Collaborative Methodology to personalize the Urban Strategic Plan for each Pilot City

WP5 - Deliverable 5.1.1

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Waste | Resources | Innovation

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Abstract	The present deliverable – D.5.1.1. "Collaborative Methodology to personalize the Urban Strategic Plan for each Pilot City" - is realized within the Task T.5.1 "Collaborative Methodology Building for Strategic Action Plan Implementation and Evaluation". This deliverable presents a collaborative methodology to be implemented in the Physical Agoras (Face to Face Agoras) to consolidate the Local Strategic Action Plan (LSAP) and to set up the evaluation matrix for the implementation of the selected LSAP actions.
Keywords	Collaboration, strategy development, Participation, stakeholder engagement
License	

Contents

1. Context

1.1. UrbanWINS project

UrbanWINS ("Urban metabolism accounts for building Waste Management Innovative Networks and Strategies") (project no. 690047) aims to develop and test methods for designing and implementing innovative and sustainable strategic plans for waste prevention and management in various urban contexts based on innovative, inter-disciplinary and participatory approaches. These will enhance urban environmental resilience and will guarantee progress towards more sustainable production and consumption patterns together with improvements in the recovery of waste and the use of recovered materials. Specifically, the development of strategic plans will be built on the basis of improved knowledge of the factors that influence the metabolism of cities and of a deep understanding of how those factors can be transformed in positive drivers of technological, non-technological and governance changes. The methods mentioned will be extensively tested in 8 EU pilot cities: Cremona, Torino and two cities part of the Metropolitan City of Rome (Italy), Leiria (Portugal), Bucharest (Romania), and Manresa & Sabadell (Spain).

In the project, 27 partners from 6 different countries are involved (local authorities, research bodies & universities, companies, NGOs), under the coordination of Comune di Cremona (Italy). UrbanWINS is a 36-month project and has a total budget of approx. 5 million EUR.

1.2. Project work package context

The current deliverable (D.5.1.1) represents a component of WP5 – "Participatory testing of Local Strategic Action Plans in eight pilot cities" that focuses on the adaptation of the strategic planning framework, into a specific Strategic Action Plan for each city. The implementation of each plan is made simultaneously by a long-term feasibility assessment and by a range of short-term testing activities (considering the different starting point of each city).

The **specific objectives** of WP5 include:

→ Develop a collaborative methodology to develop and evaluate the Pilot Actions part of the Local Strategic Action Plans (LSAP) (type of activity and timing);
→ Joint build-up of 8 LSAP (one per city), taking into account the urban metabolism model and following a participatory approach;
→ Implementation/testing short-period actions for each LSAP;
→ Develop a Roadmap for medium-and-long-term actions for each city;
→ Promote urban stakeholders commitment to a common vision able to shape the urban development towards zero-waste-impact scenarios.

In order to reach these objectives (WP5), the initiatives identified within WP4 into the Strategic Planning Framework (SPF) will be included in a LSAP, from this and trough the participatory process will be selected and implemented three Pilot Actions. This could include initiatives in the context of waste prevention and management tools as well as land use and soil contamination and water-air-energy sustainability. In other terms, one of the main objectives of the WP5 is the in situ work that is to be done "hands on", in association with the 8 pilot cities, corresponding to the UrbanWINS Pilot Actions. UrbanWINS stakeholders' involvement happens via the Face to Face Agoras set up within WP3.

Stakeholders will be involved in the decision-making process in order to minimize and/or avoid conflicts and oppositions that may occur later on in case stakeholders were not involved. Moreover, the participatory approach aims to generate innovative actions and stimulate a more sustainable use of resources and behaviours.

