CRITICAL SOCIAL INNOVATION IN THE SMART CITY ERA FOR A CITY-REGIONAL EUROPEAN HORIZON 2020

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ABSTRACT

In 2020, in the new EU strategic horizon[1] that is opening at present, the place should matter more than ever when it refers to territories that are envisaged from the Social Innovation paradigm (Moulaert[2], Mulgan[3] and Morgan[4]). Nevertheless, how will the suggested H2020 strategy based on Smart City and Communities[5], contribute and implement the so-called Social Innovation; facing realistic, economic and politic-driven issues in an increasingly territorially heterogeneous EU current context? This article aims to shed some light on the Critical Social Innovation (CSI) challenges from a constructive position.

KEY WORDS: Critical Social Innovation, Urban Experimental Governance, City-Regions, EU, H2020, RIS3, Smart Cities, Territorial Development Strategies and Penta Helix

RESUMEN

En 2020, en el nuevo horizonte estratégico de la UE que se está abriendo en la actualidad, el lugar debe importar más que nunca si tratamos de observar a los Territorios desde el paradigma de la Innovación Social (Moulaert, Mulgany Morgan). Sin embargo: ¿Cómo, la citada Estrategia H2020 basada en la Smart Cities y Comunidades, puede contribuir, implementar y poner en práctica la manida Innovación Social, dando respuestas realistas, a las problemáticas económicas y políticas que están emergiendo en un contexto como el de la UE, cada vez más heterogéneo territorialmente hablando? El objetivo de este artículo es proponer la Innovación Social Crítica (CSI), es decir: exponer los retos de la Innovación Social, desde una óptica de construcción crítica.

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[1] Horizon 2020- Work Programme 2014-2015: *Europe in a changing world: inclusive, innovative and reflective societies.*
[2] Moulaert, F., MacCallum, D., Mehmood, A. and Hamdouch, A. (2013) *International Handbook of Social Innovation. Social Innovation: Collective Action, Social Learning and Transdisciplinary Research.* Cheltenham: Edward Elgar.
[3] Mulgan, G. and Puttick, R. (2013) Making evidence useful: the case for new institutions. London: NESTA.
[4] Morgan, K. (2013), *The Rise of Metropolitics: Urban Governance in the Age of the City-Region.* In: Bradford, N. And Bramwell, A. eds. *Governing Urban Economies: Innovation and Inclusion in Canadian City-Regions,* Toronto: University of Toronto Press.
[5] https://webgate.ec.europa.eu/socialinnovationeurope/node/4359

RESUM

Al 2020, en el nou horitzó estratègic de la UE que s'està obrint a l'actualitat, el lloc ha d'importar més que mai, si tractem d'observar els Territoris des del paradigma de la Innovació Social (Moulaert, Mulgany Morgan). Però: Com pot, l'esmentada Estratègia H2020 basada en la Smart Cities comunitats, contribuir, implementar i posar en pràctica, la tant utilitzada Innovació Social, donant respostes realistes, a les problemàtiques econòmiques i polítiques que estan emergint en un context com el de la UE, cada vegada més heterogeni territorialment parlant? L'objectiu d'aquest article és proposar la Innovació Social Crítica (CSI), és a dir: exposar els reptes de la Innovació Social, des d'una òptica de construcció crítica.

PARAULES CLAU: Innovació social crítica; governança urbana experimental; ciutat-regió; EU; H2020; RIS3; smart cities; Estratègies de Desenvolupament Territorial i Penta Helix.

Introduction

The EU is dealing with two main strategic societal changes that can be branded as what I have called CSI, which our projects' focus should no longer forget from now:

- First and foremost, the economic challenge: Any Social Innovation which does not consider any collective real economic alternative constructively building on the contradictions caused by the recession, is simply not going to be valid anymore. As Harvey[6] and Brenner[7] among others suggest, we need to deconstruct the nature and logic of the neoclassic economic orthodoxy. CSI can be a collective social transformation paradigm to proceed with.

- Secondly, the political challenge: Politics must recover the trust of the citizenship. However, we have to start suggesting alternatives to the clearly failing Nation-State EU configuration. Cities are not isolated territorial entities, but it is even less desirable for them to be centralised by the inefficient national structures.CSI highlights the decline of the dominant Nation-State-wise structures and mindset so far, in contrast, putting the Region-based Europe (Keating[8], Gallagher[9], Moreno[10] and Innerarity[11]) in the *nitty gritty* of the EU Governance model. Avoiding politically innovative processes that are occurring at the moment in the EU (Scotland[12], Catalonia[13], Basque Country[14], Oresund[15],Iceland[16], Liverpool & Manchester[17], among others), it would be closing the door to the only hope of a territorial democratic regeneration that is more than urgent.

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[6] Harvey, D. (2005), *A Brief History of Neoliberalism.* Oxford University Press, Oxford.

