

TOWARDS PARTICIPATION OF EXISTING BUSINESSES IN THE REGENERATION OF INDUSTRIAL URBAN WATERFRONTS



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Recommendations on the participation process based on lessons learned
from comparative cases in a Dutch context

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PREFACE

This thesis is the result of one year of research and represents my graduation thesis for the Master Management in the Built Environment at the Delft University of Technology.

Unlike many of the students starting at this faculty, I never had the wish of becoming an architect. It was the strong fascination for cities and the shaping and functioning of urban areas which has led me to Delft. That interest sustained, and expanded, during the course of my studies.

During the course of urban development management, we were asked to create a redevelopment plan for the former industrial waterfront area Cruquius in Amsterdam. Triggered by theory on creating successful places, the complexity of inner-city developments and the extensive stakeholder management that these processes require, I knew I wanted to combine these elements in my graduation research.

This brought me to the subject of participation of existing businesses in regeneration processes of industrial urban waterfronts. By examining four cases in the Dutch practice, the importance of this topical subject was continuously highlighted. And the fact that something is written about it in newspapers and articles almost every week reminds me of the importance of my graduation research, which makes me satisfied with choosing for it. Hopefully this research contributes to a new approach of these type of urban redevelopment projects. An approach in which we emphasize the context and the people who define this context.

This research could not have been completed without a number of important people: my mentors, the interviewees and my friends and family.

In the first place I would like to thank my graduation mentors, Tom Daamen and Peter Boelhouwer, for sharing their knowledge with me, and for supporting and challenging me throughout the process.

Furthermore, I would like to thank all the interviewees that took part in the research for their time and their valuable insights. Without your input this research would not have been completed. Your enthusiastic reactions and inspiring stories were a real source of motivation.

Finally, special thanks go to my family and friends. To my friends, for making the past 6,5 years in Delft unforgettable. To Filip, for making this year of graduation a lot more fun than I expected it to be. To my family, for supporting me unconditionally. And especially to my mother, for inspiring me with her experience in the practice of urban development and for sharing her passion with me.

Enjoy reading!

Bente Bast
January
2019

SUMMARY

As a result of the tendency to (re)develop inner-city locations, a tension between living and working, on account of a lack of space, is currently identifiable in industrial urban waterfront regenerations in the Netherlands. The redevelopment of such areas directly affects the interests of the existing entrepreneurs. In order to create support for redevelopment plans, these stakeholders have to be involved in the planning process by municipalities. The involvement of stakeholders in planning processes is referred to as participation.

Problem statement

With the approaching of the new Environment and Planning Act (Omgevingswet) in 2021, participation is becoming an inevitable part of planning processes. However, both in theory and practice, it remains unclear how participation is carefully and effectively shaped. There are instruments for participation, but there is no fixed procedure to shape the process because the interests of stakeholders are diverse and the context in which urban area (re)development takes place is constantly changing. Moreover, most participation processes are particularly focused on future residents and future users of to be (re)developed areas. This is a different type of participation process than with existing companies who, at first sight, do not directly benefit from the redevelopment plans. Therefore, participation of existing companies is by definition more complex to achieve.

Research goal and question

The following goal is formulated for this research: to define possible improvements in the involvement of existing businesses in regeneration processes of urban industrial waterfronts. The research goal consists of three parts: (1) to understand how participation can be achieved in urban regeneration projects, (2) to investigate how participation of existing businesses currently occurs and (3) to identify possible improvements in the participation process with existing businesses.

From the research goal, the main question is drafted: **How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?**

To provide an answer on the main question, three sub-questions are formulated:

- (1) How is participation achieved in planning processes?
- (2) How are the existing businesses involved in the planning process?
- (3) How can existing businesses be (better) involved in the planning process?

Methodology and approach

The focus of the research is on the people, their interests and mutual relationships, involved in urban development processes. Due to the social nature, a qualitative research method is chosen. The techniques used in this research are a literature review, a document study and semi-structured interviews. A theoretical framework is established, based on the studied literature on public participation. The theoretical framework comprises the ladder of participation, which consists of five instruments (informing, consulting, advising, co-creating and co-decision-making) with corresponding roles, tools and outcomes.

The empirical part of the research is designed as a comparative case study. Based on various criteria, four cases are selected for the analysis of participation in practice: the Binckhorst in Den Haag, Rijnhaven in Alphen aan den Rijn, the Schieoevers in Delft and the Plaspoelpolder in Rijswijk.

To obtain data semi-structured interviews are conducted with different stakeholders of the four cases on the involvement of existing businesses in the planning process. The key elements of the interviews are the use of participation instruments and the role of the municipality and the role of existing businesses in the planning process. Also, interviewees are asked to evaluate the participation process. The retrieved data is analysed with the theoretical framework to compare the findings from practice with theory.

Results and conclusions

The results of the research will be summarized through answering the sub-questions. Subsequently, an answer to the main question will be provided.

(1) How is participation achieved in planning processes?

In practice, instruments of the participation ladder are used to involve stakeholders and thereby they contribute to achieving participation. However, from the case study other factors derived that are crucial to take into account in the setting up of participation processes. These factors are the context of the project, the type of development strategy and the interests and requirements of the existing businesses. In order to achieve participation these factors have to be taken into account as well when setting up participation processes with existing businesses. These are factors that influence the process of participation, while the ladder of participation influences the content of the participation process.

(2) How are the existing businesses involved in the planning process?

Existing businesses are predominantly involved in the planning process with the instruments informing, consulting and advising, which are applied in every case. The tools that have been applied the most by municipalities to involve existing businesses are information meetings, surveys, working groups and expert sessions. But, although the instruments of the participation ladder are applied in practice, the results of participation processes are not always satisfying. From the case study it is discovered that for existing businesses there are some factors that can lead to dissatisfaction with the process. The dissatisfaction with the process of participation occurs through a number of causes:

- A lack of information and knowledge, and subsequently, the absence of a common language between the municipality and existing businesses;
- A lack of trust that arises if expectations are not fulfilled or agreements are broken;
- Uncertainty about the future;
- A lack of benefits for existing entrepreneurs;
- Unclear about the process of participation.

(3) How can existing businesses be (better) involved in the planning process?

Therefore, some factors of improvement are determined. The first aspect which can lead to an improvement in the involvement of existing business in the planning process is the *preventing asymmetry of information and knowledge, distrust and uncertainty*. If both parties are well-informed and there is an equal basis of information and knowledge, mutual trust can arise which is needed to start a substantive conversation about plans. Equally important in this is the removal of uncertainties, which is considered the biggest threat for entrepreneurs.

The second aspect consists of *identifying the benefits for the existing entrepreneurs* by answering the question "What's in it for me" from the entrepreneurs' point of view. If benefits can be achieved for companies, they are more likely to participate.

The third aspect is *providing clarity on the course of the participation process*. Before starting the participation process it should be clear for municipalities what they want to achieve with participation.. In advance, agreements should be made between municipalities and existing companies about how feedback is given and when the participation process is successful for both parties.

During the participation process clarity is enhanced by providing continuous insight into the progress of the participation process.

The fourth and last aspect is *making a deliberate and bespoke choice about participation instruments and tools*. The first step for municipalities is to make an inventory of what existing businesses want and need. Based on the differing (economic) situation and wishes of existing companies, a subdivision within this group could also be useful. Participation must always be low threshold for entrepreneurs and it is very important to keep people actively involved. This involves creative working methods during meetings and visually attractive and understandable ways of reporting and communication.

These four aspects of improvement lead to the answer to the main question: **How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?**

By preventing of asymmetry of information and knowledge, distrust and uncertainty can be realized by making the participation process more *accessible*. This means all information and communication is transparent, understandable for entrepreneurs and that clear agreements are made in advance. Accessible also implies physically accessible, in determining the location, time and the number of meetings.

Through identifying the benefits for the existing entrepreneurs, the participation process becomes more *beneficial*, and therefore more attractive for entrepreneurs. Special attention in this should be paid to the individual approach of companies, because amongst existing businesses there are many different interests.

By providing clarity on the course of the participation process, the participation process becomes more explicit, and subsequently more *concrete*. This entails being clear on the bandwidth of participation. Also, it includes setting a goal in terms of a product (plan), drawing up agreements on what the input is used for, and making results tangible.

By making a deliberate and bespoke choice about participation instruments and tools, the participation process becomes more *personal*. This starts with knowing the context of the project: “Who are the existing businesses?”, “What do they want?” and “On what scale level (area, municipal, regional)?”. Furthermore, this entails staying in close contact with entrepreneurs, approaching them personally for meetings and developing personal solutions.

Recommendations

As a recommendation, a process approach was created which can be used as a guideline to set up and carry out participation processes with existing companies in the regeneration of industrial urban waterfronts. The process approach embraces the use of the participation instruments for the execution of the participation process, but the emphasis is on the four pillars that guide the process. The process approach consists of four steps, namely preparation, execution, processing and evaluation (*see figure 1*).

Discussion

Although the cases illustrate that to a certain extent participation instruments are used effectively, a clear structure in the design of the participation process and application of instruments could not be identified in practice. Therefore, some limitations to the theory are observed. The limitations are related to the fact that the participation ladder places too much emphasis on the role of the municipality, that it suggests that only one instrument can be applied throughout the process and that the theoretical framework does not address external factors influencing the participation process.

