

The voice and influence of residents in urban redevelopment projects

Analysis of the effects of participation on Dutch urban redevelopment projects for developers

Delft University of Technology

Master thesis

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Colophon



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Preface

This thesis is the final part of the graduation track, Management in the Built Environment (MBE) at the Faculty of Architecture and the Built Environment of the Delft University of Technology. It brings my years of studying to an end. This final product is the result of a period of studying, hard work and dedication, that started several years ago.

This thesis in particular is the result of research into a topic that is close to my heart. Urban development has interested me since I started my Bachelors at the Faculty of Architecture and the Built Environment, cities and urbanism have interested me for much longer. The voice and influence of residents in urban redevelopment projects was a small part of this topic that I did not know much about. Thanks to this final part of my master's degree, I have learned a lot and have gained a better insight into urban development management, participation, and the workings of developers, but also about my personal skills, interests, and future plans.

Writing this thesis has been an individual journey, especially with the restrictions that come with a global pandemic. However, I could not have done it on my own. I would like to thank my mentors, Joris and Céline, who have helped and guided me along the way. Without their feedback I would never have been able to focus my research topic. Looking specifically into the effects of participation on urban development projects (still a rather broad topic), is largely thanks to their support in narrowing down my generally very broad perspective. I would also like to thank Arnaud and Edward from ERA-Contour, who made this research possible and who saw value in my work during a difficult period of my life. I also greatly appreciate the stories, knowledge and wisdom provided by all the interviewees during my research. Their input provided the insight into urban development and participation that is at the basis of this thesis. And big thanks to Sonja, for reading through the entire thesis and checking the correct use of the English language.

Writing this thesis has been a long process with lots of ups and downs, during which I probably have not always been the best company. Therefore, I would like to thank my friends and family for their support during my study and specifically this last part. Ron, for proofreading my thesis whilst still being the best friend I could have wished for. My brother, for his help and support during this last period and providing an outside view on my thesis. My mom, whose unwavering support, keen eye for detail, belief in me and endless patience, made this thesis possible. And last but certainly not least my girlfriend, who in the final weeks rarely got to see me. For always being there, believing in me and supporting me.

Finally, I would like to dedicate this thesis to my dad, who sadly passed away far too soon. He will not be there to see me reach this milestone, or any milestone to come after this. But I know he always believed in me, supported me and would be very proud of this accomplishment.

Now it only remains for me to wish you, the reader, a pleasant reading. I am sure, reading this thesis will lead to new insights into the voice and influence of residents in urban redevelopment projects.

Sincerely,

Tijmen Keijts
Delft, July 2021

Abstract

In The Netherlands there is an increasing drive for social sustainable (developer-led) development. This is reflected in the upcoming 'Omgevingswet' (spatial planning law) due for 2022, that will require participation to be an (significant) element (in the early phases) of the urban development project. Existing research focuses mainly on the effects of participation on the residents, linking it to social sustainability. However, there is a lack of research into the effects of participation on urban redevelopment projects for the developer. Currently, the (positive) effects and implementation of participation within processes of developers are mainly based on 'gut feelings'. Therefore, the main research question answered in this thesis is: **What are the effects of participation on Dutch urban (re)development projects for the developer?** The aim of this thesis is to provide insight, based on theoretical and empirical research, into the effects of the voice and influence (participation) of residents on urban (re)development projects, for the developer. The research has two key components: a case study and an inductive analysis, on the effects of participation on urban development projects. In the case study two cases from the Dutch developer ERA-Contour are analysed, on how the participation process affected the GOTIK aspects and the change in social cohesion of the neighbourhood. The inductive analysis of the findings is used to determine and present practical advice to urban developers on participation in urban redevelopment projects. The case study shows that participation enhances the quality and social cohesion of urban (re)development projects, it also contributes to the certainty about decisions made during the project and the level of support by residents for the project. To achieve these effects, participation requires the investment of time and money and a change in the approach to the organisation and information aspects of an urban (re)development project. Practical advice for the implementation of participation is provided. The lessons learned from this research can be applied to future urban development projects. This knowledge can help developers, to effectively use participation with residents and create more social sustainable neighbourhoods.

Keywords: (re)development projects, effects of participation, GOTIK, resident participation, urban redevelopment, voice and influence

Summary

The voice and influence of residents is a dimension of social sustainability as described by Woodcraft and Dixon (2013). This dimension describes the importance of the opportunity for residents to influence the future of their neighbourhood with regard to social sustainability. Participation in urban development is a way for the residents to influence the future of their neighbourhood. The upcoming 'Omgevingswet' (spatial planning law) and the neo-liberal shift in The Netherlands towards developer-led (re)development (Heurkens, 2009; Van Der Cammen & de Klerk, 2003) makes developers responsible for participation in their projects. For the, mainly financially driven, developers it is useful to know what effects participation has on urban development projects.

This thesis aims to provide an insight, based on theoretical and empirical research, into the effects of the voice and influence (participation) of residents on urban (re)development projects. The lessons learned from this research can be applied to the practice of urban development and future research. The goal of this insight into the effects of participation on development projects, is to help developers to implement participation into their process. By helping the developers, the residents of urban areas can benefit from the effects of participation on social sustainability.

Theoretical framework

In order to provide an insight into the effects of participation on urban development projects two elements are described: urban development projects and participation. Followed by a brief overview of the existing theoretical knowledge of the effects of participation on development projects.

Urban development projects

An urban development project is described in four phases. During the **initiative phase** the focus lies on formulating different approaches to value creation for the end-users of the project. During the **feasibility phase**, the concept is tested for its financial and technical feasibility. This is followed by the **commitment phase** where decisions, designs and permits are finalized. The construction of the project takes place in the **realisation phase**, the final stage of a project. During all of these phases, the tasks are aimed at gaining increasing levels of certainty (Peek & Gehner, 2018). As more information becomes available and more decisions have been made, it becomes harder to influence the final outcome of the project.

To manage a development project, several control aspects during the different phases of a project are identified. These aspects are commonly described as: Money, Organisation, Time, Information and Quality (Lousberg, 2010). In the Dutch practice referred to as the acronym: GOTIK. The **quality** of the project is often referred to the technical specifications, however quality can also be tested against previously recorded fewer tangible elements. **Money** is always the derivative of the other aspects and is controlled through the management of cost. '**Time** is money', as is commonly known, and is controlled by adjusting time schedules that are affected by external and unforeseen factors. **Information** is limited to the recorded information and documents that record project results and decisions. Finally, **organisation** is related to procedures, contract models and collaboration.

Participation

Participation is about providing the community the ability to influence the future of their own neighbourhood. Participation is the act of involving residents in the process of (re)developing a neighbourhood in a meaningful way. Involving residents can be achieved on different levels, ranging from empowering participants in decision making to forms of less influential consultation and information provision (Edelenbos, Teisman, & Reuding, 2001; Uittenbroek, Mees, Hegger, & Driessen,

2019). The level of participation also depends on the goal of the initiating party. Table I shows the different levels of participation, or ‘**how**’ residents can participate.

Besides the level of participation, ‘**who**’ participates is also important for the result of the participation process: involving the greater public to enhance the democratic capacity or individual stakeholders to gain more precise knowledge. Choosing individual stakeholders is a precarious task and could lead to exclusion and unrest.

The moment **when** participation is implemented in a project, also affects the use of participation. By involving the participants at an early stage, more meaningful decisions can be influenced, and local knowledge can be used.

Table I: Levels of participation, based on (Edelenbos et al., 2001; Uittenbroek et al., 2019)

Cooperate	Decide/produce
	Co-produce
Have a say	Advise
	Consult
Inform	Inform

Effects of participation

Dekker and Van Kempen (2009) state very adequately “*participation is good*” for residents. Furthermore, there are also benefits and costs related to development projects. In general, local (collective) knowledge combined with professional knowledge can lead to better solutions, better quality and a smoother process (Boonstra & Boelens, 2011; Dekker & Van Kempen, 2009; Van Marissing, 2008). The external stakeholders (residents) can also obstruct the progress of a (re)development project. Managing and communicating with these stakeholders during a project might help mitigate some of these obstructions by creating support (Elands & Turnhout, 2009; Olander & Landin, 2005).

So, the different levels of participation can be applied within different target groups and during all phases throughout the whole project. In this way participation can affect the GOTIK aspects within each of the phases of the urban development project, or in the final product. Moreover, social cohesion could be an effect of participation throughout the project but can only be visible after the project is realised.

Problem statement

In The Netherlands there is an increasing drive for social sustainable (developer-led) development. This is reflected in the upcoming ‘Omgevingswet’ due for 2022, that will require participation to be an (significant) element (of the early phases) of the urban development project. Existing research focuses mainly on the effects of participation on the residents, linking it to social sustainability (Woodcraft & Dixon, 2013). However, there is a lack of research into the effects of participation on urban redevelopment projects for the developer. Currently, the (positive) effects and implementation of participation within processes of developers are mainly based on ‘gut feelings’.

Research question

To find a solution to the previously stated problem, this thesis answers the following research question:

What are the effects of participation on Dutch urban (re)development projects for the developer?

The research focuses on the viewpoint of the developer and aims to provide insight into the effects of the voice and influence of current and future residents on urban (re)development projects. Several aspects of participation and urban development projects are examined in practice.

Research methods

The goal of this graduation thesis is to provide insight into how the voice and influence (participation) of residents affects Dutch urban development projects, and provide practical advice to Dutch developers about the implementation of participation in their urban (re)development projects. This research consists of two methods: a case study and an inductive analysis of the findings. Both the case study and the inductive analysis use knowledge from a theoretical framework.

Theoretical framework

The conceptual model that is the basis for this research was formulated as a result of a literature study. A snowballing method is used to study the literature on urban development, participation and the theory on effects of participation. This conceptual model provides the basis for the empirical research into the effects of participation on urban development projects.

Case study

The main research method for this thesis is a qualitative case study of two urban (re)development projects which were developed by ERA-Contour: A redevelopment project in Schiedam, De Nieuwe Wetenschappers and a development project in Rotterdam, Little C. Residents had a say in both projects. Data for the research is gathered through semi-structured interviews with the developers that were involved in the project, the municipality of Schiedam, housing association Woonplus and residents from the surrounding neighbourhood. The developers provide a clear insight into the effects of participation on their projects but might present an overly positive or otherwise skewed image of their own projects. To balance this, the other interviewees provide additional viewpoints on the projects.

Inductive analysis

The final part of the research is an inductive analysis of the findings and literature to formulate practical advice to developers on the implementation of participation in urban development projects. The advice is put in front of two developers in the form of four propositions to validate the advice.

Findings

The participation processes for De Nieuwe Wetenschappers and Little C had several goals related to them; gather (local) knowledge, build support or check the designs for example. Uittenbroek et al. (2019) show how the goal of participation determines who participates how and when. Based on the analysis of these aspects in the two cases, De Nieuwe Wetenschappers and Little C, four types of participation can be identified (see Table II). For De Nieuwe Wetenschappers two specific types can be identified: A project group (type 1) and workshops (type 2). For Little C the main type of participation is a customer panel (type 3). In both projects, some form of information provision (type 4) was included during the realisation phase.

Time and money

The money and time aspects of a project are closely related (Lousberg, 2010), time spent on a project requires manpower and thus costs. This is also true for participation. The findings from the case study show that all types of participation in these two projects require an investment of time and money (see Table II). The height of the investment per participation type is not evidently clear, but it seems that participation types 2 and 3 require the most manhours and thus investment. A large part of this investment results from the incorporation of changes to the design due to input from the participation sessions. However, in general the investment does not seem to increase the total time and cost spent on a project, or cause delays or budget overruns.

Table II: Overview of the effects of the different participation types on the GOTIK aspects and social cohesion (own work)

Participation type	Goal			Input				Result		
	How	Who	When	Time & Money	Information Required	Information Gathered	Organisation	Quality and social cohesion	Certainty	Support
Type 1 (Project group)		Have a say (inform, consult, advise)			Drawings, plans, images, schedules, progress reports	Feedback, advice, suggestions	Collaboration	+++	++	++
		Representation (neighbourhood)								
		Whole project (continuous)								
Type 2 (Workshops)	How	Have a say (inform, consult, advise)			Drawings, plans, images	Local knowledge, advice, suggestions	Collaboration, contracts	++	+	++
	Who	Representation (neighbourhood)								
	When	Early (initiative phase)		+++						
Type 3 (Customer panel)	How	Have a say (consult, advise)			Drawings, plans, images	Feedback, advice, suggestions	Collaboration, contracts	++	+++	+
	Who	Representation (potential clients)								
	When	Early (initiative phase)		+++						
Type 4 (Info. provision)	How	Inform (inform, consult)			Schedules, progress reports	Reactions, complaints	Organogram	0	0	++
	Who	Everybody (neighbourhood)		+						
	When	Late (realisation phase)								

By involving the residents into the process, certainty about the proposed level of quality and other decisions that have been made can be increased (see Table II). This certainty means less risk of making 'bad' decisions for the developer and could thus be related to fewer costs.

The participation types in these two cases, especially the informing types (type 1 and 4) are also used to enthuse the people of the neighbourhood and build support for the project (see Table II). This support for the project is related to less resistance. So, participation can also potentially save time and money for a project.

Information and organisation

Both in De Nieuwe Wetenschappers and Little C, the developer (ERA-Contour) decided that they wanted to involve the residents of the neighbourhood into the projects. This desire to participate with the residents requires certain information to be available at the right time. For example, the workshops for De Nieuwe Wetenschappers required drawings and images to be presented. To organise this information, the contracts and agreements with the partners (the architect for example) need to stipulate the need for this information. So, to incorporate a specific participation type in a project, it is necessary for the organisation and information aspects of a project to facilitate this type (see Table II).

Quality and social cohesion

The two cases show that participation types 1, 2 and 3 (project group, workshops and customer panel) have a (positive) effect on quality. Changes were made to both projects, based on input from the participation sessions. Participation types 1, 2, and 3 also potentially have a positive effect on the social cohesion within the project area of the two cases. So, certain types of participation can result in more quality or social cohesion within a project area for a project (see Table II). In these two cases, the result of the participation process was also related to the topics that were addressed through these types of participation (public space, safety, greenery, etc.).

Table II shows the effects of the different participation types on the GOTIK aspects of the two projects, and the social cohesion within the project areas. The table is a combination of insight presented in the previous paragraphs. The '+' signs roughly indicate the level of influence the different participation types have on the different aspects, relatively to each other.

Participation types

The analysis of the cases show that the desired results and goal can be used to identify and/or determine the participation type. The 'how' aspect of the participation types is most strongly influenced by the intended goal of the participation process. The types in which the residents have a say in the project are strongly related to quality and social cohesion. The types where residents are informed are most related to certainty and support. But also, the 'when' is influenced by the goal. At the start of a project, there is the greatest urgency for information and the greatest opportunity to adjust plans, so involving residents in the project at an early stage is most useful for quality and social cohesion. It is also wise to create support from an early stage, because creating support can often take a long time. Although it seems that earlier involvement of residents in the project is better for creating quality, in the case of Little C it is also clear that with stricter preconditions of an existing urban design the residents can still influence the quality of the final product. The group size of the 'who' aspect is less dependent on the goal, but the target group that is selected for participation is related to the topic that is addressed during participation. Potential clients have knowledge about the desired product, the current people from the neighbourhood know about the local area and the future residents have the greatest knowledge about how the area is going to be used.

By combining these findings (see Figure I), we can see that the type of participation is determined by the goal of the participation process, and is facilitated in a project through the organisation and

information aspects of a project. This requires an investment of time and money. The predetermined goal related to quality, social cohesion, certainty and support for a project can be achieved through participation.

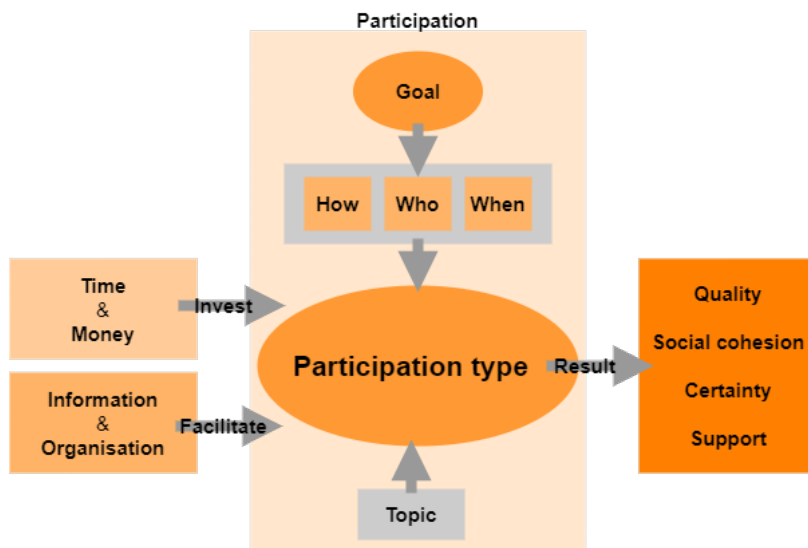


Figure 1: Model of the findings (own work)

Practical advice on participation for developers

In the future, developers should stop calling the lowest levels of participation, 'participation'. The word 'participation' arouses skewed expectations of active involvement. So, when referring to participation during a project, it is advised to clearly communicate the specific type of participation, the related level of influence for the participants and only refer to 'advising' and higher levels as participation. The lower levels of participation (inform and consult) are a vital part of an urban development project, but should no longer be considered participation. For urban development projects, developers should deploy specific participation types, for specific (desired) goals, to enhance certain aspects of quality, social cohesion, certainty and support for a project. These participation types only require a limited investment of time and money and can result in time and cost savings.

The preconditions of the project, the goal of the participation process and the who, how and when aspects of participation should be combined and recorded into a participation plan. This participation plan should then be communicated to the partners and participants. The plan should convey the responsibilities for partners in a project and set the 'right' expectations by the participants. With this participation plan in place, it becomes easier for developers to deal with the new 'Omgevingswet'. The 'Omgevingswet' prescribes that developers should always be able to show who they involved, when and how and about what topics they participated with the residents in development projects.

Guidelines for developers

Based on the case study and an inductive analysis, a list of guidelines is drawn up (see Table III). These guidelines are meant for developers, as they can help them to improve or implement participation in urban development projects. The advice is mainly focused on a more conscious approach towards participation. It provides reasoning and advice on the level of participation, when to implement participation and which stakeholders (residents) to include. Overall, a more conscious approach to the how, when and who aspects of participation and participation in general can improve the results of the participation process.

Table III: Practical advice for developers (own work)

General	Prepare the required information and organisation of the project for the participation types carefully.
	Participation can result in quality, social cohesion, certainty and support for a project.
	Prepare the topics for the participation types carefully.
	Be open to unexpected topics for participation.
	Costs are not a barrier to participation, it is a relatively small investment in quality, certainty and/or support.
How	Always inform and consult the people of a neighbourhood about an urban development project.
	Informing and enthusing people and providing a direct contact point will help build support for the project.
	Consulting people about the plans for the project can help enhance certainty before making decisions.
	Asking participants to advise can enhance the quality of the final product of a project.
	Advice should never be asked outside of preconditions.
When	The how aspect of participation (level) determines the result of the participation process
	Start building enthusiasm and support for a development project through participation as early as possible.
	Participation can be implemented and be useful during the entire project.
	The most impactful moment for participation is also early in the project.
	During the realisation, people should be involved in the project on higher levels of participation than informing.
Who	A direct contact point during construction for residents, can reduce complaints (legal action) to prevent delays.
	The when aspect of participation (moment) is related to the result of the participation process
	Residents should be involved during the entire project.
	Separate stakeholders with incompatible interests (e.g., displaced residents).
	New residents could be involved in the final design of the public space.
Who	People in the neighbourhood should be consulted on the current and desired situation for a neighbourhood.
	In continues types of participation, the selection of participating stakeholders could change over time.
	The who aspect of participation (target group) is determined by the topic addressed in participation.

Conclusion

For the developer, participation can enhance the quality and social cohesion of urban (re)development projects. It also contributes to the certainty about decisions made during the project and the level of support by residents for the project. To achieve these effects, participation requires an investment of time and money and a change in the approach to the organisation and information aspects of an urban (re)development project.

Samenvatting

Voor het creëren van sociaal duurzame wijken is het onder andere van belang om te luisteren naar de bewoners en ze invloed te geven, aldus Woodcraft and Dixon (2013). In hun beschrijving van dit onderdeel van sociale duurzaamheid, wordt aangegeven dat het belangrijk is voor bewoners om de toekomst van hun wijk te kunnen beïnvloeden en daarmee duurzame wijken te maken. Participatie in stedelijke ontwikkelingsprojecten is een manier voor bewoners om de toekomst van hun buurt te beïnvloeden.

Met de aankomende 'Omgevingswet' en de neoliberale verschuiving richting meer verantwoordelijkheden voor de ontwikkelaars (Heurkens, 2009; Van Der Cammen & de Klerk, 2003), worden de ontwikkelaars verantwoordelijk voor het betrekken van de bewoners bij hun projecten. Daarom is het belangrijk voor de financieel gedreven ontwikkelaars, om te weten wat voor invloed participatie heeft op hun stedelijke ontwikkelingsprojecten.

In deze thesis is gepoogd inzicht te verkrijgen in de effecten van participatie van (toekomstige) bewoners op stedelijke ontwikkelingsprojecten. De bevindingen uit dit onderzoek kunnen worden toegepast op stedelijke ontwikkeling in de praktijk en toekomstig onderzoek. Het doel is om dit verkregen inzicht te gebruiken om ontwikkelaars te helpen, participatie te integreren in hun processen. En door de ontwikkelaars te helpen, de bewoners in stedelijke gebieden te laten profiteren van de effecten van participatie op sociale duurzaamheid.

Theoretisch raamwerk

Om inzicht te verkrijgen in de effecten van participatie op stedelijke ontwikkelingsprojecten moeten er twee elementen worden beschreven: stedelijke ontwikkelingsprojecten en participatie. Daarnaast is het van belang om aan te geven welke kennis over de effecten van participatie op stedelijke ontwikkelingsprojecten al bestaat.

Stedelijke ontwikkelingsprojecten

Stedelijke ontwikkelingsprojecten kunnen worden beschreven aan de hand van de vier fases van een ontwikkelingsproject. Tijdens de **initiatiefase** ligt de focus op het formuleren van verschillende mogelijkheden van waarde creatie voor de gebruiker en het maken van een concept. De haalbaarheid van dit concept wordt getoetst tijdens de **haalbaarheidsfase**. Vervolgens worden de plannen tijdens de **commitmentfase** vastgelegd in een definitief ontwerp en worden vergunningen verleend. Tijdens de **realisatiefase**, de laatste fase van het project, wordt het project daadwerkelijk gebouwd. Gedurende al deze fases is het proces gericht op het creëren van zekerheid voor de ontwikkelaar (Peek & Gehner, 2018). Doordat er gedurende een project meer informatie beschikbaar komt en meer beslissingen vastliggen wordt het steeds lastiger om het project te beïnvloeden.

Voor het managen van een ontwikkelingsproject, worden verschillende controleaspecten tijdens de verschillende fases van een project gebruikt. Het gaat om de volgende aspecten: Geld, Organisatie, Tijd, Informatie en Kwaliteit (Lousberg, 2010). In de Nederlandse praktijk aangeduid als het acroniem: GOTIK. De **kwaliteit** van het project wordt vaak gerelateerd aan technische specificaties, maar kwaliteit kan ook worden getoetst aan eerder vastgelegde minder tastbare onderwerpen. **Geld** is altijd een afgeleide van de andere aspecten en wordt gecontroleerd door kostenbeheersing. **Tijd** is geld', zoals algemeen bekend, en wordt beheerst door het aanpassen van tijdschema's die worden beïnvloed door externe en onvoorziene factoren. **Informatie** beperkt zich tot de vastgelegde gegevens, bijvoorbeeld documenten die projectresultaten en besluiten vastleggen. Tenslotte is **organisatie** gerelateerd aan procedures, contractmodellen en samenwerking.

Participatie

Participatie is: bewoners de mogelijkheid bieden om bij ontwikkelingsprojecten, op een zinvolle manier, invloed uit te oefenen op de toekomst van hun buurt. Het betrekken van bewoners kan op verschillende niveaus, variërend van het betrekken van deelnemers bij de besluitvorming tot vormen van minder invloedrijke overleg- en informatievoorzieningen (Edelenbos et al., 2001; Uittenbroek et al., 2019). Het niveau van participatie is ook afhankelijk van het doel van de initiatiefnemer. Tabel I laat de verschillende niveaus van participatie zien, oftewel ‘hoe’ bewoners kunnen participeren.

Naast het niveau van participatie is ook ‘wie’ participeert van belang voor het resultaat van het participatieproces: het betrekken van het grotere publiek om het democratisch vermogen te vergroten of van individuele belanghebbenden om preciezere kennis op te doen. Het kiezen van individuele belanghebbenden is een hachelijke zaak en kan leiden tot uitsluiting en onrust.

Het moment waarop participatie in een project wordt geïmplementeerd (**wanneer**), heeft ook invloed op het resultaat van participatie. Door de deelnemers in een vroeg stadium te betrekken, kunnen meer zinvolle beslissingen worden beïnvloed en kan lokale kennis worden opgehaald.

Tabel I: Niveaus van participatie, gebaseerd op (Edelenbos et al., 2001; Uittenbroek et al., 2019)

Samenwerken	Beslissen/produceren
	Coproduceren
Inspraak	Adviseren
	Consulteren
Informer	Informer

Effecten van participatie

“Participatie is goed” voor bewoners, aldus Dekker and Van Kempen (2009). Er zijn ook kosten en opbrengsten verbonden aan participatie bij stedelijke ontwikkelingsprojecten. Een vaak genoemd effect is dat de combinatie van lokale (collectieve) kennis en de professionele kennis van ontwikkelaars leidt tot meer kwaliteit en een soepeler proces (Boonstra & Boelens, 2011; Dekker & Van Kempen, 2009; Van Marissing, 2008). Naast een soepeler proces kan het betrekken van externe belanghebbenden (bewoners) ook leiden tot obstructies in het proces. Maar, door te communiceren en de belanghebbenden te managen kunnen deze obstructies ook weer worden aangepakt en wordt draagvlak voor het project gecreëerd (Elands & Turnhout, 2009; Olander & Landin, 2005).

De verschillende niveaus van participatie kunnen worden toegepast met verschillende doelgroepen en op verschillende momenten binnen een stedelijk ontwikkelingsproject. Participatie kan dus, in elke fase en op het eindresultaat van het project, effect hebben op de GOTIK aspecten. Verder kan de sociale cohesie in het projectgebied worden beïnvloed door participatie gedurende het project, hoewel dit pas zichtbaar zal zijn ná de realisatie van het project.

Probleemstelling

Sociale duurzaamheid is een fenomeen dat steeds belangrijker wordt in de Nederlandse (ontwikkelaar gedreven) stedelijke ontwikkeling. Dit is ook terug te zien in de aankomende ‘Omgevingswet’ die verwacht wordt in 2022. Waarin voor participatie een belangrijkere rol, in de (vroege) fases van ontwikkelingsprojecten, wordt vastgelegd. Huidig onderzoek is voornamelijk gefocust op de effecten van participatie op bewoners en de sociale duurzaamheid in een gebied (Woodcraft & Dixon, 2013). Echter is er maar weinig onderzoek gedaan naar de effecten van participatie op stedelijke ontwikkelingsprojecten voor de ontwikkelaar. Ontwikkelaars zien zelf (positieve) effecten van participatie binnen hun projecten, maar baseren deze bevindingen vooral op hun ‘onderbuikgevoelens’.

Onderzoeksvraag

Om tot een oplossing te komen voor het hiervoor genoemde probleem, wordt in deze thesis antwoord gegeven op de volgende vraag: **Wat zijn de effecten van participatie op Nederlandse stedelijke ontwikkelingsprojecten voor ontwikkelaars?** Het onderzoek richt zich op het gezichtspunt van de ontwikkelaars, met als doel inzicht te krijgen in het effect van participatie van huidige en toekomstige bewoners op stedelijke ontwikkelingsprojecten. Verscheidene aspecten van participatie en stedelijke ontwikkelingsprojecten zijn hiervoor bestudeerd in de praktijk.

Onderzoeksmethodes

Het doel van dit onderzoek is inzicht geven in hoe participatie van bewoners Nederlandse stedelijke ontwikkelingsprojecten beïnvloed. En om vervolgens dit inzicht te verwoorden in praktisch advies over de implementatie van participatie in deze projecten voor de ontwikkelaar. Voor het onderzoek is in hoofdzaak gebruikgemaakt van twee onderzoeksmethodes: een casestudie en een inductieve analyse van de bevindingen. Voor beide methodes is gebruikgemaakt van een theoretisch raamwerk.

Theoretisch raamwerk

Aan de basis van dit onderzoek ligt een conceptueel model dat is gemaakt aan de hand van literatuuronderzoek. Met behulp van een sneeuwbalmethode is literatuur over stedelijke ontwikkeling, participatie en de effecten van participatie verzameld. Vervolgens is het conceptuele model gebruik om het empirische gedeelte van het onderzoek op te zetten en te analyseren.

Casestudie

De hoofdmethode voor dit onderzoek is een casestudie naar de effecten van participatie op twee stedelijke ontwikkelingsprojecten van de ontwikkelaar ERA-Contour. Een herontwikkelingsproject in Schiedam, De Nieuwe Wetenschappers en een ontwikkelingsproject in Rotterdam, Little C. In beide projecten hebben (potentiële) bewoners inspraak gehad op het eindresultaat van het project. Doormiddel van semigestructureerde interviews met de ontwikkelaar, de gemeente Schiedam, woningcorporatie Woonplus en omwonenden is data voor het onderzoek opgehaald. De ontwikkelaars hebben duidelijk inzicht kunnen geven in de effecten van participatie op hun eigen projecten, maar kunnen een vertekend beeld hebben gegeven. Om dit te voorkomen zijn er dus ook interviews met andere belanghebbenden gehouden, om ook hun perspectief in beeld te brengen.

Inductieve analyse

Het laatste gedeelte van het onderzoek bestaat uit een inductieve analyse van de bevindingen en de literatuur met als doel praktisch advies te kunnen geven aan de ontwikkelaars, over de implementatie van participatie in stedelijke ontwikkelingsprojecten. Om de praktische toepasbaarheid van het advies te valideren, is het advies voorgelegd aan twee ontwikkelaars in de vorm van vier stellingen.

Bevindingen

De participatieprocessen binnen de projecten, De Nieuwe Wetenschappers en Little C, hadden verschillende doelen; kennis vergaren, draagvlak creëren of bijvoorbeeld feedback vragen op het plan. Uittenbroek et al. (2019) geven aan dat het doel van participatie bepaalt wie, op welke manier en wanneer participeert. Op basis van de analyse van deze aspecten in De Nieuwe Wetenschappers en Little C, kunnen vier participatietypes worden onderscheiden (zie Tabel II). Voor De Nieuwe Wetenschappers zijn twee specifieke types onderscheiden: een projectgroep (type 1) en workshops (type 2). Voor Little C is het belangrijkste participatietype een klantenpanel (type 3). In beide projecten is in de uitvoeringsfase een vorm van informatievoorziening (type 4) opgenomen.

