ETORKIZUNA
ERAIKIZ
think tank

NEW POLITICAL CULTURE

REPORT OF THE 19th MEETING

25/05/2022

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FORUM FOR DELIBERATION ON THE NEW POLITICAL CULTURE

25 May, 2022, 5:00 – 7:00 pm

1. Programme

Theme	Person responsible
Welcome	Eider Mendoza. **Provincial Government of Gipuzkoa**
Presentation of development agencies	Itziar Salaberria. **UGGASA, Urola Garaia Associated Municipalities**
Results of mapping	Naiara Goia. **Arantzazu Social Innovation Laboratory**
Group dynamic	Miren Larrea. **Orkestra - Basque Competitiveness Institute**
End of session	Eider Mendoza. **Provincial Government of Gipuzkoa**

2. List of participants

1. Eider Mendoza. **Provincial Government of Gipuzkoa**
2. Xabier Barandiaran. **Provincial Government of Gipuzkoa**
3. Ander Arzelus. **Provincial Government of Gipuzkoa**
4. Sebastián Zurutuza. **Provincial Government of Gipuzkoa**
5. Ion Muñoa. **Provincial Government of Gipuzkoa**
6. Itziar Eizagirre. **Provincial Government of Gipuzkoa**
7. Julen Cocho**. Provincial Government of Gipuzkoa**
8. Fernando Tapia. **University of the Basque Country (UPV/EHU)**
9. Mikel Irizar. **Eusko Ikaskuntza**
10. Asier Lakidain. **Sinnergiak**
11. Naiara Goia. **Arantzazu Social Innovation Laboratory**
12. Itziar Salaberria. **UGGASA, Urola Garaia Associated Municipalities**
13. Miren Larrea. **Orkestra - Basque Competitiveness Institute**
14. Eva Sánchez. **Orkestra - Basque Competitiveness Institute**
15. Mikel Gaztañaga. **Orkestra - Basque Competitiveness Institute**

3. Welcome

The Deputy (Provincial Minister) of Governance opened the session. *'Good afternoon, everyone. As always, thank you for attending and taking part in the session. As you may remember, we did not have a session in April. The last session was in March. In today's session we will discuss several topics. Before I begin, however, I would like to make a preliminary observation. We are talking about multilevel governance. That is to say, the governance that includes the Provincial Government of Gipuzkoa, the associations of municipalities and the municipal councils. Collaborative governance influences multilevel governance. It is important to understand what this collaboration means. In this regard, we have a new participant in today's think tank, someone who is both an expert and has great experience. So, first of all, welcome to the think tank. Your experience will undoubtedly be very enriching for the group.*

'Today's session configuration will be as follows (Appendices a; Slide 3). *So, we will be dealing with quite a few topics in today's session. Before handing the floor to the Orkestra Facilitator, I would like to comment on one thing. In the think tank we want to promote the systemic vision. In other words, a connection and a systemic vision that encompasses different think tanks. In one of the other think tanks, the think tank on care, it was proposed to have a code of good governance. At the same time several concerns were raised: the use of the knowledge co-generated in the think tank, the responsibilities of the participants, etc. The code was proposed as a way of ensuring that all participants would feel comfortable and no on would have these concerns. This topic will be discussed in more detail at the next session, but it seemed appropriate to mention it at today's session. We have also been asked for Etorkizuna Eraikiz criteria on collaborative governance, and this is related to the systemic vision I was talking about before. So, the aim is to identify some general criteria for Etorkizuna Eraikiz's collaborative governance. I will now hand over to DFG3, to speak further on this topic.'*

DFG3 took the floor. *'Good afternoon, everyone. I would like to elaborate a little on what the Deputy of Governance has mentioned, for the sake of clarity. It is true that in*

Etorkizuna Eraikiz we have a somewhat complicated arrangement. There are different levels and spaces of governance in Etorkizuna Eraikiz. Lots of spaces. And it is important to have a systemic view of all of them, which is quite difficult, as each of them has its own type of governance. There are numerous models of governance. As a result, Etorkizuna Eraikiz is becoming increasingly complex. What we imagined in the initial model has become more complex. We speak of Meta-governance. There has to be coordination, and there are groups that are engaged in this coordination work. There is also an advisory committee and, in addition, there is another small space: the collaborative governance laboratory, which brings together several representatives from the management team, as well as some Orkestra researchers and facilitators. One represents Orkestra, while the other attends the meetings as a member of the ecosystem. The Director of the Arantzazu Laboratory also participates in this group. We are defining the role of this governance laboratory as we move through the process. How are the systemic vision and collaborative governance being developed within Etorkizuna Eraikiz? How does that play out in the whole system? We want to understand and analyse that aspect. It is about identifying weaknesses and strengths, and in this group we have realised that the think tank plays an important role. That's more or less all I wanted to say. I will now hand over to the Deputy for Governance. Thank you.'

The Deputy for Governance then took the floor. *'What I wanted to mention is that what we do in this think tank is valid for the entire Provincial Government. DFG3 talked about the importance of the think tank. And that's true. In this group, the definition of collaborative governance has been specified, and a series of criteria, etc. have been established. Although these aspects have been developed in this group, they are being extended to the entire Provincial Government. I would like to make one last comment. In the March session we explained the work that Nerea Urkola and I are carrying out. We said that a solution had been found to a complex problem historically faced by the Provincial Government. This group gave its feedback on our presentation. Several items were identified. We believed that the problem was solved. However, this group mentioned the possibility of problems in the way such a solution was rolled out. We have taken your input into account. For this reason, we believe that the figure of the facilitators is very important. The Orkestra Facilitator will provide them with training.*

We want to develop the figure of the actor/facilitator, and try to tackle the difficulties. What I mean is that your contributions are important and we listen to them carefully. I will now hand over to the Orkestra Facilitator.'

The Orkestra Facilitator then took the floor. *'Those of you who have been here since the beginning of the process will remember that at the beginning, we used to set homework. From now on we will start with our homework. Don't worry, it won't take you long. We would like you to come to the session with some work prepared in advance. At the end of the session we will explain what the homework will consist of. We'd also like to remind you that during the session we gather up your evaluations, which are later discussed in the coordination meeting, and we make some changes from one session to the next. A number of issues came up in the last evaluation: the use of Basque in the think tank, the absence of some people lately, etc. It has often been said that the natural language of the group is Basque and that this has to be ensured. For example, if we have an external expert who does not speak Basque, we have a translation service. It was also mentioned that few people have been coming lately, so at the coordination meeting we decided that*

we should mobilise our network before the meetings, to encourage people to start coming to the sessions. This concern was shared by several of you in your evaluations. Today, for example, there aren't many people missing. Three people are missing. That is a normal amount. But it's true that there were concerns about this.