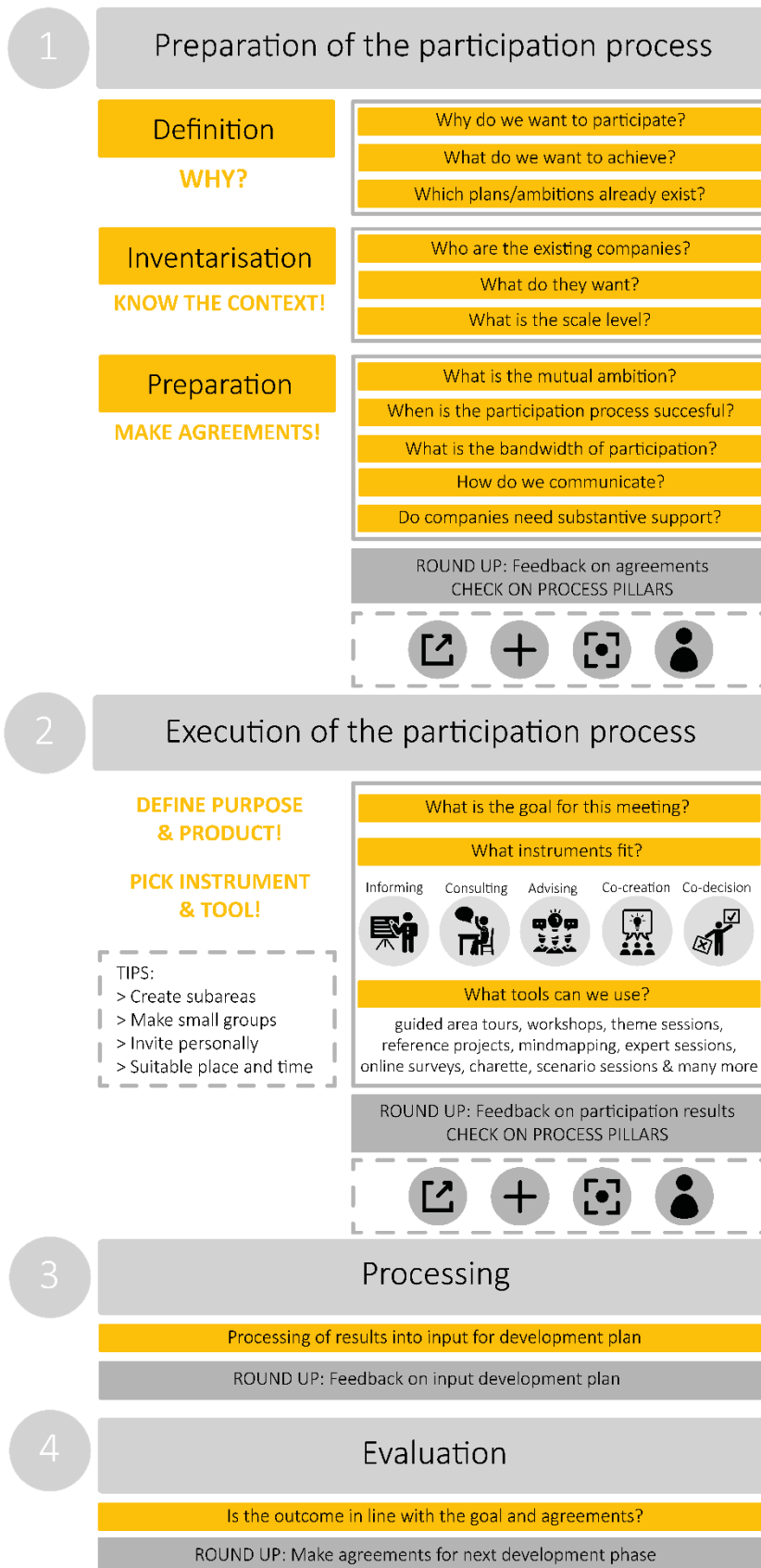


Figure 1: Recommendations: plan of approach

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I. INTRODUCTION

INTRODUCTION

The Netherlands is facing an enormous development task. One million dwellings have to be built in the coming decades, of which a considerable amount within existing urban areas. To meet the high demand for housing, the government, municipalities, developers and construction companies have joined forces. All parties agree on increasing and accelerating the production of housing in inner-city areas. For this purpose, among other things, adding housing to industrial urban areas is seen as a solution.

But what about the existing entrepreneurs in these areas? The fact that their interests must be included in this big task is not a point of discussion. Yet, that is easier said than done. Entrepreneurs feel passed by plans for residential development, with the result that tension arises between the municipality and the local business community. Entrepreneurs often see few advantages in the transformation plans and therefore dig their heels against municipal planning.

As a local authority, how do you improve the involvement of existing entrepreneurs? A question that is becoming increasingly relevant due to the approaching introduction of the Environment and Planning Act in 2021 that makes participation an obligatory element of municipal plan making. Hence, how to effectively organize participation of existing businesses in transformation processes of industrial urban areas?

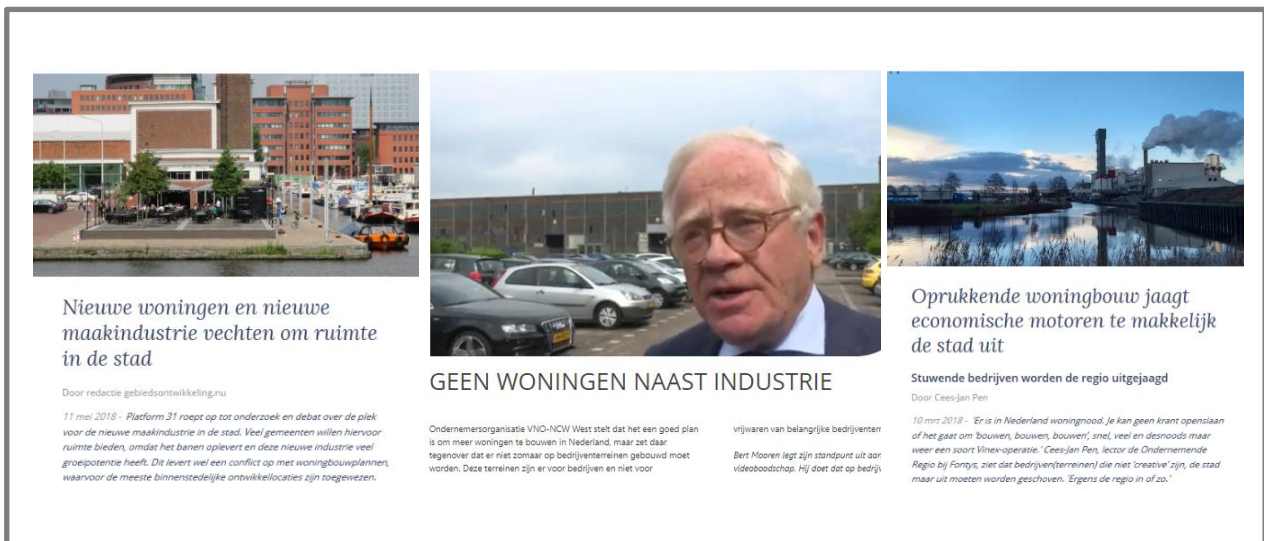


Figure 1: Various news articles (source: Gebiedsontwikkeling.nu, 2018; VNO-NCW West, 2018; Gebiedsontwikkeling.nu, 2018)

1. INTRODUCTION

This chapter addresses the problem definition of the research. Subsequently, the research goal and question, the deliverables and the research relevance are discussed.

1.1. Problem definition

Urban area (re)development is subject to demographic, socio-cultural, economic and political changes that entail challenges such as the housing shortage and the increased preference for urban (re)development instead of greenfield developments. The housing shortage is the most problematic in cities due to the demand for urban living. Especially in the mid-segment zone there is a need to build high numbers of new dwellings (Boelhouwer, 2018). The policy consideration to develop housing within existing urban areas derives from several other ambitions, namely: strengthening the urban agglomeration, using existing public transport structures, reducing commuter traffic, preserving green areas and reuse of existing real estate (Verheul, Daamen, Heurkens & Hobma, 2018; PBL, 2012; PBL, 2017; De Zeeuw, 2018).

Governments and private market parties agree on the intensification and acceleration of the housing production within urban areas. Subsequently, they endeavour redevelopment locations within city boundaries and, following the redevelopment of station areas, the focus is now shifting towards industrial river and canal zones because these areas are perceived to be underused (PBL, 2017; De Zeeuw, 2018). Also, these inner-city waterfront areas are seen as attractive areas for living, working and recreating.

However, the redevelopment of such areas directly affects the interests of all kinds of societal groups, such as residents, entrepreneurs, landowners and concerned citizens. In order to create support for (re)development plans these actors have to be involved and their interests have to be taken into account in the planning process. The latter has become an increasingly important aspect of contemporary urban planning processes (Kohlmann & Dreef, 2018).

With the approaching of the Environment and Planning Act (Omgevingswet) in 2021 participation becomes an important pillar. The new regulatory framework for the built environment prescribes that municipalities have to motivate how stakeholders are involved and what the results are of the participation process for each environmental plan, vision or program. Besides municipalities, also private parties such as development companies must demonstrate that they have gone through a proper participation process when applying for building permits (Kohlmann & Dreef, 2018).

The increasing importance of participation is on the one hand a self-contained trend resulting from the increased information flows, the rise of the network economy and the possibility for individuals to express their opinion, and on the other hand it is a conscious aim of governments to involve citizens more frequently in policy formation in order to reduce the gap between citizens and government and to create public support for plans (Edelenbos et al., 2001). In urban area development this has resulted in planning strategies shifting from blueprint planning, in which the government takes a leading role, towards more organic development strategies in which a multiplicity of actors is involved and participation became an important subject (Lane, 2005).

Although participatory planning receives a lot of attention in both theory and practice, it remains unclear how participation is carefully and effectively shaped. From theory it is derived that participation is achieved when *plans are developed in dialogue with stakeholders that have been involved from an early stage of the process*. However, participation has different forms and participation ladders have come into being to set and to measure the degree of participation.

Hence, there are multiple instruments for participation, but there is not a fixed procedure or a practical guidance to shape the process because the interests of stakeholders are diverse and the context in which urban area (re)development takes place is constantly changing. In existing urban areas in particular, participation is a process that requires time and of which the course and the outcomes are unpredictable (Kohlmann & Dreef, 2018).

In practice, participation is particularly focused on future residents and future users of to be (re)developed areas. Their input and ideas are often used by (local) governments and private market parties to shape (re)development plans. In contrast to (future) residents who share the importance of housing and other functions that create liveliness in areas with the municipality, companies have an economic interest in the area. Thus, participation with existing companies which, at first sight, do not directly benefit from the redevelopment plans is less common and more by definition complex to achieve. This could lead to a kind of gentrification process in which not the original inhabitants are driven out, but existing businesses.