[7] Brenner, N. Peck, J. and Theodore, N. (2010), *Variegated neoliberalization: geographies, modalities, pathways*, Global Networks 10(2), 1-41.

[8] Keating, M. (2001) *Governing Cities and Regions: Territorial Restructuring in a Global Age.* In A. Scott (ed.) Global City-Regions: Trends, Theory, Policy, pp. 371–390. Oxford: Oxford University Press.

[9] Gallagher, J. (2013), *What Do Yes and No Mean? The Scottish Referendum and the UK Territorial Distribution of Power.* Conference Proceedings of the Regional Studies Association RSA Winter Conference November 2013. Pp. 8-12.. ISBN: 978-1-897721-45-2.

[10] Moreno, L. (2006), Scotland, Catalonia, Europeanization and the "Moreno Question", Scottish Affairs, 54: 1-21.

[11] Innerarity, D. (2013), *The Democracy of Knowledge,* Bloomsbury, London.

[12] http://futureukandscotland.ac.uk/blog/independence-europe

[13] http://blogs.lse.ac.uk/europpblog/2013/10/01/the-catalan-independence-movement-has-been-more-emotionally-driven-than-its
scottish-equivalent/

[14] http://www.igorcalzada.com/download-here-basque-city-euskal-hiria-book-executive-summary and
http://scar.gmu.edu/publication/basque-case-comprehensive-model-sustainable-human-development

[15] http://www.keepeek.com/Digital-Asset-Management/oecd/urban-rural-and-regional-development/regions-and-innovation
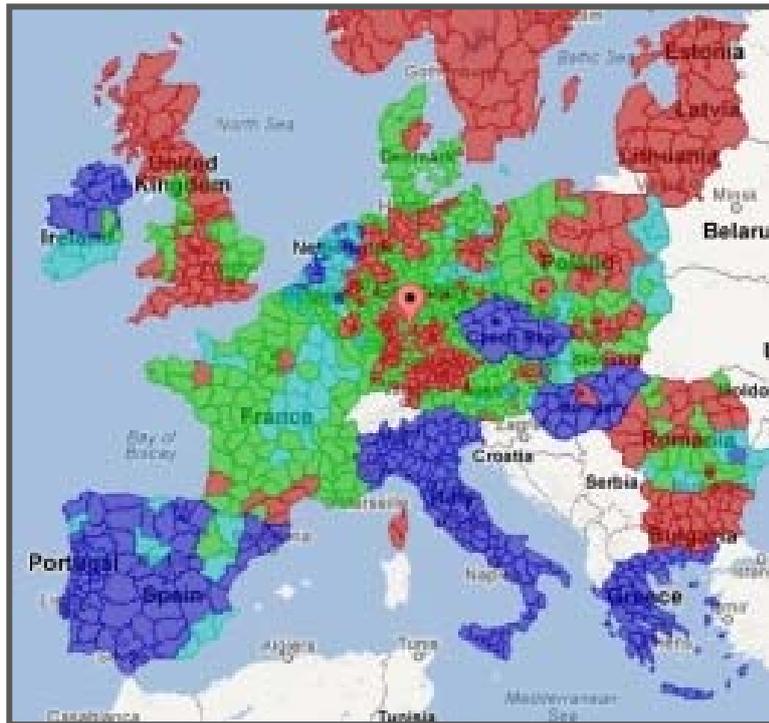collaborating-across-borders_9789264205307-en#page1

[16] http://www.opendemocracy.net/can-europe-make-it/thorvaldur-gylfason/democracy-on-ice-post-mortem-of-icelandic-constitution
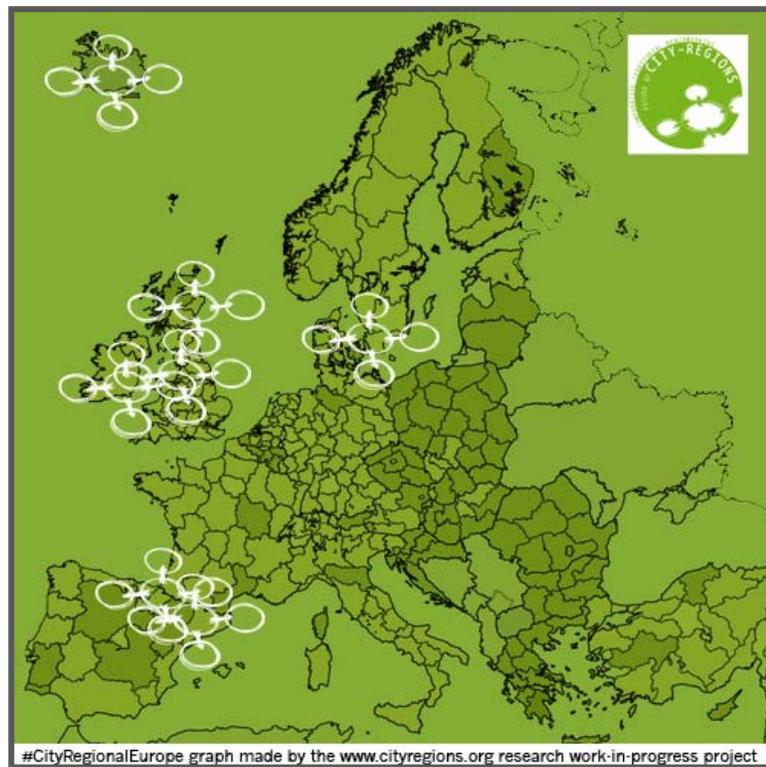and https://webgate.ec.europa.eu/socialinnovationeurope/node/4397

