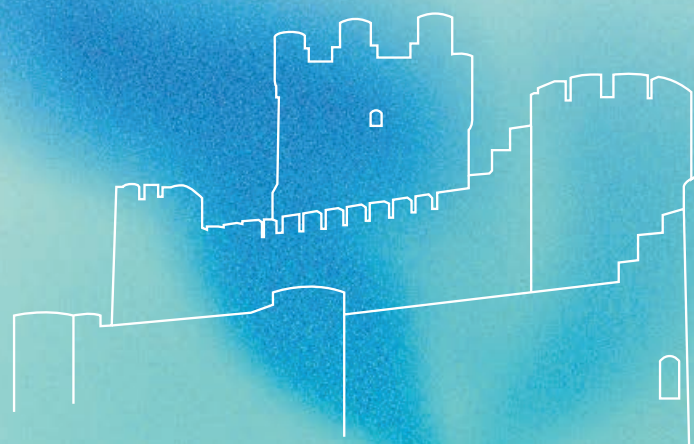


# Action Plan Villena



M.I. AYUNTAMIENTO DE  
**VILLENA**

**URBACT**



Co-funded by  
the European Union  
Interreg

**The EcoCore Project**  
Green Transition in Small Cities along Transport Corridors



M.I. AYUNTAMIENTO DE  
**VILLENA**

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the European Union  
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The **EcoCore** Project  
Green Transition in Small Cities along Transport Corridors



# The Urbact Experience: EcoCore in Villena and Its Opportunity

Villena has had the opportunity to participate in the European Urbact EcoCore network with eight other cities in the European Union, all of them sharing a common vision focused on new socio-economic development initiatives based on sustainability, circular economy and strategic industry.

Our partners in the Urbact EcoCore Project have been the cities of Balbriggan (Ireland), Dubrovnik (Croatia), Ormož (Slovenia), Alba Iulia (Romania), Kekava (Latvia), Santo Tirso (Portugal), Pärnu (Estonia), and Tuusula (Finland). They have shown us some of their effective solutions to specific problems and other common challenges that we also face in Villena.

This cooperation among cities and the crucial support of the individuals and groups who joined the Urbact Local Group, have made it possible to design a route map with specific actions. This will allow us to take advantage of ERDF funds, develop our Integrated Action Plan, and as soon as possible, secure the location of the Logistics Node and the Logistics Activities Zone in our territory.

This reflection on new development models aims to address the shared needs of all population sectors through an inclusive and cohesive vision.

Since 2023, the year we joined this EU project, we have observed in these cities alternative approaches and best practices. These can be applied in Villena to achieve the common goal of sustaining the city's economic recovery, generate employment, and



**Fulgencio J. Cerdán**  
*Mayor of Villena*

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shaping new alternatives for a city like ours. The benefits from competitive advantages that we must take advantage of in Villena are: training centers, qualified personnel across various professional categories, an innovative industrial network, traditional industries, economic and business diversification, and a unique strategic location in the Eastern basin of the Spanish peninsula.

This is what has led us to commit to the development of a Logistics Activities Zone and its Dry Port covering over 1.5 million square meters. The goal is to continue this collective work based on shared responsibility and agreement among all sectors, based on the triad of citizens–municipality–business community. Furthermore, we aim to align joint proposals that address sustainability and the environment, public governance, quality standards and citizen participation.

Our presence in the Urbact EcoCore project of the European Union has been decisive in accessing €4.8 million of European funding for the Integrated Action Plans provided by the ERDF funds. Now, we have the 2026–2030 goal of transforming our city and consolidating Villena as a city of progress.

We're on the path. We're counting on you.



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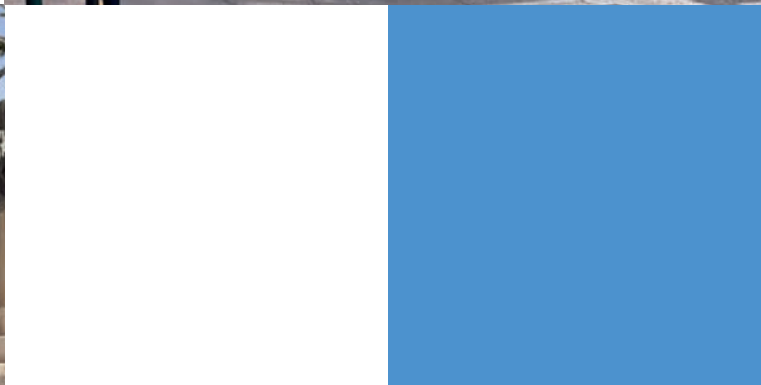
# 1

## Introduction

# 1 Introduction

The city of Villena, located in the province of Alicante (Spain), is positioned as a strategic enclave for economic and logistics development, thanks to its industrial track record, agricultural wealth and privileged geographical location. With an approximate population of 34,000 inhabitants and an unemployment rate of 15.06%, the city faces the challenge of reactivating its economy and fostering the creation of stable, quality employment. Its boundary position with the provinces of Albacete, Murcia and Valencia provides a significant logistics advantage, consolidating Villena as a key logistics hub within the distribution network of the south-east of the Iberian Peninsula.

In March 2023, Villena joined the European URBACT EcoCore network, with the objective of sustainably addressing the challenges of urban development. Its participation in this initiative demonstrates a firm commitment to environmental sustainability, the circular economy and green industrialisation. Furthermore, Villena seeks to harness its strategic location to drive the green transition and decarbonisation, by promoting freight transport through the Mediterranean Corridor and fostering a resilient, adaptive economy in the face of climate change challenges.



The background features a soft-focus image of a pink flower with a yellow center, set against a light blue and green gradient. A large, white, stylized arrow points upwards from the bottom left towards the center of the image.

# 2

## Context

## 2 Context

Villena, strategically located at the confluence of three autonomous communities and four provinces, is consolidating its position as a key logistics hub within the Mediterranean Corridor. Its commitment to logistics development is materialised in an ambitious intermodal project comprising a freight station and logistics node of 1.5 million m<sup>2</sup>, which will include the Bulilla Business Park, a new Logistics Activities Zone (ZAL), an intermodal terminal and specialised services. This initiative is rooted in a vision of sustainable growth that Villena seeks to advance through a Sustainable Strategic Investment Project (PIES), a unique and exceptional urban planning instrument designed to implement the Territorial Strategy of the Valencian Region. Villena's determination to become a logistics epicentre not only enjoys unanimous support from its inhabitants and local political forces, but is also backed by higher-level institutions. With the ambitious aim of "transforming the Valencian Region into the leading logistics platform of the Mediterranean",

the Territorial Strategy of the Valencian Region has recognised Villena since 2011 as an intermediate logistics hub within the Mediterranean Corridor.

From a demographic perspective, Villena has 34,385 inhabitants (2024), mostly concentrated in the urban core, with a density of 98.36 inhabitants/km<sup>2</sup>. Its population has shown a slight downward trend over the last decade, a circumstance that has recently started to reverse. Nevertheless, an increasing ageing process is reflected in a negative natural balance (more deaths than births) and a high dependency ratio (53.3%). Together with low birth rates and insufficient generational renewal, this presents major challenges for service planning and labour market sustainability.