'For our part, we will try to provide answers to the concerns that come up in the evaluations. There is another concern that has arisen in recent evaluations, which is the need to place more stress on reflection. This think tank was designed to reflect on the new political culture and collaborative governance, and to take action, and there are different ways of approaching these concepts. Some of them are more theoretical and others, on the other hand, closer to practice. As we like to say, with people who have expertise and experience. However, it is true that lately we have been working mostly with experienced people. So, there are those who think we are neglecting reflection and are worried about it. They think we should place a greater stress on reflection. Over the last year we have reflected on conceptualisation, but right now we are immersed in action. I wanted to put on record the concerns that have been expressed in this regard, so I think the group could use a session with an expert and develop some concepts or frameworks, for example. If anyone knows anyone who can help us develop this more theoretical reflection, we would be grateful if you could send us a proposal. I think it would be positive for our sessions to use the figure of the expert again.'

DFG5 took the floor. *'I would like to say something about that, since I was the person who brought that subject up in the evaluation. I'd like to state my point of view. In the last session I had the feeling that I was giving an opinion on a subject of which I have no knowledge. I lacked the knowledge to give an opinion on the topics that had been included in the agenda. They were more related to people management, and I don't have much to say about the subject, or, at least, not much of any use. What contribution can we make? We were giving opinions. But did we make any contribution? That was my doubt. It is true that the session didn't go badly, but it seemed to me that I was reflecting and giving my opinion on a subject that was outside my area of expertise. That was the feeling I came away with. And that's all I wanted to say.'*

The Orkestra Facilitator then took the floor. *'I've given it some thought* too *and it is an issue we need to discuss in depth. This group made a decision at the beginning of the process, which was that everyone should drive the transformation in their own organisation. We are part of an ecosystem, and each of us has our own area, organisation or team. Some at the Provincial Government, others, in research centres or universities. Everyone knows his or her own context. At the beginning of the process, we decided to encourage transformation in each of these institutions. But at a particular point in the process, that changed. Now we all have two shared projects: the transformation of the Provincial Government and the mapping of the territory. The responsibility falls on two people, and we, as a group, follow up on those two projects. Then, we, also as a group, want to promote a series of transformations, like the ecosystem. All of those elements are related.'*

DFG5 took the floor. *'The idea I want to emphasise is that not everyone knows everything. That is not possible. So, if I don't know, or don't know much about a subject, I won't be able to say anything of interest. I know I am stating the obvious, but it struck me that the content of the last session was a long way outside our area of knowledge. Rather than here, this subject should be discussed in other areas. That was all I wanted to say.'*

The Deputy for Governance then took the floor. *'There's something I'd like to comment on. The process we have developed might seem simple, but it is tremendously complex. The Provincial Government has had a historical problem and the tension between the two departments has been a tremendous problem in the Provincial Government. And, in one way or another, we have managed to solve that problem. Collaborative governance has held sway. They didn't work together before, and there has been a change there.'*

DFG7 took the floor. *'Hello,, everyone. I'd like to make a comment. From a multilevel point of view, this organisation has a wealth of experience. From that perspective, we have developed different aspects such as climate, energy, etc. Collaborative governance structures and processes are also in place. I'd like to highlight the wealth of experience that exists in the Provincial Government.'*

The Orkestra Facilitator then took the floor. *'Beyond reflection, the think tank is also committed to action — action viewed as a laboratory. We want to generate knowledge and influence, combining action and reflection. But what actions did we want to carry out? Essentially there were two, one oriented towards internal transformation, the transformation of the Provincial Government; and another, focused on the territory. But it is also true that there are other experiences and that is why we have invited a new participant to join us today. We believe that learning about other experiences is very positive. I will now hand over to the Director of UGGASA, who will give us a presentation on development agencies.'*

4. Presentation on development agencies

The Director of UGGASA took the floor. *'Good afternoon, everyone. Thank you for inviting us to participate in this discussion group. The presentation I am going to make is very schematic, and will just touch on a range of different contents. I am going to give a presentation on development agencies, with a PowerPoint presentation to give you a better understanding of the subject. The first thing I should say is that I come from UGGASA. UGGASA is the Socioeconomic Development Agency created in 1994 by the Urola Garaia Association of Municipalities. Some development agencies in Gipuzkoa were created by the municipalities and others are public sector entities. The mission of the development agencies is to contribute to the socioeconomic development of the municipalities and* comarcas[1]*, through a strategy aimed at achieving a differential competitive positioning, identifying strategic lines and projects that contribute to the generation of added value and promoting the co-responsibility of all the socioeconomic agents involved. The areas of intervention are: entrepreneurship, tourism, sustainability, employment promotion, etc. The development agencies were set up as part of a strategic territorial plan and from the outset one of our objectives has been to promote socioeconomic development. However, the idea was that this objective would be promoted in collaboration with the different agents operating in the territory; in other*

[1] Comarca: An infra-provincial, supra-municipal administrative division.

words, to seek common objectives with the different stakeholders in the territory and work around those objectives.

'Development agencies have different sources of funding. There is private financing and public financing. Within public financing there are several different sources. Forty-five percent of the funding comes from the municipal councils, whereas the Provincial Government only finances 15 percent, despite a widespread belief that it provides a much larger contribution. For its part, the Basque Government finances 20%. And finally the European Union provides 10%. So, there are different sources of funding.

'In the Basque Country level there are 35 development agencies, 11 of which are in Gipuzkoa. You can see them in the presentation (Appendices a; Slide 11). Among these development agencies there is great deal of cohesion and we have close relationships. These relationships have become deeper and more cohesive since 2015, thanks mainly to the Laboratory of the Provincial Government of Gipuzkoa. Although each comarca *has its own development agency, from the outset we wanted to differentiate between the development agency and the* comarca*. Indeed, there are many players in the* comarcas *who are not agencies. So, there is no overlap between agencies and comarcas, and this is something we wanted to make clear from the beginning. We are different actors and each has its own responsibilities.*

'Each comarca *has its own peculiarities, so the strategies, strengths or weaknesses of each development agency are different. On the other hand, it has always been said that one of the strengths of Gipuzkoa is its territorial balance, and so the territorial and regional policies and resources must reach all the* comarcas*. In 2021 an agreement was signed with the Provincial Government of Gipuzkoa whereby the role of the development agencies should be, among others, to establish the tools and strategies of the municipal councils and the actions aimed at the socioeconomic development of the* comarcas *and municipalities. The agencies also facilitate territorial relations. You can see this better the presentation (Appendices a; Slide 13). That is the role we have always fulfilled. However, the name for this role comes from the Orkestra researchers. On the other hand, development agencies do not have any hierarchy with respect to the other actors, and*

we work with many of them. We develop social capital, different networks and synergies. We work with different actors and agents from the territory and we try to promote spaces and relationships of trust, since it is very important to establish relationships of trust in those areas and spaces where there is no hierarchy. And it takes years of work to achieve that. That means enhancing active listening, transparency, etc.