WP5 will produce the following **deliverables**:

D.5.1.1 Collaborative Methodology to personalize the Urban Strategic Plan for each city (M16)

D.5.1.2. Eight evaluation Plans (one for each pilot city in its own language) (M28)

D.5.2.1 Eight Urban Strategic Plans at "ground level" (one for each pilot city in its own language) (M23)

D.5.4.1 One transnational report on pilot actions (in English) (M34)

D.5.4.2 Eight Roadmaps (one for each pilot city in its own language) (M34)

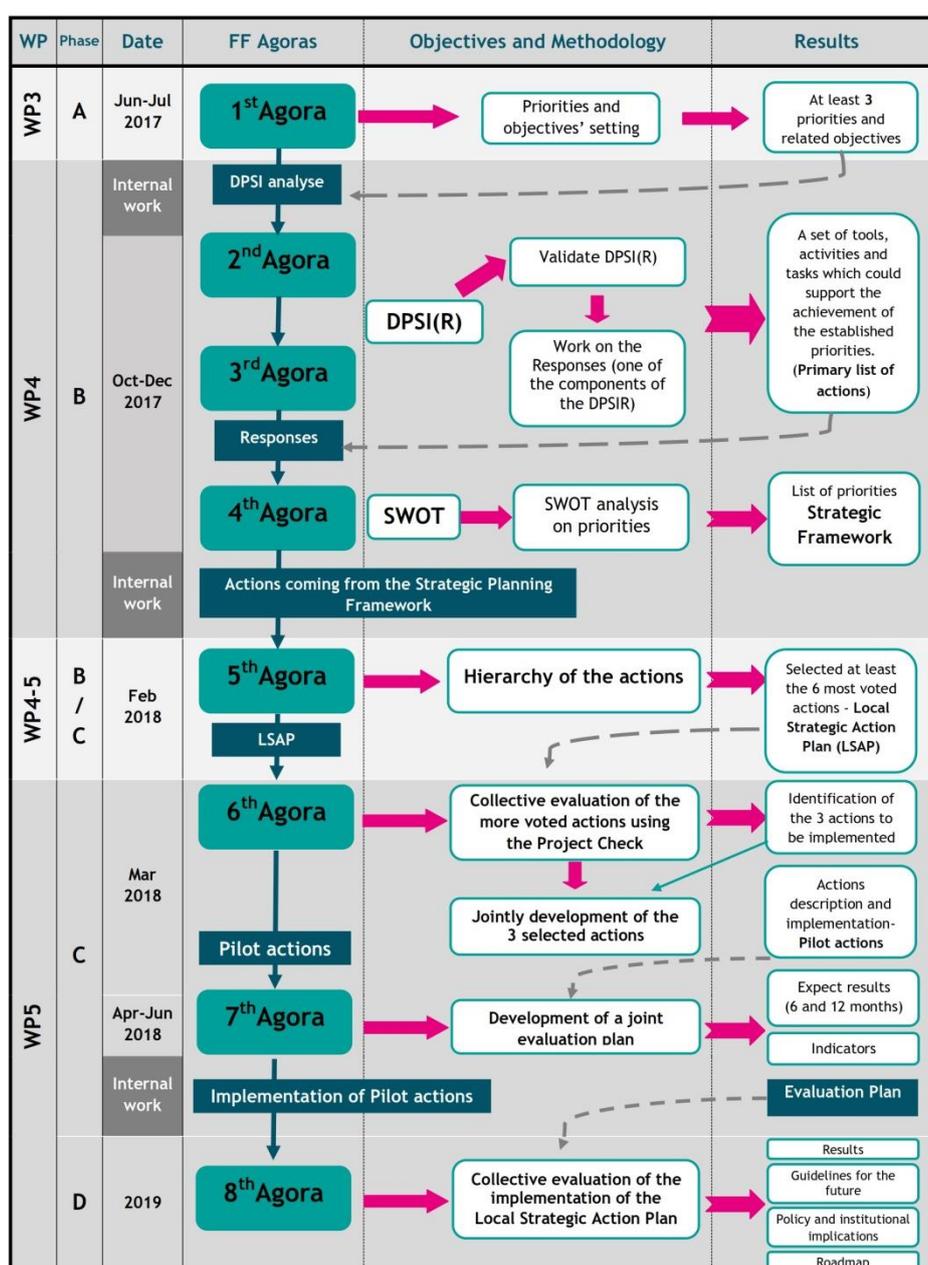D.5.4.3 EU Roadmap to recommendations (M34)

1.3. Objective of the deliverable D.5.1.1

The present deliverable is realized within the Task T.5.1 "Collaborative Methodology Building for Strategic Action Plan Implementation and Evaluation".

This deliverable reports the collaborative methodology aiming the development and evaluation of the LSAP - Pilot Actions, identifying also the Critical Factors for implementation. It also defines the implementation methodology of the LSAP - Pilot Actions and sets up the Evaluation Matrix.