[17] http://www.centreforcities.org/blog/2013/11/19/devolution-in-wales-scotland-england/

Figure 1. Nation-State based European Cities and Regional Forecasts by Oxford Economics

Source: http://www.oxfordeconomics.com/forecasts-and-models/cities/european-cities-and-regional-forecasts/coicops)

Figure 2: #CityRegionalEurope graph

#CityRegionalEurope graph made by the www.cityregions.org research work-in-progress project

Source: www.cityregions.org research work-in-progress project

Therefore, to sum up, I argue that CSI should be required to contribute firmly to the EU 2020 societal changes. There are three implications that I would like to point out concerning Territories, specifically in the active construction of Smart Cities and the EU City-Regions strategies in the upcoming H2020 projects:

1. Territorial implications: City-Regionalism

The real territorial main characters of Social Innovation in the EU should be Regions rather than Nation-States. The way regions put in practice their bottom-up interconnected social innovation processes should be crucial to learn comparatively from different city-regionalism (Morgan & Harrison) cases in the EU (www.cityregions.org)

2.Democratic implications: Governance.

Smart Cities have so far been technology-first business-driven marketician operations. The completion of this phase is required with the people-first principle. Citizenship should participate in the consumption but also in the design of the technology co-creating as producers themselves, the socially beneficial outcome. It is why Penta helix or multi-stakeholders need to replace the classic private and public partnership governance model. Cities require simple but broad solutions, addressing their complexity.

3. Strategic implications: Scalar implementation.

Finally, nobody says that implementing Social Innovation was an easy task, excluding complexity rather than accepting and putting it in value. At the operational level, the multilevel governance should be implemented in a scalar coordination: to guarantee bottom-up socially innovative participation and decision making processes (Micro) combined with an ethical and strategic policy efficient design (Macro); while the heart of the matter always has been and will be, the implementation of this Social Innovation among the agents and across the projects in a complex networked territorial basis (Meso). As the father of strategic thinking, Mintzberg (2002) reminded us that the key task is to fathom the black box of the strategic processes in the implementation phase. (A methodological attempt has recently been suggested in the new publication #MacroMesoMicro that can be found in www.macromesomicro.com)

This article highlights the importance of taking into account the territorial, democratic and strategic implications from the perspective of Social Innovation and Urban Governance,when it refers to the improvement of theSmart Cities' policy making processes in the new EU Horizon 2020. The author presents the main conclusion of the Territorial Development Strategies of the Basque City-Region, also know as the EuskalHiria case study, as a sampleto illustrate the work-in-progress PostDoctoral project gathered in www.cityregions.org (This conclusion is an outcome of the field work research carried out in two temporal phases: 2008-2010 in the doctoral period and 2012-2013 in the postdoctoral period. Having directed in 2012 the City-Region Congress[18] and observing how the social actors have evolved their strategies, the author summarizes the case study).

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[18] The Basque City-Region or EuskalHiria 2012 Congress was directed by Dr. Calzada in collaboration with the Spatial Planning Ministry of the Basque Regional Government on 26-27th Nov. 2012. The content and the whole dynamic were stored in these two platforms. On the one hand, the internal one in Spanish and Basque, http://www.euskalhiria.org and on the other hand, the external one in English, http://www.basquecity.org . It should be underlined that the Social Movements were invited to take part as speakers from the first time in the ten year of history of the Congress. The invitation was made to the platform DOT Deshazkundea, the Social Movement clearly in opposition to the High Speed Train and confronting modifications to the Spatial Planning Directives DOT/LAA. Nowadays, DOT Deshazkundea has disolved itself.

1. Does the place matter?

In the Postcrisis[19] era, the most relevant matter will be around the real importance of the place. But not only grounding the confused concept of place but also trying to explore the way it takes shape and is governed will be crucial.