Several researchers, who examined this subject, argue that the engagement of the existing businesses in planning processes has remained underexposed while involvement of these stakeholders is highly important (Cotter, 2012; Loures & Burley, 2012; Leigh & Hoelzel, 2012). Three reasons for the importance of involving companies in planning are found:

Firstly, the existing business contribute to the (local) economy and employability, abandoning them from urban areas can weaken economic growth, decline employability and it leads to suburban sprawl of industrial businesses, which is bad for the environment (Leigh & Hoelzel, 2012).

Secondly, the transformation of industrial areas is resource consuming in terms of financing and time (Korthals Altes & Tambach, 2008). If existing businesses file objections against plans this can result in long-lasting procedures causing rises in cost, loss of time, conflicts due to trust and interest issues in the process, and in terms of the product it can lead to a decrease in the financial-economic feasibility and spatial quality of the plan.

Lastly chances for improvement of businesses in terms of efficiency, innovation and sustainability could be missed if companies focus on what they do not want instead of bringing forward what benefits can be there for them.

Hence, for municipalities the involvement of existing businesses in regeneration processes of urban industrial areas is not only inevitable due to the changing regulatory framework, but it is also important because of the possible negative effects on the (local) economy and the environment. Besides that, it offers opportunities for sustainability and more intensive use of space. For municipalities, who want their development plans to succeed in these areas, participation of the current users of the area is a necessity. This means that the participation process must be organized in such a way that companies feel part of the game. Subsequently, this results in the research goal and research question formulated in the next section.

1.2. Research goal and question

From the problem statement, the main goal of the research can be formulated as follows: *“to define possible improvements in the involvement of existing businesses in regeneration processes of urban industrial waterfronts”* by analysing the participation process, formulating lessons learned and drawing up recommendations. In practice, improving the involvement of existing companies in regeneration processes can strengthen the urban economic competitiveness and it leads to more sustainable, inclusive and innovative urban environments. In addition, this research aims to fill part of the gap in literature on participation with regard to industrial businesses. Following the main goal of the research, the main question of this research is:

How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?

In this question *‘participation’* is seen as an instrument that can be used to involve existing businesses in the planning process. *‘Urban regeneration processes’* are seen as processes *“to improve the economic, physical, social and environmental conditions of an urban area that has been subject to change”* (Roberts, 2000; Meerkerk, Boonstra & Edelenbos, 2012).

In this research *‘existing businesses’* refer to the businesses located in industrial areas, and *‘industrial areas’* are seen as business areas of at least one hectare that are suitable for use by trade and (manufacturing) industry. The principal users of business areas are the manufacturing industry, building industry, wholesale businesses, transport and distribution offices, garages and peripheral retail businesses. The majority of the business areas are mixed industrial areas (IBIS, 2011).

The main research question is answered by means of theoretical and empirical research. The empirical research is executed by a comparative case study in the Netherlands. The research methods and case selection are further elaborated in the chapter 2 ‘Methods’.

1.3. Deliverables

This research aims at defining improvements in the engagement of existing businesses in urban regeneration processes in order to strengthen the urban economic competitiveness and to realize more sustainable, inclusive and innovative urban environments. Next to the research goal, this research is a plea for the drafting of a guideline ‘participation by companies’.

To achieve these goals, a literature study and a comparative case study are conducted. The case study is carried out in the Binckhorst in The Hague, Rijnhaven in Alphen aan de Rijn, the Schieoever in Delft and the Plaspoelpolder in Rijswijk. These are equivalent industrial urban waterfronts that have been encountering similar difficulties (Roots, 2017; Pen, 2018). By understanding how the existing businesses are involved in plan- and decision making processes through participation, lessons learned and recommendations can be drawn for equivalent redevelopments. The final product is a process approach for the participation process with existing businesses.

1.4. Societal and scientific relevance

Societal relevance

For municipalities, and developers, who want their development plans to succeed in industrial urban waterfront regeneration projects, participation of the current users of the area is a necessity. The need for participation will be strengthened by the implementation of the new Environment and Planning act that requires the inclusion of participation in urban planning processes. The approaching Environment and Planning act of 2021 prescribes that municipalities have to motivate how stakeholders are involved in plan making and what the results are of the participation process for each environmental plan, vision or program.

But despite the amount of attention that the subject of participation is getting in current urban development projects, a constructive thought behind the implementation of participation instruments and a design of the participation process often remains lacking. There are multiple instruments for participation, but there is no standard toolkit because the interests of stakeholders is different and the (re)development is dependent on the context. Besides that, current participation processes are particularly focused on future residents and future users of to be (re)developed areas. Participation of existing businesses is a relatively new topic.

Thus, analysing the participation process through a case study can provide practical knowledge on participation with this specific group of stakeholders. As a result, providing recommendations for the participation of existing businesses in the planning- and decision-making process can contribute to more inclusive and effective urban regeneration processes.

Municipalities, project managers and existing businesses will benefit from the recommendations. Project managers and municipalities will be provided with a process approach that can be used for participation of existing businesses. Simultaneously, existing businesses will feel more included and involved in the process, which can lead to possible improvements in the stakeholder alignment and collaboration which also positively stimulates the regeneration process.

Scientific relevance

A high number of academic researches is available on participation in urban planning processes. Various researchers state that due to the complexity of urban regeneration projects stakeholder engagement and participatory planning is needed (Meerkerk, Boonstra & Edelenbos, 2012; Wigmans et al., 2011; Bond & Thompson-Fawcett, 2007; Wagenaar, 2007; De Zeeuw, 2018; Leigh & Hoelzel, 2012; Adams & Tiesdell, 2013).

However, the existing literature mainly includes research into public participation as a part of policy making and residents' participation in urban developments. This is a different type of participation process than with existing companies. In participation processes of industrial area transformations, the existing companies are asked to contribute ideas about the future of their business location.

Hence, explicit knowledge on this subject needs to be extended. Therefore, from a theoretical perspective, this research will add theoretical knowledge on the engagement of industrial businesses in urban regeneration processes.



II. METHODS

METHODS

This chapter presents the design of the research and the methods that will be applied to execute the research. First, the research objectives will be discussed, followed by the conceptual model of the research and the sub-questions. Subsequently, the design of the research will be presented and the cases will be shortly introduced. Lastly, the research methods will be elaborated.

2. RESEARCH DESIGN & METHODOLOGY

2.1. Research objectives

Following the research goal: *“to define possible improvements in the involvement of existing businesses in regeneration processes of urban industrial waterfronts”*, the following sub-goals are formulated: (1) to understand how participation can be achieved in urban regeneration projects, (2) to investigate how participation of existing businesses currently occurs and (3) to identify possible improvements in the participation process with existing businesses. In the figures below the research objectives are graphically presented. First the objectives are placed within the integrated area development model of Daamen & Verheul (2014; 2018) in order to identify the interrelationship between the research elements, then a conceptual model of the research is graphically presented.

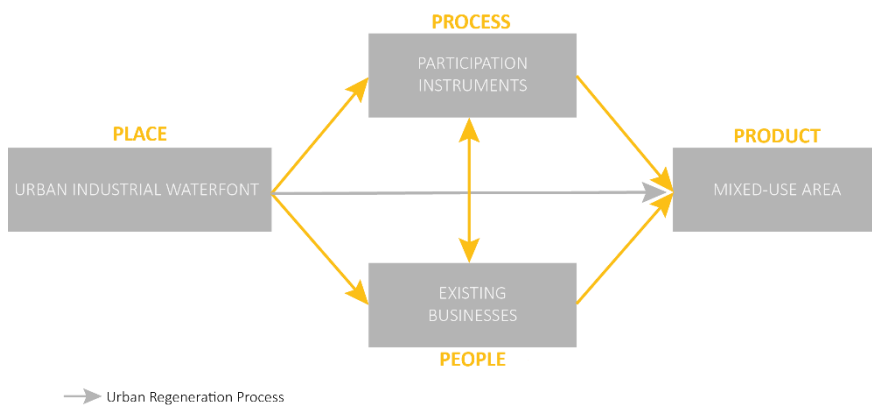


Figure 2: Research elements (Own illustration based on Daamen & Verheul, 2014)

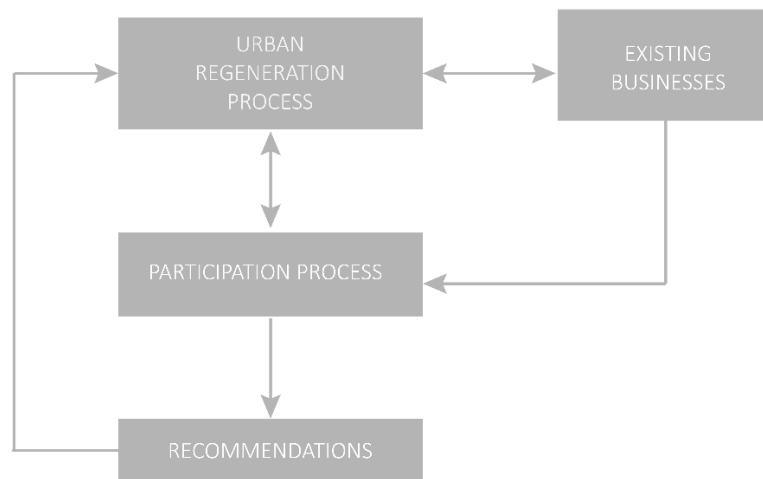


Figure 3: Conceptual model

2.2. Research sub-questions

Following the main question of the research *“How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?”* sub-questions have been formulated that comprise the four elements of the conceptual model.

To answer the sub-questions a theoretical and empirical research will be conducted. The first element is concerned with the background of the research and forms the theoretical framework of the thesis. The other elements are concerned application of the theoretical framework by means of case studies.

1. How is participation achieved in planning processes?

- What is public participation and how is it related to urban planning?
- What instruments for participation exist?

To answer this question, a literature study will be conducted into the concepts of urban planning, public participation and the application of participation by means of instruments. The literature review will result in a theoretical framework which can be applied in the empirical part of the research.

2. How are the existing businesses involved in the planning process?

- What types of businesses are located at industrial urban waterfronts?
- What participation instruments are used to involve the existing businesses?

To answer this question, a literature and document study into the types of industrial areas and businesses will be conducted. Subsequent this question will be answered by empirical research, resulting in a an overview of the participation process and an analysis of the participation instrument for each case. Hereby, the theoretical framework is tested against practice. The data will be collected by conducting interviews.