Emerging from WP3, the different phases sequence are as follows:

WP	Phase	Date	FF Agoras	Objectives and Methodology	Results
WP3	A	Jun-Jul 2017	1st Agora	Priorities and objectives' setting	At least **3** priorities and related objectives
WP4	B	Oct-Dec 2017	Internal work — DPSI analyse		
			2nd Agora — DPSI(R)	Validate DPSI(R)	A set of tools, activities and tasks which could support the achievement of the established priorities. (**Primary list of actions**)
			3rd Agora — Responses	Work on the Responses (one of the components of the DPSIR)	
			4th Agora — SWOT	SWOT analysis on priorities	List of priorities **Strategic Framework**
			Internal work — Actions coming from the Strategic Planning Framework		
WP4-5	B / C	Feb 2018	5th Agora — LSAP	**Hierarchy of the actions**	Selected at least the 6 most voted actions - **Local Strategic Action Plan (LSAP)**
WP5	C	Mar 2018	6th Agora	Collective evaluation of the more voted actions using the Project Check	Identification of the 3 actions to be implemented
			— Pilot actions	Jointly development of the 3 selected actions	Actions description and implementation- **Pilot actions**
		Apr-Jun 2018	7th Agora	Development of a joint evaluation plan	Expect results (6 and 12 months) / Indicators
			Internal work — Implementation of Pilot actions		**Evaluation Plan**
	D	2019	8th Agora	Collective evaluation of the implementation of the Local Strategic Action Plan	Results / Guidelines for the future / Policy and institutional implications / Roadmap

This table reports the whole UrbanWINS participatory process phases divided as follows: 1) Phase A in WP3; 2) Phase B in WP4 and WP5 and 3) Phase C and D in WP5.

This document presents the methodology for the last part of the Phase B - Preparation of a proposal for Local Strategic Action Plan and for the implementation of the Phase C.

This methodology is built to enable cities to "jump" from the Strategic Planning Framework (SPF) to the LSAP – Pilot Actions and its implementation, monitoring and evaluation. The Strategic Planning Framework (i.e. Priorities – Objectives – Actions) will be adjusted and specified in more detail for each city in the Face to Face Agoras, directly engaging stakeholders. The engage of stakeholders in this phase will promote appropriation of the process and to create the necessary conditions for the development and implementation of a coherent set of actions by all (T5.2).

After the agreement on the LSAP, the implementation phase will be guided, monitored and evaluated collectively in the Face to Face Agoras. An evaluation plan will be developed in order to assess the actions in place. It will also help making evaluations and proposals about their improvement and transfer. The UMAn model and indicators (WP2) will be the main reference for the evaluation plan. The results of the evaluation will be used to feed in WP6.

In each city, the set of measures to be implemented and the elements to be monitored will be defined with all the stakeholders (Phase C). The evaluation of the implementation (Phase D) will be done through a collective evaluation of the success (Results/Outcomes/Development) of actions implementation, namely using criteria such as replicability, social and environmental sustainability, economic profitability and innovation, aiming to develop guidelines resulting from policy and institutional implications to take into account.

This deliverable specifically aims to set up the methodology for last part of Phase B – Identification of Specific Local Measures and Actions, and Phase C - Collective Validation of the Local Strategic Action Plan (LSAP).

2. Deliverable methodology

2.1. Theoretical approach

DELIBERATIVE FORUMS IN COLLABORATIVE GOVERNANCE

Waste management has to respond to an increasing amount of legal frameworks and waste prevention requiring greater mobilization and involvement of the society at large, as a way to assure long term sustainability, through an effective, active and responsible citizenship of all. Part of the environmental management experts gets frustrated with the results of the participatory processes considering it more a generator of societal conflicts, rather than seeing it as a contribution for the solution (Mourato, Vasconcelos and Farrall, 2015). Controversy in public decision making often results from: 1) the difficulty in timely integrating in the decision process the concerns and interests of those who would be directly affected by these decisions; 2) the public decision process does not comply to the direct involvement of the potentially affected populations – stakeholders involvement – since the early phases; 3) the resistance from the technicians who see this interference – public participation – as a challenge to their technical expertise, while politicians consider it a sharing of their invested power (since decision power, in these settings, has to be distributed among the parts involved in the decision making process). A handful of myths (something not real and not proved but that becomes truth to some of the parts in opposition and becomes part of the discourse of argumentation in favour of the ones position) also prevail in the political and/or technical arenas and make it difficult to integrate in the process the social decision component, restraining the possibilities to ameliorate the controversy. These failures contribute to feed the conflict and radicalize positions, making the implementation sometimes almost impossible.

