monopoly of knowledge on the part of any social actor, nor certainly by the government, and therefore there is no generally valid answer to solve the problems. To act on these we need to have specialized knowledge, which establishes the obligation of having different actors in whose hands we find those heterogeneous specific knowledge.

- There exists in our society an important social differentiation associated with task sectionalism and specialization, supported on a diversification of social structures, values and cultural norms. This differentiation is related to the social fabric, broken the ability to solve a social problem identified by a single actor.

- Civil society has undergone a major transformation, thanks to which citizens have a greater quantity and quality of knowledge, which has led them to demand greater civil rights. There is, therefore, a growing political role of the civil society, as embodied in the existence of a bigger number of social groups and citizens who are now exercising a larger demand to participate in decisions affecting the problems they have.

- The new social problems needing to be answered are other of the major points in the specific context of complexity. These new issues are of a diverse and dynamic nature that introduces an important component of uncertainty. Thus, the new issues to answer by society, and especially by public policies, such as environment, local economic development, culture, immigration, social discrimination, etc. introduce new challenges for social actors and the need for new tools to try to serve them, which makes the necessary skills to solve more complex.

- In the strictly political scope, the complexity lies on the transformation of the political interest and effort into universal rights, to a greater emphasis on civil rights related to the extension of public services within the welfare state, where the focus is on the

effectiveness and efficiency of government when providing public services. This makes the rights of users, the satisfaction of the demand and the quality of service to be the basis on which the government's action articulates. (Prior, 1996). In this framework, the late 20th century government's fiscal crisis and the dispersion of other non- economic resources, provides a strong economic dependence on the efficiency of services on the need for coordination and cooperation of political and social actors to address the problems of an area of any public policy.

- It can be found in the fragmentation of the administrative structures in the territorial level, other of the elements with the current complexity, coming from the political scope. This element has to do with the process of administrative decentralization through devolution of power, from the central government to local levels. Due to the extraordinary complexity of the issues to be resolved, most of the time it is needed the joint intervention of different levels of government, producing, in this way the development of what has been called multilevel management of public policy issues.

This situation has been called in very different ways, but there are two, which by its interface can be used to specify and clarify what is intended to explain: the <<society of risk>> and <<government under pressure>>, that synthesize this new situation characterized by complexity, in which the nature of problems to solve and the different actors with ability and resources to act on such issues reflects the new governance model based on cooperation and interaction between various actors.

Given this context defined by its great complexity, models of public policies based on the principle of the rational actor, or in the bureaucracy are not able to give an accurate account of the functioning network of actors inherent to this context (Miller, 1994). Therefore, in a sense, it remains that there is a crisis of the traditional models of public policymaking, so that the elitist model, characterized as being vertical, hierarchical, centralized and interventionist is inefficient as a product of their limitations in responding to the peculiarities of the context of complexity. An attempt to address these limitations of the bureaucratic model comes from the management-based model, and seeks to implement the action parameters of the exported fields of private enterprise management, but it does not solve in some complexity contexts the delegitimizing of governance and the serious problems of coordination that context implies. These models, in some ways considered traditional, carry with them the maxim that the public actor, the government, has the ability to establish the characteristics of the process of public policies to solve these problems, trying to give a solution, and would be characterized by the division and the stiffness in the process of public policies (Ibarra, Marti and Goma, 2002: 57).

Based on the above characteristics of the concept of governance, one can say that the Strategic Urban Planning, conceived as an instrument promoted by local governments based on the need for cooperation between the most important public and private actors of the city, and articulated in the production of contents on citizen participation as the most appropriate mechanisms to respond to the complexity involved in designing the city model for the future. This new planning tool is being promoted by local governments on the basis of the belief that the traditional instruments of physical planning have not been sufficient to create an

effective city project, and therefore are used these new methods of urban planning based in public-private partnerships and public participation (Font and Rivero, 1999)

3.- Basic Principles of the Strategic Urban Planning

Previous questions to the process of developing a strategic plan: Why should we do a Strategic Plan?