This question is applicable to the cases: Binckhorst, Rijnhaven, Plaspoelpolder and the Schieoevers.

3. How can the existing businesses be (better) involved in the planning process?

- What lessons can be drawn for future participation process with existing businesses?

To answer this question, a case study research will be conducted. By means of interviews, stakeholders will be asked to evaluate the participation process. The outcome will consist of an analysis of the participation process and lessons learned. From these lessons learned, recommendations can be drawn to improve the involvement of existing businesses in regeneration processes of industrial urban waterfronts.

This question is applicable to the cases: Binckhorst, Rijnhaven, Plaspoelpolder and the Schieoevers.

2.3. Research design

According to Bryman (2012, p.35) the idea of a research strategy is “a broad orientation to social research”, which can be qualitative or quantitative. This research is considered to be qualitative due to the focus on the people, their interests and behaviour, involved in urban area development. Within this qualitative research the orientation towards theory is particularly inductive, implying that the emphasis is on the generation of theory more than on the testing of it (Bryman, 2012, p.36). This is also in line with the purpose of this research to add scientific knowledge.

The latter will be done by conducting a case study. A case study is associated with a location, and the emphasis is on “an intensive examination of the setting” (Bryman, 2012). The case(s) chosen will be further elaborated in paragraph 2.4. ‘Cases’.

A research design provides a framework for the collection of data and the analysis of the retrieved data. First, a literature review will be conducted, then a preliminary practice research is done followed by the case study. From the case study, lessons learned can be drawn in order to create a set of recommendations that can be used in (future) participation processes. The design of this research is shown in figure 4.

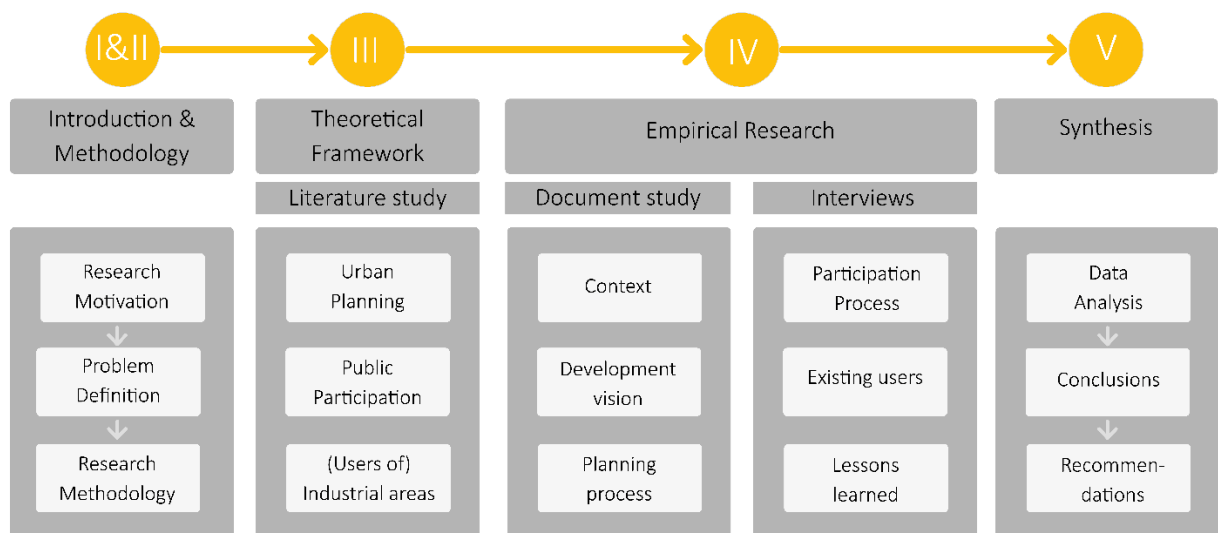


Figure 4: Research Design

2.4. Case selection

Because a good choice of the object to be researched is essential for case studies, the selection of cases for this study takes place through a targeted sample (purposive sampling) (Verschuren en Doorewaard, 2007). In this research a qualitative study will be conducted into participation of existing companies in the practice of urban development.

In order to select the cases several criteria have been set up. The selection criteria are:

- The type of urban area development: industrial urban waterfront regeneration;
- The presence of existing businesses in the area;
- The ‘same’ geographical context: within the region of Zuid-Holland;
- The presence of municipal ambitions to develop a mixed-use area;
- The (intention of) participation of stakeholders in the planning process;
- The current phase of the regeneration process is preferably different.

The decision to conduct the research only at industrial urban waterfronts derives from two reasons. Firstly, the situation with existing companies can be more complex because water bound businesses cannot be easily relocated due to a lack of water bound business areas in the region. Secondly, urban waterfronts are considered attractive areas for living and recreating which makes them appealing for redevelopment.

Based on the criteria, four cases are selected to identify how existing businesses in industrial areas can be (better) involved in planning processes. These cases, the Binckhorst, Rijnhaven, Schieoever and Plaspoelpolder will be studied from which lessons learned will be drawn that can be applied to other urban regeneration projects.

All the cases selected for this research can be classified as mixed (industrial) business areas that are designated for regeneration into mixed-use areas with a partly residential function. Their geographical location is within the Zuid-Holland region. The selected cases are characterized by the presence of a waterfront, which in some cases is still (partly) used for economic activities. In addition to the waterfront as an attractive location factor, all four cases are located nearby strategic transport junction points and other transportation means such as railway stations. The project phase of the regeneration is slightly different per case, this means that cases which are further developed can also provide lessons learned for the cases that are still in the initial phase. Lastly, all the cases are characterized by a multiplicity of stakeholders and (potential) conflicts of interests that need to be managed. Therefore, the social component, as a central element of this research, plays a relevant role and stakeholder involvement is present to a certain extent. The cases will be further elaborated in the chapter 'Empirical Research'.

2.5. Research methods

Research methods are techniques that can be used to collect data (Bryman, 2012, p.26). The techniques used in this research are a literature review, a document study and semi-structured interviews.

Literature review

The literature study provides the contextual background of the research and the basic knowledge about the subjects and concepts that will be elaborated in the research. A literature review is useful to identify what is already known about the subject of choice and what is recommended for further research. The output of the literature review consists of a theoretical framework that can be used as a basis for the empirical part of the research. To set up the framework, a literature review is conducted into concepts related to participation and urban regeneration. Both are deeply embedded in the urban planning theory. Reviewing the evolution of urban planning in theory and practice highlighted the changing roles of civic actors in planning processes and the rise of participation as a more interactive form of planning.

Building on the participation ladders of Arnstein (1969) and Edelenbos et al. (2001; 2006) a framework was established, providing an overview of the different instruments that participation entails. This is considered important because in literature and practice the concept of participation remains vague due to the broad definition.

Document study

A thorough analysis of documents is conducted as a preliminary practice research. This concerns a collection of relevant data about the cases and an analysis of the development vision and the process. The analysis concerns (public) documents such as visions, policy documents, regulations and implementation programs associated with the cases.

Semi-structured interviews

Semi-structured interviews are chosen due to the qualitative character of the research subject and because of the possibility to ask for more context when needed (Bryman, 2012). The theoretical framework serves as the basis for the structure of the interviews. The aim of the interviews is to discuss all aspects of the theoretical framework in order to answer the research questions and to provide a set of recommendations for the actors involved, and for future industrial urban waterfront regenerations.

The interviews are conducted among different types of actors involved in the process. These include representatives from the state (local authorities), the market (developer, communication firms) and the community (business organisations) and hybrid organisations (non-profit organisations). Including all types of actors in the research is important to provide an overall comprehensive view.

The interviews resulted in insight in the current participation process of the projects and the degree of stakeholder involvement. Twelve interviews are conducted with people that have different roles in the regeneration process of the specific case. The list of interviewees and the interview protocol can be found in the Appendices (Appendix II & III). After the case study, lessons learned will be drawn that can result in recommendations.

2.6. Data analysis: presentation of findings

The interviews have all been recorded after which transcripts or excerpts were made. Subsequently, the interviews were thoroughly analysed, not only on what has been said but also *how* it was said. This is important considering the fact that the topic entails emotions, behaviour, roles and values of people.

From the theoretical framework variables derived that formed the key elements to be identified in the interviews. The interviews consisted of five parts: the development vision, the existing businesses, the participation process, stakeholder roles and the evaluation of the participation process. Whereas the first two parts were needed to clarify the role of the interviewee in the planning process and his or her interests, the remaining part was focused on the participation process. The key elements of that part consisted of the participation instruments, the role of the municipality and the role of existing businesses, the participation tools and the outcomes. In addition, the interviewees were asked to evaluate the participation process.

In the findings, the data is described in three parts. The first part contains a reconstruction of the participation process to obtain an overview of the process up to now, this part contains personal views on participation of the interviewees. The second part consists of an analysis of the participation instruments. In this part, the obtained data is placed in the theoretical framework. The last part consists of the lessons learned. In this part, the main lessons learned from the planning process are presented. For the second part, the data is analysed with the framework showed in table 1.

	(1) BINCKHORST (2) SCHIEOEVERS (3) RIJNHAVEN (4) PLASPOELPOLDER	Informing	Consulting	Advising	Co-creation	Co-decision
Phase						
Role of Existing businesses						
Role of Municipality						
Tools						
Outcomes						

Table 1: Data analysis framework



III. THEORIES

THEORIES

In this chapter, the theoretical background of the research will be outlined. The goal of this literature review is to investigate what is already known within the context of the research. First, the problem statement as derived from literature will be defined accompanied by a set of research questions concerned with the theoretical part of the research. Then a literature review of the relevant concepts will be provided. Lastly, a set of conclusions based on the formulated questions will close this chapter.