'We work with different actors and agents in the territory. We mobilise and energise different forces and interests in the territory. We want to generate collective knowledge. We want to promote and develop the capabilities of our environment, for which we seek collaboration with different agents. The search for consensus is essential, whether at a political or a technical level, because we have to take into account that there are different political parties and we need to work with them. So we try to implement projects born out of consensus. Maintaining that overview is essential.

'Development agencies emerged in the 1980s. As for the nature of their governing boards, they were based on collaboration between the municipal councils and, in some cases, the political parties represented on them. From 2000 on, there were a number of changes. In line with the commitment to endogenous development, development agencies began to take the step that would enable them to move from being mere service providers to becoming network promoters. The development policies of the municipal councils and the agencies began to be developed with companies and other comarca-*based agents. Another important date was 2013. That year the development agencies received an invitation from the Provincial Government of Gipuzkoa to share and cooperatively develop the territorial development strategy within the Gipuzkoa Sarean programme. That was when the Inter-regional Panel was created. Another important milestone came in 2017. The consensus reached was set out in an agreement signed by the Deputy General and the chairs of all the development agencies, institutionalising governance. Gipuzkoa Sarean was integrated into Etorkizuna Eraikiz, under the name of LGLab. There was a recognition of each other's role, and the agreement was ratified in 2021. In some areas, advanced experiences of collaborative governance have been developed, while in others it has not been possible to make progress. Significant steps*

have been taken towards internalisation of the model by the agencies. And that, in a nutshell, is what I wanted to say. Thank you.'

5. Results of mapping

The Director of the of Arantzazu Social Innovation Laboratory took the floor. *'Good afternoon, everyone. We are a little short on time, so I will make my presentation as brief as possible. The first thing I wanted to say is that it was the process itself that brought us to this session. As you may recall, in January we presented the mapping action. So, the aim of today's session is to present, reflect and discuss the overall status of the mapping process. The aim of the mapping process was to draw up a map of institutions and initiatives promoting collaborative governance in Gipuzkoa, in order to gain a deeper understanding of their trajectory and activity and to lay the foundations for creating a network that would encompass all of them. The specific objectives of the mapping process were: to analyse the situation and make an initial diagnosis of the current model of governance in the territory; to identify challenges and opportunities for deployment of the collaborative governance model in the territory; to activate new dynamics for consolidating collaborative governance according to the needs and priorities identified in the diagnosis, etc. And those are not the only objectives. You can see them in the presentation (Appendices a; Slide 16).*

'We have made a first round of analyses for which we set ourselves a number of objectives. We are on schedule and we now have some interim results. We started with a few municipal councils, and we have been rolling the interviews out to an increasing number. We have also met with the development agencies and have drawn up the governance diagnosis. So, we have completed the first stage. What happens from now on? As for the next steps, we have sent some of the municipal councils a survey form and we plan to hold two meetings with the Governance Department in July and to conduct various discussion tasks with them. As I mentioned, we have worked with both large and small municipal councils. We will see later how this work can be further developed. At the same time, our aim is to identify a digital tool for monitoring, visualisation and

dynamisation of the ecosystem, and for strengthening and galvanising the Provincial Government's network in the territory.

'I know I'm going a little fast, but we're on a tight schedule. You have more details in the presentation, so I will give a very brief explanation, without going into too much detail. I will now present the conclusions of the mapping exercise. First of all, it has to be said that there are different political families and this leads to different interpretations or ways of understanding things. That is one of the clear conclusions we can draw. Not everyone views things in the same way. In this regard, there is also a difference at a conceptual level: participation, 'auzolan' etc. On the other hand, the need for a new political culture has also been clearly stated, and we have also drawn further conclusions. I should also say that certain contradictions have arisen throughout the process. For example, it has often been said that there needs to be more participation. It's easy to say, but we don't talk so much about responsibilities. So, you could say that there are some contradictions.

'All the municipal councils have told us they want to encourage citizen participation. Many have told us that they need new formulas, and that is an idea that has come up on numerous occasions. They tell us that there is widespread distrust of politicians and that they don't know how to encourage participation and interest in politics. They can't find the right button to push. Those are the sort of ideas they conveyed to us. They lack tools and capabilities. On the other hand, we found the general perception of Etorkizuna Eraikiz interesting, I mean the way in which Etorkizuna Eraikiz is viewed. It is interesting to see how the challenges and priorities of collaborative governance are defined at a territorial level and what possibilities can be drawn from this. Throughout the process, some very interesting ideas for consolidating this community have emerged. Another thing that was highlighted was the danger of becoming complacent. So that is just a short summary of the results of the mapping process so far. As I said, we are on schedule.

'I would like to share some thoughts before moving on to the group dynamics. First, there are different ways of viewing collaborative governance, in practice and in theory. The mapping process has allowed us to approach municipal councils and development

agencies. In addition, we have realised that cooperation and collaborative governance can be viewed in different ways. There are different points of view and perspectives, and we have identified different levels of maturity. There are different stakeholders and they may have different degrees of understanding and maturity and different perspectives. So, the way certain criteria are applied needs to be different: roles, leadership, power, etc. And that concludes my presentation. We will now go to the group dynamic. The questions are as follows (Appendices a; Slide 25). *As always, you will have 40 minutes to discuss these questions. Please fill in the individual templates first and then the group templates. Finally, the spokesperson of each group will share the most important ideas. Thank you.'*

6. Group dynamic

At the end of the group dynamics, the participants returned to the plenary session.

First group

The spokesperson for the first group was ECO9. *'In our group we discussed various questions. We believe that the municipal councils are not so important, they do not have the capacity. In this regard, the Provincial Government has greater legitimacy. We talked a lot about this. Which actor has greatest legitimacy in the province? The idea that emerged in our group is that the Provincial Government has democratic legitimacy throughout the territory. However, we also believe that it needs to leave room for other actors. The Basque Government, for example, works in the areas of care and unemployment. We also talked about the relations between the Provincial Government and other actors in the province: for example, development agencies. We believe that the Provincial Government should always have the last word, although it should listen to the other actors. Earlier someone commented that the Provincial Government listens carefully to different agents in the territory. In other words, it takes into account what it*

is being told, although it ultimately makes the decisions. Those were more or less the main ideas discussed in our group. Thank you.'