Since the late eighties strategic planning processes have expanded in urban cities like San Francisco -pioneer-city- Chicago, Ontario, Sydney, Manchester, London, Barcelona, Valencia, Seville, Amsterdam, Lisbon, Milan, Turin, Rio de Janeiro , Sao Paulo, Rosario, Córdoba, Medellín and San Pedro Sula, for instance. And the question is, why should we do a Strategic Plan? It is an issue that is resolved in different ways, and decision, determines, in a fundamental way, the principles- and the later developing-that the strategic plan has made. The most common reasons for which are often decide to start a strategic planning process can be cataloged under the following headings.

1- BUILDING CONSENSUS AROUND A FUTURE MODEL TO A GLOBAL DEVELOPMENT PROJECT

A good reason to get embarked on a strategic planning process is to define a future model for the city or territory from the promoter consensus between government, citizens and local actors.

Sometimes, as was the case with the first Strategic Plan of the city of Barcelona, a strategic plan can be the perfect tool to create social and political consensus around a future model for the city, predetermined by D. Pascual Maragall, its Mayor at that moment. That model, precisely structured its electoral campaign and allowed, with a large majority, to remain as the Mayor of Barcelona.

In other cases initiated under this reason, it leads the plan starting precisely with the definition of a city image and even the creation of a brand. This was the case of a Chilean town, Lautaro, which has structured its entire city project through a slogan that reflects their values and attributes: Lautaro, a healthy community.

2- DEFINING A DEVELOPMENT MODEL ATTENDING TO CHANGES IN CARE OF THE ENVIRONMENT

A second decision-type is the one to define a city model in terms of changes taking place in the environment. This was the situation of the municipalities of the metropolitan area of Barcelona by the impact versus the influence of the central city, or cases such as Valencia, which was losing attractiveness compared to other cities like Seville, Zaragoza and Bilbao.

This typology would also cover the advisability of developing a new model of development of the city before a large event, as in the case of the Olympics in Barcelona or the Expo, in Seville, which highlighted the need to implement a Strategic Plan. It can even be convenient

the chance of using a Strategic Plan as the way of identifying a project which gives character and structure to a determined territory. A clear example of this can be the first strategic plan of the city of Rio de Janeiro, based on a strategy of city marketing; or the Second Strategic Plan for Málaga, which is being developed with an eye towards the metropolitan center and their strategic actions are set in three main areas: Malaga, city of knowledge; Malaga, city of culture; Malaga, city of coast.

3- FINDING AN ANSWER IN A CRISIS ENVIRONMENT

To respond to a crisis situation, with recession in certain important sectors of the territorial economy, as was the case of some municipalities linked to the textile industry in the province of Barcelona; or cases where the vicissitude situation was particularly acute as the Aviles one, before the crisis in mining.

4- ACHIEVING A GREATER COHESION AND INTEGRATION

This is a purpose that falls mainly on the supra-local plans. This was the case of the Strategic Plan for Igualada and la Conca d'Òdena, that, composed by a total of 4 municipes from the province of Barcelona (Igualada, Ódena, Santa Margarida de Montbui y Vilanova del Camí) are, at this precise moment, part of a municipal consortium, with the purpose of promoting social and territorial development in accordance with a clear reality of territorial continuity.

The same case, has been the Strategic Plan with a Sectorial cut, concretely dedicated to Toursim, developed by the medium cities network of Andalusia, integrated in the municipes od Alcala la Real, Antequera, Ecija, Estepa, Loja y Lucena; or what is precisely occupying the Metropolitan Forum of Mayors in Malaga and the III Strategic Plan of Barcelona.

5- SOLVING MANAGEMENT PROMBLEMS.

The fact of providing a tool for the management of a territory as it can be a strategic plan, with the control and monitoring mechanisms of the projects involved, can, by itself, provide solutions to the problems of management within a municipal government or other geographical areas. Sometimes strategic plans serve to draw out - and finally solve- problems arising in the municipal decision-makers organs and to ensure that the decision-making criteria for the opportunity, will obey to the opportunity criteria of the city and not to a political opportunism. These situations, which for obvious reasons cannot be illustrated with specific cases, are particularly common with a government with an insufficient majority which, therefore, has to govern with government pacts, signed by political options with very few points in common and prone to confrontation

6- DEVELOPING A NEW LEADERSHIP FROM ITS MAXIMUM POLITIC EXPONENT

Besides the advantages of having an instrument that will address priority areas of action and create public-private cooperation, a strategic plan is a powerful tool to generate (or regenerate) the leadership of his political responsible, who in most of the plans is the mayor, the “Intendente”¹ or the municipal president.