What is a meaningful way of participation is still considered unresolved. Different scholars have different views. There is an implied assumption, among advocates of effective participation, that it increases the likelihood that public interest will be realized. Experts must have the power to propose decisions, but simultaneously have to integrate the desire and demands of citizens. Some kind of balance should be achieved. This is a problem of leadership, organization, alternatives, and systems of responsibility and confidence (Day, 1997).

The exercising of citizenship and the level of participation are strongly connected. However, the role played by participation and its contribution to the decision making process is unclear (Day, 1997). Pateman (1977, in Day, 1997) states that, because "'participation' has been used in a wide variety of different situations by different people", it has contributed to drain any meaningful content out of it (Day, 1997). Moreover, citizen participation is strongly connected to the philosophy of democracy and cannot be seen detached from it. If planning is considered a political activity then some form of citizen participation appears to be necessary in a democratic state (Daniels & Walker, 2001; Innes & Booher, 2004; Brody, 2003; Owen, 2005; Caser & Vasconcelos, 2013).

The claims to adopt the participatory posture – expanded involvement of the citizen - are justified by the need to involve the users in the decision making process to assure that the proposed policies respond more adequately to the needs, account for the different types of knowledge and assure an efficient and effective implementation. There is an implied assumption, among advocates of effective participation, that it increases the likelihood that public interest will be realized.

For the success of the participatory process several factors should be considered namely that participants – technicians, NGOs members, citizens - be informed and knowledgeable on the issue under discussion, they must be willing to be involved in the process since they will be investing considerable amount of time. Moreover, spaces should be made available for listening and valuing the diverse voices, with respect for the different views. Participants also should be motivated to work together, share ideas and perspectives and develop joint solutions. The process should be designed for the specific context where it will be implemented, respecting the key principles sensitive to relevant local institutions and governance arrangements; this depends on the context of each case (Caser, Vasconcelos and Ferro, 2017).

Successful Public Participation for waste prevention and management is crucial for long term sustainability, since the participatory process contributes to:

1. acquire and maintain a wider legitimacy;
2. facilitates a sound discussion;
3. balances different interests bringing into the table a more substantiated agenda;
4. promote leadership and assume the responsibility of decisions.

To build a successful participation process a lot has to be put into the planning phase and it has to be closely linked to promote and supply the needed information to stakeholders

and build an effective relationship with them (Vasconcelos et al., 2015a; Vasconcelos et al., 2015b; Vasconcelos et al., 2015c; Caser & Vasconcelos, 2017). For this five aspects should be taken into consideration: 1) the structuring and phasing of participation; 2) the identification and selection of stakeholders; 3) the level of public participation; 4) the integration of the participatory process and the decision making process; 5) the matching of the tools and objectives along the process.

2.2. Methodology to craft the Local Strategic Action Plan for each city

The structuring of the LSAP – Pilot Actions definition, implementation (Part A) and the Evaluation Plan (Part B) will be done in two to four sessions of the Face to Face Agoras. The sessions will define the actions to be implemented, and will work on how to implement them and how to evaluate their success (Results/Outcomes/Development). The procedure for engagement in the participatory process is explained in WP3, specific Toolkits for each Face to Face Agora will be developed before each meeting to be adequately adjusted to the requirements of the participatory process.

The toolkit is a support document that contains directions concerning the event promotion, venue choice and organization, room disposal and equipment needed, as well as a complete list of material and a script to follow in the day of the event. These documents will be available at least one month before each Face to Face Agora.