Second group

The spokesperson for the second group was ECO10. *'We spoke about a lot of things in our group. We believe that the leadership corresponds to the Provincial Government, although it is a shared leadership. We are talking about multilevel governance. The Etorkizuna Eraikiz initiative itself entails an idea of collaborative governance in which a space of dialogue is generated with the intervention of different actors and institutions. Also, one of the main objectives of the process is to build shared leadership, although this is not easy and requires time and effort. Who launches the processes? We believe that the processes are generated in this space of dialogue, with shared leadership. That is where the new cycles emerge. We are aware that what we are saying is very normative and theoretical. However, we believe that there has to be a common space for learning and acting, where collaborative governance develops. The roles will be defined and implemented in that space. So, in summary, that is what we discussed in the group. Thank you.'*

Third group

The spokesperson for the third group was ECO3. *'Etorkizuna Eraikiz was born out the leadership of the Provincial Government. However, we believe that there must be multilevel governments. We have been reflecting on the territory, and I want to take this chance to say something I've been thinking about for a long time. I believe that greater weight should be given to the* comarcas*, giving them greater legitimacy. It's an aspect that needs to be reinforced. I'll throw out an idea: the general meetings should be organised by* comarcas*. Then, there could be small units of coexistence. As small as we like.*

'In the group, we also talked about decision-making. We believe there is a conflict there. Listening and sharing, yes. But who makes the final decision? There are legal

responsibilities, for example. Stakeholders are asked to participate in the deliberation process. There, they give their opinion and debate amongst themselves. But how far does this participation go? Where is the limit? Should they also participate in the decision-making? In that sense, we should reflect on shared responsibility. We need to put collaborative governance into practice and talk about sharing responsibilities. Without accountability it is very difficult to further extend that collaborative governance.'

Fourth group

The spokesperson for the fourth group was ECO15. *'In our group there were different opinions. Is Etorkizuna Eraikiz a single government or not? In other words, is there another government in Etorkizuna Eraikiz? We believe that, apart from the Provincial Government, there are other governments within Etorkizuna Eraikiz. For example, the municipal councils. However, seen from the outside Etorkizuna Eraikiz is the Provincial Government of Gipuzkoa, or at least that is what it looks like. So, the term Gipuzkoa should be used more, rather than the concept of the Provincial Government. This is related to what has happened with the development agencies and the* comarcas*. It is the Provincial Government that holds the legitimacy. That isa the case; however, the Provincial Government needs to facilitate ways for bottom-up processes to take place. That is important. At the same time, we talked about shared leadership, since public leadership often rests solely with the Provincial Government. More steps should be taken towards shared leadership. In terms of roles, there needs to be a coordinated strategy, coordination with the* comarcas*. Communication should be top-down and bottom-up. Thank you.'*

7. End of session

The Director of the of Arantzazu Social Innovation Laboratory took the floor. *'There are a couple of things I'd like to point out before we finish. For the next session there will be homework, which will only take you 10–15 minutes. However, we would ask you to do it. We will send you a link to the homework. Over the next few days, you will get an email*

with the link. First, there are some assignments related to collaborative governance. Our challenge is: how do we promote Etorkizuna Eraikiz initiatives and ensure they are aligned with collaborative governance? We are going to give you a questionnaire on this topic, for you to answer a series of questions. These are key questions. You will be asked about the criteria of collaborative governance, in a prioritisation exercise. We want to know what criteria you prioritise. And that's all from me. I will now hand over to the Deputy for Governance.'

The Deputy for Governance then took the floor. '*This group has been working for some time and has already come a long way, and there have been a lot of input. Following the discussion at the beginning of the session, there is something I'd like to mention. In this group we try to contribute and, naturally, we don't always have enough knowledge about certain topics. But it is also possible to contribute from a* lack *of knowledge. In closing, I would like to thank ECO15 for participating in today's session. Your vision and experience will be very valid for the group. Don't forget the evaluations. Thank you all very much.'*

8. Appendices

a. Presentation used during the session

ETORKIZUNA ERAIKIZ
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New Political Culture

Multilevel vision of the territory: what effects does it have on the policy ecosystem we want to transform and the deliberation group?

25/05/2022

Welcome and Introduction

Eider Mendoza

Structure of the session

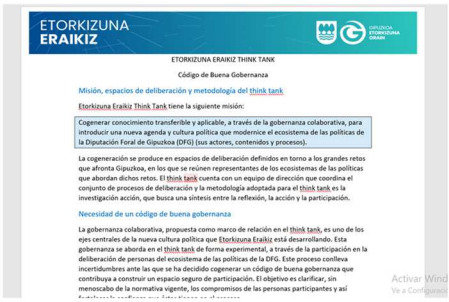
- Welcome and introduction, Eider Mendoza
- Monitoring of the process, multilevel vision of the territory and new ecosystem representative in the deliberation group, Miren Larrea
- Multilevel vision of the policy ecosystem: development agencies in Gipuzkoa, Itziar Salaberria
- Map of Collaborative Governance: provisional results, Naiara Goia Group work
- Adjournment

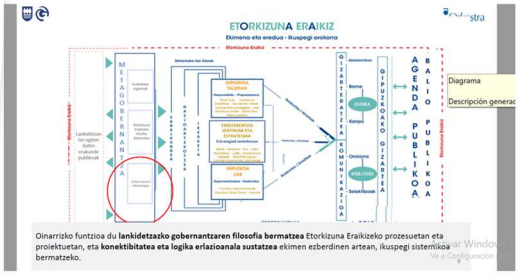
Advances in the development of systemic vision

Within the systemic approach that the think tank should have, in the next session we will address two axes proposed by the group in the think tank that is working on the future of welfare systems and the new Etorkizuna Eraikiz Governance Lab:

a) **Code of good governance** of the Etorkizuna Eraikiz Think Tank

b) **Criteria of collaborative governance** of Etorkizuna Eraikiz





Report on how the action related to internal transformation is being taken

When Eider Mendoza and Nerea Urcola announced the internal transformation process at the February session, one of the **concerns** of the deliberation group was the **resistance** the process might encounter when it was opened to more people.

One of the ways that was proposed for addressing this situation was to develop **facilitation capabilities**.

Consequently, **the working group** addressing the first phase of the transformation process **has been strengthened**, and it **is developing facilitation capabilities**. A first session has already taken place and the next one will be held on 27 June.

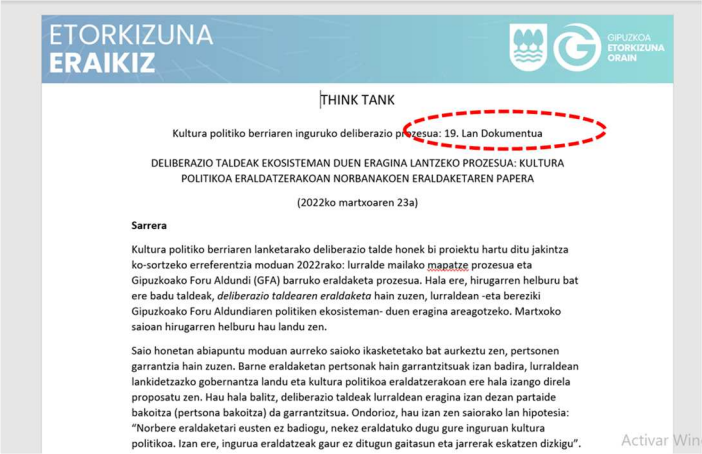
Monitoring of the process, multilevel vision of the territory and new ecosystem representative in the deliberation group.