Tabel II: Overzicht van de effecten van participatie op de GOTIK aspecten en sociale cohesie van een stedelijk ontwikkelingsproject

Participatietype	Doel	Input				Resultaat	
		Tijd & Geld	Informatie benodigd	Informatie verzameld	Organisatie		
Type 1 (Projectgroep)	Hoe	Informatie verzamelen, buurtbewoners informeren en betrekken	Tekeningen, plannen, beelden, planningen, voortgangsrapporten	Feedback, advies, suggesties	Samenwerking	Kwaliteit en sociale cohesie	
	Wie		++			+++	
	Wanneer						
Type 2 (workshops)	Hoe	Informatie verzamelen, bewoners betrekken, draagvlak vergroten	Tekeningen, plannen, beelden	Lokale kennis, advies, suggesties	Samenwerking, contracten	Zekerheid	
	Wie		+++			++	
	Wanneer						
Type 3 (Klantenpanel)	Hoe	Informatie verzamelen	Tekeningen, plannen, beelden	Feedback, advies, suggesties	Samenwerking, contracten	Draagvlak	
	Wie		+++			++	
	Wanneer						
Type 4 (Info. voorziening)	Hoe	Bewoners informeren, draagvlak vergroten	Planningen, voortgangsrapporten	Reacties, klachten	Organogram		
	Wie		+			O	O
	Wanneer						

Tijd en geld

De aspecten geld en tijd zijn nauw met elkaar verbonden, tijd besteed aan een project vereist manuren en dus worden er kosten gemaakt. Dit geldt ook voor participatie, de bevindingen uit de casestudie laten zien dat alle participatietypes in de twee projecten een investering van tijd en geld vergden (zie Tabel II). De hoogte van de investering per participatietype is niet geheel duidelijk, maar het lijkt erop dat participatietypes 2 en 3 de meeste manuren en dus investeringen vragen. Een groot deel van deze investering komt voort uit het doorvoeren van wijzigingen in het ontwerp als gevolg van input uit de participatiesessies. Maar, over het algemeen lijkt de investering in participatie de totale tijd en kosten die aan een project worden besteed niet te verhogen. Ook lijkt participatie het project niet te vertragen of budgetoverschrijdingen te veroorzaken.

Door bewoners te betrekken bij het ontwikkelingsproces kan de ontwikkelaar meer zekerheid krijgen over het besloten kwaliteitsniveau, maar ook over andere beslissingen voor het project. Met deze zekerheid wordt het risico op het nemen van 'verkeerde' beslissingen verminderd en kunnen dus kosten worden bespaard.

De participatietypes in de twee bestudeerde projecten hebben een enthousiasmerend effect op de bewoners. Met dit enthousiasme voor en betrokkenheid bij het project wordt draagvlak voor het project opgebouwd en onderhouden. Met name de informerende participatietypes (type 1 en 4) zijn specifiek gericht op het creëren van draagvlak. Met dit draagvlak wordt weerstand tegen het project verminderd en kan er dus mogelijk tijd worden bespaard door participatie.

Informatie en organisatie

ERA-Contour heeft besloten in beide projecten een vorm van participatie op te nemen. Dit had gevolgen voor de benadering van de organisatie- en informatieaspecten van de projecten. Voor de workshops van het project De Nieuwe wetenschappers waren bijvoorbeeld tekeningen en plannen nodig (informatie). Het contract (organisatie) met de architect omschreef deze benodigdheden. Elk participatietype dient dus om gefaciliteerd te worden door de organisatie- en informatieaspecten binnen het project (Tabel II).

Kwaliteit en sociale cohesie

Uit de casestudie van De Nieuwe Wetenschappers en Little C blijkt dat de participatietypes 1, 2 en 3 (projectgroep, workshops en klantenpanel) een positief effect hebben op de kwaliteit van het project. Het ontwerp en de plannen van beide projecten zijn aanzienlijk veranderd op basis van de input van de participanten. Ook hebben de participatietypes 1, 2 en 3 in potentie een positief effect op de sociale cohesie in het projectgebied van beide projecten. Dit betekent dus dat bepaalde participatietypes mogelijk leiden tot meer kwaliteit en/of sociale cohesie binnen een project (zie Tabel II). In deze projecten was het resultaat van het participatieproces ook gerelateerd aan specifieke onderwerpen (openbare ruimte, veiligheid, groen, etc.) die via deze participatietypes aan de orde kwamen.

Tabel II geeft een overzicht van de effecten van de verschillende participatietypes op de GOTIK aspecten van de twee projecten en de sociale cohesie binnen het projectgebied. De '+'-tekens geven een indicatie van de mate van invloed aan, die de verschillende participatietypes hebben op de verschillende aspecten. Niet in absolute zin, maar in verhouding tot elkaar.

Participatietypes

Op basis van de voorgaande bevindingen kan worden vastgesteld dat het gewenste doel, in combinatie met de 'hoe', 'wanneer' en 'wie' aspecten, het participatietype bepaalt. Deze aspecten van het participatietype kunnen worden gebruikt om het resultaat van het participatieproces te beïnvloeden.

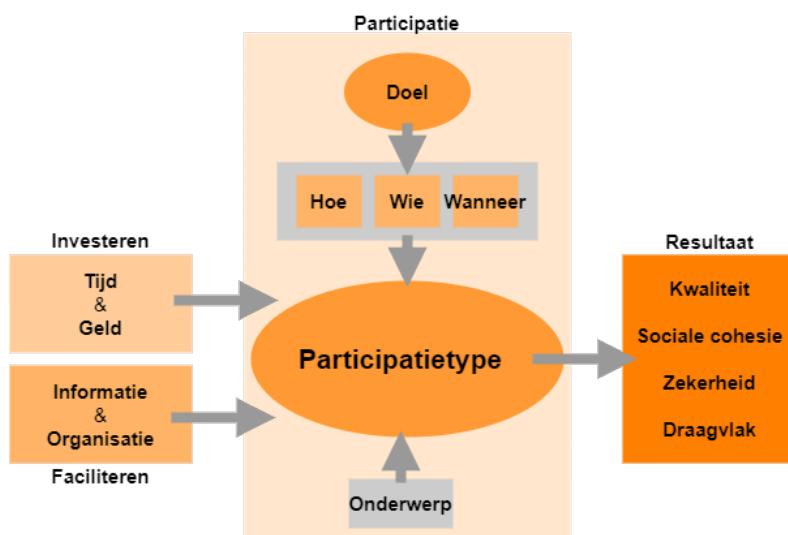
Het 'hoe'-aspect van de participatietypes wordt het sterkst beïnvloed door het beoogde doel van het participatieproces. De types waarin de bewoners inspraak hebben in het project zijn sterk

gerelateerd aan kwaliteit en mogelijk aan sociale cohesie. De types waar bewoners geïnformeerd worden, hebben vooral te maken met zekerheid en draagvlak.

Maar ook, het '**wanneer**' wordt beïnvloed door het doel van het participatieproces. Bij de start van een project is de informatiebehoefte en de mogelijkheid om plannen bij te stellen het grootst. Dus is het vroegtijdig betrekken van bewoners bij het project effectiever voor het verbeteren van de kwaliteit en eventueel de sociale cohesie. Hoewel, in het geval van Little C werd het ook duidelijk dat bij een bestaand stedenbouwkundig ontwerp (later stadium) de bewoners toch invloed kunnen uitoefenen op de kwaliteit van het eindproduct. Ook is het verstandig om al in een vroeg stadium draagvlak te creëren, omdat het creëren van draagvlak vaak lang kan duren.

Bij het '**wie**'-aspect is de groepsgrootte minder afhankelijk van het doel van het participatieproces. De keuze van de doelgroep die wordt geselecteerd voor het participatieproces is wel afhankelijk van het doel. Zeker voor het effect van participatie op de aspecten: kwaliteit en sociale cohesie.

Aan de hand van dit onderzoek kunnen we zien dat het type participatie wordt bepaald door het doel van het participatieproces (zie Figuur I). Dit proces moet worden gefaciliteerd door de organisatie- en informatieaspecten van een project. Verder vraagt participatie om een (kleine) investering van tijd en geld. Door participatie kan het vooraf gestelde doel, met betrekking tot kwaliteit, sociale cohesie, zekerheid en draagvlak voor een project, worden bereikt.



Figuur I: Model aan de hand van de bevindingen (eigen werk)

Praktisch advies voor ontwikkelaars over participatie

Ontwikkelaars zouden in de toekomst op moeten houden met naar 'participatie' te refereren als het gaat om de laagste niveaus van participatie (informeren en consulteren). Het woord 'participatie' schept de verwachting van actieve betrokkenheid. Dus wanneer er wordt gerefereerd aan participatie is het advies om duidelijk het participatietype en het niveau van invloed te communiceren aan de participanten. En enkel de hogere niveaus van participatie (advies en hoger) als 'participatie' aan te duiden. De lagere niveaus van participatie zijn nog steeds een onmisbaar aspect van stedelijke ontwikkelingsprojecten, maar moeten dus niet meer worden beschouwd als participatie. Bij stedelijke ontwikkelingsprojecten moeten specifieke participatietypes worden toegepast om specifieke (gewenste) doelen van het participatieproces te bereiken. Participatie kan gebruikt worden om bepaalde aspecten van kwaliteit en sociale cohesie te versterken en ook om zekerheid en draagvlak

voor beslissingen te vergroten. Daarbij vraagt participatie om een (kleine) investering van tijd en geld in zekerheid, kwaliteit en mogelijke tijd- en kostenbesparingen.

De randvoorwaarden van een project, het doel van het participatieproces, de wie, hoe en wanneer aspecten van participatie moeten worden opgenomen en gedocumenteerd in een participatieplan. Dit participatieplan kan dan worden gecommuniceerd naar de bewoners om zo de 'juiste' verwachtingen te scheppen. Het participatieplan kan ook worden gebruikt om de verantwoordelijkheden van de verschillende partners in een project te duiden. Deze omschrijving van het participatieproces maakt het ook makkelijker voor de ontwikkelaars om in te spelen op de 'Omgevingswet'. In de 'Omgevingswet' is namelijk opgenomen dat ontwikkelaars tenminste moeten kunnen aangeven: hoe en welke omwonenden zijn betrokken bij het project, op welk moment en over welke onderwerpen.

Richtlijnen voor ontwikkelaars

Aan de hand van de casestudie en de inductieve analyse zijn richtlijnen opgesteld (zie Tabel III). De richtlijnen uit dit advies zijn bedoeld om ontwikkelaars te helpen met het verbeteren en implementeren van het participatieproces in stedelijke ontwikkelingsprojecten. Het advies is voornamelijk gericht op een meer bewuste aanpak van participatie. Het voorziet de ontwikkelaars van onderbouwing en advies over het niveau van participatie, wanneer participatie te implementeren, met wie te participeren en participatie in het algemeen. Een meer bewuste aanpak van participatie moet leiden tot betere resultaten van het participatieproces.

Tabel III: Praktisch advies voor ontwikkelaars (eigen werk)

Algemeen	Participatie vraagt om een zorgvuldige benadering van de informatie- en organisatieaspecten van een project.
	Participatie kan leiden tot hogere kwaliteit, sociale cohesie, zekerheid en draagvlak voor een project.
	Bereid de onderwerpen van participatie zorgvuldig voor.
	Sta open voor onverwachte uitkomsten en suggesties bij participatie.
	Kosten hoeven geen barrière te zijn voor participatie, het vraagt om een minimale investering.
Hoe	Informeel en consulter bewoners altijd bij een stedelijk ontwikkelingsproject.
	Informeren, enthousiasmeren en een direct aanspreek punt kunnen bijdragen aan draagvlak voor een project.
	Bewoners consulteren over plannen voor het project leidt tot zekerheid over (genomen) beslissingen.
	Participanten laten adviseren heeft effect op de kwaliteit en sociale cohesie van een project.
	Advies moet nooit buiten de randvoorwaarden worden gevraagd.
Wanneer	Het niveau van participatie bepaalt het resultaat van het participatieproces.
	Begin zo vroeg als mogelijk met het opbouwen van draagvlak, dit is een langdurig proces.
	Participeren kan en is nuttig gedurende het gehele project.
	Vroeg in een project kan participatie de grootste invloed hebben.
	Gedurende de realisatiefase zouden hogere niveaus van participatie moeten worden toegepast.
Wie	Een direct aanspreekpunt voor bewoners tijdens de bouw kan tot minder klachten en minder vertraging leiden.
	Het wanneer aspect (moment) van participatie heeft invloed op het resultaat van het participatieproces.
	Bewoners moeten gedurende het hele project worden betrokken.
	Splits belanghebbenden met onverenigbare belangen (bijv. uit te plaatsten bewoners).
	Nieuwe bewoners kunnen bij het uiteindelijke ontwerp van de openbare ruimte worden betrokken.
	De buurt/wijkbewoners moeten worden geconsulteerd over de huidige en gewenste situatie van de buurt/wijk.
	In doorlopende vormen van participatie kunnen de belanghebbenden/participanten veranderen in de tijd.
	Het wie aspect van participatie wordt bepaald aan de hand van het onderwerp van het participatieproces.

Conclusie

Participatie kan voor de ontwikkelaar de kwaliteit en sociale cohesie van een stedelijk ontwikkelingsproject verbeteren. Participatie draagt ook bij aan de zekerheid over (genomen) beslissingen gedurende het project en het draagvlak van omwonenden voor het project. Om deze resultaten te bereiken moet er tijd en geld worden geïnvesteerd in het participatieproces. Verder vraagt participatie om een specifieke aanpak van de organisatie en informatie aspecten van het project.

Table of contents

Table of contents

Preface	i
Abstract	iii
Summary	v
Samenvatting	xiii
Introduction	1
1 Introduction	3
1.1 Urban renewal	3
1.2 Developer-led development	5
1.3 Social sustainability	7
1.4 Reading guide	8
Part I: Theoretical framework	9
2 Urban development projects	11
2.1 Phases of urban development projects	11
2.2 Urban development project management	12
3 Participation	15
3.1 Levels and forms of participation (how)	15
3.2 Residents and participation (who)	17
3.3 Moment of participation (when)	17
4 Effects of participation on urban development projects	18
4.1 Effects on residents	18
4.2 Effects on (re)development projects	18
5 Conceptual model	20
5.1 Urban development projects	20
5.2 Participation	20
5.3 Effects of participation on urban development projects	21
5.4 Conceptual model	22
Part II: Research description	23
6 Problem statement	25
6.1 Research questions	26
7 Research methods	27
7.1 Research framework	27
7.2 Theoretical framework	27
7.3 Case study	28
7.4 Inductive analysis	30
7.5 Data plan	31
7.6 Ethical considerations	31

Part III: Case descriptions	33
8 De Nieuwe Wetenschappers.....	35
8.1 Project summary	35
8.2 Beginning of the project.....	37
8.3 Initiative phase	37
8.4 Feasibility and commitment phase	39
8.5 Realisation phase.....	41
8.6 Final product.....	42
9 Little Coolhaven (Little C).....	44
9.1 Project summary	44
9.2 Beginning of the project.....	46
9.3 Initiative phase	46
9.4 Feasibility and commitment phase	48
9.5 Realisation phase.....	50
9.6 Final product.....	52
Part IV: Results	53
10 Findings	55
10.1 Participation	55
10.2 Effects on GOTIK aspects and social cohesion	57
10.3 Overall findings.....	66
11 Discussion	70
11.1 Participation	70
11.2 Time and money (investment)	74
11.3 Information and organisation (facilitate)	74
11.4 Quality, social cohesion, certainty and support (result)	75
11.5 Model for the effects of participation.....	75
11.6 Social sustainability	77
12 Practical advice for urban developers on participation	78
12.1 Practical advice on participation for developers.....	78
12.2 Implementation of participation in urban development projects	85
Part V: Conclusion and reflection	87
13 Conclusion	89
13.1 Main research question.....	89
13.2 Research sub-questions.....	89
14 Reflection	91
14.1 Reflection on the research	91
14.2 Considerations.....	93
References.....	95
Literature references	97
Figure references.....	100

Introduction

1 Introduction

As an intern at a housing developer (ERA-Contour) in 2018, I encountered a situation where a collaboration of several private parties was given a commission by the municipality for setting up a redevelopment plan, for a vulnerable neighbourhood in Rotterdam-Zuid: Carnisse. This is an example of neo-liberal progress in The Netherlands towards more developer-led development (Heurkens & Hobma, 2014). This shift implies a change in the role and responsibilities for the developer. During my internship with ERA-Contour I came to know this company as an engaged developer, that aims to create 'good neighbourhoods'. ERA-Contour seems to take extra steps to ensure a pleasant neighbourhood for the residents. This experience made me think about whether private parties, like developers, are best suited for these more socially oriented projects.

This thesis aims to provide insight, based on theoretical and empirical research, into the effects of the voice and influence (participation) of residents on urban (re)development projects. The lessons learned from this research can be applied to future projects in order to create social sustainable neighbourhoods.

This thesis is about the effects of participation on Dutch urban (re)development projects. However, first an understanding of the Dutch context of participation and urban development is required. The following paragraphs provide a brief insight into urban renewal and its history in The Netherlands. This is followed by a description of urban area development and the changing role of the developers who take part in these urban renewal programs. This is concluded by a brief elaboration on the broad topic of social sustainability. The last part of this chapter presents the reading guide for this report.

1.1 Urban renewal

Urban renewal is the process of physically upgrading and redesigning a neighbourhood without significantly altering the function of it. It is about improving the liveability of a vulnerable neighbourhood in a future proof way. This process can include diversifying the housing supply through demolition, new construction, renovation, merging and the sale of housing. But also, improving the safety and accessibility of the public space, and providing the physical means and process to ensure the social sustainability of the neighbourhood (Franzen et al., 2011). The textbox below is a formal definition of urban renewal.

Urban renewal:

A publicly or privately initiated area based approach to improve the living environment of a neighbourhood in a city, with the goal of making it vital and sustainable and offer the residents societal progress (Franzen, Hobma, De Jonge, & Wigmans, 2011).

Improving the liveability of a neighbourhood can be achieved through physical interventions within the neighbourhood. One could 'simply' demolish existing structures and build new housing, public space or amenities (Wittebrood & van Dijk, 2007) and on some level this is required to provide meaningful change to the neighbourhood (Bouwman, Uytterlinde, & Van der Velden, 2020). However, to create a future proof neighbourhood, more sustainable measures are required to be implemented by governing bodies.

1.1.1 Urban renewal programs

The Netherlands has a long history of urban renewal and programs to prevent neighbourhood decay. For example, the 'Stadsvernieuwing' (city renewal) based on national policies to improve the decrepit

inner-city areas after the Second World War. The ‘Grotestedenbeleid’ (‘large cities policy’), that mostly addressed the physical state of the post-war expansion neighbourhoods and the more recent ‘Krachtwijkenbeleid’ and neighbourhood approach. The Stadsvernieuwing, Grotestedenbeleid and Krachtwijkenbeleid were all strongly based within national policy. The Krachtwijkenbeleid already advocated a more neighbourhood-based approach. The more recent neighbourhood approach policy relies heavily on local government and local solutions (Bouwman et al., 2020).

The effectiveness of the policies and physical interventions is debatable. Results are often hard to relate to physical interventions, and research is often contradicting or mitigating the effects of physical interventions (Bolt et al., 2008; Kleinhans, Veldboer, Doff, Jansen, & Van Ham, 2014; Wittebrood, Permentier, & Pinkster, 2011). There does seem to be consensus on the positive effect of these interventions in vulnerable neighbourhoods, that had severely compromised liveability situations (Bouwman et al., 2020; Wittebrood & van Dijk, 2007).

1.1.2 Urban development cycle

Part of urban renewal is urban (re)development. This is the physical intervention in programs and/or a reaction to threats or opportunities that have arisen during the urban life cycle of a neighbourhood. *“From the local context, threats and opportunities can be defined. This leads to the need to interact between stakeholders, which should lead to a joint vision and strategy. Through successful implementation and evaluation this could create sustainable economic growth and an improved local context. This process will continue again with new threats and opportunities to start the development process”* (Van Hoek & Wigmans, 2011, p. 61). The urban development cycle of a neighbourhood can be divided into four general phases (Franzen et al., 2011; Van 't Verlaat & Wigmans, 2011), as shown in Figure 1.

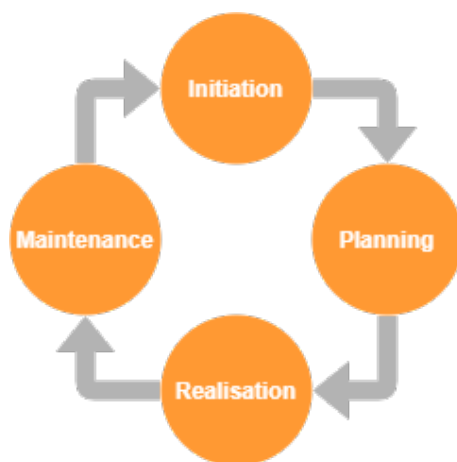


Figure 1: Urban development cycle (own work based on: (Franzen et al., 2011; Van Hoek & Wigmans, 2011))

At some point during the life cycle of a neighbourhood a governing organisation recognises problems or opportunities in the changing context of the neighbourhood, and decides that a larger intervention is required. This governing organisation is usually the municipality but can also be private or local actors. During this initiation phase, the actors trigger an active interference and determine a realistic ambition for the area. The ambition is related to the social and political context of the neighbourhood. The planning phase starts after the ambition is formulated and continues until the start of the construction works. During this time, the division of risk between public and private parties is determined; this division determines the actors’ roles. All interests and lines of approach are incorporated in a way that advances the urban process. During the realisation phase, the plan is put into effect by relevant parties that have reached agreements in the previous phases. The maintenance phase follows the realisation of the area; it is split between the maintenance of buildings and of the

public space. This does not only encompass technical maintenance but also commercial exploitation. The cycle returns to the initiative phase when new interventions are required to deal with the future, and ambitions are no longer in line with current performance (De Zeeuw, 2018; Van 't Verlaat & Wigmans, 2011). In urban renewal the municipality and/or housing association usually acknowledges the severity of a vulnerable neighbourhood and requests a developer to help with and initiate the process of developing an urban neighbourhood. For the developer, the development project starts from this point and the progression follows similar phases, which are discussed in Chapter 2, urban development projects.

1.2 Developer-led development

The physical interventions in a specific area to adjust to the social-economic and spatial needs is called (urban) area development. De Zeeuw (2007) talks about aligning or connecting different functions, disciplines, actors, interests, and investments aimed at developing urban areas, and often uses the term integrated urban area development. Therefore, urban development is about connecting different actors, demands and means aimed at developing an urban area. It is important to note, that area development is always executed within a context and that both context and area affect each other.

The main actors, involved in (urban) area development are: public parties (always a municipality, often as initiator), owners, developers, civil societies, residents and local stakeholders. Municipalities (must) take a broader impact of an area development into account. Economic and social effects are considered, such as employment, education and innovation. Developers aim at the concept and plan development of the total area. They operate from ground positions or act upon tenders from the (local) government. Please refer to the textbox below for a description of the developer. Housing associations are 'special' developers that exploit, renovate and construct social housing. Their playing field has, in 2017, been reduced to these core tasks by the renewed 'Woningwet' (housing law). The end users, or residents and local stakeholders are more and more introduced early in the development projects, no longer just in the final stages. Often in market research or participation processes, the voice of the local actors is clearly heard (De Zeeuw, 2018).

Developers:

Developers bring land, money, users, and knowledge together to realise a construction project. They do this at their own expense and risk. Besides realising the project, financial profits are their main driver, to ensure continuity of the company. A developer is responsible for translating market and societal demand from concept to final specifications; it needs to incorporate user demands and the context of the project and has to act on the cutting edge of the public and private domain (Peek & Gehner, 2018).

The way public and private parties initiate, design, realise and maintain urban areas has been changing (Heurkens, 2009). One could say the power balance between public and private parties is shifting towards more private sector involvement in urban (re)development. This neo-liberal shift puts more responsibilities in the hands of the developers, also in these complex redevelopment projects (Heurkens & Hobma, 2014). This shift is part of a neo-liberal reorganisation of the Dutch economy and society in general (Van Der Cammen & de Klerk, 2003), and is visible in the increasing contribution of developer-led urban (re)development. Private parties are required to evolve their role of primary profit-driven institutions. Thus developers should be taking on long-term commitments and assume the corporate social responsibilities of modern companies (Heurkens & Hobma, 2014). The new 'Omgevingswet' (spatial planning law) due for 2022, puts a lot of emphasis on these shifting responsibilities. An important new addition to the existing planning laws is the focus on participation.

1.2.1 Developers and sustainable urban development

Critics of developer-led (re)development question whether private organisations, with their profit-maximisation decision making rational, are capable of implementing elements of a project that are not directly related to monetary value (Henderson, 2010). Developers often seem to depend on regulations to determine their level of effort to implement sustainable solutions. The municipality has a duty to preserve and represent the public values of its residents. However, developer-led (re)development pushes the operational responsibilities of these public values in the hands of, mainly financially driven, developers (Kuitert, Volker, & Hermans, 2019).

Despite the financial drive, developers are adopting these social and environmental concerns into their development, investments, strategies and branding (Jermier & Forbes, 2003; Potters & Heurkens, 2015; Sturm, Heurkens, & Bol, 2014). Parker (2012) indicates, that the second most important driver for developers to implement sustainable elements is organisational policy and/or corporate social responsibility. So, it seems developers do see a certain value in branding themselves as sustainable developers.

Even though if developers are driven to create sustainable neighbourhoods, there are some barriers. Heurkens (2016) summarizes and generalizes the main barriers to sustainable urban (re)development for developers as follows:

- Lack of demand;
- Lack of knowledge;
- Lack of power;
- High perceived costs;
- Ineffective regulation;
- Location characteristics;
- Lack of expertise.

Overcoming these barriers requires a closer alignment of private and public interest, connecting the planning policy to market decision making instruments (Adams & Tiesdell, 2013). According to Adams and Tiesdell (2013), the public sector should operate as actors within the market, by deploying policy that shapes, regulates, stimulates or builds the capacity to influence market decisions. Shaping instruments are non-statutory plans, to guide the market. Regulation is about laws to condition the market decisions. Financial-fiscal incentives are used to stimulate the market. The capacity building is about building networks and relevant skills to change market behaviour. In Table 1, Heurkens (2016) conceptualises a model for sustainable urban development and shows how institutional policies can be applied to development projects, in order to overcome the barriers.

Table 1: Conceptual institutional model for sustainable urban development projects (Heurkens, 2016)

Policy instruments	Impact on market decisions	Sub-types and examples	Incentive created	Barrier overcome
Shaping	Shape decision environment of development actors by setting broad context for market actions and transactions	Development/investment plans	Brownfield development sites	Lack of policy certainty
		Development/investment priorities	Formal sustainable requirements	Lack of commitment
		Regulatory plans	Synchronisation of policies	Lack of imagination/vision
Regulating	Constrain decision environment of development actors by regulating or controlling market actions and transactions	Statutory land-use plans, mandates		
		Indicative plans		
		City sustainability visions, policies		
Stimulating	Expand decision environment of development actors by facilitating market actors and transactions	State/public regulation	Formal sustainable procedures	Lack of consistent rules
		Planning permissions, building permits	Certain development directions	Lack of power/influence
		Contractual regulation		
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Tenders, development agreements		
		Direct state action	Competitive advantages	Lack of market support
		Brownfield land acquisitions	Improvement of cost-benefit ratios	Lack of financial benefits
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Price-adjusting instruments	Investment in certified buildings	Lack of demand/benchmarks
		Taxes, charges, loans, grants, bonuses	Leverage for sustainable investments	Lack of social-eco benefits
		Risk-reducing instruments		
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Certifications, measurement tools		
		Capital-raising instruments		
		PPPs, investment funds		
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Market-shaping cultures	Increased responsibility/awareness	Lack of responsibility
		Sustainable behaviour subsidies	Insight in proved practices	Lack of empirical prove
		Market-rich information	Increased participation/innovations	Lack of governance
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Sustainability best practice promotions	Development of learning skills	Lack of expertise/knowledge
		Market-rooted networks		
		Business/community networks		
Capacity building	Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	Market-relevant skills		
		Sustainability education/training		

To be able to provide a better understanding of how developers incorporate and invest in sustainability, the developers can be divided into three categories (Regales, 2017; Warren-Myers, 2012): Regulatory driven; Competitive driven; Holistic driven. The regulatory driven developers implement the sustainable elements only due to regulation, a strong driver that enhances competition and technological advancements. The competitive driven organisations have a drive that can be seen as a form of corporate social responsibility; this relates to the desire to be branded as a sustainable developer. The holistic driven developers act solely from the intrinsic value of sustainability, the social and environmental improvements are implemented throughout the organisation (Rademaekers et al., 2012).

1.3 Social sustainability

The United Nations defined sustainable development in 1987 as: *“development that meets the needs of the present without compromising the ability of future generations to meet their needs”* ("Report of the World Commission on Environment and Development: Our common future," 1987). And the United Nations introduced 17 interlinked sustainable development goals in 2015, with the aim to achieve a more sustainable future for all. Sustainability is generally divided into three domains; the environment, the economy and the society (Stender & Walter, 2019). This thesis focuses on the social (societal) aspect of sustainability.

The definition of social sustainability can be ambiguous and is sometimes applied very flexibly. In a brief overview of available literature several definitions can be found (Cameron & Doling, 1994; Heurkens, 2009; Heurkens & Hobma, 2014; Stender & Walter, 2019). Altogether it is: *“about people’s quality of life, now and in the future”* (Woodcraft & Dixon, 2013). Within the urban context, social sustainability can be related to the liveability of a neighbourhood. Woodcraft and Dixon (2013) argue that social sustainability within the urban contexts is about a neighbourhood and community and also about physical environment and social capital; their definition (see textbox) fits well within the context of this thesis.

Social sustainability:

“Social sustainability is about people’s quality of life, now and in the future. Social sustainability describes the extent to which a neighbourhood supports individual and collective well-being. It combines design of the physical environment with a focus on how the people who live in and use a space relate to each other and function as a community. It is enhanced by development which provides the right infrastructure to support a strong social and cultural life, opportunities for people to get involved, and scope for the place and the community to evolve.” (Woodcraft & Dixon, 2013, p. 475)

Woodcraft and Dixon (2013) describe four dimensions of strong social sustainable communities besides the economic and environmental elements of sustainability, see Figure 2. The first dimension is called amenities and social infrastructure. The foundation for a sustainable community lies within the housing mix, public space, transport connections and community infrastructure. When creating a new community, emphasis should lie on providing schools, social spaces, and transport to enhance the sense of community. The second dimension adds a level of social and cultural life: creating a feeling of belonging and interaction with neighbours. Providing shared spaces, collective activities, and ‘social’ architecture, aimed to foster local networks and community identity, enhances this dimension. The third dimension is called voice and influence. This is about providing the community the ability to influence the future of their neighbourhood. This influence can be enhanced through engaging current and future residents in the decision-making process, and providing stewardship for their own neighbourhood. The final dimension for creating a sustainable

community is providing space to grow. For example, flexible planning, housing, and infrastructure that can adapt over time and temporary use of (public) buildings and space. This thesis focuses on the third dimension, the voice and influence of residents; this is commonly known as participation.