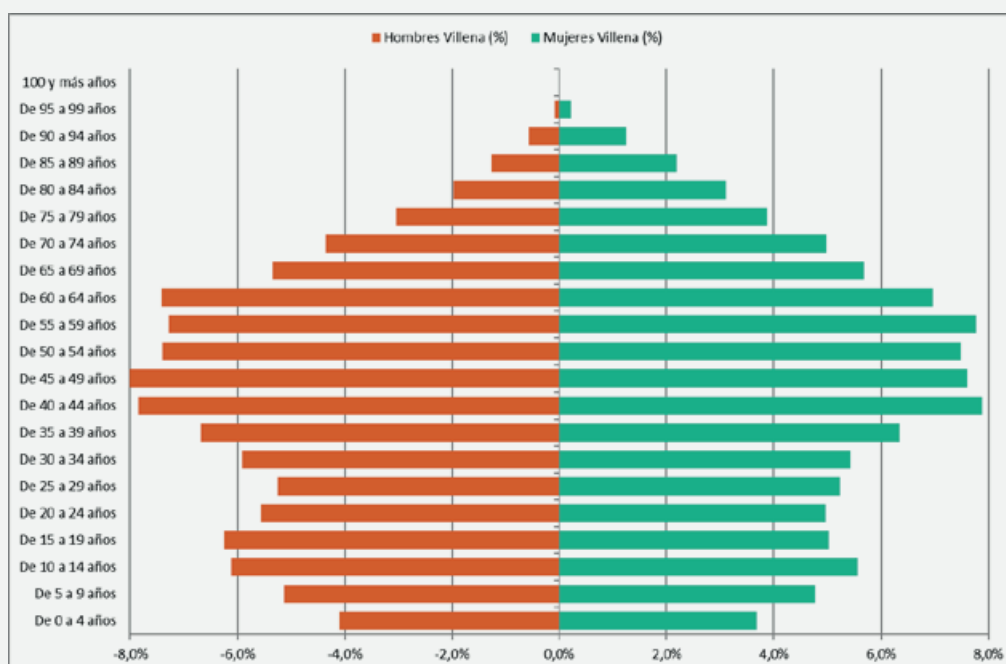


From a socio-economic perspective, Villena has experienced an improvement in average income per person and household between 2015 and 2019, although 29.5% of households still have annual incomes below €10,000. Unemployment has decreased significantly in the last decade, reaching a historic low in 2025 (2,482 people, 910 men and 1,524 women), despite the temporary increase caused by the pandemic. The majority of unemployed people come from the services sector, followed by industry.

The industrial sector has shown clear signs of recovery after the pandemic, with sustained growth in employment and recruitment. By contrast, the commercial sector has not achieved the same level of recovery. Agriculture, on the other hand, has increased its activity in recent years. The active labour force is ageing: 68% of workers are over 40 years of age, and only 10.9% are under 30.

In the business fabric, the majority are self-employed and limited liability companies (over 85%). Most companies have been established in the 21st century, with more than half concentrated in “other services” such as hospitality and real estate. Commerce, industry and construction also have a significant presence, while agriculture accounts for only 1% of the total.

Overall, Villena is positioned as a city with great opportunities for logistics and economic growth, although it faces demographic and social challenges that require sustainable strategies tailored to an ageing and transforming population.





# 3

## Needs and participatory process

### 3 Needs and participatory process

Following an intensive and highly productive collaborative process with Villena's URBACT Local Group, which included nine working sessions and a comprehensive diagnosis carried out by a lead expert, a series of challenges and opportunities have been identified that address the city's key needs. This analysis has been further enriched by the perspectives of three fundamental actors: active citizens, municipal staff and the business platform, which has been particularly prominent in driving forward the Levante Interior Hub (dry port) project. Added to these are representatives of the local government and specialised technical staff with in-depth knowledge of urban dynamics.

This section, dedicated to "needs and shared vision", is structured around a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats). Based on the current situation in Villena, this analysis addresses a series of specific challenges linked to the strategic project of the logistics hub within the Mediterranean Corridor. The SWOT analysis is conceived as a strategic tool to break down Villena's intrinsic qualities, identify external factors that may influence its development, and define a roadmap to guide municipal actions, aligning the logistics hub with sustainable development and the green economy, by promoting freight railway corridors.



## 3.1 Urbact local group and participatory process

The development of Villena's Integrated Action Plan has been based on a structured participatory process, led by the URBACT Local Group (ULG). This group has included representatives from the City Council, business and logistics sectors, trade associations, educational institutions, innovative companies, the social economy and active citizens.

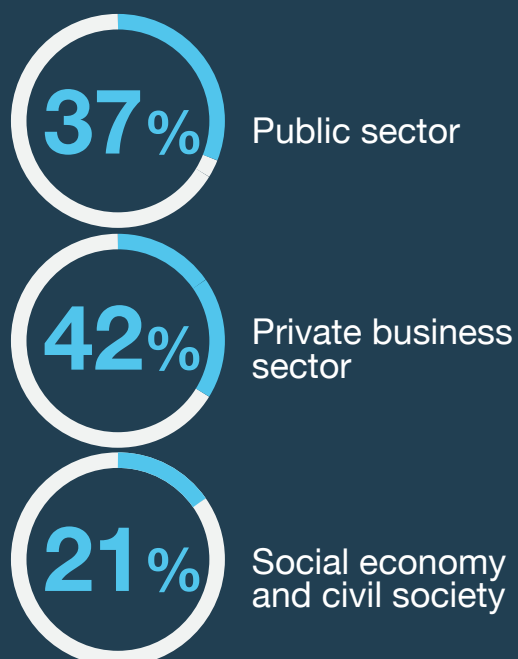
Throughout the project, nine working sessions have been held, during which needs were identified, actions designed and prioritised, and reflections carried out on the municipality's

strategic challenges. In addition, two further sessions are planned to validate the final plan and define the future of the working group.

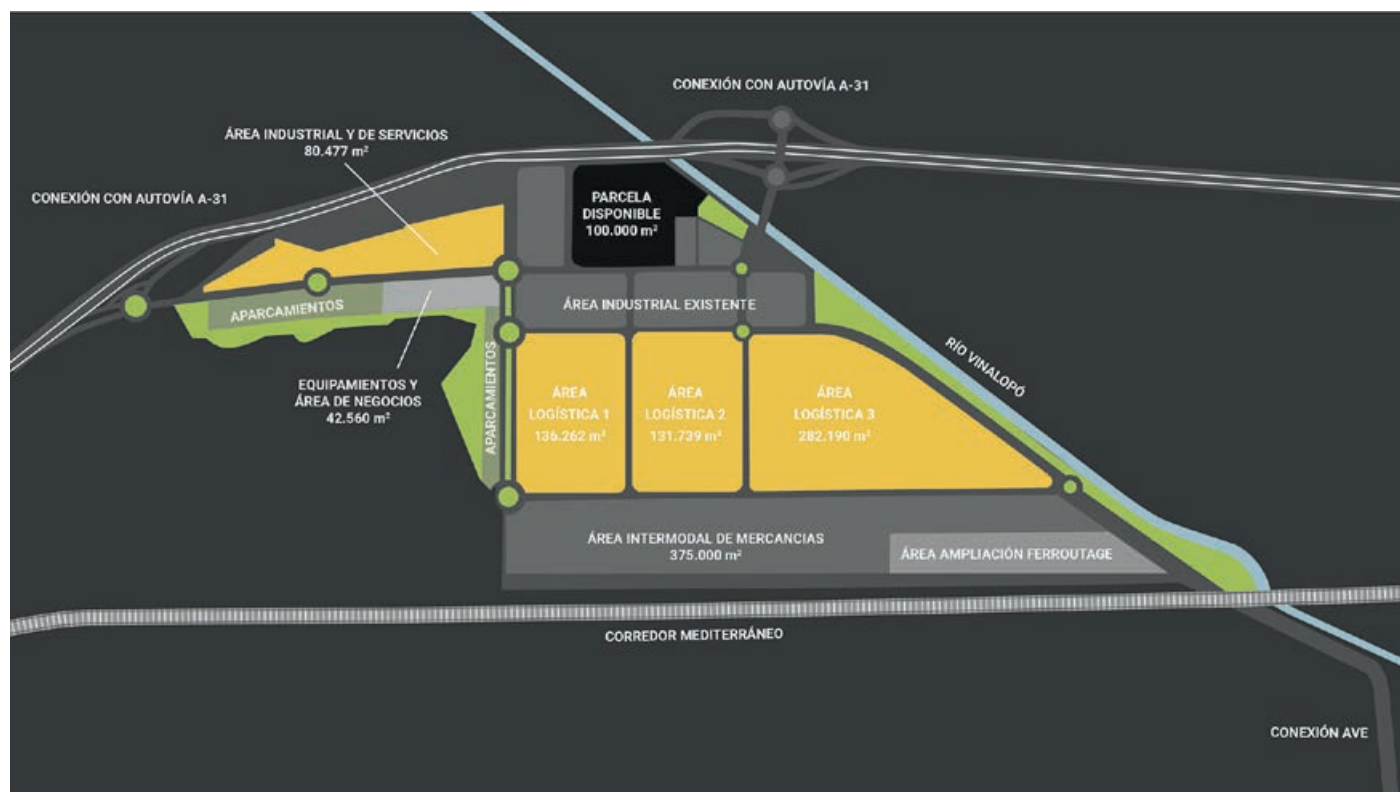
The commitment and involvement of the ULG members have been fundamental to ensuring that the Plan responds to Villena's real priorities and promotes a model of sustainable and shared development.