Indeed, the place matters. We were born there, have lived and worked there, and entered there and exited from there. Places are an object of observation from the outside while we experience them from the inside. Calvino may have envisioned the city as a place that is entered and should be exited (Subirats, 2011)[20], but before anything else, we are talking about places, where the relationships among the actors (Acuto, 2013)[21] configure the decisions that are made regarding the specific place. A place is the most ethnographic level of observation of relational territorialisation. However, do we really know how territories behave? Can we really observe in practise the notion of Network Territory? (Haesbaert, 2012)[22] How does the dynamic concept of a territory fit and juxtapose with that of a network? And, how can this notion of the Network Territory change the assumptions we make about the local and global territorial units: Neighbourhoods, Towns and Villages, Cities, Regions, Nations, State-Nations?

In the derridian style we can deconstruct the word place, observing what Matthew Gandy (2004)[23] suggested, and we can rethink urban metabolism as the best way to deal with the concept of space. But as Cresswell (2013; 8)[24] reminds us "space is a more abstract concept than place". It is where we can request to be assisted by Anderson when he coined the term "imagined communities" (1991)[25] with which he differentiated from the actual community because it is not based on everyday face-to-face interaction between its members. Likewise, Raymond Williams (1976)[26] pointed out "what is most important, perhaps, is that unlike all other terms of social organization (state, nation, society, etc) it seems never to be used to unfavourably, and never to be given any positive opposing or distinguishing term".

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[19] We can define this era as follows: the austerity and economic crisis has provided so far breathing rooms for the ruling class accumulation by dispossession.
[20] http://www.eldiario.es/catalunya/pistaurbana/Ciudad-Globalizacion-Diversidad_6_127797242.html and http://medialab-prado.es/mmedia/8338/view
[21] Acuto, M. (2013) *Putting ANTs into the mile-feuille,* City, 15:5, 552-562.
[22] Haesbaert, R. (2011), *El mito de la desterritorialización: Del "fin de los territorios" a la multiterritorialidad*, SigloVentiuno Edit. Madrid.
[23] Gandy, M. (2004), *Rethinking Urban Metabolism: wáter, space and the modern city.* City: analysis or urban trends, culture, theory, policy, action Journal. Vol 8, Issue 3. Pages 363-379.
[24] Cresswell, T. (2004), *Place: a short introduction.* Blackwell publishing.
[25] Anderson, B. (1991). *Imagined Communities: Reflections on the Origin and Spread of Nationalism.* Revised edition. New York: Verso, 1991.
[26] Williams, R. (1985), *Keywords: A vocabulary of Culture and Society.* Revised Edition. Oxford University Press.

Nowadays, the real paradox about the place is happening when the territorial scales (Herod, 2011)[27] are not proportional with the governance power the main representativemay own. The governance is creating balances and imbalances continuously in each place. It means that for instance, the mayors of the world's 25 largest cities are each responsible for more people than most national prime ministers[28]. This implies a need to articulate city-regionalism territorial development strategies from the Major Offices avoiding only a City-first approach (Harrison, 2013). As Innerarity suggests (2013), "an economic geography of creativity is established that requires a significant number of modifications in the way territories are governed".

Nevertheless, even noticing that the place will increasingly matter, the scales and the changes occurring in the economic and political sphere will require digging in the nature and power dynamics of the territorial development strategies.

1.1. Two challenges ahead in the EU H2020 agenda:

The EU will open the big Horizon 2020 this month. In this context, Social Innovation may be the transversal element bearing in mind the emphasis on Inclusive, Reflective and Innovative Societies, and especially on Smart Cities and Communities. As Jaime del Castillo[29] (2013) has recently reminded us in this Journal, RIS3 Regional Innovation and Smart Specialisation Strategies are "the new instruments of the European Commission that wants to use and to improve the policies and measures supported by the Structural Funds in order to generate competitiveness in the companies of the assisted areas".On the same wavelength in this Journal too, Alain Jordà[30] (2013) defines the way deep changes are founding the Future of Cities (Calzada, 2013)[31] paradigm with a direct impact on the Territorial Development Strategies. In this sense, Jordà underlines (going along with him) the recent boom of the new trends under the umbrella of the so-called Smart City.

Following the premises that Kevin Morgan (2013) and Frank Moulaert (2013) founded, I can argue that what is more than required is a critical review of the new trends from a perspective that it is presented here as Critical Social Innovation (CSI). In this sense, we can

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[27]Herod, A. (2011), *Scale,* London: Routledge.
[28]http://www.citymayors.com/statistics/largest-cities-mayors-intro.html
[29] Del Castillo, Jaime, *The territorial dimension of EU policy guidelines (EU 2014-2020).* P3T, Journal of Public Policies and Territory. Nº4, Winter 2013, pp. 17-23. http://www.politicsandterritories.com
[30]Jordà, Alain, The territorial dimension of the EU policy guidelines (EU 2014-2020). P3T Journal of Public Policies and Territory. Nº4, Winter 2013, pp. 1-17. http://www.politicsandterritories.com
[31] Calzada, I. (2013). *The Future of the City-Regions <> Basque & Oresund Comparative Territorial Benchmarking.*Flexible City International Symposium, 24-25th October 2013, University of Oxford (UK).http://www.igorcalzada.com/flexiblecity-international-symposium-by-futureofcities-programme-at-the-university-of-oxford-uk

already notice the emergence of some new critical avenues such as Smart Citizens[32] and some other new developments such as FabLabs[33] that will be looked into by me from now on.