El segundo caso a comentar es el de un municipio en Argentina, Pocito (Provincia de San Juan). Este municipio está gobernado por un Intendente que, por las normas vigentes en la provincia a la que pertenece, no podrá presentarse a las próximas elecciones. En este caso el Plan Estratégico está marcando la dirección de un municipio con un gran crecimiento económico y poblacional y, por otro lado, está siendo un instrumento crítico para la potenciación del liderazgo del Alcalde en la provincia, en el ámbito nacional e incluso internacional. El Plan Estratégico Pocito 2008- 2020 está permitiendo que un municipio pequeño, haya desarrollado toda una estrategia de *Ciudad Diplomática* de la que se tratará en el siguiente punto.

In this order, there are two cases that deserve special attention. In a first order, there is the case of the municipality of Jerez de la Frontera. Jerez Strategic Plan 2004 - 2010 was created to generate new projects in a city with a projected exponential and management that, for many years, had focused on the implementation of physical works; the Strategic Plan was initiated to enhance the leadership of its own promoter and to identify new projects and hopes to be managed from the new leadership. The second case to comment is that of a town in Argentina, Pocito (Province of San Juan). This municipality is governed by an “Intendente” who, by the standards prevailing in the province to which he belongs, he cannot be presented to the forthcoming elections. In this case, the Strategic Plan is setting the direction of a municipality with a high economic growth and population, on the other hand, is a critical tool for enhancing the Mayor's leadership in the province, nationally and even internationally. Pocito Strategic Plan 2008 - 2020 is allowing a small town, has developed a diplomatic strategy of the City which will be discussed in the next point.

7- MANAGING COOPERATION NETWORKS

The development of a strategic plan provides an opportunity to create a space in order to draw strategies for cooperation together. One of the main virtues of strategic planning is that it provides, from the first moment of its development, the right conditions to build networks covering entities, both public and private. This is because, since it is essential to ensure the involvement and complicity of the main actors in the development process, and they assume specific responsibilities to implement the projects, the management network is drawn as the only possible formula to achieve satisfactorily the implementation the plan. In this way, we can say that a strategic planning process necessarily involves the gestation and the activation

¹ “Intendente” is the name given to the Mayor in Argentina

of actor's networks, which are, at the same time, key factors to the governance of the territory.

8- OPENNING THE CITY TO AND DIPLOMATIC ACTIVITY.

The diplomacy of cities is an emerging theme, under discussion since a few years ago, and is restricted to a much wider phenomenon that is the internationalization of cities and sub-governments. At present, there is evidence of the loss of the monopoly of states as international actors and the increasing willingness of local governments to promote themselves, internationally and within their own countries. The elaboration of a strategic plan means project, direction, goals, and the ability to identify the key actors with which open national and international partnerships.

In this sense, there are very praiseworthy examples of international diplomacy and therefore, there are only some of them pointed out to illustrate this section. In Argentina, it should be noted the referenced very new case of a very small town, as Pocito, or cases like that of Rosario. It is also remarkable the city of Montevideo, or in Spain, the relevant work being developed for more than fifteen years, the city of Barcelona and the government of its province. But this strategy also has a reading and profits in the national framework and, in that order, it is noteworthy that cases like that of Córdoba - Argentina, whose strategic plan has possibilitated its relocation and that the city become visible in the urban grid of the country. A network of cities and provinces, The Territorial and Urban Strategic Development Andalusian Network (RADEUT onwards, according to its abbreviation in Spanish), also deserves special attention. This network is composed by twenty-one members, including municipalities, associations of municipalities and provincial councils of Andalusia, being its main objective to promote the development and implementation of strategic plans as a way of effective management for the urban and territorial policy and for the development of projects between its members, gestating and managing networks on the net for the implementation of concrete projects. In this order, the Medium Cities of Andalusia Network, is born from the RADEUT.

9- THE ENDING OF THEIR URBAN ORDENATION PLAN. STARTING OF THE GENERAL PLAN REVIEW.

In some cities, strategic plans are launched simultaneously with the revision of the general plans, as were the cases of Seville or Jerez de la Frontera. The ending of an urban model, the opening up new bags of soil or planning regulations that open new possibilities in the reserves of soil and its functionality- as was the case of Andalusia-motivates the opportunity to begin a strategic plan.