### Villena URBACT Local

2 members from 14 organizations



## Parque logístico



## Members of the Villena URBACT Local Group:

Name	Entity	Sector
Fulgencio José Cerdán Barceló	Mayor's Office, Villena City Council	Public
Javier Martínez	Councillor, Villena City Council	Public
Manuel Juan Amorós	Local Development Agency of Villena	Public
María Francisca Ivars	Local Development Agency of Villena	Public
M <sup>a</sup> José Sauco M <sup>a</sup> Ángeles García	Association of Traders and Services of Villena	Private
Jorge García	Logistics Hub Platform	Private
Mariví Pardo	Logistics Hub Platform	Private
Antonio Martínez	Logistics Hub Platform	Private
Virtu Ribera	Economic and Social Forum of Villena	Consultative body Civil Society
Cristina Picazo	Local Architect	Public
M <sup>a</sup> Virtudes Navarro	Local Architect	Public
Luisa Aroca	Cultural and Educational Sphere Rabal Neighbourhood Association	Civil Society Education
Yolanda Navarro	Bulilla Industrial Park	Private
Pedro Manuel Morcillo	El Rubial Industrial Park	Private
VIALCO	Innovative Company of Villena	Private
Francisco Punzano	Social Economy Company (Integrados)	Social Economy
Patricia del Rey	Becoop (Business Intercooperation)	Social Economy Business Cooperation
Ángeles Corella Juan Antonio Sánchez	Navarro Santafé Secondary School (IES)	Education/Public
Raquel Galarza Carolina Santonja	External Technical Assistance (EuroVértice)	External technical assistance

## 3.2 The impact of URBACT and EcoCore in Villena

The development of Villena's Integrated Action Plan would not have been possible without the methodological support of the **URBACT** programme and the city's active participation in the **EcoCore** network, which has enabled the exchange of experiences with other European cities and the creation of a more strategic, sustainable and participatory approach for Villena's future logistics hub.

The URBACT methodology has provided a clear working structure, based on the **collaborative identification of needs, the development of local solutions and the strengthening of institutional capacities**, both at political and technical levels. The use of common tools, phased working methods and the added value of the participatory approach have strengthened both the process and the results.

In addition, through the **international meetings of the EcoCore project**, the Villena team has been able to learn about good practices applied in other contexts, which have significantly enriched the design of the Plan.

For example:

- **In Tuusula (Finland)**, the value of achieving multi-level political and institutional consensus was understood, in order to facilitate the implementation of large logistics infrastructures.
- **In Ķekava (Latvia)**, the importance of correctly planning the location of railway stations was highlighted, reinforcing the relevance of urban and territorial analysis in Villena.
- **In Santo Tirso (Portugal)**, the significance of creating an innovative and sustainable ecosystem with positive territorial impact around new-generation logistics projects was demonstrated.
- In **Alba Iulia (Romania)**, it became evident that one of the key factors for success in managing European funds is having a solid, skilled and stable municipal technical team.



### 3.3 Swot analysis

#### WEAKNESSES

- Challenges in infrastructure implementation
- Excessive bureaucracy
- Dependence on external funding
- Business fabric and skills

**D**

#### STRENGTHS

- Strategic location
- Commitment to sustainability
- Infrastructure and resources

**A**

#### THREATS

- Changes in the economic and political environment
- Competition from other logistics hubs

**F**

#### OPPORTUNITIES

- Economic development
- Strategic alliances
- Improved connectivity and mobility

**O**

## 3.4 A Shared Vision and Strategic Objectives

The design of the vision and the strategic objectives of Villena's Integrated Action Plan, presented in the following sections, has been the result of a rigorous process of analysis, listening and shared learning. As outlined above, this process has been shaped by three fundamental pillars:

- **The participatory work of the URBACT Local Group (ULG)**, through regular meetings, joint diagnoses and deliberative dynamics, which have enabled the incorporation of the perspectives and knowledge of the main local stakeholders.
- **El The SWOT analysis**, which has provided a clear and structured view of Villena's strengths, weaknesses, threats and opportunities as a logistics hub.

- The **lessons learned in the international meetings of the EcoCore project**, where the Villena team had the opportunity to compare its approach with that of other European cities and extract practical insights of great value.

This comprehensive approach has made it possible to align local aspirations with the real conditions of the territorial context and with European best practices in sustainable logistics development. As a result, a set of strategic objectives/challenges has been defined, organised into three axes, which will guide all actions of the Plan:

<b>Axis 1 Governance</b>	<ul style="list-style-type: none"> <li>• Achieve institutional recognition of the intermediate logistics hub in Villena</li> <li>• Establish a clear and consensual roadmap for the investor</li> <li>• Strengthen alliances and cohesion among key stakeholders</li> <li>• Set up an Investment Promotion Office and Impact Accelerator</li> </ul>
<b>Axis 2 Citizenship</b>	<ul style="list-style-type: none"> <li>• Communicate the project and its progress effectively and transparently</li> <li>• Build trust and promote citizen participation from the early stages</li> </ul>
<b>Axis 3 Sustainability and Environment</b>	<ul style="list-style-type: none"> <li>• Ensure energy sustainability in the design and operation of the project</li> <li>• Strengthen environmental integration and promote sustainable mobility</li> <li>• Encourage sustainable business practices</li> </ul>

These objectives have not been imposed or defined unilaterally; rather, they **emerge directly from the shared process of diagnosis, reflection and multilateral learning**, which gives them legitimacy, realism and coherence with Villena's vision of the future as an innovative, resilient city connected to Europe.

## 3.5 Specific challenges of the plan's implementation

Based on the strategic analysis and the participatory process developed within the framework of the EcoCore project, a series of key challenges have been identified that Villena must address in order to advance towards a model of sustainable, competitive and inclusive development. These challenges are cross-cutting in nature and affect both the design and implementation of the Integrated Action Plan.

### 1. Intersectoral and Multi-level Coordination

There is a clear need to improve cooperation among different levels of administration (local, regional, national and European), as well as between the public and private sectors. The complexity of strategic projects such as the logistics hub requires agile and aligned governance.

### 2. Technological Adaptation and Skills Development

Villena must prioritise the continuous training of its active population, especially in competencies linked to sustainability, logistics and digitalisation. Attracting and retaining young talent also depends on offering an attractive living environment and stable employment opportunities.

### 3. Citizen Participation and Expectation Management

It is essential to continue fostering citizen involvement in the design and monitoring of public policies, ensuring that the actions of the Plan address real needs and enjoy social backing.

### 4. Reduction of Bureaucracy

Simplifying administrative procedures, particularly those related to licences and urban planning, is key to speeding up project implementation and encouraging private investment.

### 5. Integral Sustainability from the Present

Although the commitment to sustainability is strong, it must be translated into concrete short-term measures, avoiding the perception of it as a distant goal. This includes visible actions in mobility, energy efficiency and waste management.

### 6. Sustainable Infrastructure and Connectivity

The development of the logistics hub and urban connections must be based on sustainability criteria, prioritising rail freight transport and efficient multimodal mobility.

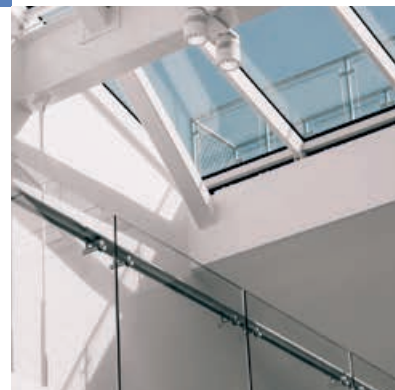
### 7. Stable and Diversified Financing

It is essential to secure plural and sustainable funding sources over time, reducing dependence on ad hoc calls or changing political decisions.

## 3.6 A shared vision for Villena

*“To position Villena as an intermediate logistics hub within the Mediterranean Corridor, capable of revitalising the local economy, generating stable and quality employment, and promoting a model of sustainable growth centred on improving municipal mobility and enhancing rail freight transport, while supporting transport modes that are viable from an economic, social and environmental perspective.”*

This vision has been developed in a participatory manner by the URBACT Local Group and encapsulates the collective aspiration for Villena to become a reference point in green logistics, territorial innovation and sustainable urban development.