Hence, this article aims to constructively build an approach that can be called Critical Social Innovation (CSI), which is mainly oriented to absolutely complement the city-centric narratives (coined as Smart City) that have assumed a viral quality in economic development and technophile circles (Morgan, 2013). Authors like Moulaert and Swyngedouw (2013) have contributed significantly to opening up this new vision, mixing the way we can analyse Territorial Development Strategies from the CSI paradigm; while a new Urban Governance model is required after incorporating the two main challenges the EU H2020 should face: the economic and political one. Before explaining the two of them, I would like to quote how Moulaert (2003) express the paradox that makes urgent the emergence of the CSI view in the EU's new horizon:

"*It is ironic, therefore, despite their significantly higher innovative content, that these initiatives have not gained the academic and policy attention they deserve compared with the more spectacular, although not necessarily more significant, strategies of urban development through large-scale top-down renovation mega-projects*"[34] (Moulaert, 2003).

1.1.1. Economic: PostCrisis Alternatives to the Neoclassic Economic Orthodoxy.

Firstly, before the Crisis and now at the Postcrisis era, Social Innovation has shyly integrated some Territorial Development Strategies that clearly registered an alternative to the economic mainstream thinking: neoclassic economic orthodoxy, commonly known as neoliberalism (Peck, 2013)[35]. As Peck argues, "citing the process of neoliberalization must not be a substitute for explanation".This is the reason why I will not use the term neoliberalization because I consider it to be a simple all-purpose term. It is simply not valid if we wantto review Territorial Development Strategies and avoid possible neoliberal process self-determinism. Similarly Keith et al. (2013) argue, "*the concept of the neoliberal is not always that helpful in understanding contemporary patterns of the new China*".

Therefore, I suggest that in this Postcrisis context, we require a deeper and alternative approach of the Social Innovation that will address the principles of the Social

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[32]Hemment, D. and Townsend, A. (2013), *Smart Citizens,* FutureEverything Publications: http://futureeverything.org/publications/smart-citizens/
[33]http://www.elmundo.es/economia/2013/11/24/5291208463fd3da55a8b457d.html
[34] Moulaert, F, Swyngedouw, E. and Rodriguez, A. (2003), *The Globalized City: Economic Restructuring and Social Polarisation in the City,* Oxford: Oxford University Press.
[35] Peck, J. (2013), *Explaining (with) Neoliberalism,* Territory, Politics, Governance. Vol. 1, No. 2, 132-157, http://www.dx.doi.org/10.1080/21622671.2013.7853.65

Transformation[36] (bottom-up processes, open networks and communities, and new business/social models). I call it, CSI. Nevertheless, I agree with Peck (2013, 153)that, "alternatives must be analysed relationally too, not in utopian isolation". Having said that, I must quote Brenner (2010)[37] and Harvey (2005)[38] due to their enormous contribution to the task of deconstructing the neoliberal processes. However, what is not clear to me yet are which existing alternatives (progressive and otherwise) can be hybridized into a large transversal and inter-ideological paradigm called CSI.

1.1.2. Political: Decline of the Nation-State and the Rise of the City-Regional Europe

In 1995, Ohmae[39] pointed out that the geo-economic position of the Nation-States was in decline. In addition to this, in 2001, Scott[40], anticipated a world run by 300 Global City-Regions each with a population of 1 Million inhabitants.

In the Southern European Nation-States, the continental political tradition of the fixed borders configures an unfriendly and non-collaborative territorial environment. In contrast, in the Northern European Nation-States, borders can be modified as a consequence of natural and environmental imperative factors, resulting in flexible territorial configurations that enable cross border collaborations.

In this sense, authors like Keating, Gallagher, Innerarity, Faludi[41] and Moreno among others, are theorizing about the increasing importance of the new City-Regional (Marvin, Harding and Robson) territorial configurations that often are trespassing Nation-States, even overtaking their dynamic setting up Networked Territories (Castells, 1996) flux logics.

To sum up, reaching this point, how can the EU H2020 future scenario incorporate this natural socially innovative processes into their projects, without being deterministically dependent on the Nation-State fixed structures?

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[36] More than reliable is this article in The Guardian titled "Let's Creative a bottom-up Europe" by Jacques Delors and Ulrick Beck among others to http://www.theguardian.com/commentisfree/2012/may/03/bottom-up-europe and this in Open Democracy http://www.opendemocracy.net/ulrich-beck/towards-european-spring

[37] Brenner, N. Peck, J. and Theodore, N. (2010), *Variegated neoliberalization: geographies, modalities, pathways*, Global Networks 10(2), 1-41.