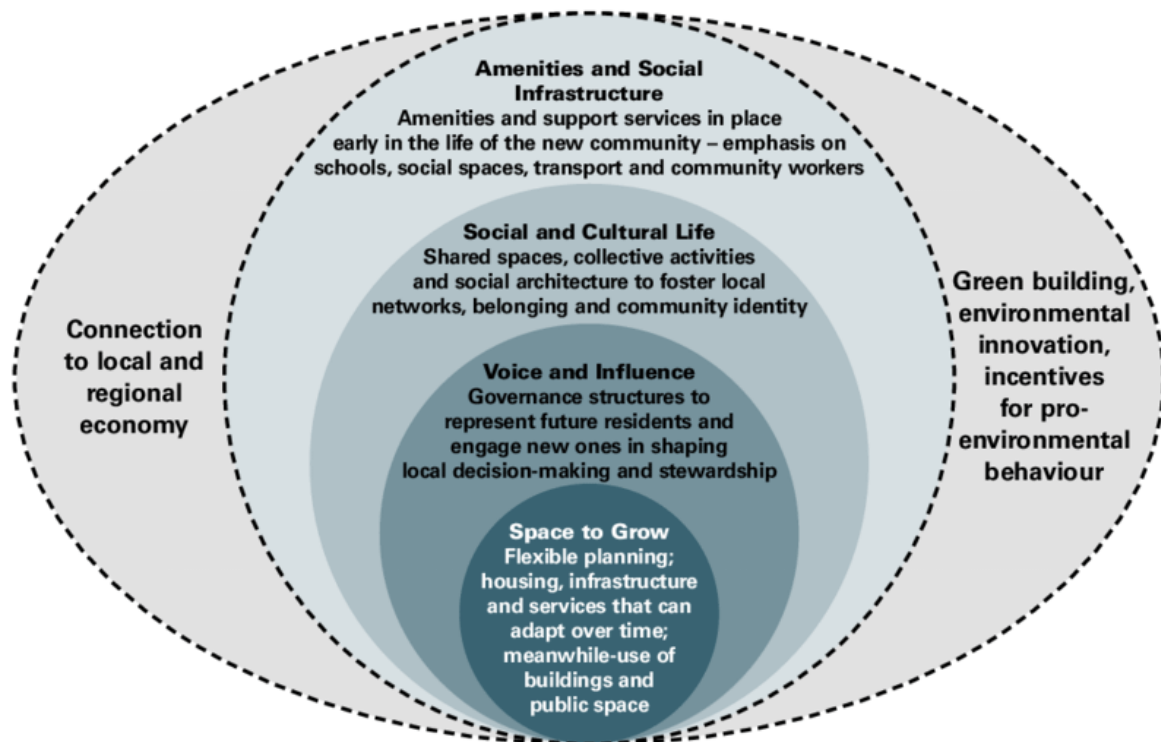


Figure 2: Four dimensions of socially sustainable communities besides the economic and environmental elements of sustainability (Woodcraft & Dixon, 2013)

1.4 Reading guide

This master thesis is divided into five parts: Theoretical framework (I), Research description (II), Case descriptions (III), Results (IV) and Conclusion and reflection (V).

Part I reviews the existing literature on the topic of urban development projects (Chapter 2), participation (Chapter 3) and effects of participation on urban development projects (Chapter 4). This part concludes with a conceptual model based on the existing literature (Chapter 5).

Part II describes the research conducted for this thesis. It starts with the problem description and the introduction of the research questions (Chapter 6). This is followed by the description of the research methods (Chapter 7).

Part III describes the two projects of the case study. First De Nieuwe Wetenschappers is described (Chapter 8), followed by Little Coolhaven (Chapter 9).

Part IV presents the results of the research for this graduation thesis. First the findings of the case study are presented (Chapter 10), followed by a discussion on these findings, based on literature and general remarks from the interviewees (Chapter 11). Finally, practical advice is presented to developers on how to implement participation in their urban development projects (Chapter 12).

Part V presents the conclusion and reflection of the thesis. First, the research questions are answered in the conclusion (Chapter 13), followed by a reflection on the research conducted for this thesis (Chapter 14).

PART I

Theoretical framework

2 Urban development projects

In this first chapter of the theoretical framework, urban development projects are discussed. Whether urban development is a project or a process is debatable; often area development can incorporate several projects and is an ongoing process (De Zeeuw, 2018; Lousberg, 2010; Peek & Gehner, 2018). However, in the scope of this research the process of developing an urban neighbourhood for the developer is described as a project (a finite series of tasks (Lousberg, 2010)), that starts at the moment the developer is introduced and ends after construction is completed. This chapter presents a description of the phases and management of urban development projects.

2.1 Phases of urban development projects

Within the urban development cycles of a neighbourhood the (re)development project, as seen from the developer's perspective, is aimed at gaining increasing levels of certainty. At the start of the process nothing is certain, and at the end of the process the project is realised, and certainty is assured. Throughout the (re)development project, there is a discrepancy between information and influence. The available information increases, but it becomes harder to influence the design and outcome of the project (Gehner, 2011; Geraedts & Wamelink, 2010). In a project, different activities are conducted, partly parallel and partly sequential. For example: the developer can start sales during the design activities but cannot start construction before permits have been provided.

Peek and Gehner (2018) and Geraedts and Wamelink (2010) divide the (re)development project for the developer in similar ways. It boils down to the following four phases:

1. Initiative;
2. Feasibility;
3. Commitment;
4. Realisation.

The transitions between the phases can be vague, only the transition into the realisation phase is clear. The project starts when the developer responds to a (latent) demand in the form of a challenge in an urban area where they see opportunities, or to a direct question from an external (public) party. During the initiative phase, the focus lies on determining how value can be created for the end-users of the project by formulating alternative approaches. The end of this phase is marked with a promising concept. During the feasibility phase the concept is tested on its feasibility: What are the expected costs and revenues? Does the plan fit within the land use plans? Is finance available? Can future users be identified? The process transitions gradually into committing to the project (commitment phase). Elaborating on the design, applying for permits, finalizing the construction sum are all examples of activities during the commitment phase. Often a percentage of pre-rental, purchase agreement with end-users or investors are required to get financed. This phase ends with the completion of the final design and receiving the required permits. The realisation phase follows along the construction process, the developer is only ready when the project is in use and/or sold. The project then continues into an exploitation phase, however this is not considered part of the development project (Geraedts & Wamelink, 2010; Peek & Gehner, 2018).

2.1.1 Key tasks in a development project

It can be argued that the main task for the developer is to manage the risk and uncertainty throughout the project. A developer must make decisions that can have a great impact on the project, without knowing how the decision will affect the future. At the start of the process not many decisions have been made and there is still a high level of uncertainty, which translates into low investment costs for the decisions made. As the process continues, certainty goes up and the ability to influence the project

goes down, therefore investment costs go up (Peek & Gehner, 2018). Figure 3 presents an indication of the levels of certainty and influence along the phases of the project.

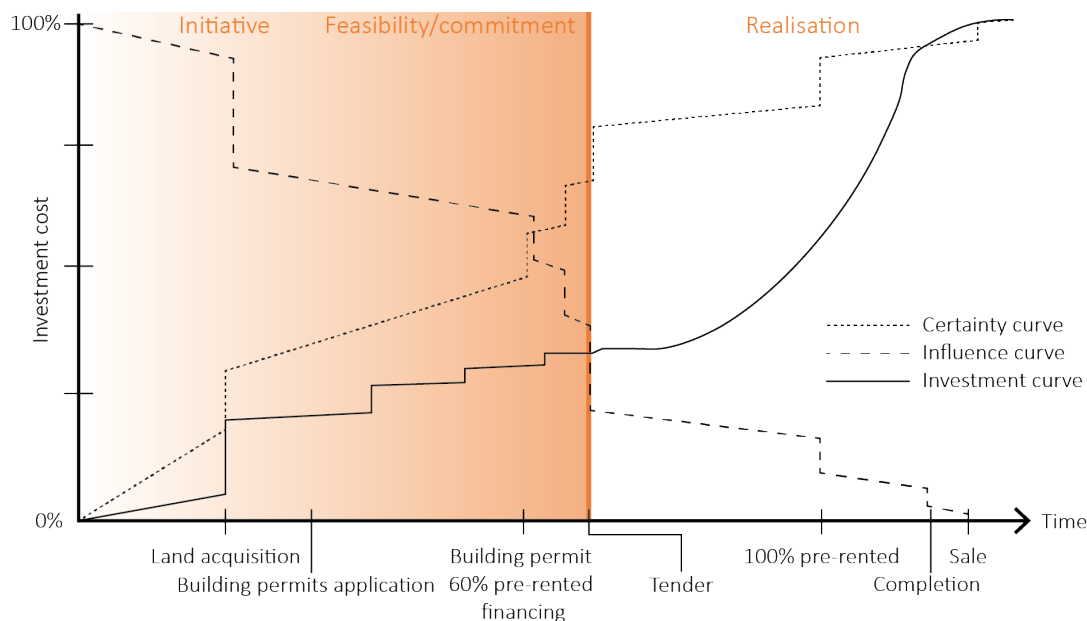


Figure 3: Indicative progress of certainty, influence and investment curve (Peek & Gehner, 2018)

During the development project from initiative to realisation, the developer has three generalised key tasks: designing, defining, and deciding. These tasks continually lead to a higher level of detail and certainty. Designing is about shaping the project, from sketch design to specification drawings. The next task is to define the design, through calculations of costs and proceeds in increasing levels of refinement, starting with key figures and moving towards definite numbers. Finally deciding on the design and defining numbers, securing the required resources for realising the project. This continual process of designing, defining and deciding is goal oriented, but knows several iterations among these key tasks and in relation to the development of the concept (Peek & Gehner, 2018). This description is similar to the, in the Dutch construction industry, commonly used project management method: Projectmatig Werken (Project based approach) (PMW) (Lousberg, 2010).

2.2 Urban development project management

In order to manage the (re)development project from an initiative to a successful realisation requires structuring, organising, coordinating, controlling and evaluating the project by the developer (Lousberg, 2010). The core of the PMW managing method is based on three elements: phasing, deciding and controlling. The phasing is useful for keeping the project manageable and clear. Decisions are made at the end of the phases; they are limited to approving the phase results. These results are based on the comparison between the output and input for a specific phase and reported within a phase-document. Control is about managing the outcome of the project by monitoring and adjusting the phase results in terms of Quality (Kwaliteit), Time (Tijd), Money (Geld) and the process in terms of Organisation (Organisatie) and Information (Informatie). Sometimes referred to in the Dutch practice as its acronym: GOTIK. The GOTIK method is a way of looking at the progress or results of a project. Geraedts, Vande Putte, Vercouteren, and Binnekamp (2010) argue that of these aspects, cost, quality and time are most closely related to the value creation for the developer. The next paragraphs give a description of the different GOTIK aspects.

In English papers on this topic the GOTIK method is like the so called 'Iron triangle'. Please refer to the textbox below for a description of the 'Iron triangle'.

Iron Triangle

In the English context the project control elements cost, time and quality, are often referred to as the Iron Triangle (Figure 4) and are commonly used criteria against which projects can be measured (Atkinson, 1999; Ogunlana, 2010). Even though both authors argue that the Iron Triangle is not the most complete set of criteria to test the success of a project, they are probably the most frequently used elements of project management that are used to describe the progress or controlling inputs of a project. The traditional perspective is that a construction project is successful when it is completed on time, within budget, in accordance with specifications and to stakeholders' satisfaction (Ogunlana, 2010).

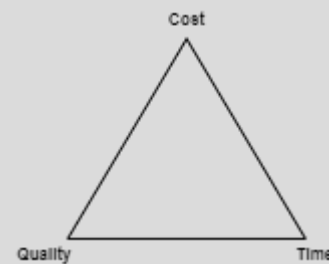


Figure 4: Iron Triangle
(Ogunlana, 2010)

2.2.1 Quality

Delivering quality products is the goal of a development project. Whilst different stakeholders can have different perspectives on quality, the governing body is responsible for setting a shared level of quality and delivery of this quality in the final product or design (Volker, van Doorn, & Heintz, 2010). Quality is an aspect that is highly dependent on the viewpoints of the different stakeholders, the different aspects are provided in Table 2. Developers might value other aspects than the end users or clients. However, providing quality for the client and/or end users can have beneficial effects on costs or revenue (Lousberg, 2010; Volker et al., 2010).

Quality of the project in the GOTIK method is related to the quality of the result. The required quality is explicitly recorded in documents (drawings, texts, calculations) and is determined by checking the end result against these documents. The required quality can be recorded in a program of demands or a quality plan (Volker et al., 2010).

Table 2: Quality aspects (Volker et al., 2010)

Quality aspects	
Technical quality	Aspects of the design or final product that comply to the technical demands of strength, stability, sustainability and maintenance.
Sustainable quality	Aspects of the design or final product related to the durability and environmental footprint of a product.
Functional quality	Related to the usability of a product in practice. How well does the product perform the required tasks?
Aesthetic quality	Aspects related to the beauty, visual quality and significance of a product. Usually based on intuition, feelings and experience.
Economic quality	Aspects of the final product that are related to effective and efficient use of financial resources and return on investments.

2.2.2 Money (Costs)

Money is always a derivative of the other aspects. Therefore, decisions on the money aspect always have consequences regarding either time, quality, organisation or information. The flow of the money in a project is usually managed through the cost. Managing the cost is done through three activities: planning, progress control and correcting activities (Lousberg, 2010; Wijnen, Renes, & Storm, 2004). The planning activities consist of budgeting prior to phase shifts with the goal to create financial norms for the project (phase). The progress control and correcting activities are used to prevent, manage or accept budget overruns during phases or at phase shifts. Decisions on costs are always made within

the tension between cost and quality, due to their interdependence. The first budgets are based on key figures, but as more information becomes available throughout the phases, more detailed and final budgets can be made (Lousberg, 2010; Soeter & de Jong, 2010).

2.2.3 Time

Time spent on dealing with problems will be at the expense of quality enhancing tasks. Time management cannot be separated from quality and cost management. Going through a project too quickly might result in less quality or higher costs. A delayed project causes missed revenues or increased costs for end users. The goal of time management is to find the balance between costs, quality and time. The time aspect is managed similarly with regard to the money aspect and consists of time schedules, progress control and correcting activities. Within development projects there are many elements that are interdependent on each other. Time schedules are used to plan, check and correct time related elements of a project. Correcting deviances from the time schedules often impacts other control aspects, because correcting requires a change in use of available resources to reduce delays. Only when all margins have been used should the planning be changed. These margins are implemented within the time schedule to deal with unexpected events, and are often based on previous experiences (Geraedts et al., 2010; Lousberg, 2010).

2.2.4 Information

Information is a particularly important aspect of project control. Information management is about controlling the flow of information required to make decisions and communicating the decisions to the right stakeholders. Without input from the project, the governing body is not able to steer the project (Lousberg, Vande Putte, & de Jong, 2010). The information in this context is limited to recorded information. The first part of the recorded information is the substantive information, consisting of 'technical' documents where (parts of) the project results are documented. The second part is the management information, consisting of documents that record the decisions and progress of the control aspects (Lousberg, 2010). Examples of these documents can be found in Table 3.

Table 3: Examples of recorded information for the phases and control aspects (Lousberg, 2010)

Project phase	Document	Control aspect	Document
Initiative	Preliminary studies Location surveys Program requirements	Cost	Budgets Contracts
Feasibility	Structure plan / spot plan Preliminary design Feasibility studies	Time	Schedules
Commitment	Final design	Quality	Quality plans Quality review reports
Realisation	Tender drawings Working drawings Delivery lists	Information	Meeting minutes Meeting schedules
		Organisation	Project organograms Task descriptions

2.2.5 Organisation

The final control aspect, organisation, is described through tender procedures, organisational organograms, contract models, collaboration and team building. The tender procedures are an important aspect of urban (re)development projects and are used by public parties to select private parties for their projects. The selection of private parties is based on selection and award criteria. Through the criteria, the public party can control and demand certain aspects of a project (Chao-Duivis, Koolwijk, & Volker, 2010); e.g. the minimum required level of participation. Controlling the tasks, responsibilities and collaboration is part of the organisation control aspect. This is mainly done through organisational and contract models (Geraedts, 2010).

3 Participation

In this second part of the theoretical framework, participation is discussed. Participation can mean joining in an activity but, it is also related to participating in society. For example, the Dutch ‘Participatiewet’ (participation law) is related to providing chances to vulnerable people in society through finding jobs. Or as another example, the ‘Participatiemaatschappij’ (participation society), as the Dutch King stated in 2013, related to equal chances for everybody within The Netherlands. None of this is related to participation as described in the upcoming ‘Omgevingswet’ (spatial planning law) (Van der Lee, 2020). In the spatial planning law, due to enter into force in 2022, participation is described as involving stakeholders in an early stage of the decision-making process of a project or activity. In the application for the ‘Omgevingsvergunning’ (environmental permit) the spatial planning law tries to stimulate early phase participation by adding an application requirement, to state how and if participation will be incorporated into a project and what actions will be taken based on the results. In specific cases the public authorities will be able to demand the implementation of participation into the process of a project.

The voice and influence of current and future residents, as described by Woodcraft and Dixon (2013), is about providing the community the ability to influence the future of their neighbourhood, or the participation of residents in urban development projects. This describes the process of engaging current and future residents in the decision-making process and providing stewardship for their own neighbourhood (Dola & Mijan, 2006). Roberts (2015) describes participation as a process by which members of a society (those not holding office or administrative positions in government) share power with public officials in making substantive decisions and in taking actions related to the community, actively engaging and personally involving citizens. Dekker and Van Kempen (2009) describe participation as people taking part in the decision-making processes that influence their neighbourhood positively by everyone willing to participate. Participation requires the capacity to influence the final decision. Participation is a mutual exchange and dialogue between authorities (both public and private parties) and residents. Or: in plain words, the act of involving residents in the process of (re)developing a neighbourhood in a meaningful way.

The following paragraphs describe participation in terms of how, who and when.

3.1 Levels and forms of participation (how)

Involving residents in urban development projects can be done on several levels. Differences in the ‘level’ of participation, range from the empowerment of participants in decision making to forms of less influential consultation and information provision (Uittenbroek et al., 2019). Arnstein (1969) provides an overview on the levels of participation and indicates that citizens should however not solely be informed on decisions that already have been made, that would be a form of tokenism, please refer to the textbox. Edelenbos et al. (2001) adapt the participation ladder of Arnstein and identify different forms of participation. In their division of participation, the roles of the institutional governance and residents are indicated. On the level of ‘informing’, the institutional governance has a strong presence whilst in ‘deciding’ the residents have a strong say in the matter. Table 4 shows the forms of resident participation.

The organisation of the participation process depends on the objective of the participation for the developer. The means to facilitate the participation process depend on the level of influence required. There is a variety of participation practices that aim to inform, to extract knowledge and/or to gain feedback (Uittenbroek et al., 2019), as shown in Table 5.

Arnstein's Ladder of participation

Arnstein (1969) provided an often used, overview of the level of public participation, ranging from non-participation to citizen control (Figure 5).

Non-participation

(1) Manipulation and (2) Therapy are contrived by some to substitute for genuine participation. Their real objective is not to enable people to participate in planning or conducting programs, but to enable powerholders to 'educate' or 'cure' the participants.

Tokenism

(3) Forming and (4) Consolidation allows the public to hear and to have a voice, but they lack the power to ensure that the public views will be heeded by the powerful. There is no assurance that their voice will change the outcome. (5) Placation is simply a higher level of tokenism because the public can advise, but the powerholders still have right to decide.

Citizen control

Citizens can enter a (6) Partnership that enables them to negotiate and engage in trade-offs with traditional powerholders. (7) Delegated Power and (8) Citizen Control, the public obtains the majority of decision-making seats, or full managerial power.

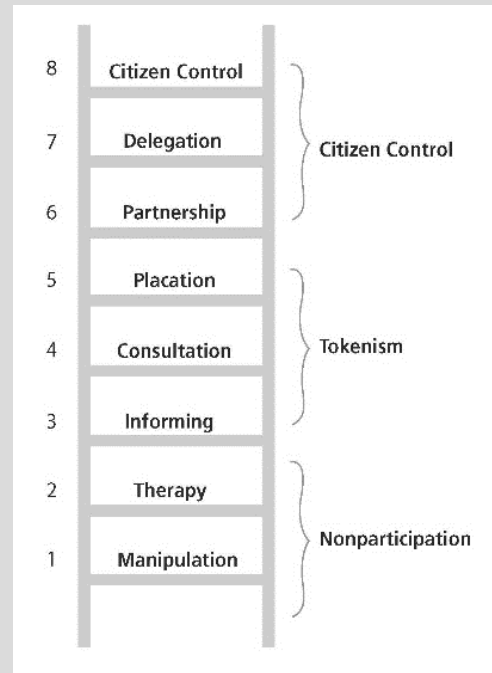


Figure 5: Ladder of participation (Arnstein, 1969)

Table 4: Forms of participation (Edelenbos et al., 2001)

	Project phase	Conditions	Problems	Solutions	Results	
Inform	Late, mostly determined	Set	Set	Set	No input from stakeholders	Have a say
Consult	Late, mostly reactive	Set	Reasonably set	Reasonably set	Governance not bound to results	
Advise	Early, co-determine the agenda	Criteria for review	Ideas, stakeholders have a full role	Ideas, stakeholders have a full role	Binding results, might be deviated (conditionally)	
Co-produce	Early, co-determine the agenda	Emerged during the process	By governance + stakeholders	By governance + stakeholders	Binding results, accepted without deviation	Cooperate
Decide/produce	Early, at transfer to stakeholders	Not recorded by the governance	By stakeholders	By stakeholders	Spontaneous, binding effect	

Table 5: Examples of participation practices (Uittenbroek et al., 2019)

Participation practices that aim ...	Examples
...to inform	public hearings, information booth, project office, online fora
...to extract knowledge	public survey, focus groups
...to gain feedback	workshops, sounding board group

3.2 Residents and participation (who)

Who should participate in the participation process is a matter of discussion; Uittenbroek et al. (2019) argues that there is a division between the general public or only ‘stakeholders’. Involving the general public could enhance the democratic capacity and generate a wider legitimacy, but would also be more costly and time consuming (Dietz & Stern, 2008). Therefore, it can be argued that the focus should be on the representation of interests. However, deciding who has a valid interest is a precarious task and if done incorrectly, could lead to feelings of exclusion and unrest among residents. An equal interest representation could help with the empowerment of marginalized groups (Delgado, Lein Kjølborg, & Wickson, 2011; Uittenbroek et al., 2019). It might also be important to activate the disinterested residents, who are equally affected by the decisions but do not actively participate in the decision making process (Evans & Plows, 2007). However, de Vivero, Mateos, and del Corral (2008) identify a paradox in involving more people: the more different actors participate, the lower the influence of each actor. Therefore selecting ‘relevant’ citizens is a significant element of successful participation.

Evans-Cowley and Hollander (2010) argue that for participation to be successful, the participants require to be educated and/or informed to be able to helpfully participate in the, often complex, processes. Furthermore, the participation process should be made as accessible as possible, using for example a combination of public meetings at different timeslots, and online or other digital tools (Evans-Cowley & Hollander, 2010; Wilson, Tewdwr-Jones, & Comber, 2019).

3.3 Moment of participation (when)

According to Uittenbroek et al. (2019), there is a general agreement in literature on when public participation should be implemented: participants should be included from the beginning of the (re)development project. Involving the public as early as possible, provides the opportunity for residents to influence decisions, share knowledge and stimulate social learning (Newig, Challies, Jager, Kochskaemper, & Adzersen, 2018). Lousberg et al. (2010) indicate that the most influential decisions in a development project are made in the early phases of the project. In later phases, participation can still be useful for testing the robustness of information from other sources, and to prevent the forming of opposition during the realisation phase. However, implementing the participation process in a later stage also lowers the input citizens have, as many decisions have already been made; this implies going down Arnstein’s ladder of participation. Uittenbroek et al. (2019) also provide an indicative overview of the type of participation that influence the participation goals. As shown in Table 6.

Table 6: Influences on the participation goal (Uittenbroek et al., 2019)

Participation	Participation goal
<i>Who</i>	
Involving the general public	Enhancing democratic capacity Generating legitimacy
Carefully selected stakeholders	Influencing decisions Empowering and emancipating marginalized individuals and groups
<i>When</i>	
Participation in early phases of the project	Social learning Influencing decisions Harnessing local information and knowledge Incorporating experimental and value-based knowledge
Participation in later phases of the project	Testing the robustness of information from other sources Generating legitimacy
<i>How</i>	
Meaningful dialogue	Social learning Harnessing local information and knowledge Resolving conflict
Combination of physical and online feedback	Enhancing democratic capacity Empowering and emancipating marginalized individuals and groups

4 Effects of participation on urban development projects

This chapter is the third part of the theoretical framework, where the effects of participation on urban development projects are discussed. The effects of participation on the residents of an urban neighbourhood are presented first and are followed by the effects of participation on a development project. The effects are separated in this way due to how they are presented in literature. However, the effects on residents can affect the project and vice versa.

4.1 Effects on residents

Dekker and Van Kempen (2009, p. 110) note that the current rhetoric in academic literature is: *“Participation is good, and that it has a positive effect on social cohesion”*. Social cohesion is described in the textbox below. For example, Rashidfarokhi et al. (2018) describe how communicating in a clear and accessible way, facilitating disadvantaged and minority groups, and providing information and opportunities for early phase participation, improves the equity and social inclusion of the neighbourhood. Thus, providing a basis for more social cohesion. Social cohesion is further enhanced through participation, by promoting shared responsibilities between residents, public and private parties, combined with using local knowledge for decisions to guide the process of gaining trust and understanding. Olander (2006) adds that participation, through communicating clearly and honestly about positive and negative decisions that will affect the residents, adds to the trustworthiness of the developer in a development project.

Furthermore, through informing current and future residents and allowing them to influence the decision making process, essentially providing a continuous two-way flow of information between residents and governing body, the sense of community can improve (Dekker & Van Kempen, 2009).

Social cohesion

Social cohesion has gained political significance over the past years, referring to ideas of what is “good” in modern society. A way to counteract upon the danger of cutting off deprived groups and poor areas from mainstream society. Social cohesion is often referred to in terms as openness, tolerance, prosperity equality and security (Dekker & Van Kempen, 2009). According to Kearns and Forrest (2000, p. 996): *“A cohesive society ‘hangs together’; all the component parts fit in and attribute to society’s collective project and wellbeing; and conflict between societal goals and groups, and disruptive behaviour, are largely absent or minimal*. Dekker and Van Kempen (2009) work from this rather broad definition and identify three dimensions of social cohesion on a neighbourhood level: social networks; common values and civic culture; neighbourhood attachment. These different dimensions are interconnected, but not interchangeable: each dimension represents a different aspect of social cohesion.

4.2 Effects on (re)development projects

Participation can have different effects on residents. However, there are also several effects of participation for the developer of an urban development project. The most commonly cited, according to Ball (2004) is the availability of superior community knowledge. Local residents have better information on local preferences, conditions and potential solutions. The combination of this superior community knowledge and professional knowledge of the developer, provides stronger economic

support for the project, due to the direct involvement of the residents (Boonstra & Boelens, 2011). Secondly, the synergy that comes from diverse groups cooperating leads to greater overall output, due to the combining of distinct resources and talents. Van Marissing (2008) supports this notion and states that participation has a quality enhancing effect on the project and process. Volker et al. (2010) adds that participation of the end users in the early stages of a project benefits the functionality of the final product.

On the other hand, Ball (2004), Van Marissing (2008) and Boonstra and Boelens (2011) also claim that the community may not have sufficient knowledge about the complex problems related to (re)development projects or act based on emotion, self-interests, prejudice or in an exclusionary way. Thus hindering, slowing down or complicating the (re)development project. Due to the time-consuming nature of incorporating the many opinions of the residents, participation can reduce the efficiency of communication or the decision-making process. Also, the generally more conservative outlook from the residents can hinder the innovativeness of a project.

Societal support is key to the successful implementation of sustainable urban development. Among other elements, clear communication between all relevant actors is required to distribute the ambition and its related policies to the networks involved, to achieve this social support (Van den Berg, Braun, & Van Der Meer, 1997). Olander and Landin (2005) argue that in redevelopment projects, many different and sometimes discrepant interests must be considered. Representatives of these interests, stakeholders, have a vested interest in the success and environment of the project. A negative attitude to a construction project by external stakeholders (residents/users) can severely obstruct its implementation. Such obstruction will cause cost overruns and exceeded time schedules which are caused by conflicts and controversies concerning project design and implementation. Therefore, project managers (developers) should try to manage the differing demands and acknowledge the concerns of all stakeholders. They should also, through good communication in the early stages of a project, reconcile conflicting interests. The acceptance of stakeholders towards a project can be mainly managed through building and maintaining a base of trust, communicating both positive and negative consequences and implementing the project in such a way that potential negative impacts on all actors are minimised (Olander, 2006). Elands and Turnhout (2009) support this need for communication in the process of creating support for a project (see textbox). In short, resident participation can help increase the level of support for a project, this is however also dependent on trust between the residents and the developer and/or policy maker.

Support-matrix

Elands and Turnhout (2009) provide a matrix to represent the level of support for a project. Ranging from resignation through acceptance and enthusiasm to protest, based on the level of connection of the stakeholders to the project area and the agreement towards the proposed solution.

		Agreement towards the proposed solution	
		Low	High
Level of connection	High	Protest	Enthusiasm
	Low	Resignation	Acceptation

5 Conceptual model

The theories presented in the previous chapters are combined in a conceptual model that describes the (expected) effects of participation on urban (re)development projects. The empirical element of this research is based on this model. First a brief recap and model of the two main concepts (urban development projects and participation) of the research topic are presented. These two models are then combined to present the (theoretical) effects of participation on urban development projects.

5.1 Urban development projects

An urban development project is described in four phases. During these phases, the tasks are aimed at gaining increasing levels of certainty. As more information becomes available and more decisions have been made, it becomes harder to influence the final outcome of the project. The transitions between the four phases are vague, but each phase contains different tasks. During the initiative phase the focus lies on formulating different approaches for value creation for the end-users of the project. During the feasibility phase, the concept is tested for its financial and technical feasibility. This is followed by the commitment phase where decisions, designs and permits are finalized. The construction of the project takes place in the realisation phase, the final stage of a project.

To manage a development project, several control aspects during the different phases of a project are identified. These aspects are commonly described as: Money (Geld), Organisation (Organisatie), Time (Tijd), Information (Informatie) and Quality (Kwaliteit). In the Dutch practice referred to as the acronym: GOTIK. The quality of the project is often referred to the technical specifications, however quality can also be tested against previously recorded fewer tangible elements. Money is always the derivative of the other aspects and is controlled through the management of cost. 'Time is money', as is commonly known, and is controlled by adjusting time schedules that are affected by external and unforeseen factors. Information is limited to the recorded information and documents that record project results and decisions. Finally, organisation is related to procedures, contract models and collaboration. Figure 6 provides a conceptual model of urban development projects based on theory.

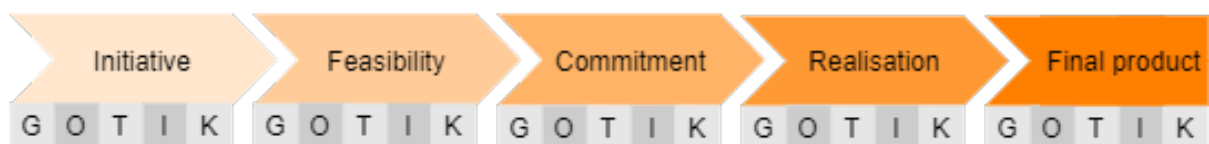


Figure 6: Conceptual model of urban development projects (own work)

5.2 Participation

The voice and influence of residents (participation) is about providing the community the ability to influence the future of their neighbourhood. Participation is the act of involving residents in the process of (re)developing a neighbourhood in a meaningful way. Involving residents can be achieved on different levels, ranging from empowering participants in decision making to forms of less influential consultation and information provision. The level of participation also depends on the goal of the initiating party. Figure 7 shows the different levels of participation, or 'how' residents can participate.

Besides the level of participation, 'who' participates is also important for the result of the participation process: involving the greater public to enhance the democratic capacity or individual stakeholders to gain more precise knowledge. Choosing individual stakeholders is a precarious task and could lead to exclusion and unrest.

The moment when participation is implemented in a project, also affects the use of participation. By involving the participants at an early stage, more meaningful decisions can be influenced, and local knowledge can be used. Figure 8 shows the conceptual model of the influences on participation, how, who and when.