3. LITERATURE REVIEW

3.1. Problem statement

The consistent pressure on the housing market and the increased demand for urban living provide cities with the task of building high numbers of dwellings (Boelhouwer, 2018). Municipalities are searching for redevelopment locations within their city boundaries and, following the redevelopment of station areas, the focus is now shifting towards (post-)industrial river and canal zones because these areas are perceived to be underused (Duinen, Rijken & Buitelaar, 2016; De Zeeuw, 2018) and complete vacant land within city boundaries is almost non-existent (Wood, 1998, in Korthals Altes & Tambach, 2008; Loures & Burley, 2012). Due to their favourable location, next to water and transport hubs, these areas have become attractive for redevelopment into mixed-use areas combining living, working and recreating. Subsequently, the mixing of functions contributes to a more liveable, inclusive and attractive environment, improving the social, economic and environmental urban sustainability (Lehman, 2010; Miller & Miller, 2003 in De Zeeuw, 2018).

But the addition of new functions such as housing next to industrial activities which are still (partly) in use can be challenging. The change of function from industrial to housing is expensive due to high acquisition costs of (fragmented) land, environmental constraints regarding soil contamination and high costs of relocating industrial businesses (Korthals Altes & Tambach, 2008). Moreover, the impact of the proximity of industry on the market value of housing can make it less attractive for investors and residents, especially when there is no possibility for relocation or when industrial businesses refuse to relocate (Rouwendal and Van der Straaten, in Korthals Altes & Tambach, 2008). From an economic point of view, the gentrification of industry from the inner-city can jeopardize economic growth and employment opportunities for the city and its inhabitants. Subsequent, this can negatively influence the competitiveness of a city on regional, national and international level (Leigh & Hoelzel, 2012). Hence conflicting interests and tension can arise when planning for industrial area regeneration in economically still vital areas. The question arises how to shape such complex urban regeneration processes.

In general, urban regeneration processes are complex and time-consuming due to multiple factors: the often fragmented ownership of land and the existing ecosystem of an area, the financial feasibility of urban development plans and changing (local) policies and laws (De Zeeuw, 2018). Next to that, due to the diversity of actors involved, from the government, the market and the community, the process of urban regeneration is considered to be an exercise in relation management (Franzen, Hobma, de Jonge, & Wigmans, 2011). Because contemporary planning processes are enclosed in a dynamic network environment in which a multiplicity of actors from the government, the market and the community are dependent of each other, this stresses the need and the importance of public participation in the redevelopment of urban areas (Bond & Thompson-Fawcett, 2007; Wagenaar, 2007; Meerkerk, Boonstra & Edelenbos, 2012).

More broadly, this entails a societal change from traditional planning where the government holds a leading role in the execution of a precisely made planning program towards other views on planning, in which planning becomes an iterative process with a broad variety of actors involved, ensuring participation a crucial aspect (Lane, 2005). According to Boonstra & Boelens (2011) and Wigmans et al. (2011) planning has become a joint effort of the state, the market and the community. In this triangular relationship the community has gained a more influential position. However, the extent to which different actors participate in urban (re)development is dependent on the societal, political and economical context in which projects are carried out. In the past decades different forms of participation came into existence and a rough division can be made between roles for passive and active forms of participation. The most recent forms of participation might even include participation of the government due to citizens taking the lead by initiating plans and the public authorities participating in this process (Van Rooy, 2009). Because participation remains a broad concept and its elaboration is highly dependent on the context, the first element to understand is participatory planning. From here the first sub-question is extracted: *“How is participation achieved in planning processes?”*.

From literature it appears that participation is aimed at the involvement of the public in (urban) planning processes. Multiple researchers, among which Arnstein (1969), Healey (2003) and Lane (2005) refer to this as ‘citizen participation’. Edelenbos et al. (2001) refers to the target group of participants as citizens and ‘other stakeholders’. According to Thorpe (2017) the public implies citizens, groups and organisations. This emphasizes the broad dimensions of the target group ‘participants’.

However, in the practise of urban area development we see that participation is particularly focused on future residents and future users of to be (re)developed areas. Their input and ideas are often used by (local) governments and private market parties to shape (re)development plans. The existing users of the area participate in this process to a lesser extent due aforementioned reasons. Therefore this thesis tends to investigate to which extent participatory planning is effective for the involvement of *existing businesses* in urban regeneration projects. For this purpose it is important to explore who these businesses are. Consequently the following question arised: *“What types of businesses are located at industrial urban waterfronts?”*.

To carry out the research a specific context is chosen being urban regeneration areas in the province Zuid-Holland. From this, the main research question is formulated: *“How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?”*.

The main question will be answered by applying the theoretical framework in a case study. The first questions form the theoretical background and will be answered in the next paragraphs. The theoretical part is framed by the concepts of urban planning, public participation and (users of) industrial areas. The theoretical framework is drawn up on the basis of three sub-questions:

- What is public participation and how is it related to urban planning?
- What instruments for participation exist?
- What types of businesses are located at industrial urban waterfronts?

3.2. Urban planning

In this section, the evolution of urban planning in theory and practice will be reviewed. By examining the changing role of civic actors in planning processes and the rise and elaboration of participation, the relation between urban planning and participation will be clarified. This will provide an answer on the sub-question: “What is participation and how does it relate to urban planning?”

Urban planning is considered to be the process concerned with the development or regeneration of urban areas. Despite the many efforts to define planning a clear definition still remains lacking (Hillier, 2010). Thorpe (2017, p. 567) states that planning can be understood best as a matter of intent: *“the negotiated efforts to determine how best to shape and reshape the city, to develop and implement a vision for the future of the urban environment”*. Thorpe (2017) emphasizes that planning is a joint activity rather than a solo practice.

Urban planning can be traced back to the late nineteenth century, when cities were characterized by housing scarcity and social- and public health concerns brought about by the Industrial Revolution. In order to further prevent the squalor of industrial cities (urban) planning came into existence (Thorpe, 2017; Van Rooy, Van Luin, & Dil, 2006; Hall, 1992; Lane, 2005). One of the aims of planning was the separation of industry and (low-income) housing (Korthals Altes et al., 2008). During that time planning was perceived as “an utopian, progressive project” improving modern cities and providing equal access to quality housing and amenities (Thorpe, 2017).

In the past century, planning has been subject to various changes. Planning was first characterized by blueprint planning, a form of planning in which authorities such as governments were responsible for the preparation and execution of the program (Lane, 2005). This form was substituted by incremental planning. An important shift under incremental planning was the incorporation of other actors in the planning process. From the 1960s incrementalism was followed by pluralism, in which a multiplicity of actors was included in the process and participation became an important subject (Lane, 2005).

Although less fundamental, planning remains subject to changes within the economical, political, social and environmental context. Due to the economic crisis of 2008, (local) authorities have become more inclined to outsource planning (and development) to third parties. This form of planning is characterized by a facilitating role of public authorities and a more active role of third parties in planning and developing (Galland, D. & Hansen, C., 2012). By providing a (long-term) strategic vision (local) authorities set a framework for development in which third parties are invited to propose development plans (Buitelaar, Feenstra, Galle, Lekkerkerker, Sorel & Tennekes, 2012). In doing so, urban development is becoming more demand-driven instead of supply-driven. The change in division of roles characterizes the shift from a welfare state towards a more participative state (Boonstra & Boelens, 2011).

According to multiple researchers, among which Boonstra en Boelens (2011) and Wigmans (et al., 2011), this implies a shift from government to governance oriented planning. The latter is not limited to one actor and focuses more on the initiatives of third parties. Planning has become a joint effort of the state, the market and the community. This is referred to as a new type of horizontal governance, meaning that the hierarchical model is no longer adequate in a contemporary urban environment that is subject to changes in (globalisation) economics, technology and consumer preferences (Wigmans et al., 2011). In this new type of urban governance, the boundary between public and private is becoming indistinct and the outcome is constituted in a collaborative process (Wigmans et al., 2011). Governance endorses the emergence of hybrid networks regarding policy and emphasizes the need for collaboration among stakeholders (Wigmans et al, 2011).

In complex governance and planning processes, vital relationships between actors are highly important because they lead to trust and collaboration between the involved actors and thus to a more legitimate and effective policy output (Meerkerk, Boonstra & Edelenbos, 2012). Vital relationships are characterized by actors that collaboratively define problem definitions and develop solutions for the urban area. The process of creating a vital actor relationship is characterized by continuing interaction, communication and understanding, and the absence of conflicts (Meerkerk, Boonstra & Edelenbos, 2012). In this, it is crucial for public authorities to realise the importance of collective and embedded commitment to place transformation over a long period of time (Adams & Tiesdell, 2013; Loures & Burley, 2012). Hence, it is recognized in many researches that *“the social component plays a relevant role in planning and management activities”* (Loures et al. 2008; Faga, 2006; Christensen et al. 1996; and Grumbine, 1994, in Loures & Burley, 2012, p. 229).

3.3. Public participation

This section will further elaborate on the definition and operation of participation in planning processes, providing a more in-depth answer on what comprises participation and the instruments that exist to measure participation. Subsequently, this will lead to a division in roles for both the participant and the ‘manager’ resulting in an answer to the sub-question: “What instruments for participation exist?”.

As was appointed by Lane (2005), the development of urban planning also led to a changing role of participation in planning processes. Participation is *“a process in which individuals, groups and organisations choose to take an active role in making decisions that affect them”* (Wandersman, 1981; Wilcox, 2003; Rowe et al., 2004; Reed, 2008, p.2418). By policy makers participation is seen as the involvement of stakeholders in policy making: *“It is about involving citizens and other stakeholders in an early stage of the process in policy making, in which on the basis of equality, openness and mutual debate problems are identified and solutions are explored that affect the (political) decision-making”* (Edelenbos, Teisman & Reuding, 2001, p.13). The term participation is often compared to terms such as open planning processes, co-creation of policy, collaborative planning or interactive governance (Edelenbos et al., 2001).

In urban area development, participation is seen as a beneficial and necessary element to manage encountered tensions and dilemmas (De Zeeuw, 2018). However, it is also seen as a challenge to turn extensive stakeholder involvement into an advantage instead of an endless discussion without a conclusion. To avoid this, governments have to recognize that stakeholders not only have the right to comment on what is planned for their areas, but may actually bring in valuable information or insight in the planning process that may improve the intended outcome (Adams & Tiesdell, 2013). It is a practise of balancing between various interests in a legitimate and just manner, even if not everyone can have it their way (Wigmans et al., 2011).