[38] Harvey, D. (2005), *A Brief History of Neoliberalism.* Oxford University Press, Oxford.

[39] Ohmae, K. (1995), *The End of the Nation-State: the Rise of Regional Economies.* New York: Simon and Schuster Inc., 1995. 214 pp.

[40] Scott, A, (2011), *Emerging cities of the third wave,* City: analysis of urban trends, culture, theory, policy, action, 15:3-4, 289-321.

[41] Faludi, A. (2002), *European Spatial Planning,* Lincoln Institute of Land Policy.

1.2. Analytical Unit: Territorial Development Strategies.

What is more than important is the way H2020 will treat territories in their specific contexts. It is why the unit of analysis should be Territorial Development Strategies. Thisarticle aims to shed some light on the need to integrate CSI premises in order to adapt Territorial Development Strategies to the current PostCrisis era that will be challenged by H2020 agenda in the EU.

Meanwhile, the question should be: Why do we need to consider CSI as a constructive complementary approach observing Territorial Development Strategies? Hinting the H2020 agenda we should suggest:

1. To go directly to the causes of the recession.
2. To get realistic agreement among the stakeholders of certain territorial units.
3. To make explicit the non-mainstream ordinary (Robinson, 2006) sometimes even extra-official and tiny Micro Level initiatives (Moulaert, 2003), but extremely innovative social processes that are happening in the civil arena.
4. To rescue at any level, projects that could be labelled as CSI, feeding the bottom-up Smart City approach as some groups of people are already doing: Smart Citizens or FabLabs, among others.
5. Finally, to found an Urban Governance model that serves better all the stakeholders. (This point will be presented in part 4.- Democratic implications.)

However, there are three implications that we should consider in this CSI approach: Territorial, Strategic and Democratic implications.

2.Territorial Implications: City-Regionalism.

There are an increasing number of initiatives[42] emphasizing the way global or supranational levels not providing clear solutions to the PostCrisis challenges. In contrast, Localism seems to have made a renaissance these days, even though there are some voices arguing that No-Local (Sharzer, 2013) will be a solution (Beck, 2005).

What is true is that Nation-States will no longer be the only territorial entities in the urban arena. There is an increasingly unseen city-regional trend going on, with different goals and processes occurring underneath. And simply neither Global Cities (Acuto, 2013)[43]nor Nation

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[42] I would highlight Tötness (UK) based Transition Network as the EU awarded Social Movement with The European Economic and Social Committee Civil Society Prize for 2012: http://www.transitionnetwork.org/news/2012-12-03/european-union-award-transitioners

[43]Acuto, M. (2013) *Global Cities, Governance and Diplomacy*, London: Routledge.

States can control the urban spaces that are "perpetually in flux" (Harvey, 1989: 127). To sum up, the territorial implication for the H2020 is that Smart Cities will be hugely dependent on and inter-connected with their regional hinterlands, the fuzzy and protean metrolands for which there is no longer an agreed terminology. I will use City-Region as the most commonly accepted one (Morgan, Harrison, Robinson, Rodriduez-Posé, Ward, Harding, et. al).

The research question that I am formulating in the "Future of City-Region <> Comparative Territorial Benchmarking & Connections" project (gathered in www.cityregions.org) is related to the H2020 agenda as follows:

To what extent are the Smart Cities and the RIS3 strategies, considering the economic and the political challenge that has been presented before? Related to this, are they observing the way Territorial Development Strategies have taken place in different European contexts?

Some EU level projects such as Ernact[44], Singocom[45], Wilco[46], Kitcasp-Espon[47], City-Regions[48], among others have opened this new path of CSI for the City-Regional Europe. At the moment I am comparing cases[49] such as: Dublin, Portland, Basque, Oresund, Iceland, Liverpool and Manchester, Scotland and Catalonia. My main conclusion so far is that all of them behave differently in the way their Territorial Development Strategies were designed and implemented according to diverse power relations among their agents or stakeholders. This conclusion leads us to the second implication: the Strategic one. Actually, what we can observe in different territories is that the Meso level is the crucial factor to implementingCSI. It is why, nowadays, the scalar implementation is the most strategic implication that a city-regional unit should face. (Calzada, Chautón and Di Sienna, 2013)[50].

3.Strategic implications: Scalar implementation.

