



ETORKIZUNA
ERAIKIZ
think tank

NEW POLITICAL CULTURE
REPORT OF THE 13th MEETING

22/09/2021

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SPACE FOR DELIBERATION ON THE NEW POLITICAL CULTURE

22 September 2021, 5 pm – 7 pm

1. Programme

Theme	Person responsible
Introduction and presentation of the session	Eider Mendoza, Provincial Government of Gipuzkoa
Presentation of the projects	Eider Mendoza, Provincial Government of Gipuzkoa Miren Larrea, Orkestra Naiara Goia, Aranzazu Social Innovation Laboratory
Group dynamic	Miren Larrea, Orkestra
End of session	Eider Mendoza, Provincial Government of Gipuzkoa

2. Group members

In attendance:

1. Eider Mendoza. **Provincial Government of Gipuzkoa**
2. Xabier Barandiaran. **Provincial Government of Gipuzkoa**
3. Ander Arzelus. **Provincial Government of Gipuzkoa**
4. Ion Muñoa. **Provincial Government of Gipuzkoa**
5. Itziar Eizagirre. **Provincial Government of Gipuzkoa**
6. Mikel Pagola. **Provincial Government of Gipuzkoa**
7. Miren Larrea. **Orkestra**
8. Asier Lakidain. **Sinnergiak**
9. Andoni Eizagirre. **Mondragon University**
10. Naiara Goia. **Aranzazu Laboratory of Social Innovation**
11. Gorka Espiau. **Agirre Lehendakaria Center**
12. Fernando Tapia. **University of the Basque Country**
13. Eva Sánchez. **Orkestra**
14. Mikel Gaztañaga. **Orkestra**

3. Introduction and presentation of the session

The meeting was opened by the Deputy (Provincial Minister) for Governance. *"In other sessions it has been the Head of Strategy and Research or the Orkestra Facilitator who has opened the session. Today it is my turn. I will start by setting out what we are going to do today. First there will be a short introduction to explain this new phase. Then we will present the methodological framework proposed for 2021-2023, in other words, how we are going to operate in this new phase. We will then explore the definitions of collaborative governance. Then, based on the definitions, we will try to define what the actions will be. After working on these issues, we will move on to the group dynamics. Once the spokespersons have presented the groups' reflections, the session will end with some conclusions."*

The Deputy for Governance went on to say, *"to date, the mission has consisted of influencing the policy ecosystem of the Provincial Government of Gipuzkoa in order to operate in a different way. In this regard, we have co-created knowledge, in order to be able to apply it subsequently. Now, in this new phase, the focus will be on actions. These actions will be undertaken on two levels. On the one hand, we want to promote actions that target the Provincial Government's own ecosystem. On the other hand, there will be other actions that target the external ecosystem."* She added that there will be changes in the structure of the groups: *"to date, the working groups have been stable, but now we are going to change those groups. We are also working on the book, which we expect to have completed by December."*

She said they *"will continue to invite experts. The first expert, María José Canel, will be coming in October. She is familiar with our experience, and I think she can bring a lot to the session. I should also add that this session will be face-to-face. Today we have the opportunity to meet in person. However, we will be alternating face-to-face sessions with virtual sessions, which can also be helpful tools. At the last coordination meeting it was decided that we would combine face-to-face and virtual sessions."*

4. Presentation of new projects

The Orkestra Facilitator took the floor and said that *"in June we undertook a reflection based on the evaluations. We assessed the first year of activity in the think tank and proposed some improvements. Since June, the steering (management) group, in particular, have been working. One of the decisions we have taken is to continue using action research methodology. However, the way in which the action research is developed will have to be adapted to the specific needs of the think tank."*

Using a slide (Appendix A; Slide 5) from the presentation, she explained that *"any action research process usually has three axes: action, research and the process of dialogue. We are keeping these three axes, but we are going to change the focus. In the previous process we focused on the process of co-creating knowledge and dialogue. In the process, we saw to some extent where we were each coming from: some come from a theoretical background, others from practice, etc. We organized the groups with the idea that all the participants would feel comfortable with the methodology or the way we worked. And from there, we tried to co-create knowledge. But now, after the evaluations, the focus will be on actions rather than on dialogue and co-creating knowledge. Now we may be more ready to focus on action."* However, she said, she wanted to stress that *"the bases are still the same."*

"It is necessary to create the conditions to allow the action to be developed. And to do that, you need to understand the context and you need to establish the mission. Once you have created the conditions, you plan, develop, and after that, evaluate your actions. The actions to be taken, initiated by the Deputy for Governance and ECO6, will be presented in this deliberation group. Then we will reflect on them. So, the model to be used is very simple. We also have an opportunity to adapt the model to the needs of the process. We should not be limited by the methodology; it should act a guide."



The Deputy for Governance took the floor to confirm that *"the focus will be on action. Reflection is all very well, but it has to be of use for something. As the Orkestra Facilitator said, the definitions have not yet been finalised. We need to give it some more thought: we know what collaborative governance is, we know how it works, but there are some issues that still need to be cleared up. (...) We have one definition of collaborative governance that is used by Etorkizuna Eraikiz. And we have another definition proposed by Ansell and Gash. There are a lot of theories about collaborative governance. Ann in addition, there are lots of concepts that are similar or closely related to the concept of collaborative governance: cross-sector collaboration, open governance, holistic governance, etc. They all have one thing in common and that is that they all view governance as involving the participation of different actors. They also often mention the need for the presence of the public sector. So, what does Etorkizuna Eraikiz understand by collaborative governance? What is its definition?"* She said that *"Etorkizuna Eraikiz's starting point is government, to then go on to work with civil society. The government is always the starting point, though. That requires determination: from the government, and also from other actors."*