The development of participatory planning can be seen in a broader context of the society, in which societal changes affected the degree of engagement of various stakeholders in policy making and implementation. During the 70s new forms of participation emerged within Dutch politics such as referenda providing citizens the opportunity to respond on governmental policy making. However, the operation of such participation instruments remained too one-directional and often unsatisfying for citizens and governments (Edelenbos et al., 2001). These forms of participation are referred to as passive participation (Van de Wijdeven et al., 2013). It was considered as a first attempt to tighten the gap between the government and citizens. In the 80s there was little change and participation remained characterized by citizens' responding on decision-making on moments that were determined politically. Usually this was at the end of the process (Krouwel & Duyvendak, 2001).

In the 90s more active forms of participation such as co-creation and open planning procedures came into existence to involve citizens more frequently in policy formation. According to Edelenbos et al. (2001) the need to actively engage citizens in policy making derived from societal changes and the rise of the (global) network economy.

In order to involve stakeholders, Healey (1998) identified six characteristics that participatory or collaborative planning contain. Firstly, all actors should be provided with the opportunity to express his point of view. These actors can be citizens, organizations or businesses. Second, participatory planning requires a central player. The central player collects the interests of all actors and involves the actors in the planning process. Often this role is executed by the municipality. Thirdly, rather than having a central administrative body, the development responsibilities fall under the management of local authorities. Fourth, the overall quality of the development location determines the decision-making. Fifth, all the decisions taken within the planning for development have to be justified in consultations with the actors involved. Lastly, the central player is responsible for facilitating the network that is needed in the planning process.

Whereas Healey (1998) elaborates on the general characteristics of participatory planning, Lane (2005) examines the role of participation in planning processes. Lane (2005) argues that the planning model largely determines the role and the extent in which public participation is incorporated in planning. The planning model employed by planners and policymakers indicates their role towards non-planners. There are multiple techniques and tools for participation which emphasizes that processes for involving citizens can be created which assumes that participatory planning is a process controlled by professional planners and policymakers (Thorpe, 2017). This assumption is also made by critics of participation. Their biggest criticism is that public authorities care to less about citizens' preferences in participation processes which leads to a disconnection between participatory mechanisms and planning outcomes (Thorpe, 2017; Teernstra & Pinkster, 2016).

In her article Arnstein (1969) refers to the critique towards the incorporation of participation in urban planning programmes. Arnstein (1969) describes the critical difference between plans including participation as a 'must do' or an obligation and plans providing citizens genuine opportunities to affect the outcomes. Both Amy (1987, in Lane, 2005) and Arnstein (1969) argue that a redistribution of power is needed to achieve a fair process of participation in planning. Arnstein (1969) conceives the gradation of participation as regards the degree of power or control that participants can exert in planning as the 'ladder of participation' (see figure 5). "*Arnstein's ladder remains a key reference in ongoing efforts to determine what does and does not constitute participation by the public*" (Thorpe, 2017, p.567).

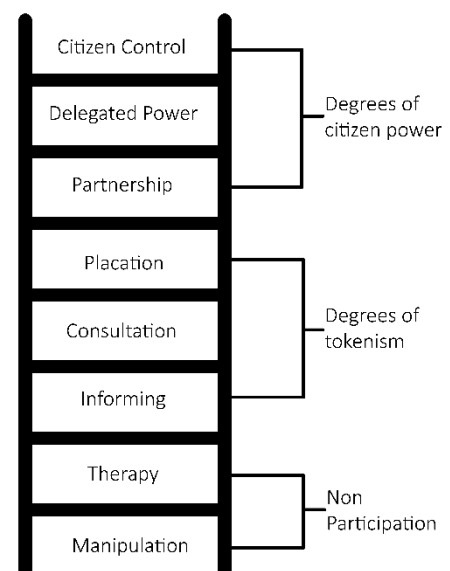


Figure 5: Arnstein's participation ladder

(Own ill., adapted from Lane, 2005, p. 285)

The ladder can be used to set the terms of the desired degree of participation (Arnstein, 1969; Lane, 2005). Planners can seek to inform or consult the public, or decide for a degree of citizen power by delegating power or establishing partnerships. In critique on Arnstein's ladder Painter (1992; Lane, 2005) argues that participation is not only achieved by having power in decision-making but also through beneficial consultation throughout the different stages in planning.

Lane (2005, p.286) states that “The model of planning, including conceptualisations of the task of the planner and the nature of the planning environment, are of fundamental importance to defining the role of public participation”.

Building on the participation ladder of Arnstein (1969) Edelenbos & Monninkhof (1998; 2001) established a framework that further indicates the collaboration between the government and the society.

According to Edelenbos et al. (2001; 2006) the ladder of participation is a measurement of the influence of participants in policy making. The participation ladder consists of five instruments ranging from informing to co-decision making (see figure 6). This version of the participation ladder is often used in the Dutch context, and for that reason this ladder will also be applied in this research.

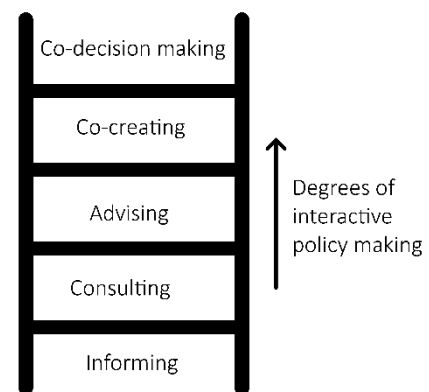


Figure 6: Participation ladder (Own ill., adapted from Edelenbos & Monninkhof, 2001, p. 18)

The five instruments will be shortly discussed:

- Informing: public authorities determine the agenda for decision-making to a large extent and keep those concerned informed. They do not make use of the possibility to let stakeholders provide input in policy development.
- Consulting: public authorities determine the agenda to a large extent, but they consider the parties involved as a discussion partner in the development of policy. However, they do not commit themselves to the outcome that results from the discussions.
- Advising: in principle, the agenda is put together by public authorities, but stakeholders have the opportunity to raise problems and formulate solutions, whereby these ideas play a valued role in the development of the policy. Although public authorities are committed to the binding role of the developed ideas, they can deviate from this in the final decision-making process.
- Co-creating: public authorities and stakeholders jointly agree on the agenda, after which joint solutions are sought. The public authorities commit themselves to these solutions with regard to the final decision-making.
- Co-decision making: public authorities leave the development of, and the decision-making about, policy to those involved, whereby the public authorities have a facilitating role. Public authorities take over the results, after testing against pre-set prerequisites (Edelenbos et al., 2001).

The description of the participation instruments implies that there are specific roles for the ‘management’ and the stakeholders in the process of policy making. In case of Informing, the role of the management is still substantial, while the role of stakeholders is relatively small. In co-decision making, these roles are reversed. Furthermore, the participation instruments give a different substance to the following elements: the phase in the process, the prerequisites and the status of the outcomes.

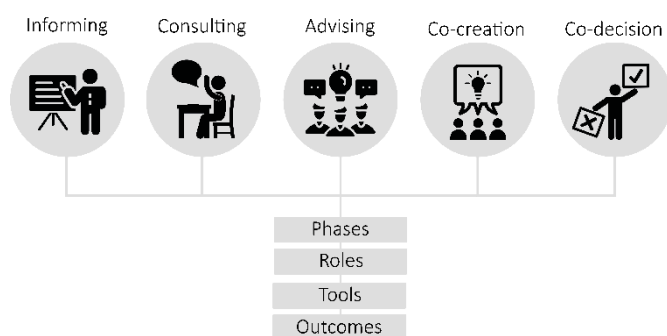


Figure 7: Visualisation of participation variables (Own ill., based on Edelenbos et al., 2001, p.18)

This is summarized in table 2:

Table 2: Participation instruments I (Own ill., based on Edelenbos et al., 2001)

Participation instrument	Informing	Consulting	Advising	Co-creating	Co-decision
Phase in process	Late: when policy is established	Late: when policy is established but stakeholders can respond	Early: during policy making stakeholders can co-determine	Early: during policy making stakeholders can co-determine	Early: policy making is (partly) left to stakeholders
Prerequisites	Fixed: determined by management	Nearly fixed: determined by management	Ideas of stakeholders play a valued role	Determined by managers and stakeholders	Determined by stakeholders
Status of outcomes	-	Non binding	Semi-binding, dependent on predetermined conditions	Binding, outcomes are unaltered adopted by management	Binding, outcomes do not have to be confirmed

Subsequently, specific roles can be assigned to the ‘management’ and the stakeholders involved in the participation process. Edelenbos et al. (2006) combines the ladder of participation with the types of governance as formulated by Pröpper and Steenbeek (1999), resulting in a role for the participant and the policy maker (see table 3).

Table 3: Participation instruments II (Own ill. based on Edelenbos et al., 2006)

Participation instrument	Informing	Consulting	Advising	Co-creating	Co-decision
Role of participant	Receives information, does not provide input	Consultant, Interlocutor	Advisor	4.Co-decision maker within preconditions 5.Equal collaboration partner	Initiative taker
Role of management	Independent policy making, with provision of information	Determines policy and gives opportunity for comments, but without consequences	Determines policy but is open for other ideas and solutions	4.Decides on the policy with due observance of the predetermined conditions 5.Determines policy together with participant	Provides support and leaves policy making to participants
Type of governance	1.Open authoritarian	2.Consultative	3.Participative	4.Delegating 5.Collaborating	6.Facilitating

The participation of stakeholders in planning and policy making is not always easy. This often asks for innovative approaches to stakeholder involvement rather than traditional and one-directional methods, such as public information meetings (Adams & Tiesdell, 2013). Different tools for participation have come into existence to activate stakeholders. Examples of these are a citizen panel or a focus group as a way to gain insight in the opinion of citizens on a particular topic. Furthermore, a referendum is a formal participation tool that gives citizens the opportunity to declare on a specific policy question in the form of a yes/no or a for/against. In the Netherlands, referendums are (almost) always non-binding.

Stakeholders can also be involved by a platform or in (expert) meetings where they can provide solutions and ideas. Other good examples of are working groups, (design) workshops or charrettes that actively involve citizens in working out planning solutions for themselves (Leyenaar, 2009; Adams & Tiesdell, 2013). When it comes to the instrument of co-decision making, citizens can determine policy based on a set of preconditions given by public authorities (Edelenbos et al., 2006). The tools for participation are indicated in table 4.