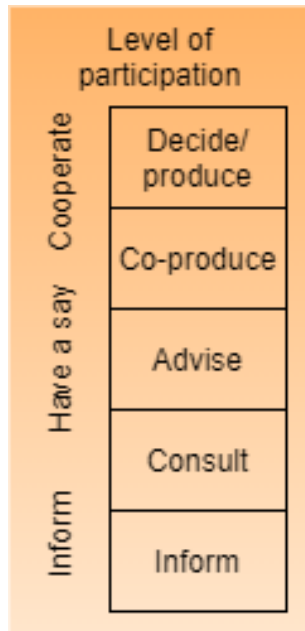


Figure 7: levels of participation (own work based on: (Edelenbos et al., 2001; Uittenbroek et al., 2019))

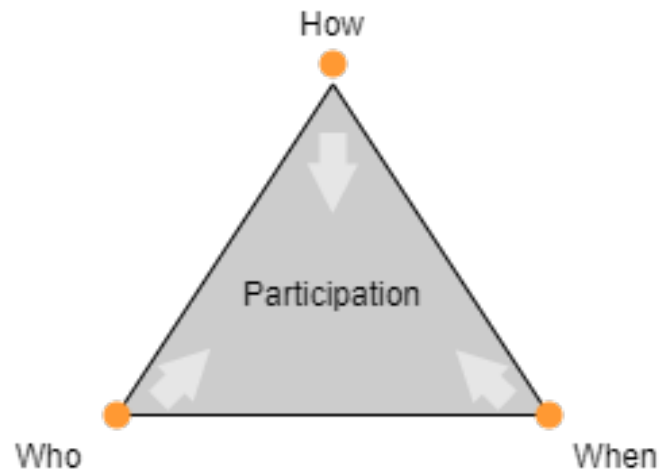


Figure 8: Conceptual model of participation (own work)

5.3 Effects of participation on urban development projects

There are several effects of participation that can be learned from theory. First and foremost, participation can contribute to social cohesion and the equity and social inclusion within a neighbourhood, by providing residents a sense of responsibility and a way to influence the future of their neighbourhood. This is an (potential) effect of participation on the final result of an urban development project.

Effects of participation on a development project, for developers, can be related to the several GOTIK aspects. Using local knowledge and combining the distinct resources and talents of experts and locals can affect (enhance) the quality of a project. However, lack of knowledge, prejudice, self-interests, or a generally more conservative outlook of the residents can also hinder the innovativeness and overall quality of the project. Participation can also slow down or complicate development projects, due to the time-consuming nature of incorporating the many opinions of the residents or reducing the efficiency of communication or the decision-making process. Furthermore, residents and local stakeholders can delay or even halt a development project if there is a lack of support for the project. This support could be gained by creating trust and understanding through a participation process. The participation process can also affect the costs, as resources must be utilized to set up the process and keep up contact and communication with the residents. And since participation affects the time aspect of a project, costs are always affected; time is money. The control aspects, information and organisation, are based more on the internal process of the developer and interaction with other actors than the residents. Participation during the project might not directly affect these aspects. However, for example tender procedures can be influenced by the need for participation and thus the project. Table 7 provides an overview of the effects of participation on urban development projects.

Table 7: Effects of participation on an urban development project (own work)

Participation	Participation effect	Project aspect
	Residents influence the future	Social cohesion (after project)
	Provide sense of responsibility to residents	Social cohesion (after project)
	Local knowledge	Quality
	Lack of knowledge	Quality
	Decision making process	Time, money (cost)
	Efficiency of communication	Time, money (cost)
	Support	Time, quality, money (cost), social cohesion
	Trust	Time
	Developer resources	Time, money (cost)
	Tender procedure	Information, organisation

5.4 Conceptual model

To conclude this chapter, all previous models are combined. Figure 9 is a visual representation of these combined concepts. Different levels of participation can be applied within different target groups and during all phases throughout the whole project. This way participation can affect the GOTIK aspects directly or indirectly within each of the phases of the urban development project or in the final product. For example, the participation process might cost time and money, but it might as well save time and money as a result from support for the project. Finally, social cohesion could be an effect of participation throughout the project but will only be visible after the project is realised.

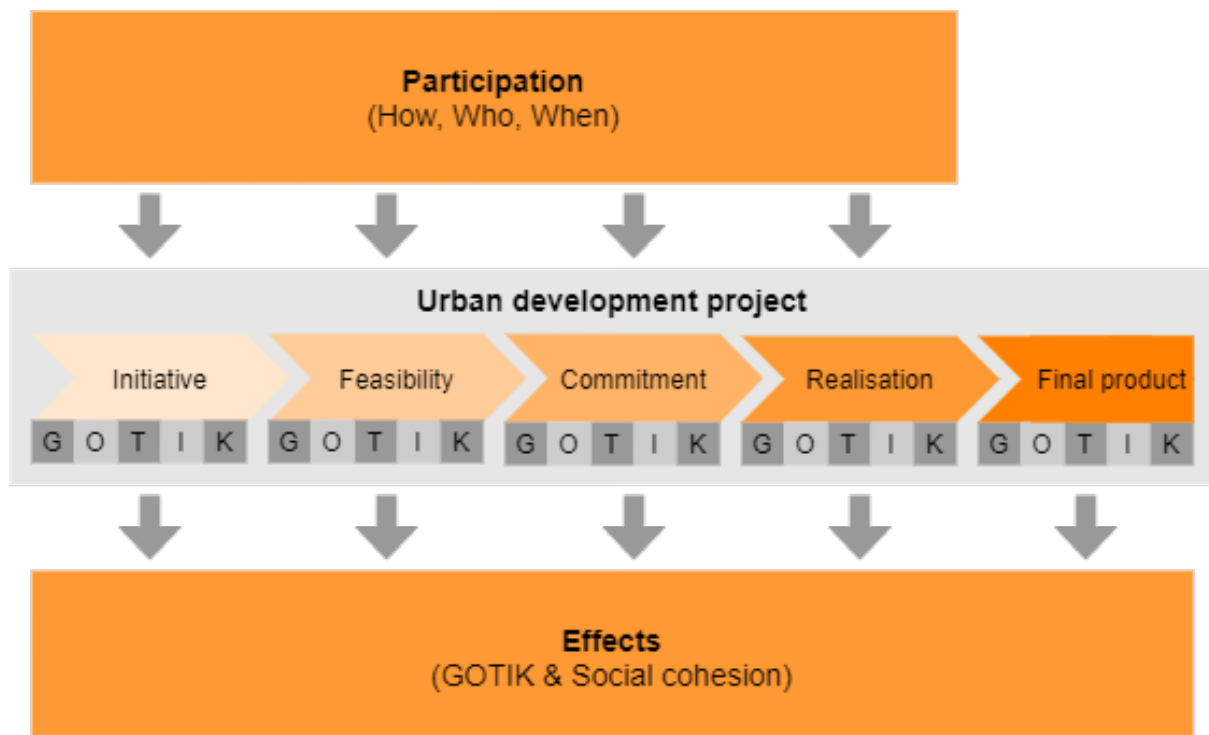


Figure 9: Conceptual model (own work)

PART II

Research description

6 Problem statement

Following the theoretical framework, this report continues with the problem statement, based on theoretical findings and inquiries with practitioners. This is followed by the main and sub- research questions that are answered in this thesis.

Within the context of the new Dutch 'Omgevingswet' (spatial planning law), social sustainability goals (Woodcraft & Dixon, 2013) and the neo-liberal shift towards developer-led (re)development (Heurkens, 2009; Van Der Cammen & de Klerk, 2003), resident participation seems to be(come) an important element in the urban development. Existing research on participation focuses mainly on the effects of participation on residents. However, ERA-Contour, a Dutch housing developer, already actively participates with residents and future (potential) residents in many of their urban development projects but does not have data on the effects of participation on their projects. Some positive effects on the progress and quality of the projects are recognized. However, there are also still protests or official objections against projects and no empirical evidence of these effects.

Urban development is a phased process for a developer (Adams & Tiesdell, 2010; Geraedts & Wamelink, 2010; Peek & Gehner, 2018), and in this research it is described as project. These phases have sub-divisions, tasks and control aspects related to them. Based on the GOTIK method these aspects are managed and documented. The GOTIK method can be used to describe the progress and results of the individual phases and the project as a whole (Lousberg, 2010). And even though it is questioned whether developers are able to deliver sustainable developments (Henderson, 2010), developers have shown a drive to develop sustainable urban projects. No matter whether this drive comes from a competitive side, projecting a sustainable image or from a holistic perspective of the developer (Jermier & Forbes, 2003; Potters & Heurkens, 2015; Sturm et al., 2014).

Woodcraft and Dixon (2013) describe how engaging current and future residents can enhance the ability to influence the future of their neighbourhood, and therefore help create social sustainable neighbourhoods. This participation process may, for example, contribute to the development of social cohesion within a neighbourhood (Rashidfarokhi et al., 2018). Participation can be described as a ladder of different levels. These levels signify the influence of the residents in a project, ranging from empowerment of participants in decision making to forms of less influential consultation and information provision (Arnstein, 1969; Edelenbos et al., 2001; Uittenbroek et al., 2019). Uittenbroek et al. (2019) also adds the importance of who participates and when and how residents are involved.

As Dekker and Van Kempen (2009) so adequately put it: "*participation is good*" for residents. On the other hand, there are also benefits and costs to development projects. In general, the local (collective) knowledge combined with professional knowledge can lead to better solutions, better quality and a smoother process (Boonstra & Boelens, 2011; Dekker & Van Kempen, 2009; Van Marissing, 2008). Moreover, the community may lack the knowhow to provide useful input and may act upon emotion or self-interest, slowing down and complicating the project. The external stakeholders (residents) can severely obstruct the progress of a (re)development project. Such obstructions can cause time and budget overruns. Managing and communicating with these stakeholders in a trustworthy way at an early stage of the project might help mitigate some of these obstructions by creating support (Elands & Turnhout, 2009; Olander & Landin, 2005).

In further inquiries with several practitioners, (social) housing developers and experts on participation, these theoretical findings are recognized. Most of the practitioners spoke about using participation to gain support for a development project and reduce or negotiate resistance in and around a neighbourhood. Moreover, they spoke about how participation can improve the overall quality of a project and social cohesion in a neighbourhood. However, most of these claims are based on 'gut

feelings' and lack empirical evidence. So, there is merit to the theoretical findings of the (positive) effects of participation on the development process, however no clear empirical evidence is provided. The textbox below presents the problem statement for this research.

Problem statement

In The Netherlands there is an increasing drive for social sustainable (developer-led) development. This is reflected in the upcoming 'Omgevingswet' (spatial planning law) due for 2022, that will require participation to be an (significant) element (of the early phases) of the urban development project. Existing research focuses mainly on the effects of participation on the residents, linking it to social sustainability. However, there is a lack of research into the effects of participation on urban redevelopment projects for the developer. Currently, the (positive) effects and implementation of participation within processes of developers are mainly based on 'gut feelings'.

6.1 Research questions

The research conducted in this thesis focuses on the viewpoint of the developer in the process of urban development projects. It provides insight into how the voice and influence (participation) of current and future residents affect urban development projects. The structure of the research is based on the following questions.

6.1.1 Main research-question

The main research question answered in this thesis is: **What are the effects of participation on Dutch urban (re)development projects for the developer?**

6.1.2 Research sub-questions

The following sub-questions will be used to provide insight into the effects of the voice and influence of current and future residents on urban (re)development projects. To answer the main research question, several aspects of participation and urban development projects are examined in practice. The sub-questions reflect these different elements of the research. This empirical part of the research is based on the theoretical framework, as presented in the previous chapters. These questions are used to identify the effects of participation on two urban development projects of a single developer. The sub-questions used to answer the main research question are:

- 1. How does participation affect the money, organisation, time, information and quality of an urban (re)development project?**
- 2. How did participation during an urban (re)development project affect the social cohesion of the neighbourhood after the project?**
- 3. Can the findings of this research be formulated into practical advice, with regard to the effective use of participation in Dutch urban (re)development projects, for the developers?**

7 Research methods

This thesis aims to answer the research question: What are the effects of participation on Dutch urban (re)development projects for the developer? In order to answer this question, a qualitative research design has been chosen. The research is split into two parts, a case study and an inductive analysis of the findings of the case study. This chapter is structured as follows. First an overview of the research is provided in the research framework, followed by a detailed description of the research methods used in this thesis: a theoretical basis, a case study and an inductive analysis of the findings of the case study. The chapter concludes with a section on the data plan and on the ethical considerations for the research.

7.1 Research framework

The research conducted for this thesis is based on a qualitative research design (Bryman, 2016). The aim is to add knowledge to the theory on the effects of participation on urban development projects, instead of testing existing theories. Furthermore, the research goes into whether there are effects and what these effects entail and not the quantifiable impact of participation. The research has two key components, as visualized in Figure 10:

- A case study on the effects of participation on urban development projects (research sub question 1 and 2);
- An inductive analysis of the finding from the case study resulting in practical advice for developers on participation (research question 3).

Based on the theoretical framework, as presented in the previous chapters, a case study is set up. Two cases are analysed, on how the participation process was set up and executed, on the GOTIK aspects and on the change in social cohesion and liveability of the neighbourhood. The findings of the case study will be formulated into practical advice to Dutch developers as to the effects of participation on urban development projects.

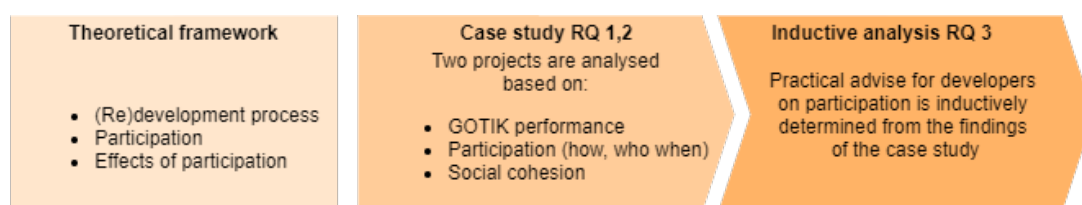


Figure 10: Research framework (own work)

7.1.1 Scope and boundaries

The scope of this research is focused on the viewpoint of the developer and their (re)development projects. The cases are used to provide insight into the effects of participation on the (re)development projects by a singular Dutch developer.

7.2 Theoretical framework

A narrative literature review is used to provide an overview of the existing theoretical knowledge (Bryman, 2016) on the (re)development process, participation and the effects of participation on urban development projects. Based on these theories a theoretical framework was created and presented in the previous chapters, providing insight into the existing knowledge of the effects of the voice and influence of residents in the urban (re)development projects. The framework was constructed through a snowball sampling (Bryman, 2016) around three main documents and exploratory research on the topics of: (re)development process, participation and effects of participation; through Google Scholar

and Scopus. Peek and Gehner (2018) provide the starting point for the research on the development process, Uittenbroek et al. (2019) provide the basis for the theory on participation and Olander and Landin (2005) provide the starting point for the effects of participation.

7.3 Case study

The first two sub-questions of this thesis are answered on the basis of a case study of two urban development projects by a Dutch developer (ERA-Contour). The case study method is used to assess the effects of participation in a practical environment. By using two cases, the result can be compared to each other and help validate them (Stake, 2013). Providing a better basis to draw conclusions as to the effects of participation on urban development projects in general. The number is limited to two, so in-depth analysis with feasibility of the research within a limited time frame can be ensured.

The cases have been analysed on the basis of three main elements. Based on the theoretical frameworks, the participation process within the project can be analysed on the how, who and when aspects of participation. The effects of participation on the project can be categorized into the GOTIK aspects (Money, Organisation, Time, Information and Quality). Finally, the results of projects with an element of participation are analysed on the social cohesion of a neighbourhood.

7.3.1 Case selection

In many of their projects, ERA-Contour already implements participation into their process. They are interested in learning from their previous experience with participation in urban (re)development projects. Therefore, the cases are provided by ERA-Contour. The projects are required to be of a significant and comparable size (number of dwellings) within an existing urban context. The research is focused on the effects of participation; therefore, the cases are required to have a level of participation which surpasses the level of 'informing' during the project. And in order to be able to study the effects on the official appeals of the projects, the projects need to be at least in the final stage of the realisation phase. Finally, both projects are within the greater Rotterdam area.

Case selection criteria

The project...

- ...is an urban development project (urban context).
- ...is in a comparable urban area (the greater Rotterdam area).
- ...is of a comparable size (number of dwellings).
- ...has a level of participation above 'informing'.
- ...is past the final stage of realisation.

The two cases are urban (re)development projects executed by ERA-Contour. This is a Dutch developer located in Zoetermeer, that is part of the large engineering, construction and infrastructure concern; TBI. ERA-Contour is mostly active as a 'constructing developer' in the greater Rotterdam area, but also in other parts of The Netherlands. One of the key points of the company is to see the consumers as co-creators and let them participate in their projects. The two projects selected will be described in more detail in the following chapters, however a brief overview is provided in Table 8.

Table 8: Case overview

Project	Location	Dwellings	Type	Period	Housing association	Participation
De Nieuwe Wetenschappers	Schiedam	152	demolition and new construction	2013-2021	Woonplus	✓
Little Coolhaven	Rotterdam	330	new construction	2014-2021	-	✓

De Nieuwe Wetenschappers

Location: Schiedam
 Client: Woonplus
 Architect: Bureau 070
 Duration: 2013 – 2021

De Nieuwe Wetenschappers is a redevelopment project in Schiedam. 293 dwellings of the housing association Woonplus are replaced with 152 new single-family dwellings. A participation process, including workshops with children from the local primary school, was used to create a masterplan for the project.

<https://www.eracontour.nl/projecten/de-nieuwe-wetenschappers>

Little Coolhaven

Location: Rotterdam
 Client: TBI-companies ERA-Contour and J.P. van Eesteren
 Architect: CULD (Complex Urban Landscape Design)
 Duration: 2014 - 2021

Little C is an urban development project in Rotterdam, which is situated at the Coolhaven, next to the city centre of Rotterdam, a university and the Erasmus medical centre. The focus of this project lies on creating a pleasant place to stay. Thanks to a customer panel and a survey ERA-Contour gathered input from potential clients and residents for the neighbourhood to use for the design of the project.

<https://www.eracontour.nl/projecten/coolhaven>

7.3.2 Semi-structured interviews

The case study consists of semi-structured interviews with the responsible developer on how residents could participate and have participated in the project. Also, on how the GOTIK aspects of the project were affected by participation. Further (semi-structured) interviews with stakeholders in the project are used to assess the effects of participation on the social cohesion and quality of the project. These interviews are also used to clarify the process, structure, success and level of participation of the project. The full list of interviewees per case are presented in Table 9. The semi-structured interviews provide structure to the data, by focusing the interview on relevant information of the case projects, whilst keeping enough leeway to the interviewees to react with their own experience (Bryman, 2016). The interviews are supported by a collection of documents, see Table 10.

The interviews are analysed and ‘mined’ for data, to create a picture of the participation process and the phases and final product of the project. From these data, effects of participation on the project are determined. The analysis is based on the development processes as defined by Peek and Gehner (2018) and Lousberg (2010), the participation levels as defined by Edelenbos et al. (2001) and Uittenbroek et al. (2019). The findings from the interviews will be used to provide insight into the participation and development process. But, mainly insight into the effects of participation on the development project and social cohesion of the neighbourhood. Data derived from the interviews is referred to by a coded indication of the specific interviewee(s). Quotes from the interviews are used to support the findings from the case study, the quotes are also referred to by these codes. Table 9 provides a list of the referral codes.

Table 9: Case study interviewees

De Nieuwe Wetenschappers			
Organisation	Function	Code	Interview date
ERA-Contour	Project developer	ERA-1	March 4 th
	Concept developer	ERA-2	February 18 th
Gemeente Schiedam	Project leader	MUN-1	March 1 st
	Neighbourhood director	MUN-2	March 31 st
Woonplus	Project developer	WOP-1	March 2 nd
	Project leader	WOP-2	March 31 st
Little C			
Organisation	Function	Code	Interview date
ERA-Contour	Concept developer	ERA-2	February 18 th
	Project developer	ERA-3	March 19 th
	Project developer	ERA-4	March 17 th
External advisor	Environment manager	ERA-5	March 5 th
Residents	Resident (Puntegale)	RES-1	March 2 nd
	Resident (Neighbourhood)	RES-2	March 19 th

Table 10: Case study documents

De Nieuwe Wetenschappers		
Document	By	Date
13 Newsletters	BVSO, Woonplus, Gemeente Schiedam	(2013-2020)
Gebiedsvisie Nieuwe Wetenschappers (masterplan)	ERA-Contour, commissioned by Woonplus	Nov. 2015
Letter (advice SOBO on masterplan)	SOBO (project group)	Jan. 2015
Letter (Reaction to advice)	Gemeente Schiedam	Jan. 2015
Letter (Reaction to advice)	Woonplus	Jan. 2015
Little C		
Document	By	Date
Inspiratieboek (Survey)	ERA-Contour	Oct. 2015
Results of the customer panel and survey	ERA-Contour	Nov. 2015
Presentation on Little C	ERA-Contour	2019

7.4 Inductive analysis

The final step in this research is to present the findings of the case study as practical advice to Dutch developers on the implementation of participation in urban development projects. This advice is formulated through a process of induction and consideration of the findings of the case study and the theoretical framework. These guidelines are structured by presenting reasons how urban developers should use participation, when to implement participation and which target groups should be selected. This should help developers improve the effectiveness of the participation process.

In order to validate the ‘practicality’ of the advice, four propositions (Table 11) based on the advice are presented to and discussed with two developers (Table 12). The propositions are based on the findings and advice presented in this thesis. A proposition was presented for the how, who and when aspects of participation and on participation in general. The results of the discussion are put alongside the advice and are used to check the advice on the connection with the practice. The participants of the discussion were sent a short summary and the propositions in Dutch in advance, in order for the participants to prepare beforehand. This was done to save time during the one-hour session. In order to spark the discussion, the propositions were deliberately presented more sharply than in the rest of this research.

Table 11: Propositions

Aspect	Proposition
How	1. Residents need to be able to co-decide on the future of their neighbourhood, developers should facilitate this by providing higher levels of participation (advice and decide).
When	2. Participation is only useful during the early phases of an urban development project.
Who	3. Potential clients (residents) are the most important target group for participation in urban development projects
General	4. The word 'participation' creates skewed expectations by residents. Therefore, the word should be replaced by a more specific indication of the participation 'type'.

Table 12: Interviewees validation

Validation		
Name:	Function:	Organisation:
Edward van Dongen	Head of concept development	ERA-Contour
Arnaud Treuren	Head of project management (Regio Noord-West)	BPD

7.5 Data plan

This study uses interviews with professionals, it is therefore important to handle the storage and handling of the collected data with care. For this purpose, the following data plan is set up.

- Data is stored according to the 1-2-3 backup format (Pusin, 2015).
- For off-site storage no commercially owned cloud storage service (Google Drive, Drop Box, OneDrive, etc.) is used to prevent sensitive information being accessible by third parties.
- Password protected devices are used to prevent access from third parties.
- Before gathering data, through interviews, written consent needs to be provided by the interviewee.

7.6 Ethical considerations

Because interviews are involved, it is important to consider the ethical principles and considerations in social research. These revolve around issues in the following areas (Bryman, 2016, p. 135):

1. Whether there is harm to participants;
2. Whether there is lack of informed consent;
3. Whether there is an invasion or violation of privacy;
4. Whether deception is involved.

In this research no harm has been done to the interviewees. Before the use and gathering of data, the interviewees were informed on the goal of the research and consent, based on Delft University of Technology guidelines, was given by the interviewees on how the data could be used and distributed. Names of the involved project leaders of the cases might already be public knowledge; however, no privacy sensitive (personal) information is provided in the thesis without written consent of the interviewee. For the residents of the neighbourhoods who were interviewed, all references to personal information were anonymized. All interviewees were informed that participating in the research was on a voluntary basis and that they were in no way obliged to answer the questions. Lastly, to prevent deception, all components within the research represented the real nature of the work without pretending to be something else.



PART III

Case descriptions

8 De Nieuwe Wetenschappers

This chapter presents a description of the first case of the case study. The chapter begins with a summary of the events and an overview of the project: De Nieuwe Wetenschappers. It continues with a description of the beginning and different phases of the project. This description of the project follows the phases of a development project and focusses mainly on the participation aspects of this case.

8.1 Project summary

The Wetenschappersbuurt is a neighbourhood in Schiedam that is redeveloped by ERA-Contour. ERA-Contour was commissioned by the housing association, Woonplus (ERA-2). The housing association worked together with the municipality of Schiedam and the developer to tackle the physical, social and economic problems of the neighbourhood. The aim was to make the Wetenschappersbuurt a pleasant and popular neighbourhood again, where residents want to stay for a long period. Before the project, 'starters' and higher middle incomes often chose to settle outside the Wetenschappersbuurt. The joint goal of the municipality, Woonplus and ERA-Contour was to make the Wetenschappersbuurt attractive again for this target group (ERA-Contour, 2015).

The municipality of Schiedam and the housing association Woonplus commissioned ERA-Contour to work with them on the creation and realisation of the masterplan for the (re)development of the neighbourhood. Prior to the creation of the masterplan (initiative phase) the developer organised two workshops with primary school children, to identify the strengths and weaknesses of the neighbourhood. These findings were used to create a starting point for the masterplan that was discussed in a later workshop with residents (ERA-1, 2). A project group was formed, by Woonplus and the municipality of Schiedam with resident organisations and residents from the Wetenschappersbuurt. This project group provided input on the plans during the entire project and had an official advisory right during the creation of the masterplan (WOP-1, 2 & MUN-1). After the masterplan was accepted by the municipality of Schiedam, the plans were executed in four phases (Phase A, B, C and D).



Figure 11: Project area: The Wetenschappersbuurt, Schiedam (ERA-Contour, 2015)

The Wetenschappersbuurt is located in Schiedam Oost, between the Fahrenheitstraat, the Lorentzlaan, Hogeбанweg and the railway track, see Figure 11. The scope of the project consists of the restructuring of the public space and the demolition of 293 dwellings and the construction of 74 owner-occupied dwellings and 78 social rental dwellings. The housing association also initiated a large-scale renovation of 80 dwellings in the neighbourhood, Figure 12 shows the plans for the neighbourhood.



Figure 12: Plans for De Nieuwe Wetenschappers (ERA-Contour, 2015)

The project started in 2013 with the creation of the project group for De Nieuwe Wetenschappers, and later that year ERA-Contour (initiative phase) was contracted. In 2015 the masterplan (feasibility and commitment phase) for the area was completed and demolition of phase A followed shortly after. In 2017 the construction for phase A started (realisation phase). The other phases followed and in 2021 the last phase was completed. The finalisation of the public space is the only part that is left, Figure 13 shows the timeline for the project.

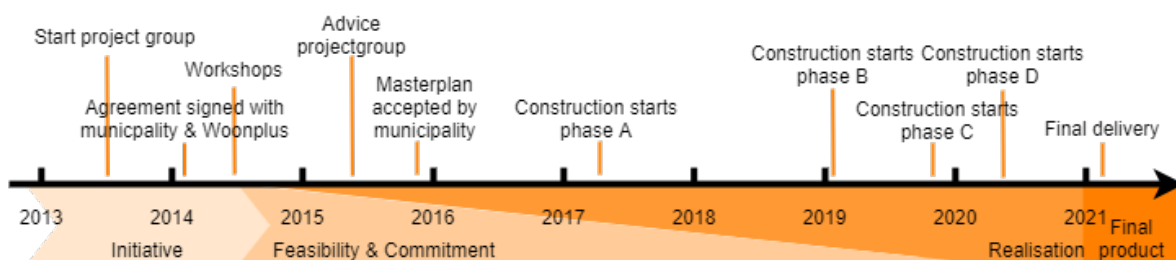


Figure 13: Timeline for De Nieuwe Wetenschappers (own work)

8.2 Beginning of the project

The project: De Nieuwe Wetenschappers, started with tenants and residents from the surrounding neighbourhood complaining to the municipality and Woonplus (housing association). The dilapidated neighbourhood suffered from high crime rates, a monotonous housing supply and deferred maintenance. The state of the dwellings was very poor (WOP-2). The Wetenschappersbuurt existed almost completely of small apartment buildings without an elevator, owned by the housing association. According to Woonplus (WOP-1) the neighbourhood was already allocated for major renovation and was included into their long-term planning, due to the age and declining technical state of the buildings. The municipality (MUN-1) added that this was not a pleasant neighbourhood, low on the 'social ladder'. Crime and impoverishment were on the rise. Even though there was some kind of a community within the Wetenschappersbuurt, the municipality indicated that an outsider was not welcome in the neighbourhood. Addressing the neighbourhood was part of the long-term schedule of the housing association, but the signals from within the neighbourhood and the rising problems moved it up the timeline.

"Normally you see banners in the street saying: 'no more demolition'. In this case, people were asking the housing association to hurry up." (WOP-2)

At that moment the housing association and municipality set up a project group with residents from the neighbourhood, a resident and tenant organisation and people with love for and interest in the neighbourhood Schiedam Oost. This project group discussed the plans for the future of the neighbourhood (WOP-1, 2 & MUN-1). Interestingly, Woonplus indicated that even though the input of the project group was valuable, it started too soon. Woonplus did not have any concrete plans yet, so the first sessions with the project group were mostly a lot of pointless discussions (WOP-1).

It became clear early on that the neighbourhood would be demolished and rebuilt. This was necessary to introduce different housing types and improve the liveability of the neighbourhood. This meant that the current tenants of the dwellings of Woonplus needed to be relocated. This created an emotional response from the tenants (WOP-1, 2). To help the tenants with the current issues and the relocation a separate workgroup was created for them. This workgroup was tasked with organising small scale maintenance and helping the tenants relocate. This ensured that the project group was only tasked with looking at the future and the common good for the neighbourhood (WOP-1, 2).

"A cut was made between a project group that dealt with the vision and future of the Wetenschappersbuurt and a workgroup that dealt with the management and maintenance of the existing dwellings. This cut helped separating the (negative) emotional input of tenants that had to move out, from the input of residents that could stay in the area. Whilst still providing support and interest in the tenants that were moving out. The residents association and residents of the surrounding neighbourhood were approached to participate in creating the masterplan." (WOP-1)

8.3 Initiative phase

Because the project was too big for the housing association alone, they decided to bring in the help of a commercial developer (WOP-1). ERA-Contour was hired, and they set out to create a masterplan for the area. To achieve this, the developer wanted to gather local knowledge of the neighbourhood and get a reaction from the residents of the neighbourhood to their plans. The goal of this participation process was to reach a shared vision for the neighbourhood among the residents, ERA-Contour, the municipality and Woonplus (ERA-2).

“Instead of just reacting to objections to the project, we wanted a more positive approach. Create a shared vision and building support for a plan from the start.” (ERA-1)

The reason why we decided to involve the residents (of the surrounding neighbourhood) in the creation of the vision for the area, was that it was an urban redevelopment project. There is an existing structure, people live in and around the neighbourhood. We wanted to work and think together with the residents (of the surrounding neighbourhood) about how to make this a nice place to live”. (ERA-2)

ERA-Contour organised three workshops, the first two were with local primary school children to assess the current situation of the neighbourhood. The first workshop included a tour around the neighbourhood where the children could indicate where they felt comfortable and where they felt unsafe or uncomfortable and a session to see what kind of designs the children liked. The goal of this workshop was to gain information about what these young, future users of the neighbourhood wanted. The main findings of this session were that the children found that there were too few areas to play and the ones that were there, felt unsafe. Furthermore, they found that the water feature needed cleaning and a dedicated place for dog walking was required. The next session was with the children’s city council. These children do not necessarily come from or play in this neighbourhood, but they had some interesting observations as well. They indicated a need for more streetlights and a less cluttered public space with more space for playing and greenery (ERA-Contour, 2015).