Miren Larrea

Results of the assessments:

- The natural language of the group is Basque and I would make an effort to ensure its presence whenever possible.
- I would not change anything. Perhaps I felt there should be more people participating.
- Sometimes (today for example) I have the feeling that there is a big gap between what we say the think tank is and what we actually do in the deliberation group.

19. Working Document:



ETORKIZUNA ERAIKIZ

GIPUZKOA ETORKIZUNA ORAIN

THINK TANK

Kultura politiko berriaren inguruko deliberazio prozesua: 19. Lan Dokumentua

DELIBERAZIO TALDEAK EKOSISTEMAN DUEN ERAGINA LANTZEKO PROZESUA: KULTURA POLITIKOA ERALDATZERAKOAN NORBANAKOEN ERALDAKETAREN PAPERA

(2022ko martxoaren 23a)

Sarrera

Kultura politiko berriaren lanketarako deliberazio talde honek bi proiektu hartu ditu jakintza ko-sortzeko erreferentzia moduan 2022rako: lurralde mailako mapatze prozesua eta Gipuzkoako Foru Aldundi (GFA) barruko eraldaketa prozesua. Hala ere, hirugarren helburu bat ere badu taldeak, *deliberazio taldearen eraldaketa* hain zuzen, lurraldean -eta bereziki Gipuzkoako Foru Aldundiaren politiken ekosisteman- duen eragina areagotzeko. Martxoko saioan hirugarren helburu hau landu zen.

Saio honetan abiapuntu moduan aurreko saioko ikasketetako bat aurkeztu zen, pertsonen garrantzia hain zuzen. Barne eraldaketan pertsonak hain garrantzitsuak izan badira, lurraldean lankidetzazko gobernantza landu eta kultura politikoa eraldatzerakoan ere hala izango direla proposatu zen. Hau hala balitz, deliberazio taldeak lurraldean eragina izan dezan partaide bakoitza (pertsona bakoitza) da garrantzitsua. Ondorioz, hau izan zen saiorako lan hipotesia: "Norbere eraldaketari eusten ez badiogu, nekez eraldatuko dugu gure inguruan kultura politikoa. Izan ere, ingurua eraldatzeak gaur ez ditugun gaitasun eta jarrerak eskatzen dizkigu".

Activar Win

https://www.gipuzkoa.eus/eu/web/etorkizunaeraikiz/-/nueva-cultura-politica

Multilevel vision of the policy ecosystem: development agencies in Gipuzkoa

Itziar Salaberria

LEGAL NATURE:
- Associations of municipalities
- Public sector institutions (corporations)

MISSION:
- SUPPORT FOR THE SOCIOECONOMIC DEVELOPMENT OF MUNICIPALITIES AND *COMARCAS*; through a strategy aimed at achieving a differential competitive positioning, identifying strategic lines and projects that contribute to the generation of added value and promoting the co-responsibility of all the socioeconomic agents involved.

AREAS OF INTERVENTION:
- Assistance to SMEs
- Promotion of employment
- Enterprise
- Sustainability
- Tourism
- Development of strategic projects and sectors in the *comarcas*

FINANCING
- 10% private (companies)
- 90% public:
  - ✓ 45% Municipal councils
  - ✓ 15% Provincial Government
  - ✓ 20% Basque Government

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35 development agencies distributed throughout the 3 territories (provinces) of the Basque Autonomous Community

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BASIS FOR THE WORK:

Diversity between *comarcas*:

- Infrastructures
- Business network
- People (demographics, education, etc.)
- Strengths, Strategies and Dynamics (Bottom-up Policy Channelling)

Territorial balance:

- To ensure that the policies and resources of the province and the autonomous community are extended to all *comarcas*.

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ROLE OF DEVELOPMENT AGENCIES

a) In order to establish the tools and strategies of the municipal councils and define the actions oriented towards the socioeconomic development of the *comarcas* and municipalities.

b) Agents facilitating local development processes, driving social capital in their respective areas of action, facilitating the relationship between different local socioeconomic agents.

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EVOLUTION OF COLLABORATIVE GOVERNANCE IN THE REGIONAL DEVELOPMENT AGENCIES OF GIPUZKOA

Late 1980s	•Creation of development agencies •Governing boards based on collaboration between municipal councils and, in some cases, the political parties represented on them.
Early 2000s	•In line with the commitment to endogenous development, development agencies began to take the step that will lead them from being mere service providers to becoming network galvanisers. •The development policies of municipal councils/agencies are drawn up with companies and other *comarca*-based agents
2013	•Development agencies are invited by the Provincial Government of Gipuzkoa to share and collaboratively develop the territorial development strategy within the Gipuzkoa Sarean programme. Creation of the Inter-regional Board.
2015	•Created on an experimental basis. It was decided to make the Inter-comarca Panel structural. To this end, a learning and negotiation process was developed, and the Provincial Government and the development agencies set out criteria for collaboration
2017	•The consensus reached was reflected in an agreement signed by the Deputy General and the chairs of all the development agencies, institutionalising governance. Gipuzkoa Sarean merged into Etorkizuna Eraikiz, under the name of LGLab
2021	•The agreement was ratified. In some areas, advanced experiences of collaborative governance have been developed; in others, progress has not been possible. Significant steps have been taken towards internalisation of the model by the agencies.

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Map of Collaborative Governance: provisional results

Naiara Goia

Map of Collaborative Governance - Objective

"To draw up a map of institutions and initiatives promoting collaborative governance in Gipuzkoa, in order to gain a deeper understanding of their trajectory and activity and to lay the foundations for creating a network that would encompass all of them"

Specific objectives:

- Analysis of the **situation** and initial diagnosis of the current **governance model** in the province
- Identification of **challenges and opportunities for rolling out** the collaborative governance model in the territory
- **Activation of new dynamics** to consolidate collaborative governance based on the needs and priorities identified in the diagnosis
- Turn the public policy ecosystem of the Provincial Government of Gipuzkoa into a **Community of Learning and Practice**, with a specific mission and task
- **Identify priorities** to influence this ecosystem and develop public policies and strategies to strengthen collaborative governance in the territory.
- Strengthen the Provincial Government's network in the territory and define criteria for its dynamisation, **strengthening the agents in the territory and their relationships**.
- Expand collaborative governance, build shared understanding, **generate dialogue between institutions and create conditions to promote a new political culture and increase public value**

Mapping -Results of the action

And then what?