As Mintzberg (2002)[51] suggested in Strategy Safari, what is crucial for the application of the implementation of any public policy of territories is how strategy is created and therefore, how we can open up the Black Box of the analysed Territorial Development Strategy; it

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[44]http://www.ernact.eu
[45]http://ec.europa.eu/research/social-sciences/projects/100_en.html
[46]http://www.wilcoproject.eu/
[47]http://www.espon.eu/main/Menu_Projects/Menu_TargetedAnalyses/kitcasp.html
[48]http://www.city-regions.eu/news.html
[49] See: www.cityregions.org
[50] An Action Research based methodology is suggested in the recently published book by: Calzada, I., Chautón, A. and Di Sienna, D., (2013) titled*#MacroMesoMicro: Systemic Territory Framework from the perspective of Social Innovation.*Ebook. ISBN: 978-84-616-5217-4. http://www.macromesomicro.com
[51]Mintzberg, H., Ahlstrand, B. and Lampel, J. (2002) *Strategy Safari,* FT Prentice Hall.

means actually that the Meso level (the one that is in between the Macro, policy level and Micro, project level) is the *nitty gritty* of the CSI implementation.

It would be difficult here to start deconstructing the Territorial Development Strategies one by one as the way www.cityregions.org project is approaching. However, I will present briefly the case study that I have been involved in and researching for a long time in my PhD and in my PostDoctoral period comparatively with some other cases as well. I refer to the Basque Country case understood as Basque City-Region or commonly named EuskalHiria.

As the OECD (2011: 42) pointed out: the Basque Country can take great pride in what it has collectively achieved over the past 30 years, an achievement summarized as "a regional transformation success story".

However, having researched the way the so-called institutional brand EuskalHiria (that partially refers to the top-down spatial planning brand) has been promoted in the last 12 years by the Basque Government, I can draw the following conclusions:

- On the one hand, Macro (policy level), that defines the Territorial Development Strategies; has been kidnapped by the Government's and civil servants' reactivism without activating a real bottom-up (as a complement of the existing top-down one) strategic Think Tank among the key 5 different stakeholders in the Penta Helix model: Public Sector, Private Sector, Civil Society, Academia and Entrepreneurs/Activists.
- On the other hand, Micro (projects level), that has been occupied primarily by critical civil platforms in favour of a degrowth socioeconomic paradigm (Jackson & Hamilton) such as DOT Desazkundea; thishas been pressing the Government to change some principles in the Spatial Planning Directives.

After I directed[52]the Congress Basque City-Region or EuskalHiria 2012, I can conclude that the Territorial Development Strategies have mainly a top-down Governance logic, not nearly promoting any bottom-up social participation with the mentioned stakeholders. In the Congress 2012, the seed of this new Urban Governance model was planted, with a specific Think Tank proposal. One year after, we can argue that the Macro level has stopped due to total inactivity not facing strategic problems. However, on the other hand, it is more than curious to observe how the social movements participating actively in the 2012 Congress (I refer directly to the DOT Desazkundea platform), seem to forget their proclamations at the extreme point that they have dissolved themselves as a platform. Finally, the Meso level did not work due to the total laziness in promoting new tools for the Urban Governance at the Macro level and the incoherency in the demands and later behaviour of the Micro level. So

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[52]www.euskalhiria.org and www.basquecity.org

far, there are balance and imbalance Territorial Development Strategies in the Basque City-Region or EuskalHiria, that would require an urgent review from the CSI in order to start designing an Urban Governance update model in parallel with the European H2020 vision.

To summarize[53]: there is an urgent need for a pragmatic proposal set against the background of sustainability transitions[54] in the context of climate change, specifically taking into consideration the geography of the Basque Autonomous Community, and highlighting the existence of Challenges and Obstacles between the infrastructure and natural resources in their urban environments.

Likewise, we should bear in mind the spatial configuration of the urban environment that is created jointly by the Basque geographies and known as Basque City-Region —which has been designed and implemented over the past decade from an institutional framework—, and by a specific spatial strategy (to be precise from the DOT/LAA Spatial Planning Directives) of the Sub-Ministry for Spatial Planning of the Government of the Basque Autonomous Community. Therefore, my main contribution after having studied the dynamics of the actors (Acuto, 2013), is as follows:

a) so far, limited and erroneous use has been made under the terms of the "EuskalHiria" institutional brand to refer to the Basque City-Region from the Macro level,
b) DOT/LAA-Spatial Planning Directives, there have been some specific spatial strategies in connection with the City-Region concept, which take growth as the only paradigm into consideration, and which have led to Balances and Imbalances among the stakeholders, and
c) what is needed is a far-reaching contribution from the CSI with a true model of Urban Governance to guide processes for change in Social Capital and Transitions towards Sustainability in the context of Climate Change.

The immediate role of cities, as social–ecological and technical networks, is to explore their transformability capacities by strengthening their social capital and fostering opportunities in the process of change. Therefore, in a nutshell: How can we incorporate the lessons of the

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[53]A paper will be presented in 19th December 2013 in Bilbao at the Klimagune 2013 event organized by the BC3. This paper aims to present some Action Research observations made from the Policy making perspective in the three aforementioned territorial scales: Macro, Meso and Micro, based on a recent publication with this name #MacroMesoMicro by Calzada, Chautón and Di Sienna (2013):
http://www.bc3research.org/klimagune/workshop/2013/organization_and_programme.html

[54]Olazabal, M. and U. Pascual (2013) *Identifying social determinants of urban low carbon transitions: the case of energy transition in Bilbao, Basque Country. BC3 Working Paper Series* 2013-11.Basque Centre for Climate Change (BC3). Bilbao, Spain.