“We wanted to improve the liveability of the neighbourhood. That is why we asked the residents and school children specifically: which areas in the neighbourhood do you like, what do you think of the greenery, the playgrounds and does the neighbourhood feel safe?” (ERA-1)

“I was pleasantly surprised to see how much we could learn from working with the school children.” (WOP-1)

“We found that the edges of the neighbourhood felt unsafe because there was no direct view of these areas. And even though this was where the greenery was, the children were not allowed to play there. So, we knew we had to address that.” (WOP-1)



Figure 14: Primary school children hard at work on *De Nieuwe Wetenschappers* (ERA-Contour, 2015)

Based on the knowledge gathered in these first two workshops ERA-Contour devised a preliminary plan for the neighbourhood. With measures to address the issues indicated in the first two workshops. These plans were then presented in a third workshop, this time with residents from the neighbourhood (ERA-1, 2 & WOP-1). The goal was to present and get input on the plan and gather more insight into the neighbourhood, this time from a mature point of view. It was organised to

actively involve residents, residents organisations Buurtvereniging Schiedam Oost (BVSO) and Schiedams Overleg Bewoners Organisaties (SOBO) and other stakeholders in the creation of the masterplan (ERA-Contour, 2015). The workshop started with a presentation of the sketch design and the plans so far, including the findings from the first two workshops. Next, the participants were divided into several groups that represented different themes (ERA-2). Each group had at least one chairperson provided by ERA-Contour or its partners. The chairpersons task was to actively involve, help or steer the participants and answer their questions (ERA-2). The themes for the workshop were: residents, public space, housing and amenities. The main points the participants indicated were a desire to strengthen social cohesion, to stimulate neighbourhood interaction, and to improve the safety and social control within the neighbourhood (ERA-Contour, 2015).



Figure 15: Workshop three of De Nieuwe Wetenschappers (ERA-Contour, 2015)

“The third workshop was used to present a first draft of the plan, so that the residents could see what they liked. And to see whether the plan was the right way to approach the neighbourhood.” (WOP-1)

Some ideas of the residents presented during the workshop were also noted by ERA-Contour and their partners. The most concrete one was the suggestion to place a bridge over the water feature to improve the connection within the neighbourhood (ERA-2).

“The workshop was mostly meant to gather information and check whether the conditions set for the project matched with the ideas of the residents. Only a few new ideas of the residents were taken into consideration.” (MUN-1)

After the workshops the initiative phase gradually switched over to the feasibility phase, as ERA-Contour started implementing the gathered knowledge into the masterplan for the Wetenschappersbuurt.

8.4 Feasibility and commitment phase

After the information was gathered during the workshops, ERA-Contour continued to implement it into the masterplan. As to the theme of residents, ERA-Contour wanted to provide social return to the neighbourhood by trying to find companies to provide learning/work opportunities. Create a sense of collectively and involvement by designing a public space where people can meet each other. This means a quiet courtyard or front doors directly leading to public space. And finally, organising an event in the neighbourhood might contribute to the cohesion within the neighbourhood (ERA-Contour, 2015).

For the public space conclusions were drawn that the water feature needed to be expanded along with the park, to give the neighbourhood a greener character. The number of cars in the streets

in the neighbourhood needed to be reduced and a car-free zone should be created so children can play in the streets. Dedicated areas for walking the dog and playgrounds should also be created, so children have a safe and clean play area. And finally, a balance needed to be found between getting rid of parking in the streets and allowing people to park near their own house (ERA-Contour, 2015).



Figure 16: The original water feature in the neighbourhood (ERA-Contour, 2015)

For housing, the residents indicated that there should be more single-family houses and that they should have their own front yard, to break the monotony of the neighbourhood (ERA-Contour, 2015).

On the topic of amenities, it was concluded that the residents wanted a central role for the primary school 'De Peperklip' to facilitate activities and encounters among residents. Also, a central park area should be created to act as a green lung within the neighbourhood. Another suggestion in the masterplan was to create a temporary hotel for civil servants, so that they can connect to the neighbourhood better (ERA-Contour, 2015).

The project group, created at the start of the project, continued working and providing advice or reactions to the plans for the project. To inform the neighbourhood about the progress of the project and the activity of the project group, a newsletter was sent. This newsletter kept the neighbourhood informed on the schedule, the relocation and other parts of the project and activities in the neighbourhood. The project group was also given a chance to give their final response to the masterplan before it became official. In their response, the project group questioned some of the decisions made in the masterplan. They suggested adding a more affordable dwelling type to the program and maintain the apartments on the edge of the area. The reaction from Woonplus helped make the residents understand decisions Woonplus made based on their own conditions, by explaining them. A more affordable three-bedroom dwelling was added to the program and the apartments remained to be renovated (WOP-1, 2 & MUN-2).

"A major change in the plans was to switch the approach to phase C and D on the advice of the BVSO. The apartments were originally planned to be demolished, but the BVSO urged Woonplus to maintain these buildings to keep some aspect of the original character of the neighbourhood. This also led to a more diverse range of dwellings, and more affordable choices." (WOP-1)



Figure 17: Impression of De Nieuwe Wetenschappers, including the water feature and new bridge (ERA-Contour, 2015)

During the creation of the masterplan, the plans were presented at housing fairs (woonbeurzen). These moments were used to see if the plan met the demand from the market. As well as promoting the neighbourhood in order to change the idea people had about the neighbourhood (2015).

The project required a change in the zoning plan. This was met with little objections and was accepted, without delay, by the municipality (MUN-1). There was some resistance during the feasibility and commitment phase from some residents in the neighbourhood about a promise the municipality did or did not make. They were acting on emotions and felt wronged, but through direct contact and discussion the issue was resolved, and the resistance could be overcome. The resistance did hinder the constructive discussions in the project group for some time, but it did not halt or delay the project (WOP-1).

After accepting the zoning plan the commitment phase and realisation phase go parallel for some time, as the different construction phases got prepared and executed. Prior to the demolition of the dwellings of phase A, tenants of the housing association had to be relocated. The relocation process was separated from the creation of the plans for the future. This process was guided by professionals of Woonplus.

“We really put a lot of effort in having a proper ‘goodbye’ and guidance for the leaving tenants.” (WOP-2)

This was a process filled with emotions of the existing tenants, but through guidance from councillors and the help of the workgroup, everybody was relocated to a similar dwelling without too much trouble (WOP-1, 2).



Figure 18: Impression of De Nieuwe Wetenschappers (ERA-Contour, 2015)

8.5 Realisation phase

For the execution of the project permits for the cutting down of greenery, among others, were required. With the request of the permits for the greenery there was some resistance. It appeared that even though the plan of creating more greenery was communicated multiple times to the neighbourhood and in the project group, there were objections against cutting down too much greenery. The objections came from a single individual but were supported by more people in the neighbourhood. Even though this initial objection delayed the initial construction a little, it did not delay the entire project (MUN-1).

“The discussion about the greenery in the working group got bogged down in a yes-no argument. This was not productive and was quite a waste of time. I think this was due to a mismatch between the expectations of the residents and the vision we presented.” (MUN-1)

The project group was also involved in the realisation phase. They were consulted about nuisance in the neighbourhood due to the construction and how to avoid it. The rest of the neighbourhood was also informed through the newsletter and information letters. Realisation was a precarious operation, because demolition and construction occurred whilst there were still people living in the other phase areas of the neighbourhood (MUN-1).

“During the monthly sessions with the working group, things like the route for the construction materials and complaints from the neighbourhood were discussed. To see how they could improve the situation for the residents.” (WOP-1)

“Informing the neighbourhood, about upcoming events or nuisances, during construction is always appreciated by the residents. That way they know what to expect. The same goes for having a clear point of contact to ask questions or complain to.” (ERA-1)

At later stages of the construction phase, contact with the project group was reduced. Focus was shifted towards the new residents of the neighbourhood (MUN-1). Some extra space became available for a courtyard, due to some last-minute changes to the public space. The buyers and buyer representatives were invited to take part in a discussion about the design and decisions for that space. To make it fit better to their demands (ERA-1).

At this moment, the project is almost finished. The municipality is finishing the public space. The residents were also involved in the design of the public space in a session organised by the municipality. Representatives from ERA-Contour were involved in public sessions to provide information but are not responsible for the realisation of the work. Because this process is still ongoing the effects of the public involvement are not yet visible.

8.6 Final product

The project is in the final stages of completion. Only the public space needs to be finished. Recently the bridge that was suggested by the residents in the workshops has been installed (MUN-2). The municipality, Woonplus, ERA-Contour and the residents are all excited and happy with the result of the project. It sold quickly, the new tenants for Woonplus are happy and the liveability of the neighbourhood increased visibly. The three partners all agree that the participation sessions at the start of the project are, at least partly, responsible for the quality and final result of the project (ERA-1, 2, WOP-1, 2 & MUN-1, 2).

“It was a very successful project; the dwellings were sold much more quickly than expected.” (ERA-1)

“At first this was a neighbourhood that you would not dare to enter at night. Now there is an open neighbourhood with an open structure. You can see movement from the entire area through the neighbourhood. It has a completely different appearance.” (MUN-1)

“Even though contact with the neighbourhood is more difficult now, due to the pandemic, we do not hear complaints or discontent from De Nieuwe Wetenschappers.” (WOP-1)



Figure 19: De Nieuwe Wetenschappers nearly finished (<https://www.eraContourbouwt.nl/>)

The participation process for this project is also deemed a success. ERA-Contour made a product that fit the target group and the surrounding neighbourhood.

“Yes, the participation process for this project is deemed successful. Especially the municipality and Woonplus value the process a lot. We really incorporated the ideas and input from the residents into the urban plan.” (ERA-1)

“The responses of residents, when we ask about the participation process for De Nieuwe Wetenschappers are very positive. They appreciate it that they were involved in the process.” (MUN-1)

Even though the residents appreciated being involved there are some discussions and minor complaints from the new residents, that have different demands from those of the previous residents.

“You participate with people who are not going to live in the neighbourhood at the start of the project, so now there are discussions about the public space and small aspects that do not function properly with the new residents.” (MUN-1)

But the whole project went very smoothly. This project involved the relocation of residents and large-scale demolition and construction in an active neighbourhood. The smoothness of the project is certainly attributed to the approach of ERA-Contour towards the neighbourhood (MUN-1 & WOP-1). The separate approach to the project group and the workgroup, for the relocation of the residents also made the project more manageable. In this way both the future and the current residents received the attention they required and deserved (WOP-1, 2).

“We look back very positively on how ERA-Contour approached the project. They managed the project in a neighbourhood where strong emotions played a big part very smoothly. The involvement of the residents improved our plan and the support for the project.” (WOP-1)

9 Little Coolhaven (Little C)

This chapter presents a description of the second case of the case study. The chapter begins with a summary of the events and an overview of the project: Little C. It continues with a description of the beginning and different phases of the project. This description of the project follows the phases of a development project and focusses mainly on the participation aspects of this case.

9.1 Project summary

Little Coolhaven (Little C) is a project for a new neighbourhood in Rotterdam with the construction of 330 dwellings. It is part of the Coolhaven area redevelopment, in Rotterdam. It is located at the Coolhaven along the G.J. de Jonghweg, next to the city centre and between the university and the Erasmus medical centre. At the start of the project, this was a vacant plot of land that was mostly known for prostitution and drug abuse. The goal was to create an urban area that is a pleasant place to stay, for a young and active target group.



Figure 20: Impression of the project area of Little C (ERA-Contour, 2021)



Figure 21: Impression of Little C (ERA-Contour, 2021)

The project consists of 15 buildings, four larger buildings at the edge of the plot for 209 rental dwellings and offices and 11 smaller buildings for 111 owner-occupied apartments. The plinth is reserved for commercial use (ERA-3). The project area also extends along the G.J. de Jonghweg and the Coolhaven, this area is designated as a city park that is connected to greenery next to the neighbourhood. Figure 20 shows an impression of Little C within the urban context of Rotterdam and Figure 22 shows the plans for the area.

“The design was based on the more industrial surroundings of the neighbourhood. The style was inspired by New York and is based on an image of SoHo and Greenwich Village. So, a little rough around the edges, bricks, cast iron, but also greenery.” (ERA-2)



Figure 22: Plans for Little C (ERA-Contour, 2021)

The plans for the project stem from a design contest in 2010, but the actual project Little C starts (initiative phase) late 2014 after ERA-Contour signs an agreement with the municipality of Rotterdam. In 2015 ERA-Contour conducts a customer panel to gather information on the target groups that are interested in Little C. This information is used to convince the municipality and board of ERA-Contour themselves and to further their plans (feasibility and commitment phase). The realisation phase of the project starts with the preparation of the construction site in 2017. Because of the 1.600 piles that had to be driven into the ground, in a complex urban environment, an environment manager was hired by the developer. Actual construction of the buildings follows in 2018, and finished in early 2021. The restructuring of the public space has not yet been completed, Figure 23 shows the timeline for the project.

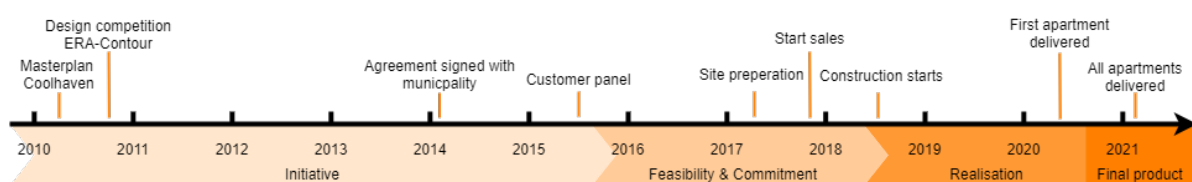


Figure 23: Timeline for little C (own work)

9.2 Beginning of the project

The plan for Little C was part of the Hoboken masterplan for the Coolhaven conceived in 2010. ERA-Contour, together with J.P. van Eesteren and CULD architects won a design contest for the area. Mainly based on a single image from the architects. The area was vacant and had a bad reputation and needed to be developed. The municipality liked the look the architect designed for the project. But due to the situation on the economic and housing market the plan was put on a shelf. There was a brief moment that the plans shifted from housing to offices, but this plan did not take off either. It was only in 2014 that ERA-Contour restarted the project and signed an agreement (grondreservering) with the municipality of Rotterdam to develop the plot of land within three years. They decided to go back to the plans as conceived in 2010.

The plot of land next to the university was known as an area for street prostitution and drug abuse. Every person from Rotterdam older than 45 at the time knew about the bad reputation of this area. ERA-Contour had to change the public opinion of the area.

“This plot of land was not known as a pleasant place to be. So, we focused on promoting the area, to show everybody that this would become an amazing place to be.” (ERA-2)



Figure 24: The render for the winning design (ERA-Contour, 2021)

9.3 Initiative phase

There were a lot of reservations against the project. The area had a bad reputation, and the project was expensive, due to the many facades of the plan. There were also reservations, because the project plans included reducing the G.J. de Jonghweg to a smaller profile, removing the tramline and creating a new park instead (ERA-2). Therefore, the municipality and the board of ERA-Contour needed to be convinced of the feasibility of the project. Competitor developers claimed that ERA-Contour would never make money on a project like this (ERA-2, 3, 4).

ERA-Contour decided to consult a customer panel of potential clients, to see what kind of demand there was for this type of project, which target groups are attracted and what they expected from the project. The customer panel consisted of an online survey and, due to unexpected popularity, two evening sessions. The survey and invitation to the sessions was spread online, in combination with an 'inspiration booklet' of impressions of the project. This way the developer tried to get responses from people who would actually be interested in a project like Little C (ERA-2). Over 300 people responded to the survey and the sessions which was unexpected due to the situation on the housing market (ERA-2, 3, 4). It was also the biggest response for a customer panel for ERA-Contour at the time (ERA-2).

The questions asked to the potential clients were divided into three themes. The first theme was the public space, with questions on the squares, the park, the rooftop gardens, connectivity and the plinth of the buildings. The next theme was about amenities with questions about the facilities and parking. The questions for these two themes were not necessarily related to the actual designs of these spaces, but rather to the intended use by these potential users. The third theme is related to the design, with questions on the architectural style, finishes and lay-out of the apartments. Part of the evening sessions was used to identify the potential target groups for Little C. ERA-Contour expected a young and active target group to be interested in the project, which was true, but an older target group that was rediscovering Rotterdam was also interested in the apartments and looks of Little C.



Figure 25: One of the sessions of the customer panel for Little C (ERA-Contour, 2021)

The preparation for the sessions of the customer panel took time and effort (resources) from the side of ERA-Contour, but also from the architect. ERA-Contour needed evocative and clear images to present their plans to the potential clients, even though there was just an empty plot of land. There was also some risk associated with this approach, because these nice renderings of the plan were not based on any calculations. ERA-Contour did not have a clear idea if the plan would be feasible. They also spent quite some manhours on the evenings themselves and analysing the data afterwards.

ERA-Contour gathered a lot of information on all the themes, wishes of the target groups and the design and intended use of the public space and plinths. The most impactful information gathered

was on the target groups and the types (sizes) of apartments. ERA-Contour expected a young and active audience, but it turned out that also an older, wealthier, 'rediscoverer' of Rotterdam was interested in the apartments of Little C. During the customer panel ERA-Contour presented four different types of apartments. A small apartment (75m²), two types of larger apartments (150-175 m²) and a penthouse (200m²). From the responses, ERA-Contour learned that there was demand for more types of apartments.

Afterwards a list with action items was created for ERA-Contour and their partners to address the findings of the customer panel. To prepare and excite the surrounding neighbourhood and municipality ERA-Contour organised an event where people could see the plans through a virtual reality experience and by placing a large image on site. This resulted in support by the municipality and the board of ERA-Contour themselves, which meant they could move on to the feasibility and commitment phase.

"This part of Rotterdam has a lot of history and a bad reputation. It was notorious for prostitution and drug abuse. If you asked a person from Rotterdam of around 45, 50 years old about the G.J. de Jonghweg, they would know this place as an area for prostitutes. To counter this reputation, we placed some containers on the site with the image of Little C for everyone to see. And to convince the municipality and the board of ERA-Contour, we used a virtual reality tour to show what the plans were for the area." (ERA-3)



Figure 26: Place making by ERA-Contour (ERA-Contour, 2021)

9.4 Feasibility and commitment phase

The feasibility and commitment phase started with the implementation of the action list that ERA-Contour formulated themselves after the customer panel. These tasks were divided among ERA-Contour and their partners (J.P. van Eesteren and CULD architects). A lot of time was allocated in creating more variants for the apartments and how to fit the puzzle of 11 different types of them. Due to the results of the customer panel a smaller apartment, that would be more affordable for the target group, was introduced. The location of the different types of apartments was also dependent on the information provided by the customer panel as to their favourite type and wishes regarding parking and access to the building, per target group. The allocation of the amenities in the plinth was also based on the wishes of the consulted target groups. Part of the goals set by ERA-Contour was to create a lively public space with an active plinth. The plans for creating an active plinth often fail, so ERA-Contour organised a separate focus group of local entrepreneurs to find out what could work and what could not.

"The information of the target groups and the specific wishes of the target groups were especially useful. The dimensions of the different types of dwellings were altered. We introduced different apartments in the mix." (ERA-3)

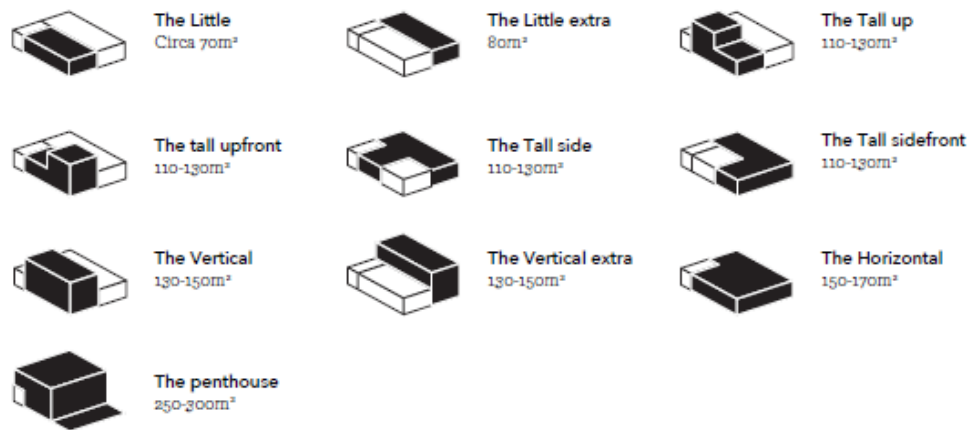


Figure 27: Types of owner-occupied apartments in Little C (ERA-Contour, 2021)

Little C required a change in the zoning plan of the area, but at that point the municipality was excited that something was finally happening in this vacant area next to the city centre. The residents of the neighbourhood mostly shared this opinion. There were only a few objections from the residents, there were some concerns about the reduction in size of the G.J. de Jonghweg and there was a group that was disappointed by the municipality about their approach to greenery. The objection was about the fact that Little C would get a park and another neighbourhood would not. The objection related to the reduction in road size was found invalid, because the municipality could prove that this would not significantly increase traffic in other areas. The objection concerning the greenery was also found invalid and was rather an indication of how much the people liked the plans for Little C and the included park along the Coolhaven.



Figure 28: Impression of Little C (ERA-Contour, 2021)

A strong aspect of the marketing for Little C was the branding. Clients identified strongly with the project and the brand Little C. During housing conventions and sales events, people from the customer panel and from previous events would come up to the developers enquiring on the progress and they

were bonding together. This was also evident in the event ERA-Contour organised for the sale of the first phase of the project. ERA-Contour rented a space across the Coolhaven opposite the still vacant plot. During this session there was again the possibility to experience the project in virtual reality and there were drinks afterwards. The clients enjoyed themselves very much and had to, eventually, be ‘thrown out’ at the end of the evening. The apparent enthusiasm of the customer panel and of the people during the events meant that ERA-Contour was confident enough to put the project on the market with competitive prices, even though the housing market, especially in Rotterdam, was not yet recovered at that time.

9.5 Realisation phase

For the foundation of Little C, over 1.600 piles had to be driven into the ground, within an urban environment. This was no easy task and ERA-Contour expected trouble, so they put an environment manager on the project. The manager was hired for several days a week for almost the entire construction period. The reason for hiring the environment manager was to provide a direct contact point for the neighbourhood, university and hospital. After contact with the hospital an emergency number was created for the hospital in order to notify the contractor about urgent, sensitive procedures. An agreement was also made with the university to limit construction activities during exam periods.

“Together with the university and the hospital we satisfied their demands. In the end we needed to build the project, but we took their wishes into consideration. We took exam schedules into account, and there was no loud construction inconvenience between 1 and 2 o’clock in the afternoon, to come up to the wishes of the hospital. There was also an emergency phone number if there were surgeries in the hospital that would be hindered by the pile driving.” (ERA-5)



Figure 29: Five pile drivers are busy with the foundation of Little C (ERA-Contour, 2021)

Because the length of the period and intensity of driving over 1.600 piles into the ground, the environment manager decided to count down the number of piles with the university and the neighbourhood. By posting weekly updates online and at the coffee machines in the university. A resident of the neighbourhood, who was highly active on social media, introduced the hashtag: 'heimoe' (tired of pile driving). By responding to them and involving them more into the project, the environment manager managed to make them a sort of ambassador for the project in the neighbourhood. Right from the start of the pile driving there were some complaints and problems in the neighbourhood. Because ERA-Contour had sent out a letter specifically stating that there would be no pile driving on Saturdays, but two weeks later they decided they did have to work on Saturdays as well. One of the homeowner organisations from the surrounding neighbourhood (Puntegale) protested against this development. ERA-Contour gave the organisation the choice of a slightly longer period of construction, with construction for five days a week, or a slightly shorter period, with construction for six days a week. Representatives of this organisation were invited to the construction site for a presentation and a discussion on construction in the weekends. Together with them, ERA-Contour decided that it would be too much nuisance to work for six days a week (ERA-5).

During the entire realisation phase, the environment manager created a newsletter for the neighbourhood to keep them informed. The foreman of the contractor always had a personal section in this newsletter, to provide a human face to the neighbourhood. This way the project was no longer an anonymous 'neighbour' but a person. This helped dealing with the problems and complaints. The same goes for the environment manager, because she provided a direct contact point, people with complaints were less likely to take legal routes, which meant fewer delays (ERA-5).

"It is quite remarkable that ERA-Contour managed a complex project in the middle of a city, without any large objections from the surrounding neighbourhood, which is partly due to the involvement and communication with the neighbourhood." (ERA-3)

According to one of the residents there was no real resistance to the project. There was a lot of nuisance, but that is also part of living in the city, according to another resident. Residents were well involved in the project, although much of the communication was by way of the project's social media channels. This information is for local residents, but also for interested parties from Groningen for example. So, this information was sometimes a bit too superficial (RES-1, 2).

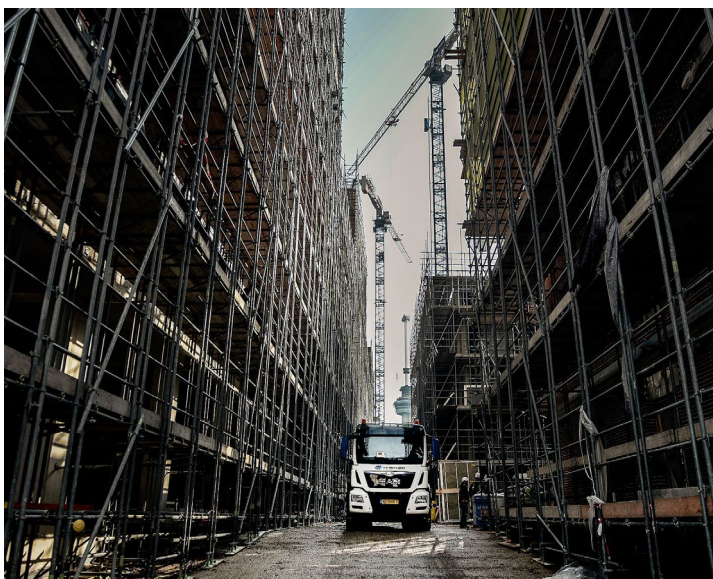


Figure 30: The construction site of Little C (ERA-Contour, 2021)

The project is currently in the final stages of completion. The last part of the project is the public space. For the design of the public space the municipality is the leading party. Representatives from ERA-Contour are involved in public sessions to provide information but are not responsible for the realisation of the work. Because this process is still ongoing the effects of the public involvement are not yet visible.

“We find it important to be a ‘good neighbour’ also during the construction phase.” (ERA-2)

9.6 Final product

Currently the realisation phase is at its end. Except for the public space, the project has been completed. ERA-Contour says they and the municipality are excited about the result (ERA-3, 4). The two residents from the surrounding neighbourhood also like the way the project looks. They question if the plinth will operate as expected, but say it looks beautiful. The residents from the surrounding neighbourhood do not feel particularly connected to the new area yet, but as soon as the squares become more accessible, and all construction is finished this could certainly change (RES-1, 2).

“The buildings look great; the apartments were sold very quickly in a challenging time on the housing market. The achieved quality is definitely also a result of the customer panel at the start of the project.” (ERA-4)

“Everybody was very excited that something was happening at this vacant plot, but also that it was very expensive, but it looks very nice”. (RES-1)

“We could have made a much simpler project for ourselves. But we are proud that we incorporated the wishes from those early sessions into our program and the design of the project. And we proved other developers wrong, that we could not make money from a complex project like this.” (ERA-3)

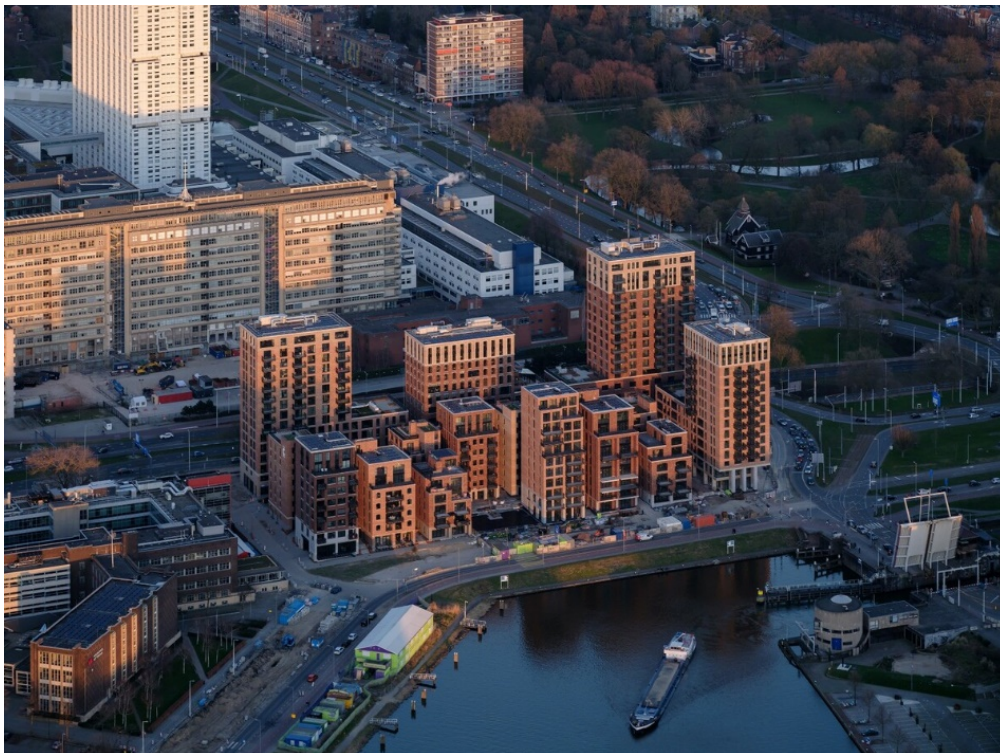


Figure 31: Little C, nearly finished (<https://littlecoolhaven.nl/>)

PART IV

Results

10 Findings

This chapter presents the findings of the analysis of the effects of participation on the urban development projects of the two cases: De Nieuwe Wetenschappers and Little C. First the participation process of both projects is analysed, so that the ‘types’ of participation can be identified. Next, this chapter goes into the effects of participation on the different GOTIK aspects and social cohesion.

10.1 Participation

In order to describe and analyse the participation processes of both projects, the projects are analysed on the three aspects of participation derived from literature: how, who and when. The ‘how’ describes the level of participation (see Table 13 for the levels of participation), the ‘who’ describes the selection of people (stakeholders) who are involved and the ‘when’ puts the participation in the early, middle or late phase of the development project. The participation process is also determined by the goal of the participation process and vice versa (Edelenbos et al., 2001; Uittenbroek et al., 2019). Gathering information, involving residents, empowering residents, enhancing democratic capacity or enhancing support are examples of participation goals. The combination of these aspects: how, who, when and the participation goal, can be used to identify and describe participation ‘types’. These participation types are used to describe the underlying approach to the participation forms (workshops, surveys, etc.) in the two cases.

Table 13: Levels of participation, based on (Edelenbos et al., 2001; Uittenbroek et al., 2019)

Cooperate	Decide/produce
	Co-produce
Have a say	Advise
	Consult
Inform	Inform

10.1.1 Project group (De Nieuwe Wetenschappers)

The project group of De Nieuwe Wetenschappers was formed by Woonplus, a selection of residents from the neighbourhood, representatives from the neighbourhood organisations (BVSO/SOBO) and the tenants association. When ERA-Contour joined the project, they also joined the project group. The goal of the project group was to inform and consult the neighbourhood on local issues, decisions made and progress of the project. They also had agreed upon ‘advice right’ for the masterplan. This right ensured that the developer and housing association officially had to seriously take this advice into consideration. This project group was active from before the creation of the masterplan up to and including the realisation phase. For example, during the creation of the masterplan they advised about the retention of the apartments on the edge of the project area and during the realisation phase the project group was consulted on supply routes for the construction site. A joint newsletter from Woonplus, the municipality of Schiedam and the BVSO was used to inform the remaining residents of the neighbourhood about the activities of the project group. The goal of this project group was the keep the (surrounding) neighbourhood informed and involved (WOP-1, 2 & MUN-1, 2). During the start of the project group, there were no plans yet to be informed or involved about, which resulted in pointless discussions (WOP-1). Also, towards the end of the realisation phase, the project group became less active. The attention shifted towards the new residents and there was less to be informed about.