- Governance diagnosis. Monitoring and updating
- Implementation of a digital tool for monitoring, visualisation and dynamisation of the ecosystem
- Reinforcement and galvanisation of the Provincial Government's network in the province
  - Turn the ecosystem into a **learning and practice community**, with a specific mission and task
  - Activate new dynamics to consolidate collaborative governance (e.g., new governance projects)
  - Activate new initiatives for experimentation in collaborative governance based on the needs and priorities identified in the diagnosis
  - Establish links with other Etorkizuna Eraikiz spaces and initiatives, highlighting the work developed
  - Influence through the NPC think tank's methodology and discourses
  - Relate to research

PLANNING and CALENDAR

PLANNING OF GOVERNANCE MAP

INTERVIEWS. ANALYSIS. COMMUNICATION, SCRUTINY AND DISSEMINATION OF RESULTS

Actions 2021	Jan.	Feb.	Mar.	Apr.	May.	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
0. Preparation of materials												
Interviews												
1. First interviews with municipal councils + development agencies												
2. Second round of interviews with specific municipal councils												
3. Scrutiny with significant social agents												
Analysis												
4. Compilation of information												
5. Information analysis												
6. Synthesis of information and design of communication media												
Scrutiny and dissemination												
7. Communication actions												
8. Scrutiny sessions (NPC think tank, key players, academia…)												
9. Dissemination of the final result												

Some provisional results

31 municipal councils (pop. > 5,000) : interviews + form
(from 34 municipalities)

11 development agencies (Garapen Gipuzkoa). Scrutiny of CG criteria + reflection on multilevel governance

2 meetings planned - Etorkizuna Eraikiz Gunea
6 July : first session with municipal councils of <5,000 inhab. (54)
7 July : scrutiny session with municipal councils with >5,000 inhabitants. (34)

Gathering of relevant information for a preliminary diagnosis

Some provisional results

Understanding and identifying collaborative governance

Best practice
Asymmetry
"Complacency"

- Differences at the conceptual level: participation, Udalgintza, auzolana…
- Explaining the need for a new political culture
- Different approaches in discourses among different political families
- Old practices in small municipalities?
- There has been an evolution in practices and regulations (laws, ordinances, spaces)

Scrutiny and prioritisation of collaborative governance criteria

Citizen participation and disaffection. Challenges: lack of participation, we do not know how to involve citizens, difficulties in doing so, we need new formulas…

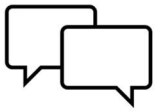
Collaborative governance requires an internal transformation of the administration. They lack tools and capabilities. Need to simplify organisation and procedures

Some provisional results

Perception, relationships and participation in relation to Etorkizuna Eraikiz
Multilevel governance ("service provider/recipient" logic")

Challenges/priorities of collaborative governance.
Value of the process and the opportunities it can generate. Arantzazulab's contribution

Listening



"Etorkizuna Eraikiz has grown to a considerable size. An effort is being made to network the knowledge, and different channels and spaces are being created. We are getting closer to other ways of doing things, that are more consistent with the discourse. That is the right direction."

"My interpretation of collaborative governance is to develop participatory processes with citizens around different issues."
"Collaborative governance and the participatory development of the municipalities forms part of our DNA."

"We need to take a step forward on the issue of participation"
"The citizens are bored with the issue of participation; we need another model...it's also about educating people…".
"There has always been a close relationship with the town council...there is talk of governance and participation, and it's something I've always viewed in very practical terms, since we operate like a small town"

"You need to take steps on collaborative governance, but how do you do that?
"Depending on the spaces, over time a dynamic or climate emerges, even if people change... It is not by chance, there is an intentionality behind it, and there you can analyse why that happens"

"It involves a great cultural change for technicians and workers, as well as a chance in the current procedures and organisations". "We know we are not using new ways of proceeding, but we lack the tools to do so"
"We try to act in a certain way in terms of messages and visions, but it is very difficult to break the limits and restrictions of the law and the administration."

Group Dynamic

Reflection prior to the dynamics

- There are different ways of viewing collaborative governance, in practice and in theory.
- The mapping process has brought us closer to municipal councils and development agencies + Itziar has presented the work they have been developing over many years in the field of collaborative governance.
- Different relationship models, types of collaboration and different visions, dimensions and levels of maturity of collaborative governance among the institutions and society (Provincial Government - other public institutions/organised society/citizens) have been shown.
- Diverse nature of the actors involved in the DFG ecosystem. Foundations of collaborative governance: Municipal councils - citizenship; Institutions - Development agencies; collaboration between different tiers of government
- The application of some criteria may vary depending on those dimensions.
  - Leadership (power)
  - Roles
  - Shared decision-making capacity

Proposed dynamics

Reflection on MULTILEVEL GOVERNANCE

Taking into account the relationship between the Provincial Government and the development agencies and the way it has evolved over the years, the objective is to reflect on some collaborative governance criteria and to establish the group's vision:

1. Leadership:

Based on Etorkizuna Eraikiz's definition of collaborative governance: "Collaborative governance is approached from a specific core of politics (government)..."

Is the Provincial Government the only "government" within Etorkizuna Eraikiz? Or are the municipal councils (and their agencies) also recognised as such)?
Who 'launches' the processes?
Distribution of power. Can shared leadership be built? Is the distribution of power shared? (formal authority, control of critical resources, legitimacy of the discourse...)

2. Roles

The political role is executed through coordination — this requires redefining the public space (in collaboration with the agencies, which answer to the general interest and play a clear role in the development of the territory).
What is each one's role? What is needed to jointly build territorial strategies?

Groups

Group 1: Sebas Zurutuza, Naiara Goia, Mikel Gaztañaga, Asier Lakidain

Group 2: Ander Arzelus, Andoni Eizagirre, Mikel Pagola, Fernando Tapia, Eva Sánchez

Group 3: Itziar Eizagirre, Mikel Irizar, Miren Larrea, Ion Muñoa

Group 4: Itziar Salaberria, Eider Mendoza, Julen Cocho, Gorka Espiau

Homework

Our challenge

How do we promote and ensure that Etorkizuna Eraikiz initiatives are aligned with collaborative governance?

What does collaborative governance mean for us?

When can we say that an initiative is being developed using criteria of collaborative governance?

How do we know (and who can know) whether we are working to these criteria?

How can collaborative governance be fostered (and by whom) in Etorkizuna Eraikiz initiatives?

(Etorkizuna Eraikiz, Gobernantza Laborategia)

Exercise: exercise to prioritise the characteristics/criteria of collaborative governance in accordance with our definition

Choose the key criteria: **8 criteria** (out of the 19 criteria on our list) that must necessarily be met by the collaborative governance model promoted by the Provincial Government

In your opinion:

- According to their importance
- Because they are necessary characteristics or obligations of collaborative governance.
- Because they coincide with your interpretation of collaborative governance or your knowledge of it
- …

We will send you a short form with the definition and criteria before the next session.
This will require about 10-15 minutes of individual work.