# 4

## Action plan

## 4.1 Strategic axes

The present Integrated Action Plan is structured around **three strategic axes** that address the needs identified in the participatory diagnosis and enable progress towards the shared vision of Villena as a sustainable, competitive and cohesive logistics hub within the Mediterranean Corridor.

**These three axes are:**



Each axis includes a set of priority actions, designed to generate impact in the short and medium term, with a transversal approach to sustainability, innovation and social cohesion.



# 1 Governance

This axis focuses on the need to coordinate and reach agreements among multiple stakeholders in order to ensure the viability and success of the logistics hub. Given the complexity of the project, it is essential to establish mechanisms of collaboration between public administrations (local, regional, national), the private sector, citizen organisations and other key actors.

The diversity of priorities, capacities and timeframes among the public and private stakeholders requires sustained efforts to build consensus, formalise commitments and establish a common framework for action.

**Main Objective:** By the initial stage of the Plan's implementation and throughout 2026, the Villena City Council will have established a

governance framework that effectively coordinates the efforts of the stakeholders, through:

- The signing of formal agreements,
- The creation of a clear mandate for all key actors,
- The activation of a **multi-level collaboration ecosystem** that guarantees sustained strategic coordination

**Relevance:** Robust governance is an essential condition for the successful implementation of the logistics hub, ensuring the integration of interests, the efficient management of resources, and Villena's positioning as a strategic reference within the Mediterranean Corridor.

# 2 Citizenship

This axis is aimed at fostering **active citizen participation** and ensuring clear, accessible and continuous communication regarding the project. Involving the population from the early stages is essential to building trust, social cohesion and a sense of ownership.

**Main Objective:** From the outset of the Plan's implementation, Villena will build citizen trust in the logistics hub project through:

- The creation of participatory spaces open to different groups and neighbourhoods.

- Continuous access to project information through public channels.
- The incorporation of citizen contributions into decision-making processes.

**Relevance:** Social acceptance of the project is fundamental to its long-term viability. An informed and engaged citizenry reduces resistance, legitimises public decisions and supports smooth and democratic implementation.

## Sustainability and environment

This axis incorporates environmental sustainability as a central pillar in the development of the logistics hub, from its design to its future operation. Priority is given to actions in clean energy, sustainable mobility, efficient use of resources and environmental restoration.

**Main Objective:** From the initial stage of the Plan's implementation, Villena City Council will design and progressively implement a comprehensive sustainability strategy for the logistics hub, which will:

- Integrate renewable energy solutions (solar, biogas, etc.) into the project's technical documents.

- Include a sustainable mobility plan consistent with the Sustainable Urban Mobility Plan (PMUS) and regional climate objectives.
- Apply principles of the circular economy (water, energy, materials) in urban planning and zoning.

**Relevance:** The incorporation of environmental criteria strengthens the competitiveness of the project, attracts investment aligned with the Sustainable Development Goals (SDGs) and reinforces Villena's commitment to the ecological transition.



## 4.2 Interrelation among the strategic axes

These three strategic axes are closely interconnected and mutually reinforcing. Robust governance facilitates coordinated decision-making in matters of sustainability and citizen participation. An informed and active citizenry legitimises the process and ensures its continuity. At the same time, sustainable infrastructure guarantees long-term benefits for the territory and its inhabitants, both current and future.

In the following section, the objectives and actions are presented by Strategic Axis, highlighting the priority measures that will have a significant impact on the project's development.



### GOVERNANCE

- Achieve institutional recognition of the intermediate logistics hub in Villena
- Establish a clear and consensual roadmap for the investor
- Strengthen alliances and cohesion among key stakeholders
- Investment Promotion Office and Impact Accelerator

### CITIZENSHIP

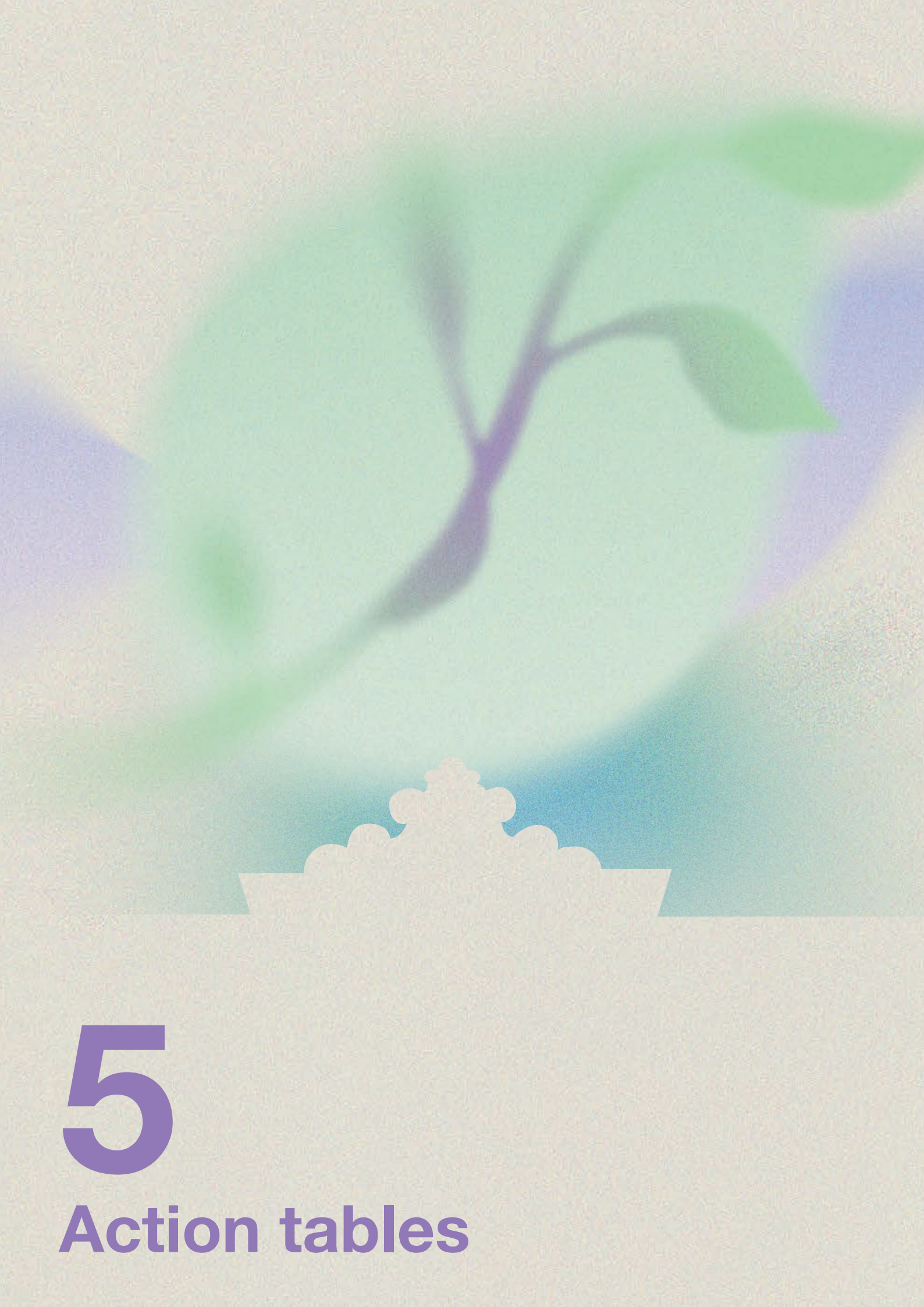
- Communicate the project and its progress effectively and transparently
- Build trust and promote citizen participation from the early stages



### SUSTAINABILITY AND ENVIRONMENT

- Ensure energy sustainability in the design and operation of the project
- Strengthen environmental integration and promote sustainable mobility
- Encourage sustainable business practices
- Involve citizens and workers in sustainability