The project group is a representation of the (surrounding) neighbourhood (who), that had a say (how) during all of the phases of the project (when), with the goal to gather information and keep

the neighbourhood informed and involved. These combined aspects can be used to identify this particular participation type (**type 1**), see Table 14.

10.1.2 Workshops (De Nieuwe Wetenschappers)

In De Nieuwe Wetenschappers the residents (of the surrounding neighbourhood) were involved through three workshops. The first two workshop were conducted with primary school children and everybody from the (surrounding) neighbourhood could attend the third workshop, though only a group of about 35 people attended. During these workshops the participants were informed, consulted and could provide advice on the set up of the masterplan. This was at the very start of the project in the initiative phase. The result of these workshops was a lot of information on the current and desired state of the area and a concrete addition to the plan was a new bridge in the neighbourhood. The goal was to ascertain local knowledge about the neighbourhood, gain support for the project and test the 'fit' of the plans with the neighbourhood (ERA-1, 2 & WOP-1, 2). The input from these workshops was implemented into the designs for the masterplan.

This analysis shows that these workshops also use a representation of the neighbourhood (who) to have a say (how) about the masterplan during the early phase (when) of the project. This combination of aspects can be used to identify the second participation type (**type 2**), see Table 14.

10.1.3 Customer panel (Little C)

The customer panel for Little C was used to gain insight into how the plans for the project matched the wishes of the potential clients. The potential clients were consulted on the designs for the project in an early phase of the project. A masterplan for the Coolhaven was created before the project and by the time the customer panel was consulted, the plans for the area were almost ready. The customer panel was used to get input on these plans, but mostly on final details. The potential clients were questioned on their wishes, demands and thoughts on the project. They could not provide input on the design for the area, but could give more substance to the specific use of the plan and give their opinion about the appearance of Little C. This was done through two evening sessions and a survey (ERA-2, 3). The goal of the sessions was to gather information on the potential clients and get input on the plans for Little C the developer already prepared. From the customer panel, the developer also learned that another, unexpected, target group was interested in the project. They used all this information to improve the plans and create a program that satisfied the wishes of the target groups (ERA-3, 4).

Both the survey and evening sessions of the customer panel for little C consisted of a representation (who) of potential clients for the project. These potential clients had a say (how) in the intended use and the apartment types for the project in an early phase (when) of the project. Because the approach of the participation in the survey and evening sessions is similar, the customer panel is regarded as the third participation type (**type 3**), see Table 14.

10.1.4 Information provision (both projects)

During the realisation phase in both projects the developer informed everybody in the (surrounding) neighbourhood through newsletters when milestones were reached and schedules were made or through discussions when complaints were voiced (ERA-1, 3, 4, 5). Additionally, for Little C specifically, an environment manager was hired to keep the (surrounding) neighbourhood informed in a more personal way (ERA-5). Using an environment manager was an effective way to directly address complaints, by consulting the residents, without the need for legal actions for example. This relieves the contractor and makes the developer more approachable for the surrounding neighbourhood (ERA-5). The goal of this information provision is to keep the neighbourhood informed and reduce resistance (complaints) during the construction phase.

Thus, through this information provision everybody in the neighbourhood (who) is informed (how) in the late phase (when) of the project. The approach to the participation through the information provision in the two cases is comparable. Therefor the information provision of both projects is considered the fourth type of participation (**type 4**), see Table 14.

10.1.5 Participation types

Based on this analysis, it is possible to identify four ‘types’ of participation within these two cases (see Table 14). At the first glance participation types 1, 2 and 3 look similar, but there are (subtle) differences. In De Nieuwe Wetenschappers the first type of participation is in the form of a project group. The project group was a representation of the neighbourhood and was informed and had a say on the development of the project during the entire project. The continues form and official agreement for the advice right makes this a clear participation type (type 1). The second participation type within De Nieuwe Wetenschappers is in the form workshops. During the workshops another representation of the neighbourhood had the opportunity to have a say in the early phase of the project. This is a more typical approach to participation, but it can be clearly identified as a separate participation type (type 2). The third participation type identified is the customer panel for Little C. A representation of potential clients had a say in the early phase of the project. This is a more commercial approach to participation, more akin to a market research. However, the project involved potential residents in a meaningful way and therefor the customer panel is identified as a participation type (type 3). Finally, the fourth type of participation was in the form of information provision. During the realisation phases of both projects there was information provision available in the form of newsletters to the entire neighbourhood of both projects and for Little C an environment manager was added. This form of participation is present in both projects, but the level of participation (inform) is different enough to identify this as a separate participation type (type 4).

Table 14: Participation types of the cases (own work)

Participation type			Goal
Type 1 (Project group)	How	Have a say (inform, consult, advise)	Gather information, inform and involve residents
	Who	Representation (neighbourhood (organisations))	
	When	Whole project (continuous)	
Type 2 (Workshops)	How	Have a say (inform, consult, advise)	Gather information, involve residents, enhance support
	Who	Representation (neighbourhood)	
	When	Early (initiative phase)	
Type 3 (Customer panel)	How	Have a say (consult)	Gather information (product)
	Who	Representation (potential clients)	
	When	Early (initiative phase)	
Type 4 (Info. provision)	How	Inform (inform, consult)	Inform residents, enhance support
	Who	Everybody (neighbourhood)	
	When	Late (realisation phase)	

10.2 Effects on GOTIK aspects and social cohesion

This section goes into the effects of the different participation types, as identified in the previous section, on the GOTIK aspects and social cohesion of the two cases. The analysis is based on the GOTIK elements as described by Lousberg (2010) and the elements of social cohesion as described by Dekker and Van Kempen (2009), Kearns and Forrest (2000) and Rashidfarokhi et al. (2018).

10.2.1 Money

The projects have been analysed for the effects of participation on the money (costs) aspect of an urban development project. The analysis is based on Lousberg (2010), for he states that the money

aspect is usually determined by costs. These costs are managed through three activities: planning, progress control and correcting activities.

The project group (type 1) and the workshops (type 2) of De Nieuwe Wetenschappers have occurred in the initiative phase. These activities, especially the workshops required an investment in manhours (requires money) for the preparation and realisation of the sessions themselves by the developer and architect (ERA-1, 2, 3, 4 & WOP-1). The rent of a space and catering should also be considered. The cost of hiring a space and catering usually costs approximately between 1.500 and 5.000 euros (ERA-1). In the case of De Nieuwe Wetenschappers there was also some budget required for time spent with the project group created by Woonplus, which required monthly meetings (WOP-1, 2 & MUN-1).

“The preparation for these evenings took time too, we needed images, a booklet and the general preparations for those evenings. As well as the analysis of the gathered information afterwards. This all took time, but it was worth the time.” (ERA-3)

During the initiative phase for Little C the customer panel (type 3) required a similar investment as the workshops for De Nieuwe Wetenschappers. For example, the two evening sessions for Little C took about 96 manhours. Based on two evenings, 8 tables with two persons from ERA-Contour, for about three hours (ERA-2, 3). And a survey was created parallel to the sessions, which also took up manhours (ERA-2). But for De Nieuwe Wetenschappers there was no direct effect of participation noticeable on the costs, with the exception of regular meetings with the project group in De Nieuwe Wetenschappers. However, indirectly the results of the participation process in the initiative phase required resources (costs) to be integrated in the design (ERA-1, 3). Both projects required adjustments of the designs due to the participation process. Especially the change in program for Little C meant a lot of work, trying to fit 11 different apartments in 15 separate buildings (ERA-3).

“I had to bring out the Lego pieces to figure out how to fit the program in the separate buildings for Little C.” (ERA-3) (see Figure 32)



Figure 32: Trying to fit the program with Lego (ERA-Contour, 2021)

But also, the incorporation of the ideas and advice brought forward in the workshops for De Nieuwe Wetenschappers required people working on it during the feasibility and commitment phase.

For the realisation phase resources were again required for the information provision (type 4) with the surrounding neighbourhood. For Little C an environment manager was hired. An external specialist, who was available for the project for several days a week during most of the construction phase. Hiring an external environment manager is not standard practice but was justified because of

the intensive construction period in a sensitive urban environment. For De Nieuwe Wetenschappers communication was dealt with internally. There were also still monthly meetings with the project group though at later stages of the construction the number of meetings reduced (ERA-3, 5).

ERA-Contour did not report any budget overruns on both projects (ERA-1, 3, 4). This means that at least, participation did not cost more than calculated. Even though it has been indicated that during the different phases resources were put into the participation process, the developer also pointed out that it did not make the project as a whole more expensive (ERA-1, 3, 4).

“The costs related to these workshops were mainly the hours spent on the workshop, but these are included within the internal costs of a project. We also required some time from the architect, but this was also included in their contract. Then there were the costs related to renting a space and some catering, which usually comes down to between 1.500 and 5.000 euros. Which is not much, compared to the rest of the project.” (ERA-1)

Participation types 1, 2 and 3, within the two cases, can also help reduce or potentially save costs through enhancing certainty about the product the developer is creating (ERA-1, 3, 4). The design and plans for the product are presented to potential clients and users in an early stage, so changes can be made relatively easily. Hypothetically in a project without participation, a developer could find out about the deviating demands from its customers in a much later stage, where changes to the plans are much more difficult and expensive.

It appears that all types of participation, within these two cases, require an investment of money to be implemented into an urban development project. This investment is mostly related to the manhours put into the different participation sessions; most manhours seem to be invested in the implementation of the findings of the different participation types. However, the total costs of a project do not appear to be affected by the implementation of the participation types. Therefore, it seems that the required investment is relatively small, compared to the total costs of a development project. Most of the manhours and additional costs are invested in the workshops and customer panels (types 2, 3), followed by the project group (type 1). The information provision (type 4) requires the lowest investment compared to the other types. The investments into the different participation types are considered useful and can be used to potentially reduce costs by creating certainty (reducing risks) for decisions that are made during the project. For example, the certainty in Little C about the use of walkways or the more affordable housing in De Nieuwe Wetenschappers. Especially the customer panel (type 3) was specifically focused on gathering information and feedback on decisions for the project. The project group (type 1) was also used for, but less focused on (compared to type 3), gathering feedback on the plans made for the project. Type 2 provided useful information on the local area but was not really used to gather feedback. The information provision (type 4) was not used to test decisions at all. So, all of the participation types require a (small) investment to be implemented into an urban development project and can also be used to enhance the certainty on decisions made for the project. Table 15 schematically shows how the different participation types compare to each other concerning the influence of participation on the level of investment and certainty.

Table 15: Effects of the different participation types on the money aspect (own work)

Participation type	Investment	Certainty
Type 1	++	++
Type 2	+++	+++
Type 3	+++	+
Type 4	+	0

10.2.2 Organisation

The analysis of the effect of participation on the organisation aspect of a development project uses the elements as described by Chao-Duivis et al. (2010). So, the project is analysed on the effects of participation on the tender procedures, organisational organograms, contract models, collaboration and team building of a project.

Both cases were not put up for a tender procedure, ERA-Contour was contracted directly (ERA-2). The choice to involve residents and potential clients in the projects was a decision made by ERA-Contour themselves.

The project group (type 1), that was created in the initiative phase by Woonplus was organised with an agreement. This participation agreement was used to ensure that the project group could work together with the municipality, Woonplus and ERA-Contour. The influence of, and the expectations of the project group (advise right) were described in the agreement. This means that the project group could trust that they would be taken seriously and that they knew what level of influence they could expect (WOP-1, 2 & MUN-1, 2). The project group that acted as representation of the neighbourhood, can be seen as a partner in the project, so this is an effect on the organogram of the project. The workshops (type 2) require preparations and presentation of the architect of preliminary designs in an early stage of the project. This was represented in the contract with the architect (ERA-1, 2). This is an example of an effect of participation on the contracts of a project, thus the organisation aspect.

The customer panel (type 3) for little C did not change the organisation of the project much. It was part of the marketing procedure for the project (ERA-2, 4). However, for Little C the process was a bit different for ERA-Contour in this project. They started with marketing and promoting the project, putting it in front of the market, before they started with the calculations and definitive design. This required a different approach for ERA-Contour and their partners. To get useful input from the potential clients in their customer panel, they required a different approach from the architect as well. So, the job description and contract for the architect was different from those of a project where residents were not involved (ERA-2, 3, 4).

“The assignment for the architect (CULD) was different. We don’t just need a standard preliminary and then definitive design. The architects need to spend more time to prepare for the sessions and create visceral images. It was also very much a team effort between the architect and the developer, to make sure the right information was presented at the sessions.” (ERA-3)

During the realisation phase participation is focused on the information provision (type 4), to communicate to the neighbourhood about progress and nuisances. This is reasonably standard practice for construction projects (ERA-2). Little C had a quite narrow construction site and two sensitive ‘neighbours’: the hospital and the university. Agreements were made between ERA-Contour and these neighbours to provide solutions to the specific problems that rose up. For example, exam periods of the university and one hour of rest in a hospital ward, ERA-Contour worked around these limitations. Due to this complexity of the construction site for Little C, an external environment manager was hired. This is an addition to the organisation aspect of the project, as a result of additional involvement of the neighbourhood. The environment manager worked together with the foreman of the construction site to present a direct contact point and human face to project for the neighbourhood. This required the foreman to do additional tasks besides getting the construction done in time (ERA-5).

The different types of participation all required collaboration and commitment from the developer and its partners to be implemented. Participation types 1, 2 and 3 also required the contracts with the partners (at least the architects) of the developer to reflect the implementation of participation in the project. For participation type 1 an agreement was signed between the developer, housing association, municipality and the participants to stipulate the expectations of all parties. The information provision (type 4) changed the tasks for the developer a bit, the foreman and environment manager that picked up the extra responsibilities. So, it seems that the effect of participation on the organisation of a project is mostly related to the requirement to implement participation in contracts and collaboration agreements. Developers need to organise the project so that it facilitates the participation types. Table 16 provides a brief summary of the effects of participation on the organisation aspect of a project.

Table 16: Effects of the different participation types on the organisation aspect (own work)

Participation type	Organisation
Type 1	Collaboration, agreement (participants)
Type 2	Collaboration, contracts
Type 3	Collaboration, contracts
Type 4	Responsibilities

10.2.3 Time

The analysis of the effects of participation on the time aspect of both cases is based on the literature of Lousberg (2010). Similar to the money aspect in the sense of managing it, time also consists of planning, progress control and correcting activities. Furthermore, time spent on dealing with problems comes at the expense of quality enhancing tasks. Therefore, this analysis also looks into the effects of participation on support for a project.

All types of participation, within these cases, take time. Just as with the money aspect, preparation, realisation and analysis of the participation sessions in the initiative phase, require time as a resource. Compared to the other phases and types of participation, the largest investment of time for participation was made in these early phases (ERA-4).

“Participation requires a different approach. Our partner for Little C was less used to this process, so they saw the consequences of fitting it into a time schedule, it does cost time.” (ERA-3)

During the feasibility and commitment phase, time was spent indirectly on participation by implementing the results of the participation sessions (type 2, 3) into the plans. ERA-Contour spent a lot of time implementing 11 instead of four apartment types into Little C.

“We could have made it easier for ourselves, but we decided to invest time into the project based on the information we gathered from the potential clients.” (ERA-3)

During the realisation phase the environment manager, at little C, and the developer, for De Nieuwe Wetenschappers, spent time on the information provision for the neighbourhood. By sending newsletters about the progress and schedule of the construction (ERA-1, 5). Especially the environment manager required time for communicating with residents about complaints and nuisances (ERA-5).

In De Nieuwe Wetenschappers, there were a few moments when the participation process seemed to slow down the project. A few times, sessions with the residents in the project group (type 1) bogged down into unconstructive discussions, because the resident's acted more upon emotion or self-interest

(ERA-1, MUN-1 & WOP-1). Such situations could be resolved with conversations, but this does take time. However, in the end, the project was not delayed due to these (few) moments (ERA-1 & MUN-1).

It seems that the workshops (type 2) and customer panel (type 3) in the early phases require the greatest amount of time, especially the implementation of the findings is time intensive. But, just as with the money aspect, the developers indicate that on the scope of an entire project, participation does not influence the total time spent on a project. Participation type 1 was spread out over the entire project, but the sessions themselves did not consume a lot of time. Some time was spent on implementing suggestions from the project group. The information provision takes the least amount of time of these four participation types. There is also a (small) risk involved in participation, discussions with residents might get bogged down in emotional discussions and could potentially delay the project. So, all participation types, of these two cases, seem to require an investment of time. Table 17 summarizes the level of influence of the different participation types on the time aspect of the two case projects, compared to each other.

The analysis of time also goes into the effects of participation on support for the project. Support for a project helps with a smoother process and can potentially prevent delays (Olander & Landin, 2005). Support is built through a process that takes a long time (ERA-1, 4) and it is an important goal of the participation process according to the developer (ERA-1). Involving the neighbourhood, with workshops (type 2) or the project group (type 1), such as in De Nieuwe Wetenschappers, helps with building support for a project from an early stage of the project (ERA-1 & MUN-1). Although, the first interactions of Woonplus with the project group were not helpful for the progress of the project. Because there were no plans yet, except that something needed to be done, and that probably meant demolition of the old buildings and the construction of new dwellings. This was met with quite some resistance (WOP-1 & MUN-1). During the early phase of the Little C project, there was a lot of doubt from the municipality about the feasibility of the project (ERA-2, 3, 4). The participation sessions helped with convincing the municipality and making them excited for the project as well. The support of the municipality helps with moving the project forward. The customer panel for Little C was focused on the input of the potential clients and not on the surrounding neighbourhood. Therefore type 3 has only a little impact on the support for the project.

Towards the commitment phase of De Nieuwe Wetenschappers it seemed that the project had a lot of support (MUN-1). The plans had been discussed in detail with the project group (type 1) and seemed clear. Nevertheless, there was some resistance when applying for the permit for the greenery. Apparently, a discrepancy had arisen between the expectations of the residents and the design of the neighbourhood (MUN-1). The objections against the greenery led to a short delay for the construction of phase A. After this first application for a permit, it quickly became clear that this would apply to all permit applications for the coming phases. Due to the fact that the project group had short lines of communication with the rest of the residents of the neighbourhood, Woonplus and ERA-Contour were quickly aware of the potential delays due to these objections. These objections were taken into account in the application for the following permits and delay of the entire project was avoided (MUN-1).

There was not much resistance from the neighbourhood in either project during the realisation phase, this is most likely the result of an active approach and good communication with the (surrounding) neighbourhood (type 4) (ERA-1, 3, 5).

“There is of course always a bit of insecurity that you try to take away by talking to people. But there is always a certain level of resistance that you will encounter in almost every project.” (ERA-1)

So, the investment of time and money in participation is partly used for the creation of support for a project that could potentially prevent delays. Mainly the informing types of participation (type 1, 4) have the specific goal of creating support and reducing resistance. But all types of participation can contribute to the support of a project, by enthusing the residents about the project. Table 17 shows the effects of the different participation types on the support for the two projects of the case study.

Table 17: Effects of the different participation types on the time aspect (own work)

Participation type	Investment	Support
Type 1	++	++
Type 2	+++	++
Type 3	+++	+
Type 4	+	++

10.2.4 Information

The cases are analysed on the effects of participation on the information aspect based on literature from Lousberg et al. (2010). They state, that in project management, the information aspect is about recording and controlling the flow of information required to make decisions and communicating the decision to the right stakeholders. One could also say that participation is about communication between stakeholders, therefore there seems to be an overlap with the information aspect of a project.

Participation is about exchanging information. The developer has plans they either need input on, or want to share with the neighbourhood. This requires information management (Lousberg et al., 2010). The project group (type 1) of De Nieuwe Wetenschappers was used as a sounding board group for the project, they provided advice, feedback and suggestions for the project. So, the project group required information of the project, first preliminary plans and designs but later also progress reports and construction schedules. For De Nieuwe Wetenschappers, information is gathered, through the workshops (type 2), that was used to enhance the plans. This local knowledge needs to be gathered, recorded and analysed and incorporated into the designs and plans for a project. The goal of the first two workshops for De Nieuwe Wetenschappers was to gather this information. The third workshop and the customer panel for Little C were more intended to gather advice and suggestions on the preliminary plans (ERA-1, 2, MUN-1 & WOP-1). So, preliminary plans (information) need to be shared with participants in order to gather new information during these sessions. The customer panel (type 3) for Little C requires similar information as the workshops of De Nieuwe Wetenschappers. But is more focused on gathering suggestions for the design and feedback on the plans of the project.

“We have organized the participation meetings with the people who want to live there, to make them enthusiastic about the project (Little C) itself on the one hand and to gather information about their wishes and needs on the other hand.” (ERA-2)

During the feasibility and commitment phase of De Nieuwe Wetenschappers, decisions that were made and progress on the plans that was achieved were shared with the neighbourhood through the project group (type 1) (WOP-1). And then leading up to, and during the realisation phase of both projects, information on construction plans, schedules and progress is shared through newsletters (type 4). This is usually information that the developer has, but participation means managing what level of information to share when. Some feedback from the neighbourhood is gathered and processed as well during the realisation phase. For example, complaints, but also suggestions and requests from neighbouring stakeholders need to be collected and dealt with (ERA-1, 3, 5).

“It (involving residents) requires some re-education of the main contractor to share all their information, they want to build and keep a schedule; the contractor just wants to get going. But, when I (environment manager) explain to them that there will be less bullshit along the way, they get on board.” (ERA-5)

So, it does not seem that participation affects information in the sense that it changes the way that information is recorded. However, participation does require information management, to determine what kind of information is shared, gathered or recorded at a certain moment. This is true for all types of participation in these two cases. Table 18 presents the information that was required by and gathered for the different participation types in the two cases.

Table 18: Effects of the different participation types on the information aspect (own work)

Participation type	Information	
	Required	Gathered
Type 1	Preliminary plans & designs, schedules, progress reports, decisions	Feedback, advice, suggestions
Type 2	Preliminary plans & designs, images	Local knowledge, advice, suggestions
Type 3	Preliminary plans & designs, images	Feedback, advice, suggestions
Type 4	Schedules, progress reports	Reactions, complaints

10.2.5 Quality

The cases are analysed on the effects of participation on the quality of a development project. Within the GOTIK method several aspects of quality are identified. Quality is divided in technical, sustainable, functional, aesthetic and economic quality (Volker et al., 2010).

With the workshops (type 2) and customer panel (type 3), information is gathered through the participation process in the initiative phase to increase certainty about the quality of the product (ERA-2, 3). It is mainly used to see if the demands and expectations of the potential clients or residents about the aesthetic, and functional quality match with the plan. This means that the certainty on the economic quality for the developer also increases. Because the developer then knows that they are developing a product that fits the demand of the market. Furthermore, suggestions have emerged from the participation processes of the two projects that make the product even more in line with the wishes of the target groups (ERA-2, 3, 4). These suggestions can be incorporated into the design in subsequent phases to create more financial certainty and improve the aesthetic and functional quality of the final product.

During the workshops (type 2) and customer panel (type 3) in both projects, the participants were asked for and provided input on liveability aspects such as greenery or intended use of the public space. This provides input for creating sustainable and functional neighbourhoods. It is clear that participation has influenced the quality aspect of both projects. The workshops and customer panel both showed that the product that was developed, was in demand on the market.

“When we went on sale with Little C, housing prices were really not quite as sky-high then, as they are now. And it was already very exciting, that the apartments were really put on the market at top prices in Rotterdam. And in the end that just went very well, because we could just show the quality that we ultimately lived up to. Things like the customer panel contributed to this.” (ERA-4)

The project group (type 1) for De Nieuwe Wetenschappers was involved in the decisions regarding the masterplan and thus the final quality of the project. They had an official agreement that meant that the developer had to take their suggestions seriously. Therefore, the influence of the

project group on the quality of the product is considered higher than participation types 2 and 3. They were also informed about decisions that were made concerning quality, for example the decision to build energy neutral homes. The reactions from the project group were used to interpret the opinions of the neighbourhood on decisions that had been made.

The goals for participation type 1, 2 and 3 in these cases were related to, giving a say to the participants. The participants were asked about their input on the plans as presented, mostly on aesthetic and functional quality and a bit on sustainable quality (ERA-1, 2, 3, 4). This resulted into quality of the final product, on those same aspects.

The information provision (type 4) for both projects was not related to the quality of the end product, as this participation type was just about informing residents.

Quality can be perceived differently from one person to another. The design ideas of the public space (quality) for the residents of the surrounding neighbourhood, gathered through participation, can differ from the desires and intended use (quality) for the buyers and future users of the neighbourhood. For example, how the new residents in De Nieuwe Wetenschappers put more focus on their parking spaces than the greenery. Whilst the participants put a lot of emphasis on the greenery in the masterplan (MUN-1). This also indicates that whilst the individual might perceive something as quality (a personal parking space), this might not reflect quality for the general public (MUN-1).

So, the participation types that provide a say to the participants (type 1, 2, 3) are related to quality creation. Either directly by providing suggestions to the plans and designs for the projects or less directly by providing certainty about the choices made by the developer resulting in economic quality. Who participates determines for whom the quality is relevant. Table 19 shows the level of influence of the different participation types on the quality aspect of an urban development project, compared to each other.

Table 19: Effects of the different participation types on the quality aspect (own work)

Participation type	Quality
Type 1	+++
Type 2	++
Type 3	++
Type 4	0

10.2.6 Social cohesion

To indicate the effects of participation on social cohesion, the cases are analysed on aspects of social cohesion as described by Dekker and Van Kempen (2009), Kearns and Forrest (2000) and Rashidfarokhi et al. (2018). However, it is difficult to ascertain the effect of the act of participating on the social cohesion in a neighbourhood. Sometimes project groups, of residents, show signs of cohesion to each other and the rest of the neighbourhood after they have worked together on a project (MUN-1). However, that is not the case in the project group (type 1) for De Nieuwe Wetenschappers, possibly because they do not live in the project area themselves (MUN-1).

Both projects aimed to increase liveability and social cohesion in the neighbourhood and seem to succeed in this, at least based on what the developer and other stakeholders report. In De Nieuwe Wetenschappers there are reports from the municipality and housing association that people are taking care of the neighbourhood, helping each other and organising some neighbourhood events together (MUN-2 & WOP-2). This is an indication that there is some social cohesion in the project area. For Little C people seem to have a strong connection with at least the brand Little C and buyers had a nice time together during the sales moment (ERA-3, 4). This might indicate that the residents feel

connected to each other and the project area, again potentially indicating social cohesion within the project area.

“People were very excited by the project (Little C). We noticed that from those first sessions, the housing conventions and start of sale, when there were people coming up to us for a chat. People felt really attached to the project. It really was a brand that people identified with. And I think you could say they also grouped together a bit. During the first sales, we needed to throw people out of the bar because everybody had such a good time together. With the start of the construction, we could really feel that We-feeling among the buyers. Also, because they were all of similar target groups.” (ERA-3)

During the workshops (type 2) and customer panel (type 3) the developer took extra care to address the topic: public space. In Little C the potential clients were asked about the suggested use and how to fill in the plinth and public space. With an additional session with local entrepreneurs to work on achieving an active public space (ERA-2, 3, 4). In Schiedam the local knowledge of the residents from the surrounding neighbourhood was used to strengthen the plans for the public space. The input from the project group (type 1) and workshops (type 2) helped creating more useful greenery in the neighbourhood, addressed safety issues, introduced more affordable housing and has ensured that part of the neighbourhood was preserved, so that a number of original residents could stay, and more variation is created in the program of the neighbourhood (ERA-1, 2, WOP-1,2 & MUN-1,2). The resident organisation, within the project group (type 1), voiced their opinion on the matter of creating a neighbourhood for Schiedammers (MUN-2 & WOP-2). As a result, Woonplus and the municipality of Schiedam also introduced a policy to give priority to residents of Schiedam (Oost) in the allocation of dwellings in De Nieuwe Wetenschappers (MUN-2 & WOP-2). So even though most original residents have been relocated, people with a connection with Schiedam Oost have returned to the neighbourhood. These topics, that were addressed in participation types 1, 2 and 3, can be beneficial to the creation or enhancement of social cohesion in the project area.

So, social cohesion in the neighbourhood increased and aspects of social cohesion were addressed by the participation types 1, 2 and 3. The designs based on the information gathered through these types of participation contain elements proposed by the participants that should in theory improve the social cohesion in a neighbourhood. Thus, there might be a connection between the participation in these two projects and the apparent social cohesion in the project area. Table 20 shows the level of influence of the different participation types on the social cohesion in the project area of the two cases, compared to each other. It is similar to the level of influence of the different participation types on the quality of a project.

Table 20: Effects of the different participation types on social cohesion (own work)

Participation type	Social cohesion
Type 1	+++
Type 2	++
Type 3	++
Type 4	0

10.3 Overall findings

The participation processes for both projects had several goals related to them; gather knowledge, build support or check the designs for example. Uittenbroek et al. (2019) show how the goal of participation determines who participates how and when. Based on the analysis of these aspects in the two cases, De Nieuwe Wetenschappers and Little C, four types of participation can be identified

(see Table 21). For De Nieuwe Wetenschappers two specific types can be identified: A project group (type 1) and workshops (type 2). For Little C the main type of participation is a customer panel (type 3). In both projects, some form of information provision (type 4) was included during the realisation phase.

Urban (re)development projects are complex undertakings. The GOTIK model, as used in this thesis is a simplification of the aspects of a project. Lousberg (2010) indicates that the GOTIK aspects are not just separate elements. The aspects interact with and influence each other. Therefore, it is important to also look at the effects of participation on the development projects as a whole.

10.3.1 Time and money

It is clear that the money and time aspects are closely related, time spent on a project requires manpower and thus costs. This is also true for participation. The findings from the case study show that all types of participation require an investment of time and money (see Table 21). The height of the investment per participation type is not evidently clear, but it seems that participation types 2 and 3 require the greatest amount of manhours and thus investment. A large part of this investment results from the incorporation of changes to the design due to input from the participation sessions. In general, the investment does not seem to increase the total time and cost spent on a project, or cause delays or budget overruns.

10.3.2 Information and organisation

Both in De Nieuwe Wetenschappers and Little C, the developer decided that they wanted to involve the residents of the neighbourhood into the projects. This desire to participate with the residents requires certain information to be available at the right time. For example, the workshops for De Nieuwe Wetenschappers required drawings and images to be presented. To organise this information, the contracts and agreements with the partners (the architect for example) need to stipulate the need for this information. So, to incorporate a specific participation type in a project, it is necessary for the organisation and information aspects of the projects to facilitate this type (see Table 21).

10.3.3 Quality and social cohesion

The two cases show that participation types 1, 2 and 3 (project group, workshops and customer panel) have a (positive) effect on quality. Changes were made to both projects, based on input from the participation sessions. Participation types 1, 2, and 3 also potentially have a positive effect on the social cohesion within the project area of the two cases. So, certain types of participation can result in more quality or social cohesion within a project area for a project (see Table 21). In these specific cases, the result of the participation process was also related to the topics that were addressed (public space, safety, greenery, etc.) through these types of participation.

10.3.4 Certainty and support

The types of participation that involve the residents into the project help with creating certainty about the proposed level of quality and other decisions made for the project during these sessions (see Table 21). Therefore, as a result of these types of participation the developer is more certain about the decisions they have to make or have made for the product they are developing.

Another result of participation, especially the informing types (type 1 and 4) is support for the projects. But all types of participation can result in enthusiasm and thus support for the project, because the residents are involved (see Table 21).

10.3.5 Effects of participation

Table 21 shows the effects of the different participation types on the GOTIK aspects of the two projects, and the social cohesion within the project areas. The table is a combination of the tables presented earlier in this chapter. The ‘+’ signs roughly indicate the level of influence the different participation types have on the different aspects, relatively to each other.