10- BEING INTO FASHION

In addition to the reasons that have been listed above, which include most of the known experiences, it is also necessary to mention a last category of decisions that have to do with the popularity that, from the nineties onwards, acquired strategic planning; the fashionable reasons, which sometimes led to the mimetic copy of other experiences without taking into account the particularities of the territory. This has generated the use of practices, not very recommended, and has required an important consideration in other forums such as the Ibero-American Center for Strategic Urban Development, CIDEU, and within regional, provincial, and European government that, trusting on the goodness and validity of this instrument, opened major lines of grant.

What are the conditions to make *a good plan*?

To develop this section, we are going to structure the process of a strategic plan through 3 components whose good execution, in the different phases of a planning process, are fundamental to achieve good results:

- A.** Instrumentation of the public-private cooperation.
- B.** Precision of the city-model and the project Portfolio
- C.** Articulation of Civic participation

And a **COMMON DENOMINATOR** to the whole:

- D.** Existence of a clear and solid politic will.

COMPONENTES- COMPONENTS

- A. Public-private cooperation tools**

One of the basics principles in order a proper planning is to articulate the main territorial actors in the same direction. The success of cities depends largely on the ability to orient in a direction of future the capacity and organization action of the different public and private actors, affecting the territory. Therefore, the key to a good governance no longer resides in the internal management of public organizations as in the quality of institutions and interactions between them, civil society and the private sector. This statement raises a new challenge to the public government: the opportunity to assume a specific role as a catalyst for partnerships between the different administrations, public institutions and private agents operating in the territory. That is, the local government must exercise a leadership role, coordinating and directing the actor's response capacity to a given projection and therefore towards the realization of a common project.

The planning process is, from this perspective, a privileged tool and framework around which, the agreement points and the basis for sustained cooperation can be established. And, finally, the planning process is defined as a tool to build the parameters for the effective achievement of one of its first principles: the management of public-private cooperation.

And being a strategic framework for the coordination and management of public-private cooperation, there are two critical aspects to solve:

1. The identification of actors to create participation, decision and joint participation structures.
2. How to create the suitable conditions to the existence of a real common interest –not individual- in participation.

The resolution of these issues is the key element to an effective building management network as a way to govern and respond to the complexity of the new political and socio-economic environment of the cities.

B. Specification of the city-model and the project Portfolio

A Strategic plan is something integral, and from that premise, it should define in a conclusive way:

1) a territorial position, specifying the system of diplomatic relations with other cities that may or not be bound by the territory-factor, as well as other territorial environments, the urban internal dynamics, the economic and social development and its environmental support, essentially.

2) The precision/realization of the priority areas of action, taking into account their present abilities and potential and the needs arising from the model of the city defined.

3) Identification of the key projects with the proper preparation for their implementation. To be effective, a strategic plan should define the key projects, projects that, by their nature, must necessarily be small, with capacity to generate excitement and, at the same time, they must be practicable. The strategic plan has to provide them with relevant programs. This development, -lacking in a large number of plans - makes that the formulations of many processes, from an executive perspective, to be weak or even questioned the value and timeliness of the planning exercise.

C. Articulation of Civic participation

There are many reasons why it is important for governments to build an active and effective relationship with the citizenship. The most important reasons are:

a. Improving the quality of strategy, the decisions, the definition of public policies and the specification of services. When diverse groups are included to take decisions or to precise the services, new perspectives are acquired and this allows us to test how they are received

b. Building trust and understanding. To promote participation from the beginning and making it to be a centerpiece of the process, allows us to break the barrier away from the citizenship's local government. We also stop thinking that the administration is the only responsible.

c. Giving visibility and support to the civic action. By the activation public participation, we are given the value its participation in issues and decisions affecting them deserves. We are recognizing that each person has a field in the decision making process and, therefore, they have the necessary legitimacy to participate in it.

d. Creating a more inclusive society. When the action of the government is the result of a joint action, citizens feel stronger and with more value, in the same way as they feel the strength and the importance of working for a group interest.