WP5 Face to Face Agoras will occur in two different periods:

- Part A, from February to April 2018 (between 2 to 3 sessions)
- Part B, from April to June 2018 (between 1 to 2 sessions)
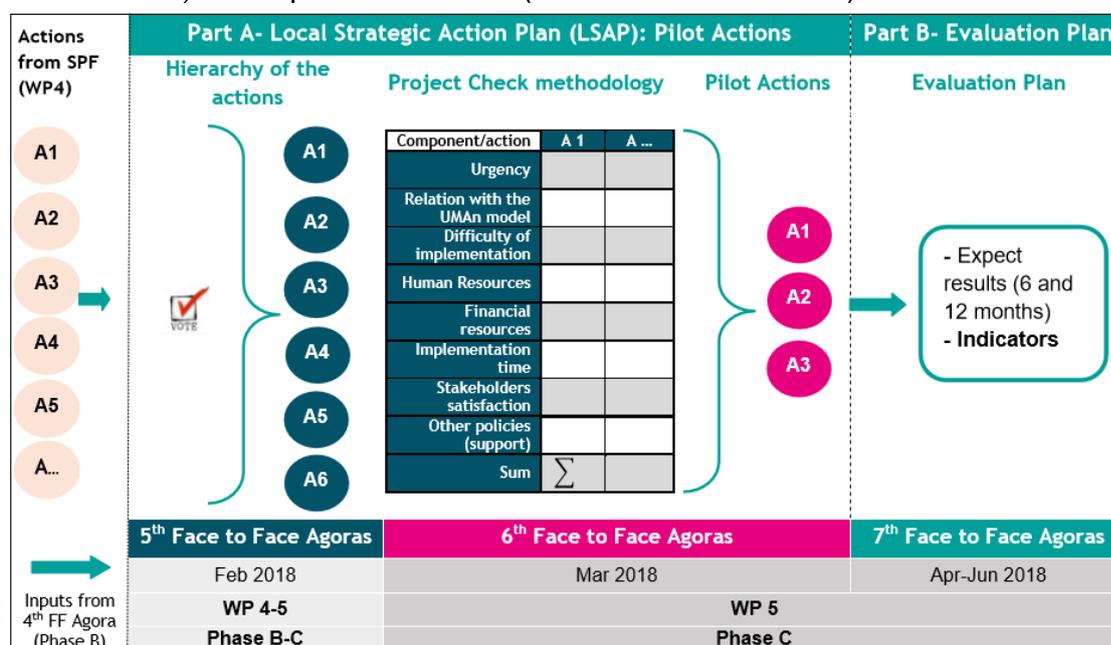
Part A - Local Strategic Action Plan (LSAP): Pilot Actions

1) Hierarchy of the actions – discussion and selection over the actions for the LSAP

Hierarchize the actions coming from the previous step - Strategic Planning Framework (SPF)(WP4)**.**

QUESTION: Which one of these actions do you consider more important/urgent to be implemented?

a) Buffer activity: At registration, each participant is given post-its to comment briefly on these actions (Table 1). The poster can be placed on a scoreboard or a wall, so that each participant can comment on them using the post-its (Table 1).

WHY? This activity allows to collect straight-forward information, and encourages early comers to actively engage in the design process, while participants are still arriving, avoiding "dead times".

b) After the buffer activity, where participants only had access to the actions title and synthesis, the community activator introduces the session.

Introduction of the objectives of the gathering, guiding participants through an overview of the agenda.

WHY? This is crucial to set the participants on the right track since the very beginning of the session to assure that all will pursue in the same direction and achieve the session objectives.

Present clearly and in detail all the actions to be worked/develop further. In groups participants will complete the table 1.

At the end, and after plenary debate on all the actions, each participant is given 3 or 5 points to vote (depending on the number of actions) in the list of actions on a poster (table 1).

The votes will be counted and at least the 6 most voted actions will be selected (or more, depending on the dynamics of the session, attendance and the balance/clustering of the votes).

Table 1- Hierarchy of the actions				
Actions	**Strengths (+)**	**Weaknesses (-)**	**Aspects to take into account**	**Votes**
Action A *(Action name)*	Individually register on the post-its some positive points (one per point per post-it). Note that it is not mandatory to put these post-its in all the actions or even in those that the participant voted.	Individually register in the post-its some negative points (one per point per post-it). Note that it is not mandatory to put these post-its in all the actions or even in those that the participant voted.	Individually register in the post-its some aspects to take into account (one per point per post-it). Note that it is not mandatory to put these post-its in all the actions or even in those that the participant voted.	Individually vote on the actions - Participants can put all the votes in one action or distribute them through the different ones. *(end of the session)*
Action B				
….				