Table 21: Overview of the effects of the different participation types on the GOTIK aspects and social cohesion (own work)

Participation type			Goal	Input				Result		
				Time & Money	Information Required	Information Gathered	Organisation			
Type 1 (Project group)	How	Have a say (inform, consult, advise)	Gather information, inform and involve residents	++	Drawings, plans, images, schedules, progress reports	Feedback, advice, suggestions	Collaboration	++	++	++
	Who	Representation (neighbourhood)								
	When	Whole project (continuous)								
Type 2 (Workshops)	How	Have a say (inform, consult, advise)	Gather information, involve residents, enhance support	+++	Drawings, plans, images	Local knowledge, advice, suggestions	Collaboration, contracts	++	+	+
	Who	Representation (neighbourhood)								
	When	Early (initiative phase)								
Type 3 (Customer panel)	How	Have a say (consult, advise)	Gather information	+++	Drawings, plans, images	Advice, suggestions, feedback	Collaboration, contracts	++	+++	+
	Who	Representation (potential clients)								
	When	Early (initiative phase)								
Type 4 (Info. provision)	How	Inform (inform, consult)	Inform residents, enhance support	+	Schedules, progress reports	Reactions, complaints	Organogram	0	0	++
	Who	Everybody (neighbourhood)								
	When	Late (realisation phase)								

10.3.6 Participation types

Based on the analysis of the cases it is possible to determine that the desired results can be used to identify the goal of the participation process and therefore the type. The 'how' aspect of the participation types is most strongly influenced by the intended goal of the participation process. The types in which the residents have a say in the project are strongly related to quality and social cohesion. The types where residents are informed are most related to certainty and support. But also, the 'when' is influenced by the goal. At the start of a project, there is the greatest urgency for information and the greatest opportunity to adjust plans, so involving residents in the project at an early stage is most useful for quality and social cohesion. It is also wise to create support from an early stage, because creating support can often take a long time. Although it seems that earlier involvement of residents in the project is better for creating quality, in the case of Little C it is also clear that with stricter preconditions of an existing urban design the residents can still influence the quality of the final product. The group size of the 'who' aspect is less dependent on the goal, but the target group that is selected for participation is related to the topic that is addressed during participation. Potential clients have knowledge about the desired product, the current people from the neighbourhood know about the local area and the future residents have the greatest knowledge about how the area is going to be used.

By combining these findings (see Figure 33), we can see that the type of participation is determined by the goal of the participation process, and is facilitated in a project through the organisation and information aspects of a project. This requires an investment of time and money. The predetermined goal related to quality, social cohesion, certainty and support for a project can be achieved through participation.

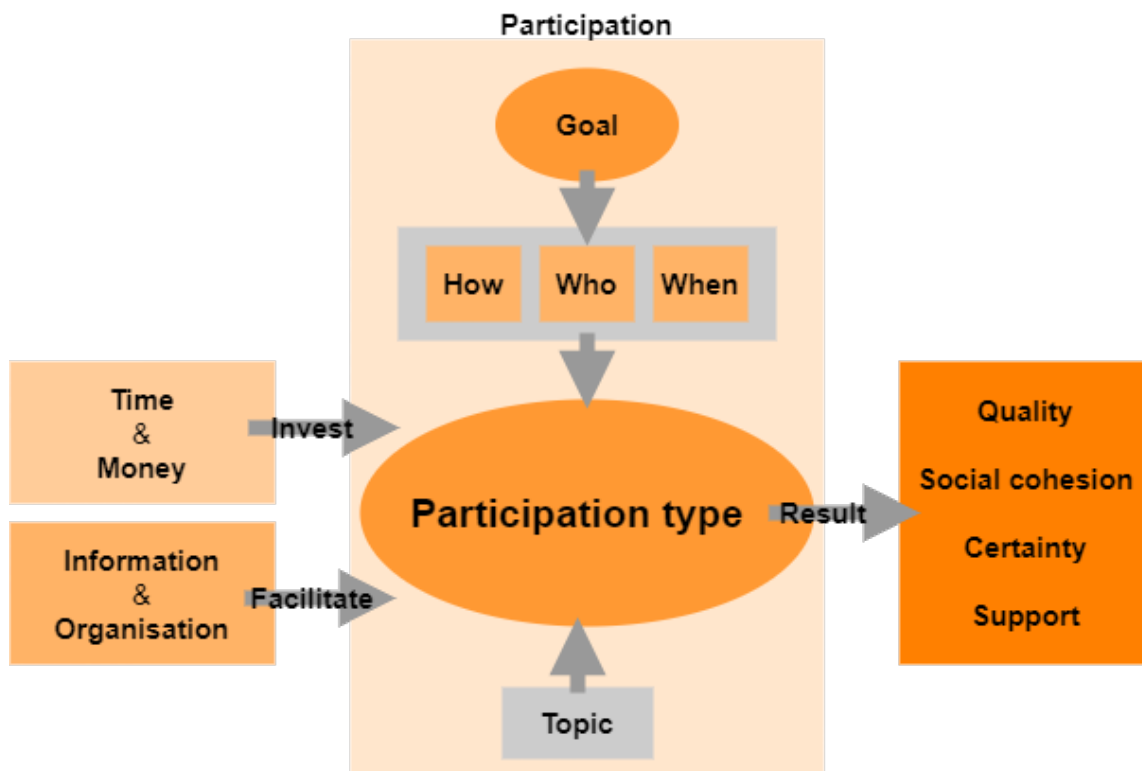


Figure 33: Model of the findings (own work)

11 Discussion

Within this chapter the findings from the case study, the theoretical framework and general remarks from the interviewees are discussed. First the findings on participation are discussed followed by the findings on the requirements and result for participation. The aim of this chapter is to place the findings from Chapter 10 in a wider context and provide the basis for the practical advice as presented in Chapter 12.

11.1 Participation

Participation is a very broad topic, as described in the literature review, since it does not only refer to involving residents in urban development projects. And when just the definition of involving residents in development projects is considered, there are 27 possible combinations from the who, how and when description of participation of Uittenbroek et al. (2019), please refer to Table 22. The number of participation types is even higher when one accounts for the distinction between current, potential, new and other residents.

Table 22: Participation aspects based on Uittenbroek et al. (2019)

Participation	How	Who		When
	Inform	Everybody	Current	Early
	Involve	Representation	Potential	Middle
	Co-decide	Individual	New	Late

Both the case study and the literature show that the intended goal of the participation process has a major influence on the participation type. A common complaint about participation from residents is that they feel that the developer or another initiator did not incorporate any of the suggestions proposed in the participation sessions (ERA-4). Even though the developer did their best to incorporate the suggestion within the preconditions. This is because of the expectations that the word ‘participation’, evokes, people assume they will have influence on the project (ERA-3, 4). Therefore, the intended goal and type of participation should be communicated to the participants beforehand. Perhaps, the urban development industry could stop using the word participation altogether. As the different participation types could be a lot more descriptive and would set better expectations by the residents.

11.1.1 How

Within the two cases, the participation types do not have a higher participation level than ‘advise’. Higher levels of participation would mean that residents could influence decisions within the projects. Dekker and Van Kempen (2009, p. 110) put it: *“Participation is good, and that it has a positive effect on social cohesion”*. This could be interpreted as saying that ‘more’ participation would lead to more results. ERA-Contour is thinking about what implementing higher levels of participation would mean for their projects. But they are reluctant about long participation processes that get bogged down in endless discussions. Ball (2004), Van Marissing (2008) and Boonstra and Boelens (2011) also indicate that there is a risk that communication gets disrupted due to the time consuming nature of incorporating the many opinions of the relevant stakeholders.

“The Netherlands already has a ‘polder model’, of course. But if you think that the whole world should be allowed to talk about anything, so that everyone feels that they can exercise the same amount of influence, then you create a kind of ‘ultimate polder model’, which of course is no longer workable at all.” (ERA-4)

To determine the level of participation it is also important not to forget the scope of the project. A masterplan, such as for De Nieuwe Wetenschappers, could warrant another level of participation than the design of the buildings for Little C. In these cases, the same level of participation was used, but the preconditions for De Nieuwe Wetenschappers were less strict than for Little C. At the time of the customer panel, for Little C, there was already an advanced design, within which a number of changes were possible, while for De Nieuwe Wetenschappers there was only a housing policy. So, there are always preconditions for a project. These can be housing policies that limit the housing typology, economic limitations, technical limitations and an infinite number of other possible limitations (ERA-4 & WOP-1). These preconditions (should) influence the goal and thus the level of the participation process. If there is little to choose within the preconditions, it is also of no use to involve the residents in the decision. Residents could then be informed about the preconditions and contribute new ideas for solutions.

11.1.2 Who

The two cases show that the goal of the participation process does not heavily influence the group size for the participation types. However, Uittenbroek et al. (2019) determined that the 'who' aspect of the participation type was related to the goals of participation: democratic capacity, influencing decisions and empowering marginalized individuals. These are aspects that also influence the social cohesion of a neighbourhood (Rashidfarokhi et al., 2018).

Furthermore, for the representation of a neighbourhood, it is important to keep track of whether the selection is still representative of the neighbourhood. The BVSO as part of the project group, for De Nieuwe Wetenschappers, was a representation of the people living in the neighbourhood. But at times they also had trouble representing their own members and presenting a united front (WOP-2). Moreover, as dwellings are completed, it is also important to note that the composition of the neighbourhood changes. Perception of quality can differ between the residents of the neighbourhood and the new residents (MUN-1). Therefore, it is easy to see, that this should also be true for other participating target groups. For example, people that live in a neighbourhood use it differently from the people that live in the surrounding neighbourhood, which could be completely different from potential users that a municipality wants to attract to the area.

Therefore, the participation type should represent the target group that is relevant for the topic that is addressed. This could also mean that the target group for a participation type could consist of different groups or that multiple participation sessions would be required to get the most accurate result.

11.1.3 When

The case study in combination with the certainty curve (see Figure 34) from Peek and Gehner (2018) show that to provide the most useful input and influence from the residents to the project, the residents should be involved as early in the project as possible. This is also reflected in the decline of the participation level towards informing in the later stages of the project, especially in the realisation phase. The reactive approach of informing residents during the realisation phase does seem to reduce resistance (complaints) and build support for the construction, but a more proactive approach could potentially create even more support (ERA-5). The environment manager suggests involving residents during the realisation phase, by consulting or even letting residents decide on elements of the construction (ERA-5). For example, the lay-out and supply routes for the construction site could benefit from suggestion from the neighbourhood and potentially reduce nuisances. The residents could also be involved in the schedule for the construction phase. Within the preconditions of the construction site and time schedule there could be a lot of possibilities for the residents (ERA-5). However, ERA-Contour is hesitant to employ this kind of participation and only does so in small ways when there are already large problems surrounding the construction phase. For example, after the complaints when

ERA-Contour started pile driving on Saturdays (ERA-5) the developers stopped and consulted the complaining residents about a solution.

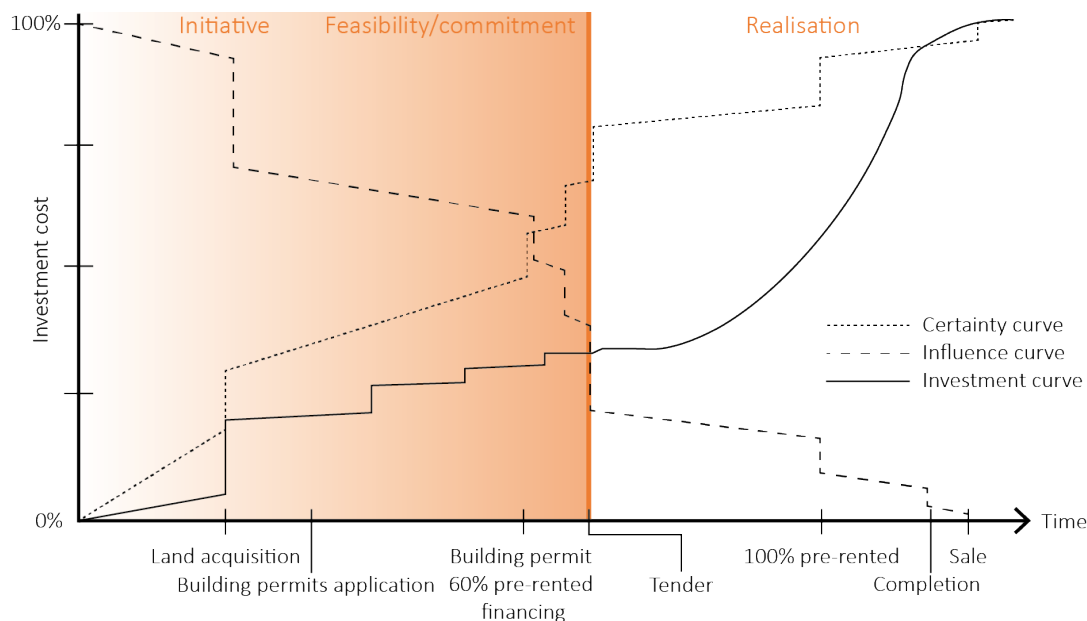


Figure 34: Indicative progress of certainty, influence and investment curve (Peek & Gehner, 2018)

11.1.4 Forms of participation

Uittenbroek et al. (2019) describes different forms of participation (participation practices), related to different goals of participation (see Table 23). These participation forms can thus be related to participation types. The examples provided by Uittenbroek et al. (2019) correspond with the participation types from the two cases. The participation type 1 (project group) is the only type not directly described in the examples provided. But this was a quite unique form of participation, because of its continual form. Participation type 2 was mainly used to gather information but also some feedback in the form of a workshop. So, the workshop form of participation can serve different goals. Type 3 consisted of a workshop or sounding board group and a public survey, with the main goal of gaining feedback. So, a type of participation can also be implemented in different ways, with the same goal. Type 4 was used to inform the neighbourhood through public hearings and a project office (environment manager). So based on the participation type (how, who, when and goal), it is possible to determine the participation form.

Table 23: Examples of participation practices (Uittenbroek et al., 2019)

Participation practices that aim ...	Examples
...to inform	public hearings, information booth, project office, online fora
...to extract knowledge	public survey, focus groups
...to gain feedback	workshops, sounding board group

11.1.5 Barriers

Even though developers like ERA-Contour are already implementing participation, there are some barriers to implementing (social) sustainable activities into development projects. Heurkens (2016) provides a generalized list of the main barriers to sustainable urban (re)development for developers. Some of these barriers also seem to apply to the implementation of participation in urban (re)development projects. The following barriers from the list of Heurkens (2016) seem to apply:

- Lack of knowledge/expertise;
- High perceived costs;
- Ineffective regulation;

The reason for this research stems from the developer's lack of knowledge/expertise regarding participation. So, this is a barrier that currently still exists. The findings from the case study provides some insight into participation, however, more can and should be learned by the developers. ERA-Contour did not do any research into the results of their own participation processes. For example, it was unknown how many people that were involved in the customer panel now live in Little C, or what the current residents think about the decisions and suggestions made after the customer panel. The developer could not tell either how much time and money was actually spent on the participation process. Therefore, developers should try to evaluate the effectiveness of their own participation process and learn more about the effectiveness of their processes.

The costs of every aspect are an important factor for the financially driven developers. From the case study the precise costs of the participation could not be determined, but the costs seem to fade away in the total costs of a project. Participation also enhances the quality, certainty and support for a project, potentially reducing costs and improving revenues. Therefore, the costs should not be seen as a barrier to participate with the residents in an urban (re)development project, this can also be related to the lack of knowledge. Furthermore, the investment in participation can result in better economic quality of the project.

Finally, reports about the upcoming 'Omgevingswet' (spatial planning law) sometimes indicate that it complicates the participation process for developers, even though the goal of the spatial planning law is to simplify regulation. A possible solution to the complicated regulation could be to use a more specific description of participation.

11.1.6 Drivers

There are three types of drivers for developers to include sustainable aspects, such as participation, in their projects: regulation, competition and intrinsic value of sustainability (Regales, 2017; Warren-Myers, 2012). The regulatory driven developers will be forced through the upcoming 'Omgevingswet' (spatial planning law) to apply a (minimal) level of participation. The 'Omgevingswet' forces developers to, at the very least, motivate their involvement of the affected residents of a project. In this motivation, the developer has to indicate who were involved, about what topics they were involved and at what moment. The developers also need to indicate what their and the municipalities role is in the participation process (Informatiepunt-Leefomgeving, 2020). The practical advice in Chapter 12 should help convince these developers to implement participation more extensively.

The competitively driven developers introduce a level of participation because it can give them a competitive edge as urban developers. Jermier and Forbes (2003) indicate that branding is one of the reasons why developers strive for sustainable development. Implementing participation can give developers a competitive edge as urban developers.

The holistically driven developers do not need extra encouragement to implement a level of participation but could benefit from the implementation of more specific types of participation in their projects.

ERA-Contour is an example of a developer that wants to be seen as a sustainable developer, or at least as an urban developer that creates liveable neighbourhoods. ERA-Contour fits within the description of a competitively driven developer. Both the municipality of Schiedam and Woonplus indicate in their interviews that they are very content with the approach of ERA-Contour to the participation process for De Nieuwe Wetenschappers. Dealing with the emotions in a neighbourhood and incorporating the ideas of the neighbourhood was greatly appreciated by Woonplus and the

residents (MUN-1, 2 & WOP-1, 2). ERA-Contour is also pleased with the results of their own participation process, of both projects (ERA-1, 3, 4).

“It shows that they (ERA-Contour) are really well equipped for urban development projects.” (WOP-1)

These kinds of projects contribute to the brand of ERA-Contour as an urban developer. It shows they know how to incorporate the wishes of the residents and create a pleasant neighbourhood. ERA-Contour has mentioned that this brand has led to more work for them from municipalities that want the same kind of approach as for De Nieuwe Wetenschappers (ERA-1).

But, ERA-Contour also presents themselves as ‘place makers’, as a developer that takes an extra step to make sure that the neighbourhoods they create, are more than just a collection of houses (ERA-2). Therefore, the drive of ERA-Contour for implementing participation falls somewhere between a competitive and holistically drive.

11.2 Time and money (investment)

Participation requires an investment of time and money. Ogunlana (2010) and Geraedts et al. (2010) relate the aspects, money, time and quality to each other and value creation. Furthermore, changes to the time and money aspects strongly affect the quality of a project. Changes to any of these aspects have effects on the other as described by Ogunlana (2010). So, one could question whether participation has improved the quality of the product, or whether the investment of time and money in the participation process has led to that improvement. It is impossible to determine whether a project would yield less quality without participation, with the same investment of time and money in the development process. However, the use of local knowledge and input from the residents is undeniable and visible in the results of both cases. So, it is safe to say that the investment of time and money into participation is not the same as ‘simply’ investing in quality. Participation added to the level of quality for the projects of this case study.

In the two cases, the largest investment of time and money seems to come from the implementation of the changes that were suggested in the participation sessions. The findings can be combined with the investment and influence curve (see Figure 34) of a development project by Peek and Gehner (2018), to show that in the sense of investment it is therefore best to do this implementation and thus participation session as early as possible. In this phase there is still more room available for adjustments to the plans.

The support for a project that is potentially created through participation can also save time and thus money. Olander and Landin (2005) describe how trust and communication help reduce resistance and Lousberg (2010) indicates that time spent on dealing with problems (resistance) comes at the expense of value creating tasks.

11.3 Information and organisation (facilitate)

The information and organisation aspects facilitate the participation process of a development project. In terms of organisation and information, participation mainly seems to require good preparation, a participation plan. Within the participation plan, information on target groups, preconditions and intended goals can be recorded. When it is clear in advance how and when to participate with whom, contracts and agreements with advisors, partners and other stakeholders can be established with participation in mind. Furthermore, participation requires clear agreements about how partners deal with input and cooperation with residents. So that good cooperation is possible, and it is clear to the participants what the expectations and responsibilities are.

Participation is about the exchange of information among the different stakeholders. This information can be shared in many ways with different people at different times. This is consistent

with the how, who and when description of participation (Uittenbroek et al., 2019). So, it is important to think about this in advance.

11.4 Quality, social cohesion, certainty and support (result)

According to the case study, the quality and social cohesion aspects can be enhanced as a result of certain participation types. If the topics (public space, safety, greenery, etc.) related to quality or social cohesion are addressed during the participation sessions. This is underlined by Van Marissing (2008) Boonstra and Boelens (2011), they indicate that using local knowledge can have an enhancing effect on the quality of the project. Furthermore, Volker et al. (2010) indicates that participation of the end users in the early stages of a project benefits the functionality of the final product. Little C is a clear example that participation can indeed be used to enhance the functional quality of the end product.

It is important to think about the topics to introduce into the participation process in advance. because the topic that is introduced in the participation process determines the topic of which, for example the quality, could improve. However, from the two cases can be learned that the topics the developer did not think about in advance can have a strong effect on the final plans. For De Nieuwe Wetenschappers the residents came up with an idea for a bridge and the retaining of an apartment building and for Little C a whole new target group was discovered. This means that to achieve the best results the developer needs to propose specific topics during the participation sessions, but also keep an open mind to emerging ideas. This is in line with what Boonstra and Boelens (2011) say about, how the combination of local knowledge and the expertise of the developer provides the basis for better plans.

Using the expertise of residents of the neighbourhood or city on a specific topic is an interesting participation type that is related to enhancing quality and support. Following the objections to the permits about the greenery, the Bomenridders were founded. This organisation is committed to the preservation of greenery in neighbourhoods in development projects. In the beginning, the municipality of Schiedam was reluctant to interact with this organization, but after a while they realized that the consultations with this organization, full of knowledge, could contribute to better and clearer plans for greenery in development projects. As a result, there are now fewer objections to permits concerning the greenery (MUN-1). This form of participation with a representative group of experts shows how residents can contribute to better plans and smoother projects. This is because greenery can be incorporated more easily into plans for development projects and so the number of objections is reduced. Certain participation types, that provide a connection, enthusiasm and acceptance by involving residents in the project, are useful for creating support (Elands & Turnhout, 2009). However, the developer (ERA-1, 4) also indicates that there are often residents who are firmly against the project, or who act entirely according to self-interest and emotion. Although it is important to also hear the opposition, conversations with these residents often get bogged down in endless discussions. Not any kind of participation will convince these people and make them supporters, but sincere conversations might lead to rapprochement (Olander, 2006). And this could be used as a defence in legal proceedings, should it eventually lead to such proceedings. This approach can ultimately prevent the project from being delayed.

11.5 Model for the effects of participation

The conceptual model as presented in Chapter 5 (see Figure 35), shows participation as an external influence on urban development projects and has certain effects on the GOTIK aspects in specifically. It is based on the literature about development projects, participation, the effects of participation and the assumption that participation is an external influence on an urban development project.

Participation is more intertwined with the urban development project than was assumed at the start of this research. The findings show that participation has an effect on the end result of the

project and requires an investment of time and money and needs to be facilitated by the organisation and information aspects of a project (see Figure 36) Participation types can be implemented into an urban development project during all of the phases. Depending on the type of participation it requires some manhours, information and organisation to prepare, execute and evaluate the participation session. The type and realisation of the participation will then determine the effect on the plan or end result in the form of quality, social cohesion, certainty or support for the project.

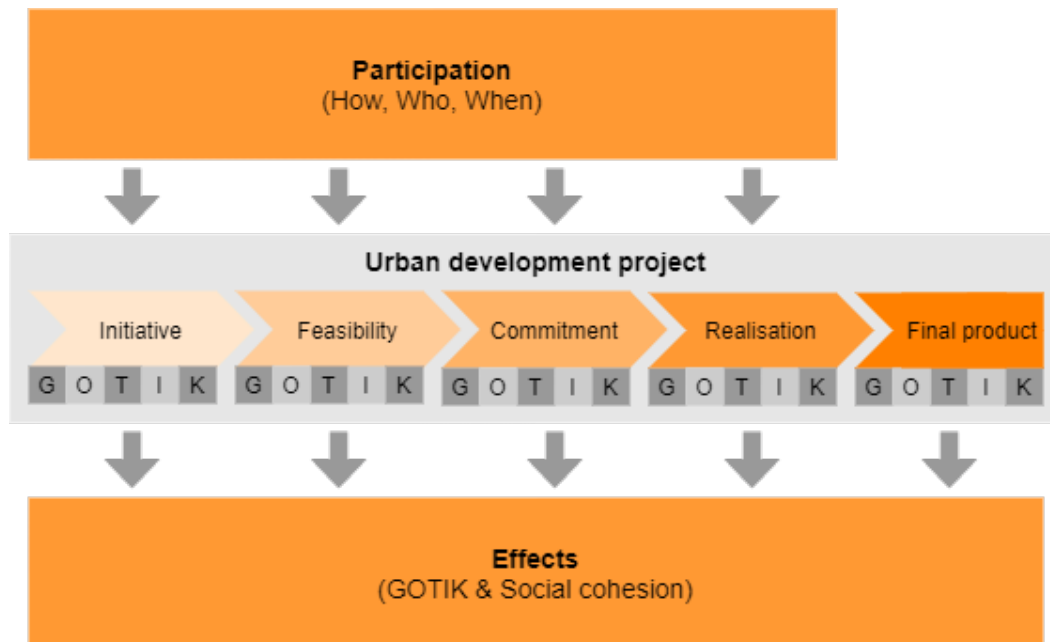


Figure 35: Conceptual model (own work)

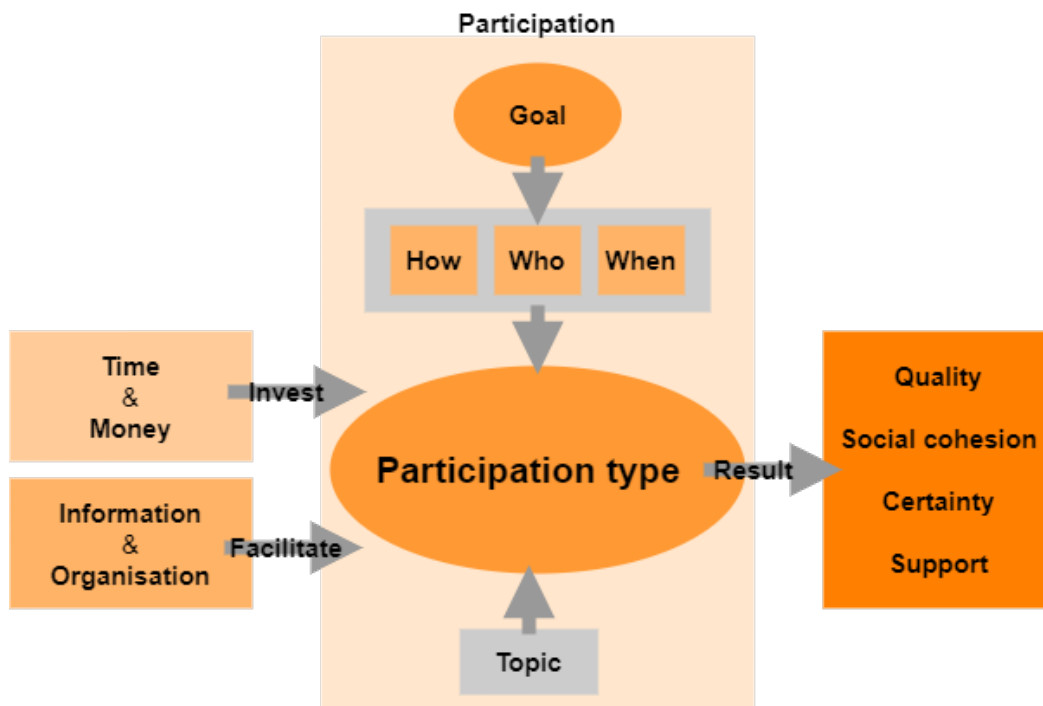


Figure 36: Model of the findings (own work)

11.6 Social sustainability

Within these two projects of the case study, it can be seen that the predetermined goals for the participation process have been achieved. All types of participation that were used, proved effective and came up to one's expectations. However, the goals for the participation process reflect the goals of the developer; create support, gather information, reduce resistance, et cetera. If participation should serve a higher (social) purpose, and represent the voice and influence of residents in an urban development project, the goal of participation should reflect the engagement of the residents and promote the level of influence and stewardship the residents have on the future of their neighbourhood (Woodcraft & Dixon, 2013). So, participation should provide meaningful influence on the residents on the decisions made by authorities. As Dekker and Van Kempen (2009) put it, participation is a mutual exchange and dialogue between both public and private parties and residents. From a public party, you might expect a higher level of participation and thus influence for the residents on the project than from a private party. However, Heurkens and Hobma (2014) describe a neo-liberal shift towards developer-led development, which puts more responsibilities in the hands of the private parties. So, it should also be considered whether developers are to take on the responsibilities for social sustainable development and thus participation. The findings in the case study reveal how a developer can participate with residents of a neighbourhood and can also gain benefits for themselves. So, there should be enough incentive for the developer to implement the voice and influence of residents in urban development projects.

12 Practical advice for urban developers on participation

Based on an inductive analysis of the findings and lessons learned from the case study, in combination with the theoretical framework, an advice for the developer on participation is formulated. The final part of the process to come to practical advice for developers on participation is a discussion with two developers; the head of concept development for ERA-Contour (van Dongen) and a regional head of project management from the developer BPD (Treuren). Together they discussed four propositions related to the how, when and who aspects of participation and participation in general. Their thoughts on participation are presented in the textboxes below the relevant paragraphs in this chapter and offer a window into the ideas of developers on participation. Their input was mainly used to compare their insight with the proposed advice and for a small part to finetune the advice. See section 7.4 for a more detailed description of the validation method.

This chapter starts with the overall advice based on my own interpretation and is followed by an explanation. The advice is explained on the basis of the three aspects of participation (how, when, who). The chapter concludes with a list of practical guidelines for the implementation of participation in urban development projects for the developer and means to set up a participation plan.

This advice is aimed at developers that are active in urban environments. It is based on the findings of the case study described in previous chapters and is therefore applicable to similar projects. Moreover, this advice can certainly be used as a starting point to determine the ‘right’ participation type for any project.

Participation is a useful tool that developers can implement to introduce social sustainability in the neighbourhoods they create. But it can also reduce costs and time and therefore benefit the, financially driven, developers themselves. The goal of this chapter is to help the developers implement participation effectively into their projects, so that the voice of the residents is heard, and their influence is enhanced.

12.1 Practical advice on participation for developers

In the future, developers should stop calling the lowest levels of participation, ‘participation’. The lowest levels of participation describe a very passive involvement of residents whereas participation sounds like an activity. Therefore, the word ‘participation’ arouses skewed expectations of active involvement. So, when referring to participation during a project, it is advised to clearly communicate the specific type of participation, the related level of influence for the participants and only to refer to ‘advising’ and higher levels as participation. The specific type of participation should reveal who are participating, what level of influence one can expect and when one will be involved during the project.

The lower levels of participation should no longer be considered as participation, but as a vital part of an urban development project. Collecting local knowledge (consulting) should be at the basis of every urban development project, and can be used to enhance the quality and support for a project. Informing the neighbourhood on the project and the plans for the area is common courtesy and the lowest effort a developer has to make during an urban development project.

In urban development projects, developers should implement specifically tailored participation types into their process. Specific participation types can be deployed to enhance certain aspects of quality, social cohesion, certainty and support for a project. These effects require only a limited investment of time and money into participation and can result in cost and time savings.