Table 4: Participation instruments III (Own ill., based on Leyenaar, 2009; Adams & Tiesdell, 2013; Edelenbos et al., 2006)

Participation instrument	Informing	Consulting	Advising	Co-creating	Co-decision
Process tools	Information session (incl. maps, scenarios)	(Online) Survey Citizen panel Focus group	(Expert)meetings Citizen forum/platform Referendum (non binding)	Workshop Charette	Set of preconditions

3.4. (Users of) Industrial urban areas

In this research, participation in the regeneration process of industrial urban waterfronts towards mixed-use areas is investigated. Therefore, it is of importance to gain insight into how these areas have been developed by means of planning and for what purposes and what type of users. This section will result in an answer to the last sub-question: “What types of businesses are located at industrial urban waterfronts?”

The type of urban (re)development areas investigated in this research are industrial urban waterfronts. These industrial areas can be considered as a subdivision of business areas and belong to the typification 'work locations'. The main users of industrial sites are the (manufacturing) industry, construction industry, wholesale business, transport and distribution, garages and peripheral retail trade. Most of the business areas are collective business parks where a variety of businesses are located. In the course of time many different typologies of business areas have been developed (Louw et al., 2004, in Arcadis, 2013). A common format is the classification in five types of business areas:

- Heavy industrial sites: areas where the establishment of (heavy) environmentally polluting businesses above the environmental classification of 5 is allowed.
- Seaport sites: areas with a wharf that is accessible to large maritime shipping. Examples of seaport sites in The Netherlands are Amsterdam, Rotterdam, Delfzijl and Terneuzen.
- Mixed areas: sites with an environmental classification of 1, 2, 3 or 4. These areas locate a varied range of activities mainly consisting of light and modern industry. In a single situation, there is still heavy industry or a number of transport and distribution companies.
- High-quality business parks: areas specifically intended for companies engaged in high performance technology. Distinctive to these areas is the presence of companies from the electrotechnical industry and companies in the IT industry that focus specifically on research and production of IT resources.
- Distribution parks: sites intended for transport, distribution and wholesale businesses.

In the Netherlands, the mixed business area is the most important typology, 90 percent of all the business areas can be classified to this typology (Arcadis, 2013).

The concept of these often monofunctional industrial areas derives from the late 19th century when planning came into existence and the separation of industry from housing started (Korthals Altes et al., 2008). To safeguard the public health, industry related activities were abandoned towards the city's edges. The (manufacturing) industry and wholesale businesses were the main users of industrial estates.

It was assumed by (local) governments that the supply of industrial land would improve the conditions for economic growth. Therefore, many industrial (waterfront) areas were developed in the 1950s and 1960s to boost the manufacturing employment and, subsequently, the Dutch economy (Louw & Bontekoning, 2007). The development of these areas was primarily the responsibility of local governments. The latter acquired (agricultural) land for this purpose, prepared the land for construction and sold it to entrepreneurs to locate their businesses. Unlike the development of office locations, shopping areas and residential areas, private parties hardly played a role in the development of industrial estates (Stijnenbosch, 2012).

With the structural shift from an economy driven by industry towards a services driven economy has led to a broadening of the use of industrial estates. Also, within the (manufacturing) industry, transport and logistics and wholesale businesses the number of administrative functions grows at the expense of traditional production functions. As a result, the demands that businesses have with regard to residence of their company is changing (Stijnenbosch, 2012).

With regard to planning for these areas, not much attention was given to the sustainable development of industrial areas and industrial land uses. And over the past decade the development of industrial areas has come to discussion. From the perspective of urban development criticism arose on the poor spatial quality of these areas, the moderate architecture of the buildings, the extensive land use and the deferred maintenance of the public space (Kooijman, 1996; RIGO, 1998; Urhahn Urban Design, 2001; Kaap 3, 2004, in Stijnenbosch, 2012). This, together with the changing demands of businesses, has led to many older industrial estates becoming obsolete or turning into brownfields (Louw & Bontekoning, 2007).

The addition of other functions, such as housing, to industrial areas can sometimes be a solution to prevent the aforementioned issues. However, this is only possible when the activities allow themselves to mix with other functions. And even then, the addition of new functions like housing next to industrial activities which are still (partly) in use can be challenging due to high acquisition costs of land, environmental constraints and high costs of relocating industrial businesses (Korthals Altes et al., 2008).

One of the aspects that determines whether a mix of functions with housing is possible is the environmental category that is allocated to companies. It is a classification of the environmental load that a (business) activity can impose on the surrounding environment. The classification is designed by the Association of Dutch Municipalities (VNG) and consists of six categories: 1 to 6. The higher the class, the more environmental impact a company has. The environmental category of a company depends on smell, noise, danger, traffic or visual aspects. Good spatial planning prevents nuisance and danger. This can be done by keeping a sufficient distance between environmentally harmful activities (such as industry) and sensitive functions (such as housing) (VNG, 2009).

Hence, when planning for transformation of industrial areas the type of businesses located in the area play an important role. The activities executed by companies determine whether residential development in the area is possible. If the environmental category of a company exceeds the level of 3.1, the development of housing is not desirable. Consequently, when a local government decides to designate an industrial estate for transformation into a mixed-use area they must take this into account. Besides that, the municipality is often (financially) responsible for the relocation of these businesses, if the latter agrees on relocating. In the process of planning for transformation this implies that the existing companies are an important and powerful stakeholder.

3.5. Conclusion: theoretical framework

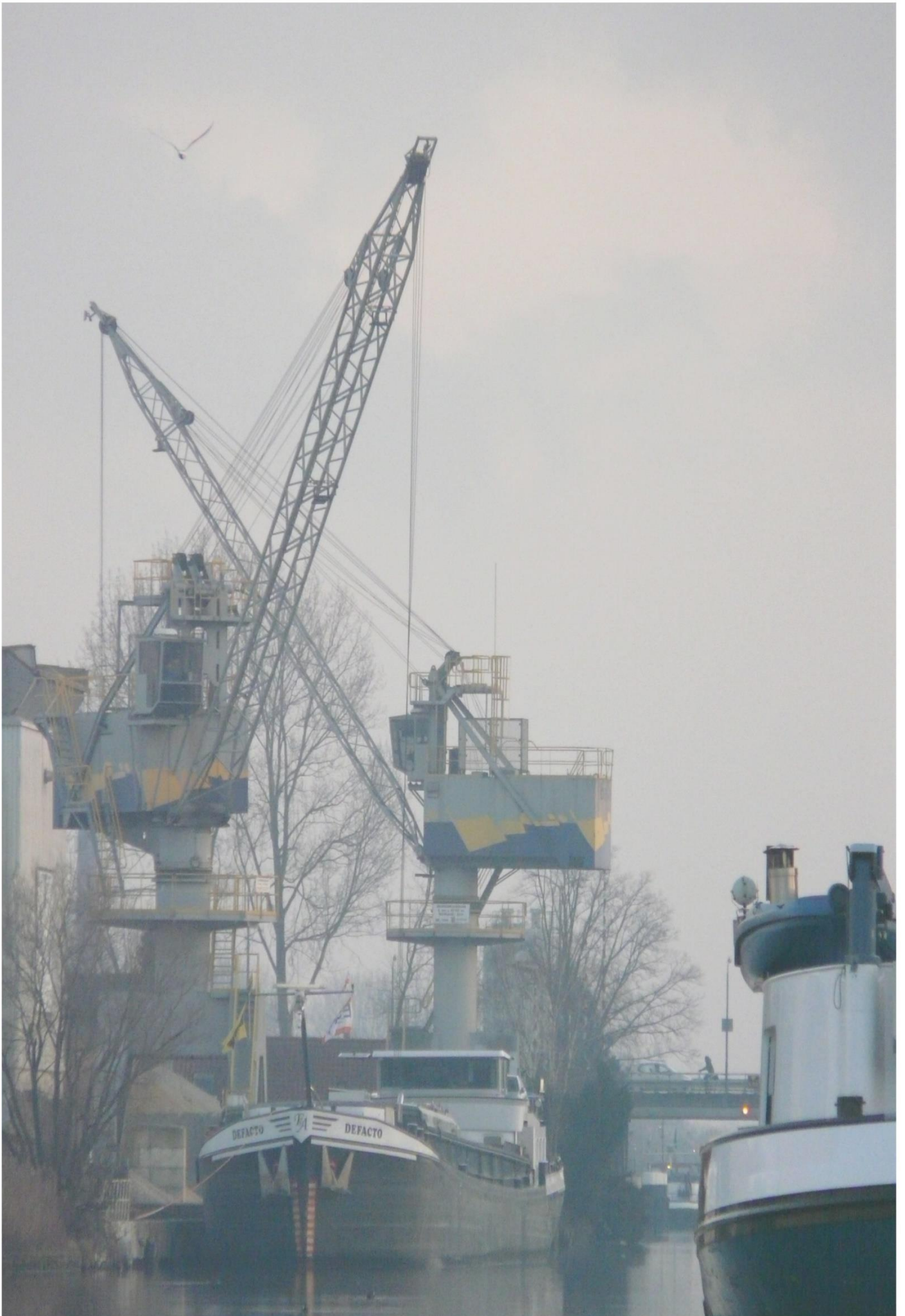
The goal of this chapter was to understand how participation in urban regeneration is achieved by reviewing the concepts of planning, public participation and existing businesses as the primary stakeholders in this research. Various sub-questions were stated in the beginning of this chapter which were answered in the different sections of the literature review.

Important factors that determine the degree of participation are the context of the project, the type of development strategy and planning, and the interests of stakeholders. Thereby it is important to realise that participation aims at involving stakeholders in general. The tools and resources provided are not explicitly meant for the involvement of existing companies.

The participation process can be analyzed by the instruments used, the roles of the management and the participant, the applied tools, the status of the outcomes and the phase of the project. Combining these elements results in a theoretical framework which can be applied in case studies to analyze the participation process. The theoretical framework is displayed in table 5.