2) Collective evaluation of the more voted actions using the Project Check methodology

Groups of 4 to 5 members work jointly on the actions selected. This activity allows the group (4/5) to discuss the various points of view of the members on the evaluation of the selected actions, while listening to each other perspectives and explaining their own. During this process the participants may (or may not) change their views or adjust them within a learning process. A collective evaluation reflecting the view of the group will come out of this, and hopefully it is expected to be a more sound evaluation since it merges a range of opinions.

WHY? While going through this learning process participants develop common understanding and get appropriated of the process.

In order to select the actions to be implemented, the Project check methodology supports it:

This methodology aims to compare in a semi-qualitative way projects/actions/goals. In this case, the methodology supports the participants in the evaluation of the different actions allowing the comparison among different actions based in a semi-qualitative technique of attribution of points given to each component (key aspects of the action) by the group members. These components may include: 1) urgency of implementing the action; 2) importance of the action; 3) more or less difficulty of implementing the action (e.g., human or financial resources) (Table 2).

Table 2- Attribution of Points for each component

Component/Points	3	2	1
Urgency	Very urgent	Urgent	Not urgent
Relation with the UMAn model results	High	Medium/small	None
Difficulty of implementation	Easy	Medium	Hard
Human Resources	Low	Some	Many
Financial resources	Low	Some	Many
Implementation time	Less than 1	1 year	More than 1
Stakeholders satisfaction	Total support	Middle	No support
Other policies (support)	More than 1	1 policy	None

WHY? The Project Check methodology is vital to allow for the comparison of different actions in a more systematic way, able to generate values attributed by the participants that can be compared across the actions.

HOW: After the groups discuss the various points of view related to the evaluation of the selected actions, they give, based on the criteria in table Y, score of 1, 2 or 3 to the different components on table 3. The score of the action is obtained by the sum of the points attributed to the various components. In this way it is easier to compare the actions according to the key components proposed. The higher the score awarded, the better the chance of implementing the action.

Note: Take into account the implementation time (<1 year) and the resources (resources allocated to the project). These are needed requirements to pursue, it works as a veto.

Table 3-Sum up of the values attributed

Component/action	Action A	Action B	Action C	Action D	Action E	Action F
Urgency						
Relation with the UMAn model results						
Difficulty of implementation						
Human Resources						
Financial resources						
Implementation time						
Stakeholders satisfaction						
Other policies (support)						
Sum	$\sum$					

Note: This sum considers all categories with the same weight, however this table is merely an example of the process. Eventually the categories may differ in weights depending on the importance they represent for the process. The definition of this weighting will be carried out in the course of the process with the support of the stakeholders and technicians.

3) Identification of the 3 actions to be implemented

At the end, each group presents in a plenary session the results of the evaluation of the actions to the other participants.

As a result of this session, we have the 3 actions with the highest scores from the LSAP representing the City Pilot Actions. The final score for each action results from adding the scores of the several groups for that action.

4) Joint development of the 3 selected actions - including information crucial for implementing it

Participants, after an initial discussion, work in the 3 actions to be implemented specifying further a set of relevant components to be taken into account.

WHY? After the collective evaluation participants are encouraged to work and articulate the actions selected to prepare the draft for the Joint LSAP. This phase is relevant to have the participants preparing an initial draft of the Joint LSAP. It implies the co-construction of a plan of action, something key to further promote the participant's commitment to the process.

After each group work on the 3 actions, the tables are organized by action and each participant can select the action he/she wants to work on (there are places in each table until it is filled in).

In the new table, the participants fill in forms previously prepared by the team per action (Table 4). These respond to one action per group (4/5 participants), with the components identified in the previous phase (depending on the number there is a possibility that two groups work on the same actions.

WHY? This allows participants to carry further the work on the LSAP, developing more deeply the actions selected to prepare the LSAP – Pilot Actions. This phase operates as the consolidation of the LSAP. It implies the stabilization of the LSAP and further consolidation of the commitment of the members of the group. The final result of this step will be a guide to implement de LSAP – Pilot Actions.