# 5

## Action tables

## 5.1 Strategic axis: Governance

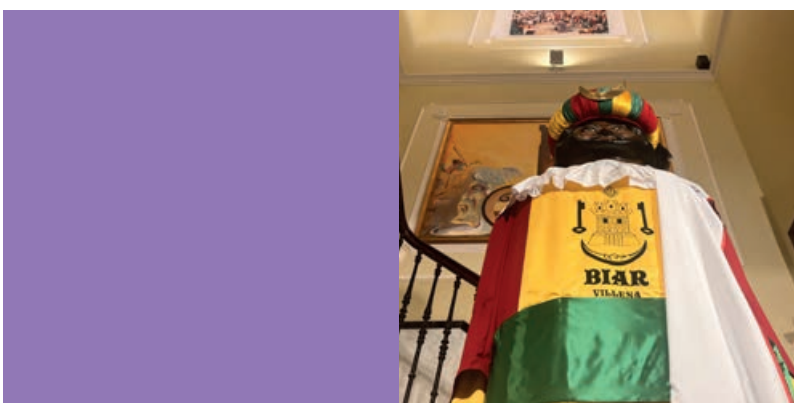
Objective/Challenge	<b>Achieve institutional recognition of the intermediate logistics hub in Villena</b>
Lead Entity	Villena City Council
Brief Description	Promote the formal recognition of the logistics hub in Villena as a strategic infrastructure of the Mediterranean Corridor, through inter-institutional agreements and political declarations
Actors	Villena City Council, Generalitat Valenciana, ADIF, Ministry of Transport, neighbouring municipalities, public-private entities, business fabric.
Background	5 March 2008: Generalitat-Villena City Council Protocol. 25 February 2010: Plenary agreement on environmental study and reservation. 13 January 2011: Valencian Territorial Strategy (in force, Objective 16, page 39). 17 January 2011: Generalitat approval of land reservation (expired). Collection of support motions from municipalities 31 March 2021: Plenary support for PIES ECHO XXI project.
Links with Other Strategies	Connected to the test action proposed under the URBACT EcoCore framework, aimed at reactivating the political commitment of the three administrations involved.
Risks	Lack of political alignment between levels of government; administrative delays; changes in institutional priorities.
Readiness for Action	High institutional and business predisposition; requires technical-legal momentum.
Timeframe	Short term (2025–2026).
Current Status	In progress
Success Criteria	Formal recognition of Villena's logistics hub in strategic documents and public commitments. Official designation of Villena as the location of the intermediate hub of the Mediterranean Corridor
Finances and Resources	Internal technical resources; institutional coordination. Low or negligible indirect cost, apart from technical staff costs

Activity	Dates	Inputs	Related activities	Outputs Indicators	Concerns
Tripartite relations (local–regional–private) [Test action / 28 November 2025]	2025	Institutional agenda, three-level meetings, public–private meetings	Investment promotion	Meetings held	Lack of coordination or incompatible agendas among administrations. Lack of consensus on political priorities.
Signature of a protocol of intent at local, regional and national level	2026	Public officials, political support	Institutional consensus	Protocol signed	Differences in political criteria
Institutional declaration of the municipal plenary	2025 2026	Technical documentation, political agenda	Investor roadmap	Declaration approved	Lack of political consensus; repetition of municipal support not effective.

# 1 Strategic axis: Governance

Objective/Challenge	<b>Establish a clear and consensual roadmap for the investor</b>
Lead Entity	Villena City Council Generalitat Valenciana
Brief Description	Define a clear framework for interested investors, including timetable, technical and administrative requirements, and institutional commitments.
Actors	Villena City Council, Generalitat Valenciana, ADIF, Ministry of Transport
Background	2013 – Study on the promotion of high-speed rail and logistics hub. 2016 – Economic and environmental feasibility study. 2020 – Business model study. Ad hoc consultations on urban planning aspects with investors interested in the hub
Links with Other Strategies	Valencian Territorial Strategy. Investment Promotion Office and Impact Accelerator.
Risks	Non-comprehensive urban planning studies; lack of political alignment; regulatory changes; bureaucracy; multiple administrations involved; lack of technical urban planning instruments
Readiness for Action	Ongoing technical contacts; external procurement required for the preparation of technical documents
Timeframe	2026
Current Status	In progress
Success Criteria	Availability of a detailed technical study analysing all urban planning aspects of the project, including the necessary approval instruments and defined timelines, with clear steps to facilitate investment
Finances and Resources	€50,000–80,000 external technical assistance. Cost of municipal technical staff. Municipal budget

Activity	Dates	Inputs	Related activities	Outputs Indicators	Concerns
Design of a consensual roadmap by all political groups and regional and local administrations	2025 2026	Legal–technical staff	Institutional recognition	Approved document	Regulatory changes and legal adaptations
Preliminary project and detailed study from an urban planning and administrative procedure perspective	2026	External procurement, financing	Investment promotion	Final technical report	Administrative delays, bureaucracy, tendering/adjudication deadlines
Costing and financing associated with the project	2026	Technical–financial team	Investment office	Defined budget	Lack of resources
Formalisation of agreements and decisions related to the logistics hub	2026 2028	Minutes and agreements	Strategic alliances	Agreements signed	Changes of government



# 1 Strategic axis: Governance

Objective/Challenge	<b>Strengthen alliances and cohesion among key stakeholders</b>
Lead Entity	Villena City Council
Brief Description	Reinforce the network of institutional, business and territorial collaboration to consolidate strong regional governance supporting the logistics hub
Actors	Villena City Council, Levante Interior Business Platform, allied municipalities, third-sector entities, private business sector, European sectoral networks, universities, vocational training centres, logistics and technology companies, regional/provincial/national public entities (e.g. IVACE, ICEX, EOI, etc.) and private entities (business associations)
Background	Creation of a private business platform in support of the hub ( <a href="http://www.nodolevanteinterior.es">www.nodolevanteinterior.es</a> ) Collection of support motions from municipalities. URBACT EcoCore Local Group Project Villena Economic and Social Forum
Links with Other Strategies	Reglamento de Participación Ciudadana Reglamento del Foro Económico y Social de Villena
Risks	Regulation on Citizen Participation. Regulation of the Villena Economic and Social Forum. Private Levante Interior Platform
Readiness for Action	Initial contacts established; requires permanent and strategic alliance planning
Timeframe	2026-2027
Current Status	In progress  Second phase of coordination and stabilisation of alliances underway
Success Criteria	Stable public-private governance consortium or structure established, with formal commitments.
Finances and Resources	Internal staff providing leadership from the City Council, both politically and technically, with own internal resources supported by the project's communication plan (under the Citizenship Axis)

Activity	Dates	Inputs	Related activities	Outputs Indicators	Concerns
Organise discussion forums with interested stakeholders to foster collaboration and exchange of ideas	2025 2026	Logistics, venues, facilitation	Strategic plan of the hub and its implementation	Number of forums, participants and agreements	Low participation lack of motivation
Institutional communication plan	2026 2030	Communication consultancy	EcoCore Accelerator Roadmap	Campaign launched	Lack of visibility Insufficient media impact
Register of commitments	2026	Digital or administrative platform	Political momentum	Formal commitments	Lack of interest in formalising commitments
Compilation of documentation of support from other municipalities	2026	Institutional contacts, minutes	Network of allies	Formal letters or agreements	Lack of response or delays
B2B meetings and integration into European networks	2026 2027	Travel, translation, partnerships	Investment office	Contacts established	Lack of continuity
Stakeholder mapping	2026	Participation experts, software	Institutional governance	Completed map	Lack of continuity Lack of up-to-date information.

# 1 Strategic axis: Governance

Objective/Challenge	<b>Investment Promotion Office and Impact Accelerator</b>
Lead Entity	Villena City Council
Brief Description	Establish a permanent municipal unit functioning as a one-stop shop to facilitate investments related to the logistics hub and to position Villena as an innovative hub for green logistics and industrial sustainability. The main objective is to strengthen institutional capacity and municipal management through an Investment Promotion Office aimed at attracting companies and ensuring proactive follow-up of business opportunities
Actors	Villena City Council, municipal technical staff, economic agents, investors, Levante Interior Business Platform
Background	Actions developed by the Departments of Industry and Urban Planning aimed at positioning Villena as a reference in green logistics, as well as supporting projects in triple-impact economic sectors
Links with Other Strategies	Fiscal, urban planning and other municipal regulations. IVACE international strategy,
Risks	Lack of institutional continuity; limited technical staff. Low institutional or business participation, lack of funding, insufficient national and international visibility
Readiness for Action	Initial institutional consensus; requires organisational design. Structure, promoters and alliances with national and international fairs and networks are being defined. Launch of support from an external secretariat for the Impact Accelerator foreseen in 2026
Timeframe	2026-2030
Current Status	Concept/planning phase
Success Criteria	Active office with a service portfolio, investor support and project follow-up. Increased national and international visibility of the project; generation of real investment opportunities; implementation of innovative practices in sustainable logistics
Finances and Resources	€20,000–30,000 per year; qualified staff, digital tools, own operational budget. Possible European funding line.