CSI to achieve a model of Urban Governance suited to the Basque City-Region in the Transitions towards Sustainability in the Context of Climate Change? What would these Spatial Strategies shared and agreed upon among all the players or stakeholders be? Therefore, how can we create a fresh, bottom-up-based "EuskalHiria" (named taken the Basque City-Region) brand and a model of participatory Urban Governance based on actions instead of on indisputable spatial policies?

4.Democratic implications: Towards the Urban Governance Multi-stakeholders model.

Once that I have presented one of the case studies (the Basque City-Region) which is included in the project the "Future of the City-Regions <> Comparative Territorial Benchmarking & Connections" (http://www.cityregions.org) to illustrate the Territorial and Strategic Implications that a City-Regional Europe may have from the CSI perspective, I will end the article by presenting some democratic implications from now which are applicable to all the case-studies I presented while following the plot of this article.

The failure of the classical and now old-fashioned Smart City approach is simple considering the private-public partnership Urban Governance model. As the Oxford Martin School's "Now for the Long Term"[55] Report (2013: 35) suggests, the Multi-stakeholder approach to be implemented in our cities and regions. The Silicon Valley experience did focus its stakeholder's configuration innovation on the Triple Helix model[56] (Public-Government, Private-Industry and Academia-University). However, as Morgan, Moulaert and Mulgan are highlighting, Multistakeholder dynamics are the complete way in which different views on the society can meet and set up an Urban Governance model. Therefore, the City-Region would require a Penta Helix implementation via Multi-stakeholder if we wish to deal with social complexity and experimental government[57] (Mulgan, 32).

Nevertheless, as we can highlight with the Basque City-Region case; the effectiveness of the Meso level in the Urban Governance is a matter of how visionary a Government (Macro) level is and how responsible Social Movements (Micro) are with the deliberative process and dynamics. As Mark Tewdr-Jones (2013) recently presented in the RSA Winter Conference in London, "we are assisting the reinvigoration of public debates on territorial inequality but not necessarily integrating across local territories that have potential" (Moulaert, 2000).

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[55] Oxford Martin School (2013), *Now for the Long Term,* The Report of the Oxford Martin Commission for Future Generations, University of Oxford.
[56] http://www.triplehelixassociation.org/working-papers/silicon-valley-the-sustainability-of-an-innovative-region
[57] One good practices on this is the project called D-CENT, Decentralised Citizens Engagement Technologies under the support ofthe 7th FP: http://dcentproject.eu

5. Conclusion:

The main conclusion of this article is that H2020 (when it refers to Smart Cities & Communities projects) should consider a CSI view. Mainly, because on the one hand, economically there are emerging micro alternatives to neoliberalism (although currently in an experimental mode) and on the other hand, politically, a new City-Regional spatial configuration in the EU is flourishing. For this new pathway, territorial, strategic and democratic implications should be taken into account towards a new Urban Governance model between a Multi-stakeholder open, transparent and responsible Experimental Government permanent exercise. Simply, Smart Cities cannot be built ignoring smart citizens, and this is why Penta Helix integrating entrepreneurs/activists and civil society should replace the North American entrepreneurial culture-driven Silicon Valley Triple Helix model. However, as we have concluded, looking into the Basque Country's territorial development strategies: Not only should governments be better at experimenting and integrating civil society and entrepreneurs/activists in the decision making process; but also, social movements require a necessary transition from hostile and non-constructive irresponsible strategies to collaborative and commons-driven ones.

CSI implies dealing and incorporating social complexity in the decision making process at the City-Regional level among the participation of an increasing number of agents. As an outcome of these dynamics, the Smart Cities era will evolve to another Urban Governance model where we will manage to combine in the City-Regional territorial scope, the scalar implementation that lead us to a Multi-stakeholder Urban Governance model. Some of the examples of these new emerging trends are, Smart Citizens, FabLabs, among others.

When all is said and done, everything will boil down to the openness of the Experimental Urban Governance of the Smart Cities rather than the top-down government by improvisation, instinct, intuition or solely guided by ideology.
For 2020, the challenge of the EU is to enable City-Regional configurations that have applied CSI in their Territorial Development Strategies, to overcome new Experimental Urban Governance leaving behind the causes of the 2008 recession, but not without attaching their lessons learnt in the 2020 policy making agenda (Mulgan)[58].

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[58]Mulgan, G. and Puttick, R. (2013) Making evidence useful: the case for new institutions. London: NESTA.
Mulgan, G. (2013) Experts and Experimental Government in Future Directions for Scientific Advice in Whitehall Edited y Robert Doubleday and James Wilsdon.
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