Definition of collaborative governance at the point of departure

"Institutionalised collaboration between public institutions, social agents and citizens to **empower and operationalise the public policy ecosystem,** which should be conducted through **deliberation and shared action,** reinforcing social capital between institutions and citizens"

(Source: Xabier Barandiaran)

Definition of collaborative governance at the point of departure

Criteria:

1. Governments, rather than acting on their own, must show a **willingness** to collaborate and interact with society.
2. Governing is, above all, an **open dynamic of collaboration and learning** to ensure that decisions are taken in the best conditions.
3. Governments create **spaces for listening, reflecting and sometimes (but not necessarily)— for deciding.** These spaces are not hierarchical and establish horizontal relationships.
4. The **priorities and applications of the public agenda** and, therefore, of **public policies**, are established through exchange and **collaboration** between the government and the network of agents.
5. They create **specific structures** that first foster and then ensure the stability of the open and collaborative governance process.

Definition of collaborative governance at the point of departure

The NPC think tank group reflected on the definition of collaborative governance. According to the opinions expressed, a majority considered the definition to be suitable, adding, among others, the following criteria:

6. **a diversity of stakeholders** is beneficial
7. **It is developed through action**, so that we can also learn from action
8. It is in accordance with the foundations of the new political culture
9. It includes **mutual evaluation** among its working procedures
10. The processes are **transparent**
11. It is defined from complexity and, from there, it develops the **systemic vision**
12. **It is agreed in advance how decision-making will be approached**

Additional criteria

Open collaboration
to encourage participation.

Anticipation
anticipation is promoted in the process.

Aim
the objective of the process has an impact on sustainability.

Transformational leadership
¡(and shared)¡.

Institutional capacity
the institution's capabilities are developed.

Technology
the possibilities offered by different tools and methodologies are harnessed.

Legitimacy
the agents recognise the legitimacy of the institution in this matter.

Multilevel governance
There is a relationship between different tiers of government.

Complementary mechanisms of interest used in the development of the **anticipatory governance** of **Udal Etorkizuna Eraikiz and OPSI-OECD**.

Evaluation and next session.

Please fill in the evaluation form. It will be of great help to us in preparing upcoming sessions.

The next session will be on 22 June. In it we will analyse the good governance code of the think tank and the collaborative governance criteria of Etorkizuna Eraikiz, and we will examine further the systemic vision of the role that the think tank should play in Etorkizuna Eraikiz.

b. 20. Working Document

THINK TANK

Process of deliberation on new political culture: 20. Working Document

MULTILEVEL VISION OF THE TERRITORY: WHAT ARE THE EFFECTS ON THE POLICY ECOSYSTEM AND THE DELIBERATIVE GROUP?

(25 May 2022)

Introduction

The deliberation group has three learning focuses in this phase (mapping of the territory, internal transformation of the Provincial Government of Gipuzkoa and the role and leadership of the group itself in the territory). This session analysed the first of these. The issue was addressed in two ways. First, some intermediate results of the mapping process were presented; Then, taking into account the possibilities of multilevel governance that had been seen in the mapping process, a new participant was invited to join the group: Itziar Salaberria. Given her experience in the regional development agencies of Gipuzkoa, her contribution will be of great value in developing the multilevel approach.

Studies incorporated into the group

The mapping process, in addition to other elements that will be discussed later, has brought a new reality to the table. When analysing collaborative governance in Gipuzkoa, the municipal councils and the regional development agencies are both important. Among other things, their proximity to the citizenry and businesses allows them to implement collaborative governance, which in recent years has take the form of several different projects.

In the introduction to the session, information on this role was shared, based on the mapping work and the presentation of the regional development agencies made by Itziar Salaberria.

Based on these presentations, the work described in the following sections was carried out.

Multilevel collaborative governance: results of individual reflection

One of the speakers at the session pointed out that in order for governance to be multilevel, mutual recognition between the Provincial Government and municipal councils/agencies is required.

The think tank's definition of collaborative governance was taken as a starting point for a reflection on this relationship. According to this definition, 'Collaborative governance is approached from a specific core of politics (government) …'. Etorkizuna Eraikiz was set up at the proposal of the Provincial Government of Gipuzkoa, but then the following question was posed to the participants:

Is the Provincial Government the only 'government' within Etorkizuna Eraikiz? Or are the municipal councils (and their agencies) also governments?

A majority believed that the municipal councils (and their agencies) should also be seen as governments within Etorkizuna Eraikiz, although this is not the case today:

- In principle, I believe that the leadership corresponds to the Provincial Government, although, to a certain extent, it should be shared. The problem is how to structure and build this shared leadership.
- There is no single model, although in practice this still appears to be the case. That may be related to the way each one views their participation in Etorkizuna Eraikiz, to what extent they feel part of it.
- On paper, more than one government. But in practice, only the Provincial Government.
- I believe that what is 'transmitted' to society is the existence of a single government. And to draw an analogy with the *comarcas*, the word or the concept of Gipuzkoa should be used more.

Within this general situation, two speakers referred to the exceptions (Udal Etorkizuna Eraikiz and Lurralde Garapenerako Laborategia):

- I believe that the only government with a vocation in Udal Etorkizuna Eraikiz is not the Provincial Government. In some areas, the work of different actors other than the Provincial Government is recognised. However, much remains to be done.
- Within Etorkizuna Eraikiz, for example, in the laboratory, there has been a recognition of the municipal councils and the development agencies in terms of shared leadership. In other areas, both in discourse and in practice, what we see is the leadership of the Provincial Government.

Nonetheless, some people said that this recognition of the municipal councils and agencies already exists, and that they are all governments.

- No. Other actors are recognised. There is a distribution of power.
- No. There are also the development agencies. Even if the leadership comes from the Provincial Government.
- They are all 'government'. Some ideas: consolidation of municipal councils, organisation of general assemblies by *comarcas*, functional units, services by *comarcas*. Units of coexistence, on as small a scale as may be desired.

Other approaches were also shared:

- From the government's point of view, the Provincial Government ratifies power-sharing and collaborative work. However, it is possible to be too simplistic.
- Shared leadership between structures which, in turn, operate jointly towards the strategic objectives assumed by the Provincial Government.

A second, related, question was asked:

Who 'launches' the processes?

Among the answers to this question, three referred mainly to the Provincial Government:

- The Provincial Government of Gipuzkoa in most cases.
- In practice, the Provincial Government of Gipuzkoa.
- Provincial Government.

Three other answers highlighted the efforts made by the Provincial Government in the area of collaboration:

- The leadership of collaborative governance is shared. For example, both the Provincial Government and the development agencies launch the processes. It is not easy and it involves a major cultural change for some participants. However, this is not a general trend.
- In practice (political and procedural) I find it difficult to answer this question. Nevertheless, the symbolic status is of great importance in the launching and legitimisation of processes. The Provincial Government has been developing this area for years.
- Anyone. A minimum can be established. The Provincial Government defines the themes and resources. There are many forms of governance.

Finally, some participants referred to the way in which the processes are launched, rather than *who* launches them.

- Processes can be launched at different levels. In other words, the initiative must be shared.
- Anyone can be the driver of a process.
- The Provincial Government itself can launch a process, but it always hast to leave a channel open so that it work in the opposite direction.