Activity	Dates	Inputs	Related Activities	Outputs Indicators	Concerns
Develop a system for prioritising strategic projects and accelerating their implementation	2026 2027	Technical methodology and ICT	Hub governance	Tool implemented	Internal organisational resistance; bureaucracy
Create a dossier or valued report clearly outlining the project's benefits, including job creation, sustainability and economic growth	2026	Technical unit and graphic design	EcoCore Accelerator	Distributed dossier Number of enquiries received	Complexity of indicators
Tructure the service portfolio of the office to support and host new triple-impact business projects	2026	Training of internal staff, creation of public-private service networks, process flowcharts for support and guidance	Coordination with internal departments and external entities, particularly IVACE International	Number of business projects or entrepreneurs supported; number of procedures facilitated; number of new businesses or entrepreneurs established in the city	Proper coordination and cooperation among actors; lack of trust in the office by productive sectors; failure to reach the target clients.
Anticipate detailed information on available municipal services as an incentive for companies	2026	Resource inventor	Investment promotion	Catálogo digital o físico	Outdated information; lack of competitiveness

Activity	Dates	Inputs	Related Activities	Outputs Indicators	Concerns
Actively participate in national and international fairs and congresses in the logistics and sustainability sector to present Villena's hub and attract the interest of investors and logistics operators	2026 2030	Travel, stands, promotional material, technical staff	Internationalisation strategy	Number of fairs attended; number of contacts generated	Lack of institutional agenda or logistical and budgetary resources
B2B meetings and participation in European sectoral	2026 2030	Registration costs, institutional coordination, staff	Strengthening alliances, investment promotion	Number of meetings; collaboration agreements	Difficulty in maintaining stable or fruitful relations
Specialised training in green logistics and industrial symbiosis	2026	Trainers, collaboration with educational centres, teaching materials	Sustainable development, innovation centre	Number of people trained; practical application of	Low participation or lack of continuity among trainees



## 5.2 Strategic axis: Citizenship

Objective/Challenge	<b>Communicate the project and its progress effectively and transparently</b>
Lead Entity	Villena City Council
Brief Description	Develop a comprehensive communication strategy that ensures transparency and continuous engagement with citizens throughout all phases of the logistics hub project
Actors	Villena City Council, Investment Promotion Office, municipal communication department, and, where applicable, external communication company
Background	URBACT EcoCore Local Group (ULG) EDIL and PIES Local Agenda 2030 participatory process
Links with other Strategies	Transparency, Access to Information and Reuse Ordinance. Citizen Participation Regulation. Economic and Social Council. Logistics Hub Platform
Risks	Disinformation, low participation, negative perception of the project. Creation of false expectations among citizens through non-technical messaging or unachieved milestones. Lack of direct citizen involvement in the project
Readiness for Action	Need to contract external communication services and design the plan
Timeframe	2026-2030
Current Status	Concept/planning phase.
Success Criteria	Greater understanding of the project, improved citizen perception, active citizen participation, and a sense of ownership of the project
Finances and Resources	Communication company or media placements/campaigns (€10,000–20,000 annually)

Activity	Dates	Inputs	Related activities	Outputs Indicators	Concerns
Design of the dissemination/communication/explanation/participation plan	2026	Communication company	Governance	Approved and disseminated plan	Lack of continuity in communication
Communication of tangible benefits	2026	Awareness campaign	Citizen participation	Messages disseminated	Persistent negative perception
Institutional narrative on Villena's sustainable development linked to the URBACT Project	2026	Key messages, social media	Sustainability	Published content	Citizen disinterest
Creation of an accessible space (physical/digital) to consult updated information and raise questions	2026 2030	Website design, citizen support	Investment Office	Citizen contact channel created and accessible	Lack of continuous updating
Press clipping	2026 2030	Media monitoring	Institutional communication	Impact dossier	Lack of media coverage

## 2 Strategic axis: Citizenship

<b>Objective/Challenge</b>	<b>Foster trust and promote citizen participation from the early stages</b>
<b>Lead Entity</b>	Villena City Council
<b>Brief Description</b>	Promote citizen involvement in the design and monitoring of the logistics hub, strengthening trust through participatory and educational processes
<b>Actors</b>	Villena City Council, citizens, educational centres, local actors
<b>Background</b>	URBACT EcoCore Local Group (ULG). EDIL and PIES Local Agenda 2030 participatory process
<b>Links with other Strategies</b>	Citizen Participation Regulation Economic and Social Council Private Logistics Hub Platform
<b>Risks</b>	Initial mistrust; low attendance at participatory activities
<b>Readiness for Action</b>	Key stakeholders identified, but participation and mediation mechanisms still need to be consolidated
<b>Timeframe</b>	2026-2030
<b>Current Status</b>	Concept/planning phase
<b>Success Criteria</b>	Citizens informed, involved and aligned with the values of the logistics hub
<b>Finances and Resources</b>	To be defined according to participatory design; technical and human resources for facilitation and communication. Initially, own municipal resources and cooperation with the communication plan

Activity	Dates	Inputs	Related activities	Outputs Indicators	Concerns
Collection and dissemination of endorsements/testimonies from stakeholders supporting the hub	2026 2028	Interviews, digital media	Support campaigns	Published testimonies	Institutional resistance; lack of collaborators
Participatory programme with stakeholders	2026 2027	Facilitators, public spaces	Stakeholder mapping	Workshops delivered	Low attendance; declining interest over time
Citizen roadmap	2025 2030	Accessible and visual design	Communication strategy	Distributed document	Lack of technical clarity in communication
Project ambassadors	2026 2028	Selection of local leaders	Citizen communication	Identified spokespersons	Lack of credibility; lack of collaborators
Collaboration with educational centres through information sessions	2027 2030	Educational materials, visits	Awareness-raising	Educational sessions	Youth disengagement



### 3 Strategic axis: Sustainability and Environment

<b>Objective/Challenge</b>	<b>Ensure energy sustainability in the design and operation of the project</b>
<b>Lead Entity</b>	Villena City Council
<b>Brief Description</b>	Integrate environmental sustainability criteria from the design stage of the logistics hub through to its future operation, prioritising energy efficiency, circular economy and climate neutrality
<b>Actors</b>	Villena City Council, municipal technical staff, environmental consultancies, local business community
<b>Background</b>	None
<b>Links with other Strategies</b>	Municipal environmental ordinances Local Waste Plan Regional environmental strategies
<b>Risks</b>	Lack of green financing; business resistance; technical challenges in energy integration
<b>Readiness for Action</b>	Initial environmental diagnosis is essential; further progress required in technical and regulatory design Analysis and validation of the environmental sustainability criteria that the project needs to reflect
<b>Timeframe</b>	2026-2030
<b>Current Status</b>	Concept phase
<b>Success Criteria</b>	Hub with a low ecological footprint, high energy efficiency and a replicable model of industrial symbiosis
<b>Finances and Resources</b>	To be defined; technical and regulatory resources, investment in renewable energy and training Need to outsource study and environmental sustainability risk assessment. Possible European funding lines

Activity	Dates	Inputs	Related activities	Outputs Indicators	Concerns
Autonomous energy design (zero emissions)	2027 2030	External environmental consultancy and municipal technical staff	Development of EDIL and PAI of the city, and Agenda 2030 synchronised from an environmental perspective	Energy plan prepared; environmental sustainability diagnosis of the project	Lack of green financing; lack of prioritisation of this area
Sustainable design requirements from the City Council	2026	Legal and technical advisory services	Urban planning	Approved ordinance; approved technical documents	Regulatory delays and slow drafting of environmental requirements
Creation of an energy community	2027 2030	Facilitation, legal advisory services, energy consultancy	Citizen participation	Community established	Low participation or lack of awareness
Integration of circular economy and industrial symbiosis	2026 2030	Consultancy and training	Hub companies	Good practices implemented	Business resistance
Redistribution of energy surpluses	2030	Electrical engineering, regulatory framework	Railway corridor	Technical proposal	Uncertain technical/legal viability