The Deputy for Governance said that *"in order for this relationship between government and civil society to take place, it is necessary to create spaces for meeting and dialogue. These are working spaces between government and civil society that have to be organised horizontally."* She stressed that it is important to create structures so that *"this space for work and collaboration can take place."* She remarked that *"it is also important to think about the type of relationships that are created in this type of space. What role do participants play in decision-making processes? Ansell and Gash say that the participants must also be involved in decision-making. In other words, the government not only consults the participants, but brings them into the decision-making space. However, we need to discuss this, because this is not the procedure that has been followed in the think tank. The participants have taken part in the conceptualization and dialogue, but they have been left out of the decision-making process. The decisions have been taken by the Provincial Government alone. One example is the Aurrerabide programme. Is this the right procedure? This is an issue that needs to be discussed and it is crucial: should the think tank participants be involved in decision-making? That is something we will be discussing."* Summing up, she said *"there will be a focus on practice, but we will also discuss the definition of collaborative governance. There will be a debate on whether stakeholders should be involved in government decisions. Are they there for consultation or are they there for something else?"*

"Now we are going to talk about actions. There are two actions that we want to undertake. On the one hand, as we said before, there are the actions targeted at the Provincial Government; in other words, at the internal ecosystem. This is an action that is based on a previous process, the Aurrerabide programme. We looked for people who would act as referents. We also wanted them to be facilitators for the process. It has been a very interesting project. I will be leading this action." She said that *"it is important to make changes internally, because if you want to have external legitimacy, you have to do the work internally first. In other words, collaborative governance is not something that is developed only between government and stakeholders in the ecosystem; it is an issue that also has to be developed within government. (...)"*

If we want to achieve change within the Provincial Government, it is essential to look for new referents within the Provincial Government. As well as being leaders in their departments or in their respective areas, they must also be facilitators to manage the process. Because, like anywhere else where people are involved, people management is a crucial issue. And that's the hardest part. There are people who agglutinate, and others who split things up. We need to find the people who agglutinate around a process. And that includes both political and technical staff (civil servants). Because up to now we have placed a lot of focus on the technical staff, but if you do not involve politicians, it is impossible to gain legitimacy. There is a lot to do. There are plenty of challenges. There can be plenty of initiatives."

ECO6 took the floor, saying *"I will be in charge of the externally-targeted actions. What are we considering? We know there are spaces, experiences or actors in the province that are related in some way with collaborative governance. What is the map of collaborative governance in Gipuzkoa? Who are the stakeholders? What are the experiences? We want to get a snapshot of the current situation of collaborative governance in Gipuzkoa. The idea is to draw a map. And also to identify what role the Provincial Government has played in these processes of collaborative governance. (...) We want to bring these experiences to the deliberative process with the aim of enriching the debate. We also want to identify experts working in the area. Although this is a project led by Arantzazu Lab, it cannot be viewed as an Arantzazu Lab project. We want others to participate in it. It is not an isolated project; it forms part of a wider process. That's why the projects have to be coordinated."*

The Deputy for Governance then took the floor. *"We need to order all the projects. For example, there is one which is very dear to us — the project of the open schools of Gipuzkoa. We have begun a participatory process. And the fact is that there is less and less participation in this type of project. The pandemic has taught us just the opposite lesson; that we can do nothing alone. We need collaboration. And that's why we do these kinds of projects, to empower people. And ECO6's project is also along the same lines, as is the project I am directing. In this regard, there has to be collaboration between the*

different projects. They need to be aligned. At the end of the day, we are all on the same road and we all have the same ultimate horizon."

The Orkestra Facilitator then took the floor. *"There is a third project, although many of the slides only mention two. The third project is an extension of the second one. However, we wanted to draw a distinction between them. Earlier it was mentioned that there is a debate as to whether or not participants should be involved in decision-making, or the relationship between decision-making and the deliberative process. (...) In action-research methodology it is commonly said that the participants in deliberative processes have to be 'problem owners'. In other words, they have to share in the problem. ECO6 said earlier that her project is not hers, but that she directs it. For this reason, we all need to view the projects as being our own. In this regard, the purpose of the third project is for participants take ownership of the problem to be developed in Projects 1 and 2."*

"When the Etorkizuna Eraikiz collaborative governance project was first mooted, the Head of Strategy and Innovation also had in mind a map of all the experiences, actors or processes of collaborative governance being undertaken in the territory." As for whether or not the actors should participate in the decision-making processes, she commented that "it is impossible for the participants to be in the place where the decisions are made. However, they can still have an impact. If you come up with good ideas, you can influence decision making in Project 1 or Project 2. But you won't form part of the decision-making process." However, participants will be involved in the orientation of the think tank and its future."

Summing up, she said *"this process has three central themes or axes. Some actions are geared towards the Provincial Government. These will be led by the Deputy for Governance. Others are geared towards the ecosystem. These will be led by ECO6. And the third area is aimed at rethinking the role that this deliberative group can play in the ecosystem. But I want to stress that they are all different parts of the same process and are therefore inter-related."*

ECO1 asked the Deputy for Governance if she could give more details of how the actions would be developed, i.e. *"give more details about the actions."*

The Deputy for Governance replied that she *"would like to be able to give more details, but we are at the beginning of the process, so I can't. We have focused mainly on promoting externally-focused initiatives. There have been some inward-focused initiatives or actions. But there have been a lot of difficulties. And it has often been done by stealth. Many of the staff were not even aware that we were promoting the process. Transforming the administration isn't just about digitalisation; it also has to have an impact on processes. We have had a lot of difficulties promoting changes within the administration. (...) Externally we have already gained legitimacy. People know we are doing things. That is why we also need to look inwards. And just as we have done with the outward actions, when we want to transform the inner ecosystem, we want to find references that can also facilitate the transformation. We have to look for the referents. The different departments are very compartmentalised. And to overcome that, you have to look for people who are leaders in their departments. We have the experience of several processes such as Aurrerabide that can help us. In answer to the question, we will build on those experiences"*

The Head of Strategy and Research took the floor, remarking that *"We undertook a process to try to see how to communicate better with citizens. Each (provincial minister) deputy undertook a different experience and it worked out well. We took this process as a model to drive a process targeting the administration. We formed a group made up of qualified technicians and politicians to study the relationship between the centres of reference and Etorkizuna Eraikiz. (...) "These two projects should not be viewed in isolation; they are interrelated. They are therefore very complex. It's a very complex process."*