To achieve the best results from participation, the developer needs to deploy specific participation types for specific (desired) goals within the preconditions set by policies, locations, pre-existing plans, financial or technical limitations, et cetera. So, the first step is to determine the preconditions and then determine why residents should be involved. This goal is at the basis of the decision of how to participate and with whom at which moment in time. Who is invited to participate is also determined by the topic of participation. The how, who and when factors determine the type of participation. The participation type should be determined in advance by the stakeholders (e.g., developer, municipality and/or housing association) and recorded by the developer in a participation plan that stipulates the preconditions of the project and target group(s), level(s) and moment(s) of participation. It is possible to use different types of participation throughout the project. This participation plan should then be used to determine, but could also include, what kind of information is required and who is responsible for providing this information. After the creation of this participation plan, it is important to communicate the plans for participation and the project to the neighbourhood. This should set clear expectations by the residents about the intentions of the developer and the level of influence the residents can expect. The developer could record the expectations and intentions in an agreement, which is especially useful for participation types that span a longer period.

With this participation plan in place, it also becomes easier for the developer to deal with the demands from the 'Omgevingswet'. The 'Omgevingswet' prescribes that municipalities can set their own policies that determine the minimal level of participation that is required for certain projects. But under this law, developers should always be able to show who they have involved, when, how and about what. This participation plan as described in this chapter, helps the developers to consciously think about these aspects and help communicate them to other stakeholders.

12.1.1 Participation in general

The 'right' type of participation for a project is hard to determine and is different for every project. This section presents guidelines to point a developer in the right direction. It starts with general advice about participation followed by guidance on how to select the level of participation, when to participate and who to participate with.

Participation is a broad topic and can be more consciously described by the type of participation. Currently participation encompasses all forms and types of participation, which can cause skewed expectations by the participants on the level of influence. Therefore, participation should be more clearly communicated to the participants as a specific type of participation. The type of participation is determined by the how, when and who aspects of participation (Uittenbroek et al., 2019).

The different types of participation all require at least some level of preparation. Information (e.g., designs, impressions, preconditions, etc.) needs to be prepared and partners (e.g., housing association, municipality, but also architects) in a project need to know their responsibilities for the creation of this information. The partners should also be (made) aware of the implications of the implementation of the participation type into the project. For example, the architects in both cases needed to create visceral images of the plans for the workshop and customer panel.

Participation can result in enhanced quality, social cohesion, certainty and support for a project. One can think of the different apartment types of Little C that were added after input from the customer panel was gathered, or the input of the workshops that dealt with the safety and usability of the public space in De Nieuwe Wetenschappers. These results can potentially save costs (more certainty about the right product) and time (more support and thus less resistance). Besides, the costs for participation do not compare to the costs of an entire project, as one of the developers stated in their interview (ERA-1). Furthermore, the participation process can result in certainty about the plans

which might reduce costs. Therefore, the costs of participation should not be seen as a barrier to participation. The investments made in participation during the project are worthwhile.

The topics of the participation types are reflected in the results of the participation sessions. Therefore, these topics should be considered carefully in advance. For example, the final plans of the playgrounds for De Nieuwe Wetenschappers were based on the knowledge of the school children from the local area. However, one should always be open to unexpected results, as this is where the true value of participation lies; the combined knowledge of the participants and expertise of the developer. One can think of the addition of the bridge in the plans for De Nieuwe Wetenschappers that was suggested by the participants and the apartment types for Little C that were based on the input of the customer panel.

...on participation in general

“Participation describes something active; it is about joining in. Therefore, participation should be about actively involving people.” (Van Dongen)

The word participation has gotten a somewhat bad reputation in the development industry over time. Professionals know what it is, but residents often get the feeling that nothing happens with their input. Especially when a developer has a ‘participation session’ that is just a presentation of the project. So, it is important to set and communicate clear expectations to the participants on the level of their influence on the outcome of the project. This is the responsibility of the developer. Moreover, every project is different. There is always a different context, set of goals and situation. So, participation is different for every project and should be considered differently every time. (Van Dongen & Treuren)

For the developer, participation ideally is an investment that offers a return in support and certainty of the product, so costs and time can be saved. This is an important drive for developers. (Van Dongen & Treuren)

12.1.2 How to participate

Participation can take place on five levels: (1) inform, (2) consult, (3) advise, (4) co-produce and (5) decide/produce. These levels are not mutually exclusive and can occur as separate sessions in the form of, for example, workshops and continuous processes such as a project group.

(1) Informing people during the project is the minimal effort that a developer should always make. Communication about the plans, preconditions and decisions made for the project help people understand what is going on and understanding will lead to support. For example, counting down the number of piles left for Little C helped the residents cope with the intensive construction phase. Moreover, showing exciting impressions and designs of future situations will help enthuse people and therefore build support for the project. Such as the virtual reality experiences for Little C. Providing a direct contact point helps reducing resistance, since it ensures people to get a more direct response to questions and complaints. Like the environment manager for Little C.

(2) Consulting people should also be a mandatory element in the early stage of a project, to learn from the local residents about the current situation and pre-existing conditions. People can be consulted during the project about the proposed plans, so that the developer can gain certainty about decisions that have been or are going to be made. For example, how the people of the neighbourhood were consulted on the current situation of the Wetenschappersbuurt and the potential clients for Little C on the use of walkways between the buildings.

(3) Asking people to advise on the project is particularly useful to gain insight into what people want, not just what they think about the plans that are presented to them, this can help enhance quality. For example, the advice the project group gave for De Nieuwe Wetenschappers about the renovation instead of demolition of the apartment building. This level of participation requires some preparation and knowledge about the preconditions. Asking for advice on something outside the preconditions can result in difficult and expensive suggestions for the plan. For example, in Little C, there was still the possibility to change the number of apartment types; if this was not the case, they should not have asked about it during the customer panel.

(4) Co-producing and (5) decide/produce are levels of participation that developers are thinking about, but these do not often seem to be implemented yet. They would provide greater and more direct influence on the outcome of development projects for residents of an area. These levels of participation warrant further research into their feasibility and effects.

... on higher levels of participation

“Participate on topics that can be influenced.” (Treuren)

It is important that it is clear in advance, which topic of the project is open to participation and how much room there is for changes. Know what the preconditions are. These preconditions can limit the level of influence the participants can have. Furthermore, people might come to participation sessions with topics that are not open to discussion. But in general: clear communication about the preconditions and creating the right expectations will help people accept these limitations and urge them to provide constructive input during the session. (Van Dongen & Treuren)

“In my experience; if you set-up participation in the right way, people can come closer to each other and think beyond their own interests.” (Van Dongen)

There is certainly value in participating with local residents on higher levels, however, the main value seems to lie in the combined knowledge of the developer and the participants. Besides the risk that people only act upon their own interests, people sometimes need an outside view to help them move forward. If all decisions would be left to the people of the neighbourhood, nothing would get done. There are simply too many different interests and complexities to get to a coherent plan. However, it is certainly possible to let participants (co-)decide on parts and elements of a plan. For example, participants could weigh different interests and score them on their importance. Something to consider when decisions would be made by or with the participants, is what to do with 50-50 outcomes for decisions. (Van Dongen & Treuren)

“Co-deciding when there is a clear result is very sympathetic, but with a (possible) result of 49.7%; I just don't know about co-deciding yet.” (Van Dongen)

12.1.3 When to participate

Participation can be implemented during the entire project, but there are certain moments which are more suitable for certain types of participation. First of all, support for a project requires time to build up and maintain during a project. Involving the neighbourhood, with workshops or a project group,

such as in De Nieuwe Wetenschappers, helps with building support for a project from an early stage of the project. Therefore, it is useful to start building enthusiasm and support as early as possible.

To offer residents the most meaningful influence and provide developers the most useful input, residents should be involved in the project as early as possible. As soon as at least some preconditions are known, residents could be involved to help determine, comment or provide input on the outline of the project. But also, at later stages in the project, when more preconditions are set, residents can still provide useful insight for the developer. The input from the participants that had the greatest impact in the cases came from the workshops and the customer panel at the start of both projects. If one combines this with the certainty curve of Peek and Gehner (2018) one can see that input is more easily incorporated at the start of the project. It is important to remember that input from the residents can provide an unexpected insight, which leads to suggestions that might be hard to incorporate in a later stage of a project, when most preconditions are set (decisions have been made).

In the middle of the project, during the feasibility and commitment phase, participation types can be used as a sounding board group for the decisions that have been made. It can also be used to keep the neighbourhood informed and involved and maintain and monitor support for the project. For example, the way the project group was involved in De Nieuwe Wetenschappers.

At the later stages of the project, one should involve the residents in the decisions and designs or plans for the construction area. At this later stage it seems that most decisions have been made about the plan, so participation could be reduced to informing residents. But the construction can have a high impact on the neighbourhood, therefore involving the residents at a higher level of participation during this phase can help reduce complaints. Presenting a direct contact point and a human face to the neighbourhood can help prevent people from taking legal actions, by instead engaging them in constructive discussions. For example, during the construction of Little C, there were some complaints, but they were dealt with by the environment manager and did not result in legal action or delays.

... on the moment of participation

“Participation is relevant throughout the project; you can always use input on decisions that are being made.” (Van Dongen)

To be able to involve people in a project, there needs to be a plan to get input on first. So, people should be involved as soon as it is possible. Before there is a plan though, information of the area can and should be collected. During the construction phase, informing the neighbourhood is rather seen as common courtesy than participation. It could be interesting to involve residents in decisions on the construction method, but only if there would be very distinct options. (Van Dongen & Treuren)

12.1.4 Who to participate with

To determine who to participate with one should contemplate which group of stakeholders is relevant for the participation topic. Four general groups of stakeholders can be considered: residents (1), potential residents (2), new residents (3) and people from the (surrounding) neighbourhood (4). This is a list from the perspective of the residents, but it covers a large number of stakeholders; residents and (school) children, but also entrepreneurs, institutional stakeholders, expert groups (residents), neighbourhood associations and homeowner or tenant organisations. It is a broad indication, and one should always consider which stakeholders have an interest in the project and should or could be

involved. Moreover, one should take into consideration that especially in continuous forms of participation, the selection of stakeholders could change over time.

(1) The residents have knowledge of the current situation (public space and housing situation), demands for the future situation and the highest connection with the area. The residents could be involved in all aspects and phases of the project. This group needs special consideration in redevelopment projects that require demolition and the displacement of residents. In case of displacement, it is recommended that the developer considers splitting the group of participants between a group focused on the creation of the future situation and a group that will be relocated. The focus on the relocated group should be on providing closure of the current situation and day-to-day maintenance of their dwelling or neighbourhood as long this is still required. As was demonstrated in De Nieuwe Wetenschappers.

(2) Potential residents have demands and wishes for the future situation. They could be involved in the design and decisions of the future dwellings and public space. This group should be enticed to participate by images of existing plans, to reach and enthuse 'right' target groups. The involvement of potential residents is most useful for marketing purposes. As they were involved in Little C.

(3) New residents have knowledge and demands as to the new situation (public space) and they have some connection with the area. They should be involved in the final designs for the public space and can obviously only be involved after their acquisition of a dwelling in the project. For example, the new residents of De Nieuwe Wetenschappers were involved in some aspects of the final design for the public space.

(4) People in the neighbourhood know about the current situation (mostly public space), have demands for the future situation and have some connection with the existing situation. The neighbourhood should mostly be involved in plans for the public space, infrastructure and construction during the entire project. For example, how the school children and people from the neighbourhood were consulted on the current situation of their neighbourhood.

... on the target group of participation

"You need to carefully consider whether you want to add, complement or introduce something completely new to an area, when selecting the participation target group".
(Treuren)

The goal and interests for the project are the basis for selecting the target group for participation. Specifically in urban development, the context is always different from other areas and it is always important to incorporate this context during the project. When the goal is to connect a project to the existing context, participation with the current residents is recommended. For a project that is supposed to complement a neighbourhood participation with the residents of the neighbourhood is best. Adding something new to an area could benefit from talking to potential residents. (Van Dongen & Treuren)

12.1.5 The goal and topic of participation

Combining the how, when and who aspects of participation can be used to achieve higher quality, support and more certainty in a project or to address certain topics of a project. The how aspect of participation can be used to achieve a certain result of the participation process (Figure 37). All levels of participation are related to gaining support. From the level that residents are consulted,

participation can result in enhanced quality for a project. Finally, providing residents a say and using participation to gain feedback is related to enhancing certainty for decisions that are being made.

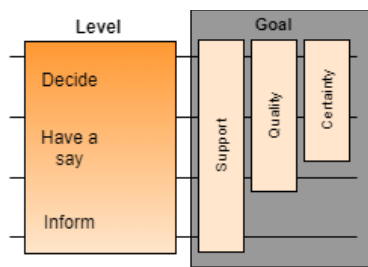


Figure 37: The how aspect affects the results of participation (own work)

The when aspect of participation is also related to the result of participation (Figure 38). The quality of a product can be affected the most easily in the early phases of the project when there is a lot of room to influence the project. At the same time, in these phases, certainty is still low. Therefore, the moment of participation to influence the level of quality and certainty is in the early phases of the project. Support can be enhanced throughout the project.

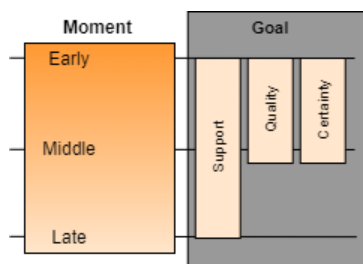


Figure 38: The when aspect affects the results of participation (own work)

The who aspect of participation is related to the topic of participation (Figure 39). When addressing topics related to the product of a project, the potential residents (users) are the best target group for participation. When addressing topics surrounding the neighbourhood or project area, depending on the goal and moment of participation, the new and current residents of the project area or the residents of the surrounding neighbourhood should be taken into consideration.

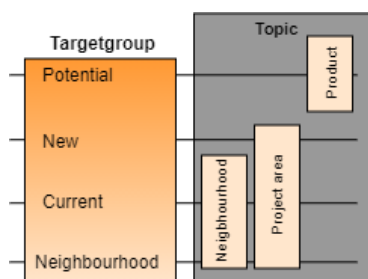


Figure 39: The who aspect affects the topic of participation (own work)

12.1.6 Guidelines for developers

Based on the analysis of the findings and reactions of the developers, presented in the previous paragraphs, a list of guidelines has been drawn up (see Table 24). These guidelines are meant for developers, which can help them to improve or to implement participation in urban development projects. The advice is mainly focused on a more conscious approach towards participation. It provides reasoning and advice on the level of participation, when to implement participation and which stakeholders to include. Overall, a more conscious approach to the how, when and who aspects of

participation and participation in general can improve the results of the participation process. It is clear, from the discussion with the developers, that this advice is in line with and applicable to the development industry.

The development industry seems to be on the fence about the top levels of participation (co-deciding) but does not reject the idea of co-deciding with residents outright. They definitely see the value of participation, both for the residents and the developer. A more conscious approach could only improve this value.

Table 24: Practical advice for developers (own work)

General	Prepare the required information and organisation of the project for the participation types carefully.
	Participation can result in quality, social cohesion, certainty and support for a project.
	Prepare the topics for the participation types carefully.
	Be open to unexpected topics for participation.
	Costs are not a barrier to participation, it is a relatively small investment in quality, certainty and/or support.
How	Always inform and consult the people of a neighbourhood about an urban development project.
	Informing and enthusing people and providing a direct contact point will help build support for the project.
	Consulting people about the plans for the project can help enhance certainty before making decisions.
	Asking participants to advise can enhance the quality of the final product of a project.
	Advice should never be asked outside of preconditions.
When	The how aspect of participation (level) determines the result of the participation process
	Start building enthusiasm and support for a development project through participation as early as possible.
	Participation can be implemented and be useful during the entire project.
	The most impactful moment for participation is also early in the project.
	During the realisation, people should be involved in the project on higher levels of participation than informing.
	A direct contact point during construction for residents, can reduce complaints (legal action) to prevent delays.
Who	The when aspect of participation (moment) is related to the result of the participation process
	Residents should be involved during the entire project.
	Separate stakeholders with incompatible interests (e.g., displaced residents).
	New residents could be involved in the final design of the public space.
	People in the neighbourhood should be consulted on the current and desired situation for a neighbourhood.
	In continues types of participation, the selection of participating stakeholders could change over time.
	The who aspect of participation (target group) is determined by the topic addressed in participation.

12.2 Implementation of participation in urban development projects

Developers need to start with defining and identifying the goal and task at hand, this will determine the choice for the participation type based on how, who and when. These three aspects are related to the expected results and discussed topics. It is possible to use and/or combine multiple participation types in one project and even in one participation form.

The planned participation type(s) can then be used to identify the required and expected information, agreements and responsibilities. A budget and schedule for the participation process should also be included in the participation plan (1).

This plan can then be communicated to the partners and participants to indicate the requirements of the different partners and set the expectations by the participants (2).

After the participation plan is created and communicated, it can be executed to achieve the expected/desired results (3, 4). This participation plan is a 'living' document, which should be used as a thorough preparation for the participation process, but it should not be carved in stone. The participation plan should also be seen as an opportunity to evaluate the participation process during and after a project, to further enhance the effective implementation of participation in urban development projects. Figure 40 shows a schematic representation of an approach to implement participation in an urban development project.

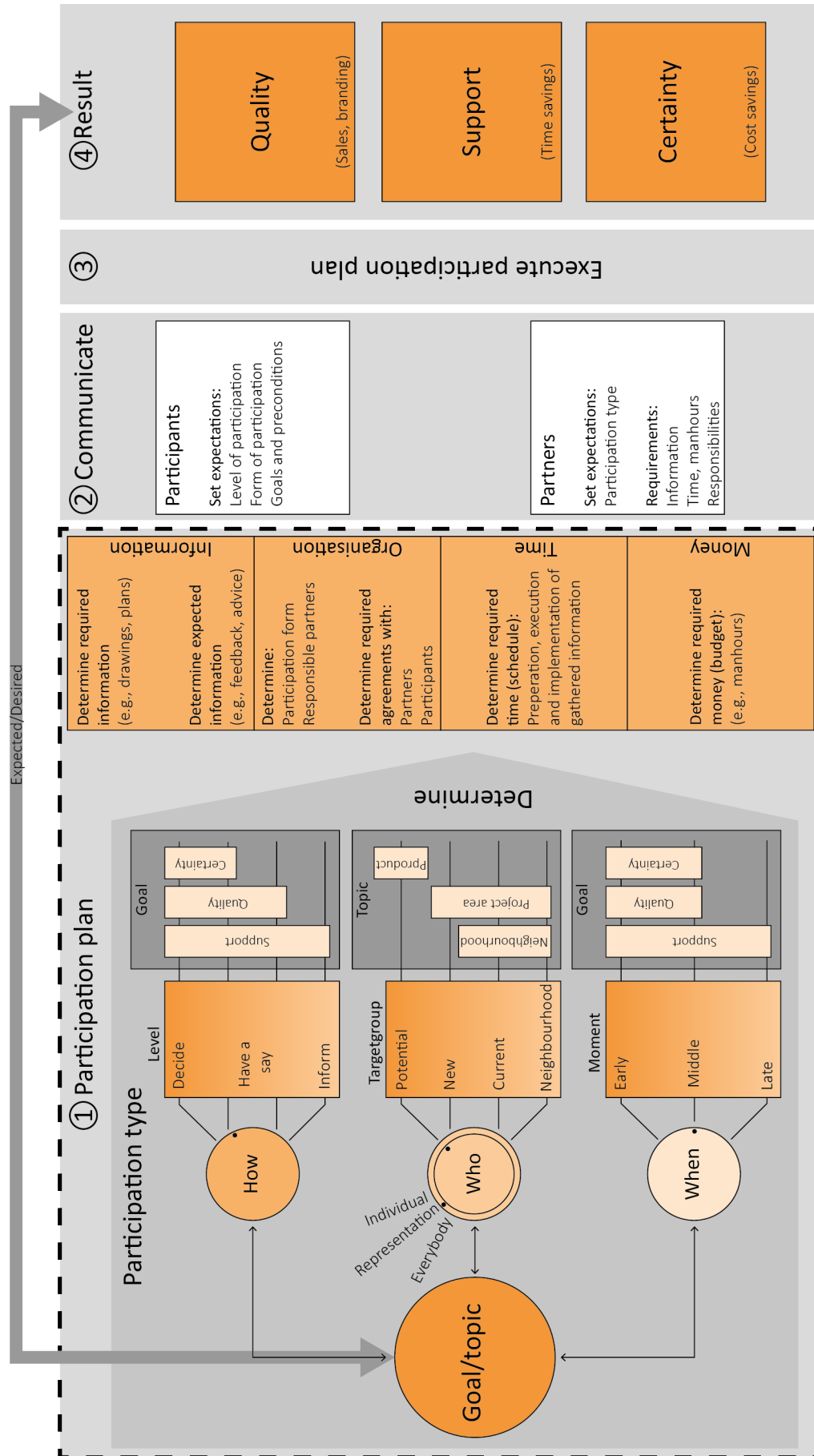


Figure 40: The participation plan (own work)

PART V

Conclusion and reflection

13 Conclusion

Within this chapter, the research questions that were set at the start of this thesis are answered. First the answer to the main research question is provided. Followed by a substantiation by answering the sub-questions through the findings in the case study.

13.1 Main research question

The main research question posed in this thesis is:

What are the effects of participation on Dutch urban (re)development projects for the developer?

For the developer, participation enhances the quality of urban (re)development projects. It can also contribute to the certainty about decisions made during the project and the level of support by residents for the project. There is also an indication that social cohesion in a project area can be enhanced through participation. To achieve these effects, participation requires the investment of time and money and a change in the approach to the organisation and information aspects of an urban (re)development project.

13.2 Research sub-questions

The aim of this thesis is to provide insight, based on theoretical and empirical research, into the effects of the voice and influence (participation) of residents on urban (re)development projects. The lessons learned from this research can be applied to future urban development projects. These lessons can help developers, to effectively use participation with residents and create more social sustainable neighbourhoods.

To substantiate the main research question, several aspects of participation and urban development projects have been examined in practice. The sub-questions reflect these different elements of the research. These questions are used to identify the effects of participation on two urban development projects of a single Dutch urban developer (ERA-Contour). The first sub-question answered is:

(1) How does participation affect the money, organisation, time, information and quality of an urban (re)development project?

Within the two cases, De Nieuwe Wetenschappers and Little C, four types of **participation** (based on how, who and when) have been identified. These types of participation have affected the GOTIK elements of these urban development projects. All types of participation, within these two cases, require an investment of **money** so that they can be implemented into the project. The investment in participation is limited compared to the total budget of an urban development project. The investment in the participation types, results mostly from the **time** (manhours) spent on participation. All participation types, of the two cases, require time. The participation types, in the early phases of a project, that are used to gather input from the participants require the most time, because of the implementation of the changes to the design, which were based on the input from the participants.

The effect of participation on the **organisation** aspect of a project, is related to the implementation of participation in a project; participation requires a change from the developer in their organisation, contracts and collaboration agreements with partners in an urban development project. Developers need to organise the project so that it facilitates a certain participation type. Facilitating the different participation types requires **information** management; developers need to

determine what kind of information is shared with or gathered from participants and is recorded at a certain moment during the project.

The participation types that provide the participants a say, in De Nieuwe Wetenschappers and Little C, are related to **quality** enhancement. Either directly by providing suggestions to the plans and designs for the projects or less directly by providing certainty about the choices made by the developer resulting in economic quality. Who participates also determines for whom the quality is relevant, the same goes for what the participation process 'asks' for. Another result from the participation types in these two cases is the effect of participation on the level of support for a project. The results (quality and support) of the participation process in the two cases were related to the goal and therefore type of participation.

Another aspect of an urban development project that is studied in the research in relation to participation is social cohesion. Therefore, the following research sub-question answered is:

(2) How did participation during an urban (re)development project affect the social cohesion of the neighbourhood after the project?

The **social cohesion** within the project areas, of the case study, seemed to be enhanced. Indications that residents have contact with each other and take a certain degree of care for the neighbourhood indicate that there is at least a form of social cohesion in the project area. Certain aspects of social cohesion were addressed by the participation types that were used to give a say to the participants. Furthermore, the designs based on the information gathered through these types of participation contain elements proposed by the participants that can improve the social cohesion in an area. Therefore, it is possible that the participation types in these two projects have enhanced the social cohesion in the project areas.

The goal of this thesis is to help residents by stimulating developers to implement participation into their urban development projects, in order to create social sustainable neighbourhoods. Therefore, the third research sub-question answered is:

(3) Can the findings of this research be formulated into practical advice, with regard to the effective use of participation in Dutch urban (re)development projects, for the developers?

Yes, this is possible. The findings of the case study can be used to present practical advice to developers on the implementation of participation into urban development projects. The advice is mainly focused on a more conscious approach towards participation. It provides reasoning and advice on the level of participation, when to implement participation and which stakeholders to include. By approaching participation more consciously, developers can improve the results of the participation process.

The research conducted for this thesis can also be used to provide advice on a potential new approach to participation in the future. The developer has to listen to the voice of the residents in every urban development project and only refer to participation if the residents can have influence on the future of their neighbourhood. For residents to influence their future, the developer should deploy specific participation types for specific (desired) goals. These participation types should be determined in advance in a participation plan that stipulates the preconditions of the project and also the target group(s), level(s) and moment(s) of participation. Following the creation of this participation plan, it is important to express and communicate clear expectations, intentions and the level of influence the participants can expect.

14 Reflection

This chapter provides a reflection on the research conducted for the graduation thesis (The voice and influence of residents in urban redevelopment projects). The chapter starts with a reflection on the research, looking into the validity, generalisability, limitations and further research. Followed, by some considerations about the research.

First of all, an unexpected factor during this research was the COVID-19 outbreak with subsequent lockdowns and social distancing. This meant that the faculty was closed, and no face-to-face meetings were possible. This situation reduced the opportunity for interaction and discussion with my peers and face-to-face interaction with my mentors. The outbreak and subsequent reliance on online communication did cause some additional challenges for the research, but it did not cause insurmountable problems.

14.1 Reflection on the research

This section reflects upon the research conducted for this graduation thesis. The first paragraph presents the research goal. Then the reflection goes into the validity and generalisability of the research, followed by the research limitations and recommendations for further research.

14.1.1 Research goal

The goal of this graduation thesis is to provide insight into how the voice and influence (participation) of residents affects Dutch urban development projects and give practical advice to Dutch developers about the implementation of participation in their urban (re)development projects. Through the insight from this graduation research guidelines for developers and researchers are provided to increase their understanding of the effects of a participation process and help developers to improve their urban (re)development process.

14.1.2 Validity and generalisability of the research

This research consists of a theoretical framework, a case study and an inductive analysis to compile practical advice for developers. The theoretical framework revealed a lot of information about participation and urban development projects, but little about the effects of participation on urban development projects. Based on the theoretical framework, a conceptual model has been drawn up consisting of the GOTIK model and a definition of participation. To fill the research gap about the effects of participation on urban development projects for developers, a case study was conducted on two projects, consisting of semi-structured interviews with the developers, municipality, housing corporation and people from the surrounding neighbourhood and an analysis of available documents. Based on the findings, a new model to describe the effects of participation on urban development projects for developers is presented in this thesis.

The findings of this case study show how participation influenced these development projects on the GOTIK aspects. However, these findings are based on only two urban development projects, from one developer. These cases have also been selected according to the presence of participation and a degree of successful implementation of participation. This means that this research can only be generalized to a limited extent. However, these two cases did provide an insight into successful participation processes within two urban development projects. The findings on the effects of participation on the development process of urban developers, based on the data provided by the developers and other interviewees can be used in broader context, if you take the limited case selection in consideration.

The case study also looked into the effect of participation on the social cohesion of a neighbourhood. Because there were no interviews with residents from the neighbourhoods of the cases themselves, the findings on this topic were also determined by the interviews with the municipality, the housing corporation and the developer. This might give a somewhat distorted picture that must be taken into account when considering the findings. Furthermore, both cases had a very strong difference between the starting point and final product. So, comparing the starting situation (both areas had a very bad reputation) with the final products (completely new neighbourhoods) proved difficult. Therefore, the conclusions about the effects of participation on social cohesion in the neighbourhood should be considered as potential effects, that warrant further research.

The final part of the research consists of practical advice to the developers on the implementation of participation based on my personal induction of the findings. Four propositions based on this advice was put in front of two developers. Their discussion of these propositions was used to see how the advice fits within the existing ideas on participation in practice. This enhances the validity of the advice for the developers.

14.1.3 Research limitations

The conceptual model that formed the basis for the case study is based on the theoretical framework and an assumption that participation can be seen as an external influence on urban development projects. In retrospect, this turned out to be an oversimplification that limited the research. Because this model focused the research on the effects of participation on the GOTIK aspects and considered participation less as an integral part of the urban development projects of the case study than it actually was.

Furthermore, for the case study, the availability and presence of documentation surrounding the projects was limited. As a result, most of the research is based on the interviews and limited to the memories and personal experiences of the interviewees. Moreover, the projects were less advanced than previously thought, which mainly limited research into social cohesion and accessibility to residents.

Finally, only two developers were part of a short discussion on a small part of the research for the validation of the practical advice. This limits the exposure of the advice to the practice of the development industry.

14.1.4 Recommendation for further research

Firstly, the research of this thesis was focused on whether there are effects and not how great the effects of participation on urban development projects are. The model as presented in this thesis (see Figure 36 on page: 76) can be used as a basis to look more specifically into the effects of participation. The model describes the effects of participation on urban development projects better than the conceptual model created on the basis of the theoretical framework. The model describes the effects of participation on the final result of the project, and that it requires an investment of time and money and needs to be facilitated by the organisation and information aspects of a project. This model offers various options for follow-up research. The model shows that the participation goal determines the participation type and the different results. Further research could look into what the effects of different types of participation have on the quality, social cohesion, certainty and support for a project. Also, more specific research is necessary into how much the investment of time and money and/or facilitating role of the information and organisation aspects influences the effectiveness of the participation type.

To determine the effects of participation, this research describes four types of participation within the case study. Based on literature, there should be more types of participation. Therefore, further research into the determination of participation types and the different effects they might have can also help to enhance the effectiveness of participation. Also, Uittenbroek et al. (2019) provides an

indication how different forms of participation (workshops, public hearings, focus groups, etc.) can be used to serve different goals. Further research into the interaction between the goals of the participation types and the forms of participation can also be useful for furthering the insight into the effective implementation of participation.

Moreover, the practical advice to the developer on implementing participation in urban development projects warrants further research as well. Research can be conducted on the effectiveness of the advice or on a way to implement it in the process of urban development.

14.2 Considerations

This section reflects on the considerations for this research topic, it first goes into the research topic position followed by the societal and scientific relevance.

14.2.1 Research topic position

This thesis is about the management of (re)development projects, participation of residents (an element of social sustainability) and what the effects of participation are on urban (re)development projects. This is related to the goals of the department of Management in the Built Environment (MBE). The department works towards a sustainable built environment where the interests of the end user and other stakeholders are key aspects. MBE focuses on solutions for the development and management of buildings, portfolios, and urban areas.

14.2.2 Societal relevance

Due to the changing role of developers in The Netherlands, the so-called developer-led development, developers get more and new responsibilities. Also, the upcoming 'Omgevingswet' (spatial planning law) planned to be introduced in The Netherlands puts a focus on resident participation during the urban development process, as is the need for social sustainable neighbourhoods. This research reveals some of the effects of participation on an urban development project. By revealing these effects and converting them into actionable advice, this thesis can contribute to the willingness and ability of developers to implement participation in their urban development projects. The practical advice in Chapter 12 provides a solid starting point for the implementation of participation in urban development projects. Therefore, this research can contribute to the future of sustainable urban development.

14.2.3 Scientific relevance

There is a plethora of research on participation, (social) sustainability and urban development. However, the research on the effects of participation is mainly focused on the perspective of the residents and the relation to social sustainability. The viewpoint of the developer and the effects of participation on their projects is under exposed. Because of the limited availability of scientific knowledge and data on the effects of participation on urban development projects, this research contributes to the scientific body of participation and urban development research. The findings of this research on the effects of participation on urban development projects add to the existing scientific knowledge by providing a model that describes the effects of participation and what is required for implementing participation types.



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