Table 4-Action description and implementation

Action n°...	
Title (sound attractive**)**	
Description	
What is need to accomplish	
How to do (how to implement-phases)?	
Who should be involved – roles and responsibilities	
Resources needed	
Critical factors to take into account	

Part B- Evaluation Plan

1) Evaluation Plan – Matrix – Development of a joint evaluation plan

Participants will identify and select evaluation/positive and negative impact indicators to monitoring and evaluate the evolution of the implementation of the LSAP-Pilot Actions to assure its implementation within one year. Therefore these indicators will consider a time frame including what is to be accomplished in 6 months and in 1 year. Finally they have to carry out a simplified risk analysis of the actions (to be defined).

WHY? This Plan is the guarantee of the accomplishment of the actions within one year in an adequate form, allowing the participants to assure the follow up of the process. It also further makes the ones involved responsible for the implementation of the actions.

Each group is responsible to set up the evaluation plan for the action that is being worked. For that the group will first identify the expected results on the time frame for the action implemented (Table 5). Secondly, it identifies the key indicators (Table 6). And thirdly, it describes the indicators that will be used to measure these actions (Table 7).

Table 5- Expected results the implementation of the action

Time frame/expected result	Action X
6 months	
12 months	

Table 6- Key indicators for the action x

Action X	Indicator 1	Indicator 2	Indicator ...
6 months			
12 months			

Table 7- Description of indicator X

Indicator X (Name of the indicator)	
Description	A short description of the indicator
Objective	Objective
Method of calculation	How will we measure?
Elementary Variables	Which variables to take into consideration
Information sources	Where are we go get the information and how we going to collect it?
Unity	Unit system in which the indicator is to be measured
Comments	

In sum, participants will be encouraged to evaluate the success of action implementation namely using criteria such as replicability, social and environmental sustainability, economic profitability and innovation.

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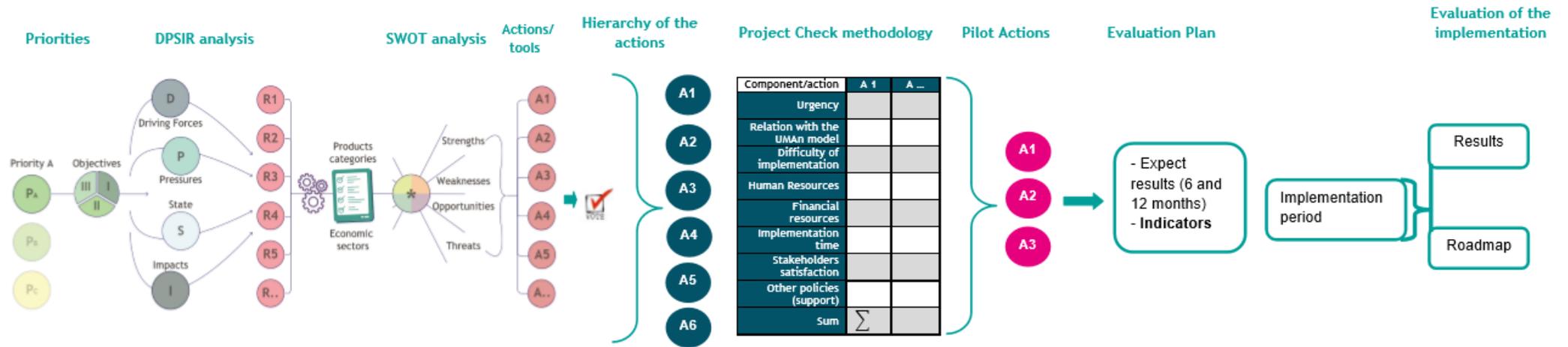
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Annex I: UrbanWINS - Participatory Process

| Priorities | DPSIR analysis | SWOT analysis | Actions/tools | Hierarchy of the actions | Project Check methodology | Pilot Actions | Evaluation Plan | | Evaluation of the implementation |

1st Face to Face Agoras		2nd - 3rd Face to Face Agoras	4th Face to Face Agoras	5th Face to Face Agoras	6th Face to Face Agoras	7th Face to Face Agoras		8th Face to Face Agoras
Jun-Jul 2017	Internal work	Oct-Nov 2017	Dec2017	Feb 2018	Mar 2018	Apr-Jun 2018	Internal Work	2019
WP 3		WP 4		WP 4-5		WP 5		
Phase A		Phase B		Phase B-C		Phase C		Phase D