The Orkestra Facilitator took the floor, asking *"whether anyone has any queries or any questions they want to ask. Anything you didn't understand. Any proposals with regard to the process. Is there anything anyone wants to comment on?"*

ECO9 asked about the timeline of the process; *"how is the process going to be organized? What phases will there be? Is business going to be taken into account? What kind of participation are other kinds of stakeholders going to have?"*

Answering ECO9, ECO6 said that *"the process is still in its infancy. We don't know what the timeline will be like, and we can't yet provide the exact details of how the process will unfold. I think the deadline will be extended until the summer of next year. And in the process, we are going to see who will be accompanying us in the project. And to answer your question, I can tell you that we have not yet designed what the process is going to look like."*

The Deputy for Governance said that *"the plans often change during the process. For example, I had a plan for a project, but along the way I changed things. The process often changes ideas, plans and perspectives. In that sense, you tend to learn as the process progresses."*

DFG5 took the floor to ask *"Of all the concepts that were addressed in the first part, have we chosen collaborative governance at the expense of other concepts such as the new political culture? Certainly, collaborative governance is related to new political culture, but it seems to me that we are now neglecting some of the concepts we worked on before. Do you see it that way?"*

The Deputy for Governance replied that *"the new political culture is related to collaborative governance. There is a need for a new political culture. We have seen it and we have studied it. And this need has been accentuated during the crisis. And the new political culture is implemented through collaborative governance. Collaborative governance is a necessary tool for transformation. And that is why we are going to implement it in our projects. I think it's entirely related to the new political culture. Have I answered your question?"*

DFG5 said *"Clearly, the two concepts are related. Taking the example of the Mondragon cooperative movement, one could draw a distinction between the cooperative and the*

culture of cooperativism. The two things are not the same. In other words, you can have a co-operative without a culture of cooperativism. And you could link that to our case."

The Orkestra Facilitator remarked that *"because we are focusing on practice, conceptual frameworks or concepts that focus on processes will be decisive. There is a difference in the conceptual frameworks to be used depending on whether we start from theory or from practice. In other words, different concepts or conceptual frameworks will be used depending on the starting point. Now, our process is focused on practice —rather than on dialogue or reflection, as it was in the previous process— and so the conceptual framework will be informed by this practical basis. The change in focus will change the conceptual framework."* She added that *"the book we are going to write will deal with the theoretical or conceptual theme of the new political culture. Once that chapter has been written, we will know whether we are doing anything inconsistent."*

The Head of Strategy and Research said *"We should not accept this dissociation. That is why there is a danger that the transformation will be merely cosmetic, in other words that there will be no profound transformation. The new political culture is inseparable from collaborative governance. It is true that structures are sometimes created which are said to be addressing collaborative governance, but there is nothing behind that structure. It has to involve a profound transformation."*

The Orkestra Facilitator said *"In my opinion there is no dissociation. When we worked on these concepts, we considered them to be complementary, not as separate parts."* She thanked everyone who had spoken and launched the group dynamic.

5. Group dynamic

The Orkestra Facilitator presented the questions (Appendix A; Slide 17) that the groups would have to answer. Participants were asked to first answer the questions individually. Afterwards, each participant would share their reflections with the other members of

their group. Finally, each group would choose a spokesperson to share the answers from the group dynamic.

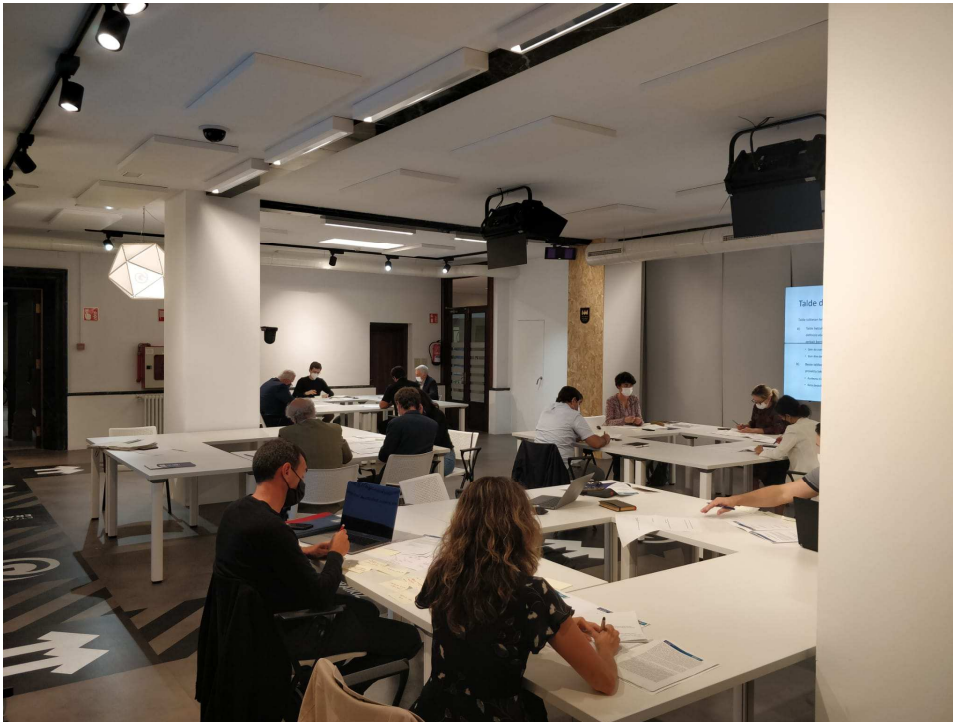
The results of the group dynamics were as follows:

Group 1:

DGF8 said *"We need to increase the legitimacy of the projects promoted. In the group we also discussed how to facilitate cooperation between public institutions and ecosystem stakeholders with a view to fostering collaborative governance. We made a list of criteria: promoting community work; redefining the public space; the possibility of creating new forms of relationship; increasing citizen participation or trust between actors."*

Group 2:

The spokesperson for Group 2, ECO10, said *"we have not come up with a definition of the concept. We emphasised one idea, and that idea centres on decision-making capacity. We believe this is a very important issue and in any process of collaborative governance, it is one that needs to be agreed upon in advance. Or at the very least, it needs to be clarified. The issue is whether or not the group will have decision-making capacity. We believe this is a very complex concept. It is related to the will of government, which has historically held the decision-making capacity. There therefore needs to be a real will. Those who have that decision-making capacity have to listen to the participants."*



ECO13, also a participant in Group 2, said that *"listening can also be part of collaborative governance. In other words, if it is agreed on beforehand, and if the government—even without surrendering its decision-making capacity— listens to the participants, that is collaborative governance."*

ECO10 thanked ECO13 and said that *"collaborative governance can be capable of handling complex challenges and problems, because it can provide a systemic picture. Complex problems require a map that takes into account the different dimensions. And collaborative governance can provide such a map. During the process, it is important to create knowledge, and to do that, it is essential to empower the participants."*

ECO13 said that *"the important thing about these exercises is that we develop a common understanding of the concepts. In other words, that we share the meaning of the concepts. After the sessions, the group should view collaborative governance in similar terms. These definitions help us to start the process. But they are not immutable. They will change over the course of the process. We will gradually build the definition throughout the process."*

Group 3:

The group's spokesperson, ECO12, said that *"promoting collaborative governance in the Provincial Government is a way of gaining legitimacy. We also discussed sincerity in a group, and its relationship to legitimacy. And at the same time, we commented that it is necessary to address complexity from the perspective of collaborative governance. Collaborative governance has the potential to increase territorial awareness among stakeholders, and thus boost collaboration among the different actors in the ecosystem. At the same time, opening the process up to the ecosystem will help us understand the territory, and thus to find out which stakeholders are participating in it. It would be good if the stakeholders were involved in addressing the problem."*

Group 4:

The group's spokesperson, ECO14 said that *"with a boost to collaborative governance coming both within the Provincial Government and in the ecosystem of the province, the legitimacy of the process will most probably increase. If politicians get involved in the process —rather than just civil servants from the Provincial Government— there will be a gain in legitimacy. However, it was also remarked that it would be advisable to be more specific about the initiatives to be implemented. In other words, the projects that have been promoted are still not very specific. These initiatives are interesting and can provide a first mapping of stakeholders in the territory, but we believe they should go further."*

ECO1, the second spokesperson for Group, said *"This process can be seen as an exercise to increase the information available on the different stakeholders or experiences in the field of collaborative governance in the province. We believe that this information has to be systematized in a way. In other words, a system has to be designed to enable this information to flow to the Provincial Government. It should not be a one-off issue. At the same time, we need new indicators. To date, we have had traditional indicators, but they need to be revamped. New indicators can be generated in the process. Out of the process, new theory should also be generated. It has to be an abstract theory, but it has to be applicable to Gipuzkoa."*

DFG7 said *"It is also important to resolve the issue of the silos within the Provincial Government. I believe that by encouraging this process of collaborative governance we can help to solve this problem. That will be necessary if we are to respond to large-scale challenges such as climate change. The criteria we use to define collaborative governance can contribute to the cross-cutting work —cross-departmental collaboration— required by the complex issues and challenges we face. If we are going to make progress in the green transition, another aspect we will have to develop is that of consistency between policies."*

The Orkestra Facilitator said *"it is important to have a systemic vision of these projects. The projects we are going to promote are interrelated. It is not so much about creating new projects, but integrating them into a systemic vision, and introducing collaborative governance into them to increase their effectiveness. At the same time, there may be different forms of action. For example, designing a tool can be an action, even if it is not a final action. But it can be a tool for other future actions. I would also like to say that it is important that actions can generate new indicators, definitions, concepts, frameworks or contributions to theory. We must be able to have an impact. But we must also be able to show that we are capable of having an impact."*

6. Assessment and end of session

The Deputy for Governance then took the floor to close the session. She reminded them that *"we need to fill in the evaluation forms. The next session will be on October 20. The session will be online, and we will be accompanied by María José Canel. It only remains for me to thank all the participants and wish you well until the next session. Thank you."*

7. Appendices

a. Presentation used during the session



Deliberation Group on the New Political Culture
22/09/2021

Structure of the session

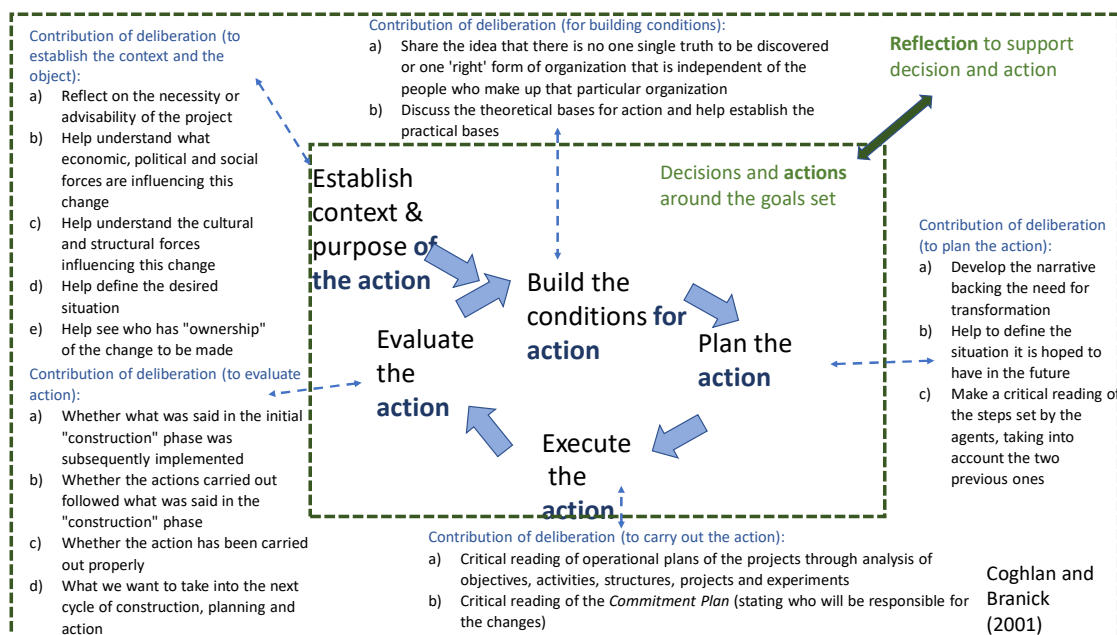
- Introduction
- Methodological framework 2021-2023
- Initial Definitions of Collaborative Governance
- Proposals for Action
 - Provincial Government of Gipuzkoa: project of internal transformation
 - ArantzazuLab: Map of governance in Gipuzkoa
 - New Political Culture deliberation group: process of reinforcing the impact the group has/will have on the ecosystem
- Group Dynamic
- Close