### 3 Strategic axis: Sustainability and Environment

Objective/Challenge	<b>Strengthen environmental integration and promote sustainable mobility</b>
Lead Entity	Villena City Council Generalitat Valenciana
Brief Description	<p>Minimise the environmental impact of the logistics hub through landscape integration measures, burying or relocating linear infrastructures, and creating green and buffer zones.</p> <p>Design infrastructures and measures that promote sustainable modes of transport around the logistics hub, prioritising active, public and low-emission mobility.</p>
Actors	Villena City Council, businesses, mobility experts, citizens, transport operators Villena City Council, urban planners, landscape architects, ADIF, Generalitat Valenciana
Background	PMUS in the final stage of approval by the City Council
Links with other Strategies	Aligned with Villena's Sustainable Urban Mobility Plan (PMUS)
Risks	Lack of coordination with the PMUS; low business participation; high costs. High cost of interventions, insufficient technical coordination, topographical limitations.
Readiness for Action	Analysis and validation of the mobility criteria that the project needs to reflect
Timeframe	2026–2028: design of measures. 2027–2030: infrastructure implementation.
Current Status	Initial/concept phase PMUS drafting phase in Villena
Success Criteria	Hub integrated environmentally and visually, with green buffering and without physical barriers Efficient multimodal system connecting the hub with Villena and its surrounding area
Finances and Resources	Initial estimate: minimum €500,000 for infrastructure implementation as from 2027

Activity	Dates	Inputs	Related Activities	Outputs Indicators	Concerns
Public and collective transport network	2026	Technical study and operators	PMUS, municipal public transport service	Defined and improved routes	Low expected demand; reluctance to use
Integration with PMUS	2026	Technical coordination	Governance	Aligned plans	Lack of synchronisation
Design of sustainable access	2026 2027	Mobility engineering	Urban design	Approved access plan	High cost
Awareness-raising campaigns	2026 2030	Educational materials, media	Citizen communication	Number of campaigns carried out	Limited outreach
Landscape design and naturalisation	2025 2030	Landscape consultancy	Hub planning	Landscape integration plan	Lack of subsequent maintenance
Cycle lanes and pedestrian network	2027 2030	Infrastructure investment	Citizens	Landscape integration plan	Space limitations; very high investment
Business mobility initiatives	2026 2030	Collaboration with companies	Investment office	Infrastructure implemented	Lack of private-sector commitment
Removal of bottlenecks and traffic-saturated areas	2027 2030	Implementation by competent administration	Urban planning	Business mobility plans	High costs or limited viability; implementation by other competent administrations
Bike-sharing system	2027	Technology, stations	Urban plan	Technical proposal prepared	Vandalism or low use
Burying or relocation of railway lines	2026 2030	Civil engineering, environmental analysis Implementation by competent administration	Urban planning	Operational system	High costs or limited viability; implementation by other competent administrations

### 3 Strategic axis: Sustainability and Environment

Objective/Challenge	<b>Promote sustainable business practices</b>
Lead Entity	Villena City Council
Brief Description	Promote a business ecosystem oriented towards sustainability through training, technological innovation and ESG criteria as a tool for transformation
Actors	Villena City Council, Chamber of Commerce, universities, technology centres
Background	Small-scale experiences in promoting ESG criteria and industrial symbiosis in the El Rubial industrial area
Links with other Strategies	Promotion of the criteria set out in the EDIL and PAI, Local Agenda 2030 in relation to local economic development Regulation of the Municipal Business Services Centre – Industrial Business Incubator
Risks	Lack of ESG adoption by companies, limited initial innovation culture
Readiness for Action	Diagnosis, interest in logistics innovation; activation of the centre
Timeframe	2026–2030
Current Status	Planning/concept phase
Success Criteria	More sustainable companies, innovative environment and shared circularity strategies
Finances and Resources	From 2027: €30,000 annually for technical resources, trainers, ESG platform

Activity	Dates	Inputs	Related Activities	Outputs Indicators	Concerns
ESG criteria (Environmental, Social and Governance) for hub companies	2026 2030	Advisory services and regulations	Evaluation and certification	Companies assessed and classified	Resistance from the business sector
Logistics Innovation Centre	2028 2030	Partnerships with universities, technical experts	Technical training	Centre established and operational	Lack of initial critical mass
Promotion of ESG projects	2026 2030	Advisory services, investment support, business conversion, training, etc.	Training, advisory services, financial support	Production sectors based on ESG criteria	Lack of ESG culture

### 3 Strategic axis: Sustainability and Environment

<b>Objective/Challenge</b>	Engage citizens and workers in sustainability
<b>Lead Entity</b>	Villena City Council
<b>Brief Description</b>	Include the citizen and labour perspective in the design of the logistics hub, promoting well-being, dialogue and sustainability from the outset of the process
<b>Actors</b>	Citizens, trade unions, educational centres, hub workers, local associations
<b>Background</b>	No existe
<b>Links with other Strategies</b>	Citizen Participation Regulation Villena Economic and Social Forum Levante Interior Hub Platform
<b>Risks</b>	Lack of social involvement; low participation; institutional resistance to integrating proposals
<b>Readiness for Action</b>	Preliminary diagnosis; need to structure dialogue channels and participatory methodologies
<b>Timeframe</b>	2026–2027
<b>Current Status</b>	Concept phase
<b>Success Criteria</b>	Hub design incorporating a shared social, labour and environmental vision from citizens
<b>Finances and Resources</b>	From 2026 or 2027: €10,000 for facilitation, studies and participatory actions. Municipal funds or initiatives financed through European or other administrative funding lines

Activity	Dates	Inputs	Related Activities	Outputs Indicators	Concerns
Integration of learnings	2026 2030	Technical synthesis	Urban design	Changes incorporated	Technical inertia or institutional resistance
Initial citizen and labour consultations	2025 2030	Facilitators, spaces	Participatory planning	Meetings held	Lack of diverse representation
Promotion of labour well-being	2026 2030	Diagnosis and workshops	Healthy working environment	Measures implemented	Lack of follow-up
Study of international cases	2026 2028	Applied research	Hub design	Recommendations extracted	Limited local applicability





# 6

## Implementation of the plan

## 6.1 Implementation of the plan

The implementation of Villena's Integrated Action Plan (IAP) will require a coordinated, gradual and flexible approach, enabling the execution of the planned actions to be aligned with effective resource management and active involvement of all relevant stakeholders.

### Coordination and Leadership

- **Villena City Council:** responsible for the political and technical steering of the plan.
- **Municipal interdepartmental technical team:** in charge of operational coordination and cross-cutting monitoring
- **URBACT Local Group (ULG):** will remain as a consultative and reference body, ensuring continuity of the participatory approach, channelling sectoral contributions and guaranteeing social legitimacy of the process.
- **Future Investment Attraction Office and Impact Accelerator:** will act as a technical interface between the City Council and economic, social and territorial stakeholders.

### Progressive Approach

- Implementation will be gradual, prioritising actions according to their feasibility, impact and potential to generate synergies. It will be structured around key milestones and phased stages up to 2030.

### Strategic Alignment

- The plan will be developed in coherence with other municipal and regional agendas and plans, such as: Agenda Urbana y Agenda 2030
- Urban Agenda and 2030 Agenda
- Territorial Strategy of the Valencian Community
- Local Industrial Development Strategy (EDIL)

### Monitoring and Review

- A monitoring system will be established, with annual reviews, an interim technical evaluation in 2027 and a final evaluation in 2030. This system will incorporate predefined indicators by strategic axis, corrective mechanisms and public communication of progress. Riesgos transversales y medidas de mitigación



## Governance scheme of Villena's integrated action plan



## 6.2 Main Risks and Assessment

### Principales riesgos y valoración

Risk	Category	Description	Likelihood	Severity
Political misalignment	Political	Changes in government or lack of institutional consensus may block key decisions	Medium	High
Limited administrative capacity	Technical / Institutional	Lack of technical staff or excessive workload slows down implementation	High	High
Insufficient funding	Financiero	Dependence on external calls or lack of local budget	High	High
Lack of cross-sectoral coordination	Institutional / Organisational	Difficulty in integrating actions across departments or	Medium	Medium
Social or business resistance	Social	Low participation or distrust may affect the legitimacy of the project	Low	Medium
Riesgos normativos o jurídicos	Legal / Regulatory	Changes in legislation or procedures may cause delays	Low	Medium