And while there may be many remarking on its merits, as the authors themselves have been highlighted in previous publications, the question is how to achieve an effective and sustained participation over time. Are the cities, their leaders ready? Participation occurs in a new environment, marked by a strong private sector with resources far outweigh of those of the public, a dynamic, extended citizenship and the need for a new public administration. Participation is in this context, a good management tool, although each process - each plan- will require resolving the following issues:

- What are we pretending with participation
- How can we guarantee its success
- How can we be sure of its adaptation to a communitarian interest
- How can participation be maintained over time

COMÚN COMMON DENOMINATOR FACTOR

D. Clear and solid politic will

A strategic plan must be matched with a process of adaption of the organization of the administration to the new parameters of governance, and start exercising the functions of a relational government. It has been configured, thus, the need for a form of government in which the essence is not the attribution of duties and responsibilities to a certain level of government, but rather share the public policy objectives with other local governments and local actors. In this style of governing or determining what is really the product and the quality of interactions between the different actors with the capacity to affect on the territory, abandoning the belief that the government is still the only actor capable of acting. The leading role, the way of operating or even the local government gestures must be clear and strong from its starting to its implementation.

The fact that some plans are not driven by reasons of necessity-opportunity, but only to an opportunistic criteria, motivates changes in the directions, the values and principles and even in the arrangements postulated by the local government that will, ultimately, cause a loss of credibility not only in the instrument itself but on the government action. This will be hard to overcome and will create distances with the citizenship. In other occasions, the difficulty of being able to properly combine the political with the techniques times has created changes in the dynamics of participation that have generated serious pitfalls in the legitimacy of the

plan. A planning process takes time and protocols that cannot be alien to the times and the political scenes. That is the reason why since its inception and throughout its development, the plan should address these issues to give the best solution at all times.

Political will and its purpose must be made with a tangible political communication, which at all times, must be consistent and sustained over time, as well as local government action should be visible through the provision of an appropriate and sufficient organizational structure. In this sense, and although in the cast of major strategic plans there are various models with different political dependencies, it is necessary to underline the importance of meeting the operational criteria and that, without losing the significance of the institutions, it is a structure for a plan, and not a plan for a structure. In many cases, the drafting process of a plan has been set up over-equipped troops that even though were punctually needed; their sustainability over time could be questioned

4º. - Differences and complementarities with the Physical Urban Planning

Since a few decades ago, the expansion of urban areas has led to a shift from the classical model of a compact city to built-up urban areas, often fragmented, giving rise to the "functional city."

And while there are various authors we could address to, in this occasion we are going to take a thesis supported by Daniel Innerarity, According to the author, the traditional city has given way to another model that is characterized by the specialization of its spaces depending on its use (residential, commercial, cultural, economic areas, etc.), and the kind of resident population (by ethnic origin or place of origin) (Innerarity, 2008).

The result of this reality described by Innerarity, presents a major challenge, which is to ensure the livability of cities through the creation of the physical meeting place for citizens; and for this, beyond the necessary town planning - understood as the physical dimension-, the strategic plans become even more necessary because they have the ability to identify the city's what from the city to which management plans have to determine the physical how. They are two instruments that, being different, must be closely coordinated and linked, and not being subjected to two distinct –and often isolated- areas of municipal management. The necessary coordination between the two management tools, that in a tone of speech would be understood as self-evident, does not occur commonly and generates planning circumstances of crashes and even a feeling of excessive planning which sharpens their differences (Garcia Vazquez, 2004; Garcia, 2007):

1 While an urban plan is a closed product in time and space, a strategic plan is a process in constant change that evolves according to circumstances.

2 The urban planning is a process marked by the law, with systems and patterns of participation established by law. Strategic plans gain its value on consensus and in the fulfillment of commitments.

3 The urban plan is limited to the term and to the municipal administration. A regional strategic plan define strategies going beyond the non-territorial and municipal

impact on areas of intervention, lacking of power but, to the extent that the passive subject of its exercise is the city, they affect it and, therefore, influence it.

Taking into account these differences and the different areas of reality controlled by the urban plans, it is evident that in many cases projects listed in a strategic plan will met with the information gathered in the former, which have the disadvantages of being not easily modifiable in a short period of time, rising to situations where land can act negatively on the global-city model we pretend to achieve, limiting and even questioning both planning exercises, as has happened in several cities.