Introduction: new phase 2021-2023

- Taking into account the evaluation we completed in June, in this September session we will work on the bases from **a new phase**
- In keeping with the **mission**, the purpose of the group continues to be the **co-generation of knowledge** through collaborative governance and the transformation of the ecosystem of the Provincial Government policies
- We will place **the focus on action**. The action will be undertaken through **2 projects**/processes within Etorkizuna Eraikiz. These projects/processes stand outside the think tank but are linked to it, in an attempt to find a systemic vision
- We will **not** work in the **stable working groups** established in the previous phase (conceptualization, transformation of the administration, citizen participation and methodology), although in the sessions we will work in small groups
- However, we have not yet completed the work of the previous phase; we are **compiling the lessons learned** in that phase **in the book** and hope to have it finished in December
- We will once again invite **experts** to the sessions, but we will make a special effort to make them experts who know the process (in the October session we will be accompanied by Maria José Canel)
- We will alternate face-to-face and virtual sessions. In order for the work dynamics to be effective, each session will be either face-to-face OR virtual. The participation of experts will also take different forms.

Methodological bases 2021-2023

Proposal to be worked on by the Management Team



Initial definitions 2021-2023
Collaborative governance

What are the initial definitions?

- The Think Tank's steering team invites each discussion group to start the new phase by working on a conceptualization that will be important in the journey through to 2023
- Bearing in mind that in the previous cycle we worked mainly on the **new political culture** and that the chapter on this subject is currently underway, it is proposed to adopt the concept of **collaborative governance** to work on in this period
- Today we will work with some initial definitions. The initial definitions are not necessarily those that we will use later, but ones we have chosen to kick off the initial reflection
- The definitions to be presented in this session have been picked using the following criteria:
 - Definitions given in the framework of Etorikizuna Eraikiz, since these are the ones that from the outset correspond to the think tank.
 - Ansell and Gash (2008), because, basing themselves on 137 practical experiences, they allow us to address participants' engagement with the decision-making processes

What do most definitions of collaborative governance include? (Bianchi et al., 2021)

There are multiple definitions, both of collaborative governance and of others with which there are significant links, such as new public governance, policy networks, network governance, intersectoral cooperation, public value governance, holistic governance, integrated governance, interactive governance...

They all make reference to multi-agent cooperation, generally initiated by a public agency and aimed at developing a consensus among agents, for the design and implementation of a formal set of policies oriented towards generating public value.

What is the definition of collaborative governance in Etorkizuna Eraikiz? (From the documents of Arantzazulab / Etorkizuna Eraikiz Model*)

Collaborative governance is a specific response, proposed by a specific area of policy (government) and is fundamentally based on establishing new forms of communication and collaboration between governments and civil society, both within and between organizations, to strengthen collaboration between institutions and society.

Criteria

- ☐ Governments must be more willing to cooperate and interact with society than to act on their own
- ☐ Governing is, above all, an open dynamic of collaboration and learning to ensure that decisions are taken in the best conditions.
- ☐ Governments create spaces for listening, reflection and sometimes —but not necessarily— decision-making. These spaces are not directed through a hierarchy; instead horizontal relationships are established.
- ☐ 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.
- ☐ They create specific structures, first to promote the stability of the open and collaborative governance process, and then to guarantee it.

(*) <https://www.gipuzkoa.eus/es/web/etorkizunaeraikiz/modelo>

A step in the process of clarifying the concept: participants engagement in the decision-making processes (Ansell and Gash, 2008)

Collaborative governance is a way of organising government in which a public agency engages external participants in a collective decision-making process that is formal, consensus-oriented, and deliberative. The objective is to implement public policies or to manage public programmes/resources.

Collaborative governance is developed around six criteria:

1. The forum is initiated by public agencies or institutions
2. Participants in the process also include stakeholders who stand outside the structure of the organizations
3. **Participants engage directly in decision making** and are not merely "consulted" by public agencies
4. The forum is formally organized and meets collectively.
5. The forum aims to make decisions by consensus (even if consensus is not achieved in practice)
6. The focus of collaboration is on public policy or public management

A step in the process of defining the concept

One criterion that is addressed in different ways in the definitions above is the role of participants in the decision-making processes:

- In the criteria of Etorkizuna Eraikiz, the decision-making spaces are not essential
- Ansell and Gash, for example, make participation in the decision-making processes a prerequisite

Thus far, the criterion in this group on the New Political Culture has been as follows:

The group has participated in the decisions related to the think tank's deliberation process (agendas, methodology, topics, nature of the sessions), but the areas of decision of the actions used for learning (internal transformation of the Provincial Government, Badalab, ArantzazuLab) have stood outside the think tank.

Given that we will be working on the criteria in today's dynamic, for the moment we will leave you with two questions on the subject:

- Is this the right form of participation in decision-making?
- How will we reflect it in the group definitions?