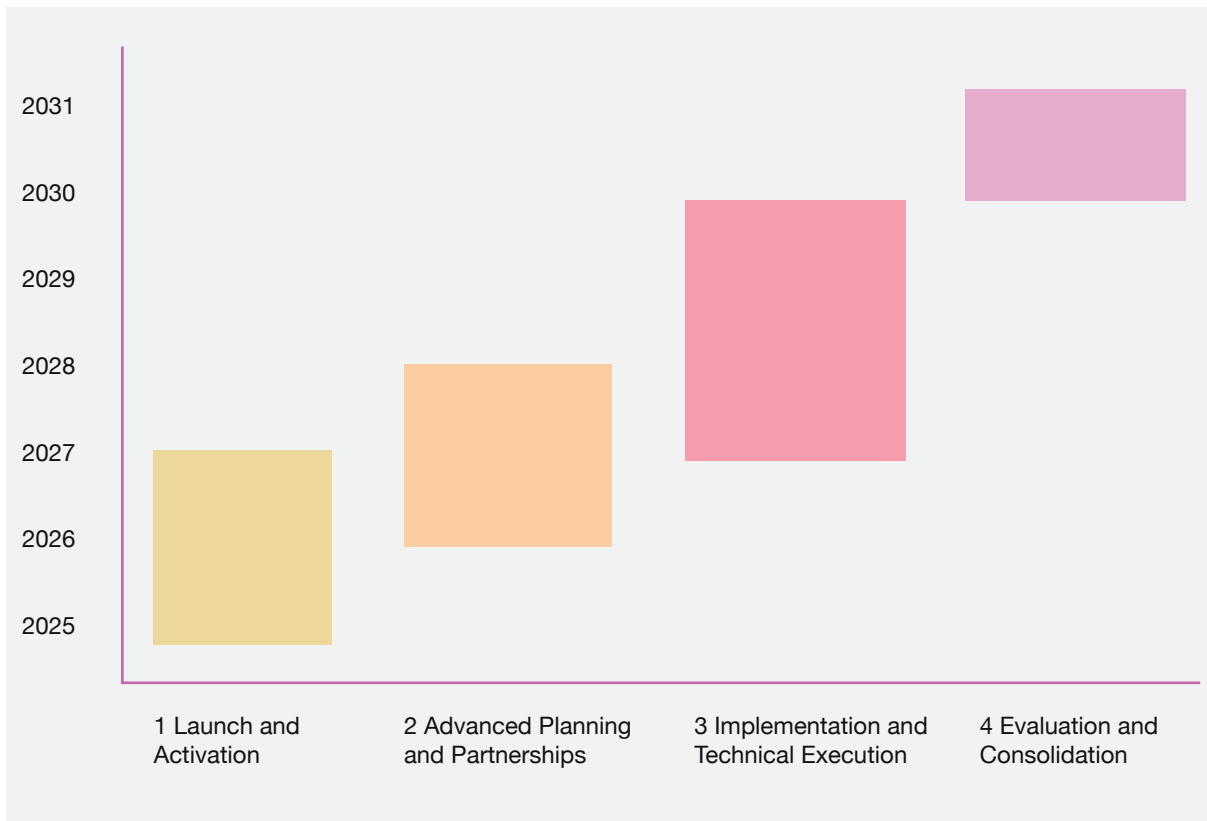
### Mitigation Measures

- Strengthen the municipal technical structure with external support for key actions
- Design a diversified funding strategy (European, regional, and private cooperation)
- Establish an interdepartmental coordination model with regular meetings
- Activate permanent channels of public information and citizen participation
- Anticipate regulatory procedures and adapt planning instruments from the early stages

## 6.3 Global Execution Schedule

### Execution Schedule of the Villena IAP

(2025–2030)



Phase	Period	Key Objectives
Launch and Activation	2025-2027	Consolidation of governance; institutional recognition; technical design of the roadmap; start of citizen communication
Advanced Planning and Partnerships	2026-2028	Establishment of the Investment Office; design of sustainable strategies; participatory tools; structuring of services and urban plans
Implementation and Technical Execution	2027-2030	Execution of infrastructures; ESG and sustainability training programmes; sustainable mobility and greening; active investment attraction
Evaluation and Consolidation	2030-2031	Overall evaluation of the plan; final adjustments; formalisation of permanent structures

## 6.4 Financing Plan

The financing of the Integrated Action Plan (IAP) will be structured around a combined and scalable strategy, enabling short-, medium- and long-term actions to be undertaken with plural and sustainable resources. This strategy will be based on four pillars:

### 1. Municipal Own Resources

- Specific budget allocations in the City Council's annual budgets (Departments of Urban Planning, Environment, Industry, Participation, etc.)
- Funds provided for in the Strategic Subsidy Plan and the multi-annual budget
- Contributions in kind: technical staff, facilities, municipal services.

### 2. Regional and National Funding

- Generalitat Valenciana: programmes for industrial development, sustainability, employment or innovation (IVACE, LABORA, AVI...)
- Ministry of Transport, Mobility and Urban Agenda

- Other ministerial programmes: vocational training, circular economy, digitalisation or energy transition

### 3. European Funds

- ERDF and ESF+ (2021–2027): infrastructures, energy efficiency, green employment and digitalisation
- Next Generation EU – Recovery, Transformation and Resilience Plan
- Specific programmes: URBACT IV, Interreg, LIFE, CEF (Connecting Europe Facility), Erasmus+, Horizon Europe, among others

### 4. Public–Private Cooperation

- Contributions from companies interested in setting up in the hub
- Mixed investment mechanisms through tenders, concessions or framework agreements







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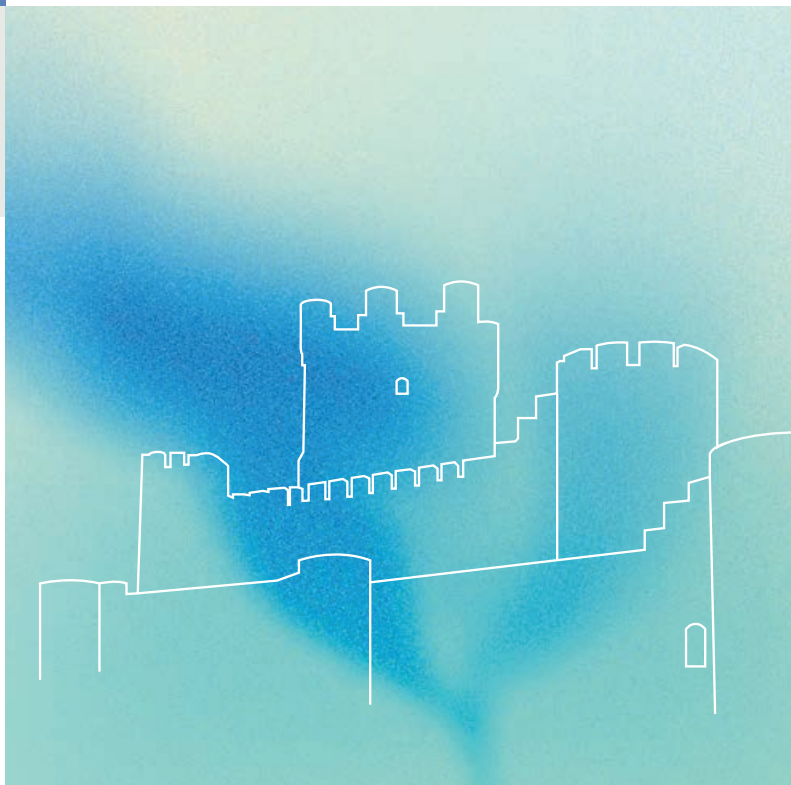
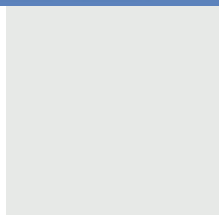
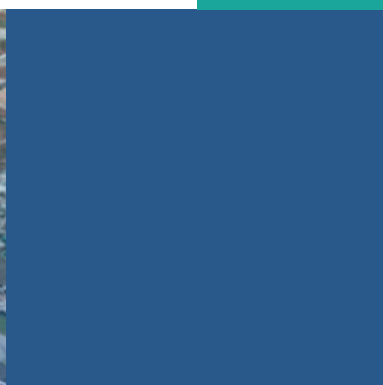
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## The EcoCore Project

Green Transition in Small Cities along Transport Corridors



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