From this finding, we must speak of complementarity, of needs and appropriate coordination between both instruments, overcoming the difficulties of the title and the planners' profiles. After more than fifteen years of strategic planning in Spain, it can be said that there already are planning spaces in which urban development converges with the definition of development models that have a physical side and other that it is not, and that specific details such as the definition of public policies, the promotion of projects and institutional strengthening, for example.

Today we begin to treat the territories from parameters as the territorial governance, which is an expression of how the area is the footprint and the space which flows are generated, relationships and dynamics of governance. And today we begin to be aware of how an urban development plan can hardly respond to the new challenges in cities such as those derived from the society of knowledge, migration, social integration or cohesion, or the required relationships with other municipalities and other territorial levels.

And, if we start from this finding and the possibility to choose the time of these plans, the question is: do we have to start the strategic plan first? Do we do it simultaneously? How do we combine the times of a strategic plan with the rules of a pattern of urban development plan?

5. Basic Dimensions to Analyze the Urban Strategic Planning Impact

Until now, most of the existing literature on strategic planning is characterized by being at the methodological level, that is, it provides those basic components that characterize a Strategic Plan and propose the most suitable methods and techniques for development, although some of them contain some reflections on the political and social context that may help substantiate the usefulness of this instrument (García, 2007; Pascual, 1999; Fernández, 2000).

However, in the moment in which we find the strategic planning, it is necessary to begin proposing studies that identify the basic characteristics of these instruments, which can help to improve urban strategic plans, as is well known that not all plans are implemented, and they are left therefore in a joint effort of the participatory definition of it. Therefore, we are talking about moving forward the proposal for a series of analytical dimensions to provide a less technology vision of strategic plans that help us to identify aspects or characteristics of

those having to do with Strategic Plans efficiency, which undoubtedly has to do with its implementation, and not remain merely a collective effort embodied in a document

The dimensions proposed for this kind of analysis are:

a) **Intrainstitutional Position:** Importance occupied by the strategic plan in the promoter's institution. Evaluation of the institutional involvement and its responsibilities in the execution of the Strategic Plan.

b) **Structure of participation in the implementation:** Determination of participation tools used by the Strategic Plan. It is important to address the level at which participation is inserted, especially if it is inserted only at the level of information or decision making. And in the same configuration, whether it is open or is based on criteria of representativeness.

c) **Content production instruments:** identification of the techniques used in the plan to produce the needed knowledge to structure the proposal in each stage of the plan.

d) **Territorial scope:** identification of the territorial level affecting the Plan and its spatial scope.

e) **Thematic structure of the Strategic Plan:** It's something fundamental identifying whether our proposed projects and actuations coincide with the diagnosis and the objectives proposed in the Plan. Therefore, it is necessary to establish the topics developed in the plan and how they are treated (economic, social and human capital; economic, cultural and social development).

f) **Types of projects:** determining the weight of the different action Project planned: infrastructure, equipment, innovation and knowledge.

g) **Continuity of the Strategic Plan:** What about the post-elaboration? We need to see the presence that Strategic Plan has on the projects that are really being driven in the area. And special attention to the shaping of the organizational and participative structure of the plan for its implementation.

h) **Evaluation of the Strategic Plan:** Identifying the Evaluation System of the Strategic Plan.

i) **Impact on the relationship management:** It is necessary to pay attention to the impact that the Strategic Plan has had on the implementation of the relational culture of project management in the territory. The issue is whether the Plan has become an instrument for promoting public-private networks as a mechanism for designing and implementing public policies

6. Conclusions

Taking into account all these contributions we have previously treated, we become aware of the importance acquired by the new instruments of urban planning based on the concept of local governance. However, to go into depth and provide greater efficiency in governance at the local management level, we need to produce a breakthrough in two respects: the first one, having to do with the realization of analysis works that, from the basic dimensions established, we can obtain researches related to the processes of these strategic plan urban elaboration, but also, and at the same time, to go in depth in those aspects that guarantee and make it possible to ensure that the Strategic Plan is executed to achieve the goals expected.

The second one has to do with the need for these new governance tools to interact with the traditional General Urban Development Plans, which are normative and compulsory to the

cities. Perhaps this, at least concerning the European cases, is the one providing greater assurance that they actually implement the strategic plans, if they go hand in hand and concerted with management plans and the physical space of cities

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