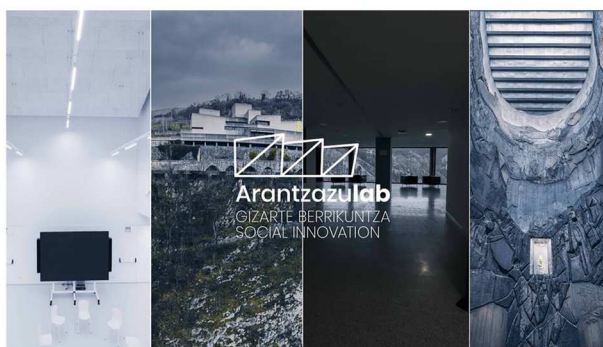
Action 2021-2023

Presentation of the three projects

Provincial
Government of
Gipuzkoa: project
of internal
transformation



Arantzazulab:
Map of
governance in
Gipuzkoa



What is the current situation of collaborative governance in Gipuzkoa? What kind of governance do we have?



- Overall goal: Map of governance in Gipuzkoa (Agencies, initiatives, projects, different approaches, research)
- Generate knowledge, discourse and methodologies to influence this ecosystem from the New Political Culture think tank



Questions for analysis & deliberation

- Do we have a true model of collaborative governance to address the challenges facing Gipuzkoa? What are the key issues?
- What initiatives have been undertaken in Gipuzkoa that develop collaborative governance?
- What examples can be taken as a model? Why?
- What kind of public and private institutions and social agents have promoted them? What were the resources/structures used?
- Analysis based on the practical initiatives compiled: What has been done? Where are the defects? What are the courageous approaches? Why have they worked/not worked? What was the role of civil society?
- How has the activity/concern/inertia/accountability/legitimacy of public institutions contributed to/hindered/enriched/facilitated collaborative governance?
- Collaborative governance — when and what for: Size of the challenge and selection of models of governance
- What agencies are researching collaborative governance? What knowledge has been generated? How has it been rolled out/disseminated in the community?



Experiences to be submitted for deliberation

- Practical experiences, International References, Experts, ...

The collaborative governance model that Gipuzkoa needs ...

Link to other proposals for action: Three dimensions of the same process

- Provincial Government of Gipuzkoa: project of internal transformation
- Map of governance in Gipuzkoa
- New Political Culture deliberation group: process of reinforcing the impact the group has/will have on the ecosystem

... must be a project for everyone

New Political Culture
deliberation group:
process of
reinforcing the
impact the group
has/will have on the
ecosystem



Group Dynamics (I)

We will work in small groups with two exercises:

- a) Some groups will work on defining collaborative governance, putting forward a series of definitions and criteria they consider to be appropriate for the group. The definitions presented in the session can be taken as a starting point or the groups can propose something new. Questions to be answered:
 - What do you think is a suitable definition of collaborative governance for the purposes of this group?
 - What criteria fit this definition?
- b) The other groups will reflect on the action. Developing the proposed methodology, please answer the following questions about the 3 projects (actions) presented:
 - Are the actions presented necessary/advisable? Why or why not?

Group Dynamics (II)

Times for teamwork:

- 30 minutes for reflection in each group
- 3 minutes for each spokesperson to present a BRIEF group reflection
- 30 minutes to try to establish criteria among all participants based on the contributions

Evaluation and next session



Please complete the evaluation form. It is of great help to us in preparing the following sessions



The next session will be held online on 20 October, with María José Canel, an expert who will help us in our reflection

b. Working Document No. 14

THINK TANK

Process of deliberation on new political culture: Working Document No. 14

ACTION RESEARCH AT THE THINK TANK: STUDIES AND POST-EVALUATION

ADAPTATIONS

(22 September 2021)

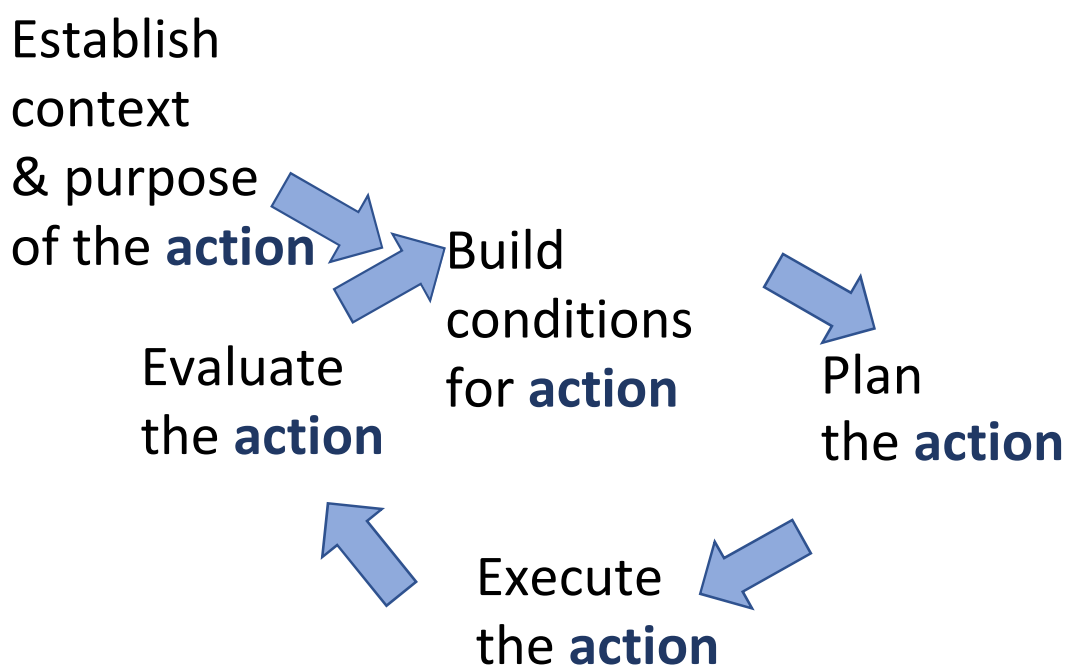
Introduction

At the September 2021 session, the discussion group on the new political culture began a new phase of its work, which will continue through to the 2023 elections. Once again, the new phase will be based on action-research methodology. However, whereas previously the focus was on the co-generation process, this time the work will focus on action. This working document sets out the adapted methodological framework and addresses two basic issues that are needed to start working within the new methodology: (a) the definition of the basic concept (collaborative governance) and the presentation of the actions to be addressed.