The question on the distribution of power was as follows:

Is it possible to build a shared leadership? Is the distribution of power shared? (formal authority, control of critical resources, legitimacy of discourse…)

Most of those who answered in the affirmative noted some condition or difficulty:

- I think so. It can be built, as long as we are able to manage the collective voice.
- Shared leadership can be built. The rules need to set out in advance.
- Yes. But it is very difficult, and doing it 'for real' requires several years of transformational work.
- A space of dialogue is required in order to build this shared leadership. This space should be understood as a space for learning and acting.
- Yes. But it is difficult.
- Distribution of power, yes. Not only between public institutions. Public/social collaboration around distribution of power.
- I don't think it is something absolute, but progressive and gradual. To a large extent, yes. The question is to what extent, whether everyone views this measure in the same way, etc.

Some people highlighted the leadership of the Provincial Government:

- Institutional and public leadership always corresponds to the Provincial Government, but steps should be taken towards a shared leadership in processes, results and their transmission.

Others mentioned the problems posed by the concept:

- The concept of 'distribution of power' raises theoretical problems. What can be done is to identify and highlight areas in which their is a lack or deficit of power. I would say that in this case the mapping is a significant example.

Finally, participants answered the following question about roles:

What is each one's role? What is needed to jointly build territorial strategies?

Not many of the answers were directly related to roles:

- Strategic territorial vision. Management, evaluation, deliberation by the *comarcas*: provincial assemblies.
- In each process it may be different. Roles should be based on the strengths of each territory, to their benefit. In the case of development agencies, the emphasis is on proximity.

In addition, several people emphasised the difficulty of defining the roles and characteristics of the process.

Need for learning and information in some cases:

- They should share the more general objectives and further extend the learning process.

- I believe that what is being asked is to conduct a learning process, to learn to work and take actions as a team. I could not say what the role should be and I think it is something that needs to be agreed on by the different collaborators.
- Gipuzkoa is made up of different *comarcas* and municipalities and it is hard to understand why they do not coordinate and work in parallel. Since development agencies and municipalities are entities that are very close to the citizenry, there should be a top-down and bottom-up flow of information.

Shared vision and ability to envision the future together:

- The role should be based on what everyone can contribute, in order to build a shared vision, rather than corporate/political self-interest. This will lead to a temporary distribution of roles.
- Sharing strategy means going beyond one's own limits. Others can see what we do not, and that ability is something that should be borne in mind.

In general, the individual responses highlighted the following approaches:

1) In the Etorkizuna Eraikiz model, the Provincial Government of Gipuzkoa is not the only government, although in practice this is the case.
2) According to this model, the processes can be initiated by the Provincial Government or other agents, although there are different views on what happens in practice: Some believe that in most cases it is the Provincial Government, while others said that the initiative is more distributed.
3) Shared leadership and distribution of power is possible, although many difficulties are seen.
4) There are many obstacles to defining the role of each agent in advance. Roles should be defined as a result of learning, information exchange and shared vision.

Multilevel collaborative governance: group reflection

The different groups discussed the topic on the basis of the previous contributions. The answers from the spokespersons followed the same pattern, first stating what happens in practise and then what should happen. Thus, this section first describes the real situation as the groups describe it and then their normative contribution in this regard, or their vision of how it should be.

Multilevel governance in practice: What does it look like?

Group 1. 'The Provincial Government [...], for example, with the development agencies: We believe that the Provincial Government always has the last word. However, it listens to other stakeholders. One participant commented that the Provincial Government listens carefully. Although the Provincial Government is the one that decides, it takes into account and listens to the other stakeholders from the province.'

Group 2. 'We believe that the leadership belongs to the Provincial Government. However, it is a shared leadership.'

Group 4. 'We believe that within Etorkizuna Eraikiz there are other governments, beyond the Provincial Government. For example, the municipal councils. However, seen from the outside, it seems that Etorkizuna Eraikiz is the Provincial Government of Gipuzkoa. Or, at least, that is what it looks like.'

Normative contributions on multilevel governance: What should it be like?

Group 1. 'The Provincial Government has democratic legitimacy throughout the territory. However, we believe that it should leave room for other players.'

Group 2. 'The Etorkizuna Eraikiz initiative itself entails an idea of collaborative governance. It generates a space for dialogue in which different actors and institutions act. In addition, one of the main objectives of the process is to build shared leadership. However, it is not easy, and requires time and effort. […] We are aware that what we are saying is very normative and theoretical, but we believe that there has to be a common space to learn and act. Indeed, this is where collaborative governance takes form. Roles are defined and instituted in that space.'

Group 3. 'Etorkizuna Eraikiz was born out of the leadership of the Provincial Government, but we believe that there have to be multilevel governments. In our opinion, this is where a conflict arises. Sharing and listening, yes. But who makes the final decision? For example, there are legal responsibilities. Stakeholders are asked to participate in the deliberation. There, they give their opinion and debate amongst themselves. But how far does this participation go? What is the limit? Should they also participate in the decisions? We should reflect on a shared responsibility in this regard. Collaborative governance needs to be put into practice. It is therefore necessary to talk about distributing responsibilities.'

Group 4. 'The concept of Gipuzkoa should be used more, rather than the Provincial Government. This is related to what has happened with the development agencies and the *comarcas*. It is the Provincial Government that holds the legitimacy. That is the case; however, the Provincial Government needs to facilitate ways for bottom-up processes to take place. That is important. More steps should be taken towards shared leadership. In terms of roles, there needs to be a coordinated strategy. There needs to be coordination with the *comarcas*. Communication should be top-down and bottom-up.'

Steps to the future

In general, the group prioritised acting from a multilevel perspective, although different approaches emerged as to the degree to which this model has been developed in practice. Some said that the Provincial Government already listens to other agents, whether they are municipal councils or development agencies. Some even said that its listens attentively, and that this listening process influences the Provincial Government. In any case, different points of view emerged as to whether collaborative governance consists of this listening exercise or should go further, and some even used the term *conflict*. For the future, therefore, the concept of collaborative governance will have to be further developed in order to clarify how decision-making capacity, shared responsibility, shared leadership and distribution of power are and should given form in the multilevel governance of Etorkizuna Eraikiz.

c. Session programme

THINK TANK

DELIBERATION GROUP ON NEW POLITICAL CULTURE

25 May 2022

CHALLENGE TO BE ADDRESSED IN THE SESSION

During the session, the experience of development agencies will be presented. The role of development agencies in the collaborative governance of Gipuzkoa will be explained. The status of the mapping process will also be presented and some of the results obtained to date will be presented.

STRUCTURE OF THE SESSION

- Welcome and introduction, Eider Mendoza
- Monitoring of the process, multilevel vision of the territory and new ecosystem representative in the deliberation group, Miren Larrea
- Multilevel vision of the policy ecosystem: development agencies in Gipuzkoa, Itziar Salaberria
- Map of Collaborative Governance: provisional results, Naiara Goia. Group assignment
- Adjournment