Adaptation of the methodology

The reference point for the new phase of the think tank is the book by Coghlan and Brannick (2010). These authors develop action research on a cyclical basis.

Image. Cycle of action research



Source: Adapted from Coghlan and Brannick (2010:8).

Each step is described below.

Context and purpose of the action

In this section the team will carry out the following actions:

- a) Reflect on the necessity or advisability of the project
- b) Understand the economic, political and social forces influencing this change
- c) Understand the cultural and structural forces influencing this change
- d) Define the desired situation
- e) Develop collaborative relationships between those who have "ownership" of the change being sought

Building the conditions for action

In this phase the group will work on:

- f) Share the idea that there is no one single truth to be discovered or one 'right' form of organization that is independent of the people who make up that particular organization
- g) Establishing the theoretical and practical basis for action

Planning the action

Based on the above, the group will take the following steps:

- h) Establish the need for transformation
- i) Establish the situation it is hoped to have in the future
- j) Establish the steps to be taken, taking the two previous ones into account

Executing the action

For this phase, the steps are as follows:

- k) Develop an operational plan with targets, activities, structures, projects and experiments
- l) Develop a *commitment plan* outlining who will be responsible for the changes in the organization

Evaluation of the action

The aspects to be observed in this phase are as follows:

- m) Whether what was said in the initial "construction" phase was subsequently implemented
- n) Whether the actions carried out followed what was said in the "construction" phase
- o) Whether the action has been carried out properly
- p) What we want to take into the next cycle of construction, planning and action

Action to be placed at the centre of the process

The cycle described in the previous section places the main focus of the process on action. Consequently, the actions to be placed at the heart of the deliberation process have been defined from the outset:

- a) Project for internal transformation of the Provincial Government of Gipuzkoa. The project will be based on the search for facilitators within the Provincial Government and on channelling their training and empowerment processes to ensure that they promote collaborative governance in their areas of action. The facilitator for the process will be Eider Mendoza, who will bring to the deliberation group the questions to be answered to support this process
- b) Project for preparing a map of collaborative governance in Gipuzkoa. The aim of the project is to draw up a map of the institutions and projects that are promoting collaborative governance in Gipuzkoa in order to understand their trajectory and activity in depth and to lay the foundations for the networking process between them. The facilitator for the process will be Naiara Goia, who will propose in the group the necessary reflections to promote the process
- c) Project to strengthen the influence of the deliberation group on the new political culture in the ecosystem. Based on the new knowledge generated in the two previous projects, the deliberation group will transform the nature of the group and its ways of working in order to strengthen its influence in Gipuzkoa. In this way it is hoped to propose new members or new networking processes. The facilitator for the process will be Miren Larrea, who will provide help to the group in transforming itself.

Defining collaborative governance as a starting point

Further exploring the conceptualization of the new political culture, addressed in the previous phase, the concept adopted as the central theme for the new phase is collaborative governance. The first steps of the methodology agreed upon require laying the theoretical and practical foundations of the action. To do so, Etorikizuna Eraikiz's definition of collaborative governance was used as a starting point, and the criteria to be taken into account when drawing it up were listed.

Definition of collaborative governance: Collaborative governance is a specific response, proposed by a specific area of policy (government) and is fundamentally based on establishing new forms of communication and collaboration between governments and civil society, both within and between organizations, to strengthen collaboration between institutions and society.

Criteria:

- Governments must show themselves more willing to cooperate and interact with society than to act on their own
- Governing is, above all, an open dynamic of collaboration and learning so that decisions are taken in better conditions.
- Governments create spaces for listening, reflection and sometimes —but not necessarily— decision-making. These spaces are not directed through a hierarchy; instead, horizontal relationships are established.
- 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.
- They create specific structures, first to promote the stability of the open and collaborative governance process, and then to guarantee it.

Two working groups reflected on the definition of collaborative governance. The majority considered the definition above to be suitable and added the following criteria, among others:

- Preference is given to diversifying those involved
- We work in the action, to learn from it
- It is aligned with the foundations of the new political culture
- It includes mutual evaluation in its ways of working
- The processes are transparent
- It is defined from a position of complexity and from there it develops the systemic approach
- There is agreement in advance as to how decision-making will be carried out

Two other groups addressed the proposed actions. In general, the actions were rated highly (see the specific contributions in the report for this session). Some of the items highlighted included the existence of conditions to be more efficient in the new phase and the legitimisation of the process by the Provincial Government through internal transformation.

Expectations of the action

Participants were asked to describe what the situation should be in 2023 with regard to each project/action. The contributions are summarized below:

a) Internal transformation processes in 2023

- Collaboration between facilitators and referents is seen and work is being carried out to develop competencies.
- We have gone from experimenting to integrating the issues addressed in this process into the working dynamics, on a wide scale across all departments.

- Government employees see the project as being sincere. In other words, it is not just political marketing.
- The political staff who will be incorporated following the 2023 elections are aware that there are "new" ways of doing things in the provincial government and that this conditions ways of working.
- Within the Provincial Government, there has been progress in the relations between political and technical staff and the technical staff are included in the deliberation process.
- Collaboration is a reality in the day-to-day work of the Provincial Government.
- It is in tune with the theories of organizations that study the activity (Koldo Saratxaga + "Peter Senge") and theories on management democratization (J. Subirats).
- Application of "Dancing silos" theory facilitates coherence between OECD policies.

b) Mapping process in 2023

- The collaborative governance network has been created and we are addressing the challenges.
- Instead of channelling the changes in a few isolated spaces, they are unified and led from the Provincial Government.
- With this mapping, a better and deeper understanding has been gained of the real situation in Gipuzkoa.
- New networks have been built and strengthened, generating new initiatives.
- More knowledge about the Think Tank has been created, cemented and disseminated.
- In addition to the ecosystem, collaborative governance has been strengthened in Gipuzkoa.

c) Influence of the deliberative group on the province in 2023

- The Think Tank has become a reference point in society (not only in the ecosystem).
- The deliberation team is able to reinforce the new transformation processes with its work.
- Ordinary citizens of Gipuzkoa have assimilated/taken on board the new political culture to a greater extent.

c. Results of individual exercise

THE DELIBERATION GROUP'S DEFINITION AND CRITERIA OF "COLLABORATIVE GOVERNANCE"

What do you think is a suitable definition of collaborative governance for the purposes of this group?

- A type of relationship promoted by the public administration in which priority is given to the diversity of actors in order to work on designing public policies, defining social problems and improving living conditions in the province.
- It is a combination of collaborative governance measures through which different public- and private-sector stakeholders can condition the course and direction of public policies by working together.
- Most of the definitions are similar. However different theoretical or ideological group marks/paradigms can be extracted in the action.
- It fulfils two objectives. To align with the framework of the political culture.
- To collaborate in action. To learn from action as well.
- I share Etorikizuna Eraikiz's definition.
- Etorikizuna Eraikiz definition + governments listen, reflect and seek consensus and social agents participate in the processes.

What criteria fit this definition?

- Public-private collaboration, going beyond the public sphere. Eagerness to include and understand the diversity of points of view.
- Mutual evaluation.
- Transparency.
- The criteria should help us see how to focus the action.
- The initiative in collaborative governance lies with public institutions.
- Complex problems/challenges require systemic approaches, which analyse complexity.
- The collaboration is between multiple (public/private) agents.
- New user processes require new decision-making structures (operating system 2).
- Decision-making capacity must be predefined, so as not to create "inspections." I agree with everyone else.

REFLECTION ON THE "ACTION" TO BE SUPPORTED BY THE DELIBERATION GROUP

Are the actions presented necessary/advisable? Why or why not?

Yes:

- In general, compared to the previous process, I find it much more action-oriented. This will give us a solid base to generate knowledge and make it transformative.
- Influence of the think tank group on the ecosystem: I think it is useful because it entails *de facto* collaborative governance.
- Governance map: very appropriate, in order for the changes to be unified and led from the Provincial Government rather than in a few isolated spaces.

- Transforming the Administration: I see it as absolutely necessary. Because the effort made over the years within Etorkizuna Eraikiz is an opportunity and there is a need to have an impact at within government.
- They have responded to real problems or needs.
- They are transformation-oriented.
- They are related to the Think Tank's mission.
- They can be the lever needed for the deliberation group to make the leap forward.
- The Provincial Government's new Think Tank discourse (governance/cooperation) will not be credible if things do not change within the Provincial Government.
- If the in-house transformation is "sincere", it will create very useful elements for building collaborative governance, which can be related to Objectives 2 and 3.
- The think tank methodology should ensure that the action is closely linked to reflection.
- What should be achieved:
 - Theory of change, process.
 - Contextualization.
- Raise principles or questions of learning.
- The definition is key.
- New information system.
- New indicators (results).
- New systems of deliberation.
- Progressive.
- Respond to real problems. Well focused. Aligned with the Think Tank to gain legitimacy. → But it still needs to be defined.

How would you describe the ideal situation that each project should achieve by 2023?

A. Internal transformation in the Provincial Government

- In collaboration between facilitators and referents. The work to develop the skills to be developed in the Provincial Government should be already underway.
- We have gone from experimenting to integrating the issues addressed in this process into the working dynamics, on a wide scale across all departments.
- Government employees see the project as being sincere. In other words, it is not just political marketing.
- When new political staff come on board after the 2023 elections, they will be aware that there are "new" ways of doing things in the government. This will condition their ways of working.
- A leap forward will have been made at the Provincial Government. Change in the relationship between political and technical staff. Technical staff will participate in the deliberation.
- Collaboration is a reality in the day-to-day work of the Provincial Government.
- In tune with the theories of learning organizations (Koldo Saratxaga + Peter Senge) and the theories of democratization of the administration (J. Subirats).
- A conjunction of the political and technical level, absolutely necessary.
- Application of "Dancing Silos" theory would facilitate consistency among OECD policies.

B. Map of governance in Gipuzkoa

- The collaborative governance network should be in place and working on the challenges.

- It is very suitable for the changes to be unified and led by the Provincial Government rather than in a few isolated spaces.
- With this mapping, a better and deeper understanding has been gained of the real situation in Gipuzkoa.
- New networks, new initiatives have been built and strengthened.
- More knowledge about the Think Tank has been created, cemented and disseminated.
- In addition to the ecosystem, collaborative governance has been strengthened in Gipuzkoa.

C. Process to strengthen the influence of the think tank group on the new political culture in the ecosystem of Gipuzkoa

- The Think Tank has become a reference point in society (not only in the ecosystem).
- The deliberation team is able to reinforce the new transformation processes with its work.
- Ordinary citizens of Gipuzkoa have assimilated/taken on board the new political culture to a greater extent.
- These are instruments, not initiatives, which are useful for learning about existing practices.

d. Session programme

THINK TANK

SPACE FOR DELIBERATION ON THE NEW POLITICAL CULTURE

FACE-TO-FACE MEETING, 22 September 2021

CHALLENGE TO BE WORKED ON IN THE SESSION

This session is the first session of a new phase. Based on the evaluation of the previous phase, a set of criteria was developed in June. After working on these, this session will set out the new objectives, the basic concept used for preparing them, the way the methodology has been adapted to meet these objectives and the areas chosen in which to carry out the action.

With this in mind, the group members will work on how we will co-generate knowledge by answering the following questions: What is the role of deliberative sessions in the new framework? What is the role of these members in the deliberative process? What issues should we address? What is the role of the experts? Based on these contributions, the 2021-2023 roadmap will be defined, and this will begin to be developed from October.

AGENDA FOR THE SESSION

- Introduction
- An initial definition of collaborative governance
- Methodological framework 2021-2023
- Proposals for Action
 - Provincial Government of Gipuzkoa: project for internal transformation
 - ArantzazuLab: Map of governance in Gipuzkoa
- Group Dynamic
- Close