Table 5: Theoretical framework, (Own ill., based on Edelenbos et al. (2001; 2006), Informatiepunt Omgevingswet (2018), Adams & Tiesdell (2012), Leyenaar (2009), Pröpper & Steenbeek (1999))

Participation instrument	Non	Informing	Consulting	Advising	Co-creating	Co-decision
Phase in process	-	Late: when policy is established	Late: when policy is established but stakeholders can respond	Early: during policy making stakeholders can co-determine	Early: during policy making stakeholders can co-determine	Early: policy making is (partly) left to stakeholders
Role of participant	Non	Receives information, does not provide input	Consultant, Interlocutor	Advisor	4.Co-decision maker within preconditions 5.Equal collaboration partner	Initiative taker
Role of management	Independent policy making, no provision of information	Independent policy making, with provision of information	Determines policy and gives opportunity for comments, but without consequences	Determines policy but is open for other ideas and solutions	4.Decides on the policy with due observance of the predetermined conditions 5.Determines policy together with participant	Provides support and leaves policy making to participants
Process tools	-	Information provision session (incl. maps, images, scenarios)	(Online) Survey Citizen panel Focus group	(Expert)meetings Citizen Forum/ Platform Referendum (non binding)	Workshop Charette	Set of preconditions
Status of outcomes	-	-	Non binding	Semi-binding, dependent on predetermined conditions	Binding, outcomes are unaltered adopted by management	Binding, outcomes do not have to be confirmed
Type of governance	Closed authoritarian	1.Open authoritarian	2.Consultative	3.Participative	4.Delegating 5.Collaborating	6.Facilitating



IV. CASES

CASES

In this section preliminary information on the case studies will be provided. First, the challenges emerging in urban area development in the region of Zuid-Holland are elaborated to gain a better understanding of the context. Then, the comparable cases will be introduced and the process of the transformation and the actors involved will be outlined.

4. CONTEXT

4.1. Zuid-Holland: development and governance

For the elaboration of the empirical part of the research four areas have been selected as case studies. These areas are all situated in the region Zuid-Holland. Zuid-Holland is the most densely populated region of the Netherlands and the major cities of The Hague and Rotterdam are located here. Due to the favorable and strategic location in between Amsterdam and Antwerp, alongside rivers and the Noordzee, Zuid-Holland was able to grow into one of the most important economic regions of Northwest Europe and a global hub for goods, services and knowledge. Within a relatively small area strong international oriented knowledge and industrial clusters have been developed.

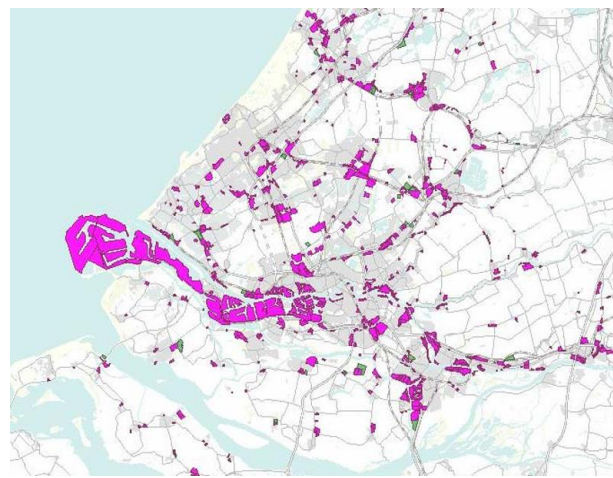


Figure 8: Business areas in Zuid-Holland (Source: www.zuidholland.nl)

Next to economic activities Zuid-Holland is also an attractive region for living, working and recreating which is strengthened by the number of green areas, rivers, polders and beaches (PZH, 2016).

As stated in the policy document ‘Visie Ruimte & Mobiliteit’ the Zuid-Holland region is subject to changes in the society, economy and sustainability of the region. The internationalization of the economy has made the region more competitive, but also more vulnerable for external occurrences (PHZ, 2016). From the 60s of the last century the Dutch economy has developed from a ‘managed’ economy in which in particular the large enterprise was important, to an entrepreneurial economy in which the role of SMEs gradually became increasingly important. Thus, an innovative and dynamic SME is of growing importance for the economy and the related employment of Zuid-Holland.

Therefore, Zuid-Holland needs to focus on the extension of knowledge, innovation and creative industries to keep up with global trends. Furthermore, in the urban areas the number of inhabitants is growing and there is a shortage on housing that pressures the market and urges the acceleration of the building production. Because available land in urban areas is scarce and in demand, the redevelopment of locations within city boundaries has become a receivable solution.

Due to the dimension of the building task, multiple cities within the region (Dordrecht – Rotterdam – Schiedam – Delft – Rijswijk – Den Haag – Zoetermeer – Leiden) have joined their forces in an urbanization alliance called the ‘Verstedelijkingsalliantie’. From joint ambitions a strategy has been developed to accelerate the development of housing.

The starting point for this alliance is to connect the development of housing to the future regional demand, and to build within areas where the agglomeration power of the region can be strengthened. The Zuid-Holland province and the Metropolitan Area The Hague Rotterdam (MRDH) contribute and support to this collaboration and the umbrella approach for urbanization in the region (PZH, 2017).

In this dynamic playing field, the regional government preserves the public interest by making better use of and further upgrading the economic network, spatial quality and urbanization patterns. The regional government has an important directing and steering role on these subjects (PZH, 2016). For example with a regional housing vision to which local housing visions to be tested before implementing housing plans.

However, the role of the regional government in (urban) development will be subject to changes in the upcoming years. Currently, the government of Zuid-Holland is in the middle of the transition process from the 'Structuurvisie', with the 'Visie Ruimte & Mobiliteit', towards the 'Omgevingsbeleid' that is in alignment with the new 'Omgevingswet'. This new policy document is expected to be submitted for inspection this year.

To define its role, the government of Zuid-Holland uses the NSOB model (Nederlandse School voor Openbaar Bestuur model) as a steering mechanism. Previously, the role of the regional government was mainly direct executive or direct steering (left side). Under the new regulations of the 'Omgevingsbeleid' the regional government will increasingly find itself in a network of actors that are equal to each other. This position means a shift within the model to the right side, where participation and collaboration with the society becomes more important. Ideally, role of the regional governments shifts during the process.

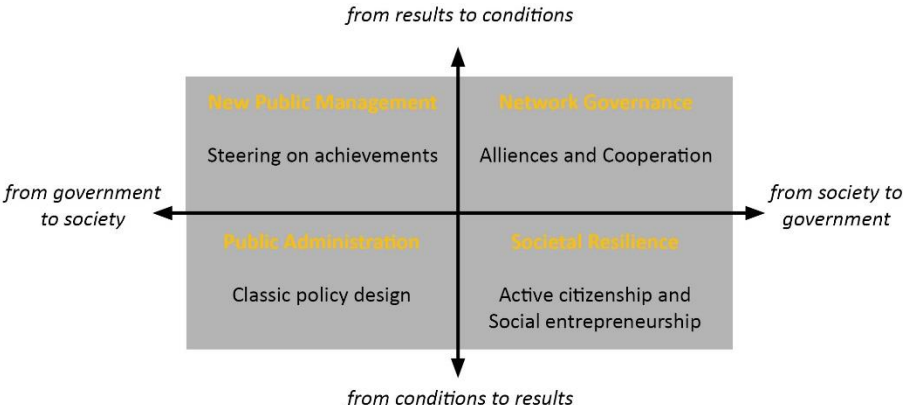


Figure 9: NSOB model (Own illustration based on Aan de slag met de Omgevingswet, 2018)

This is important because issues require a more and more integrated approach. The adoption of different roles is therefore important for the government of Zuid-Holland (Personal communication, September 7, 2018). In the context of this research, being industrial areas in Zuid-Holland, the role of the government of Zuid-Holland is the regional coordination of locating (industrial) business zones. It is important that this policy is regional and crosses municipal boundaries.

4.2. Omgevingswet 2021

As mentioned before, urban area development in the Netherlands will be affected by the emergence of new regulations provided under the new governmental act for the built environment, the Environment and Planning act (Omgevingswet) that will be introduced in 2021. This act will combine a multiplicity of rules and laws into one well-arranged framework. This compact regulatory framework broadens the scope for (local) initiatives and custom fit solutions in urban area development. The Environmental and Planning Act replaces Spatial Planning Act (WRO) and subsequently, the current Zoning plan will be replaced by the Environmental plan.

Adjacent to that the 'Omgevingswet' will enable better and more effective plan- and decision-making in projects. Broad participation is an important and obligatory prerequisite to realize this. By collectively developing promising solutions first, time and costs can be saved on detailed research by multiple parties into numerous solutions. In the establishment of an area plan (Omgevingsvisie) public authorities have to declare in what manner citizens, companies and interested parties have been engaged in the plan- and decision-making.

The benefits of the 'Omgevingswet' with regard to urban area (re)development are increased public support, less research expenditures and potential time- and cost savings (Rijksoverheid, 2017). In the Environmental Vision, both the current Economic Vision and the Spatial (housing) Vision can be included. This can lead to a more integrated policy document. The legal planning basis is to be found in the Environmental Plan (Gemeente Rijswijk, 2017).

An important change in the approach is also that less fixed plans and functions for a specific location (what is allowed and what is not allowed?) will be determined. Plans will be tested among the defined area quality or environmental qualities. For residential purposes, for example, this is only possible if the surrounding companies are not hindered in their business operations. Once the conditions are well defined, there is more room for flexibility in allowing certain functions as long as they contribute to the described qualities (Gemeente Rijswijk, 2017). Several municipalities are already experimenting with the new regulations of the Omgevingswet, a few of these so called 'pilot projects' are the Binckhorst in The Hague and Rijnhaven in Alphen aan den Rijn.

5. PRELIMINARY CASE ANALYSIS

The case studies chosen in this research are all, to a certain extent, influenced and affected by the societal challenges defined in the context. The case studies will be conducted at the Binckhorst in The Hague, the Schieoevers in Delft, Rijnhaven in Alphen aan de Rijn and the Plaspoelpolder in Rijswijk. Below an overview of the cases is presented that provides the basic background information of the areas. Following the overview, the cases will be elaborated more extensively.

5.1. Case selection and case overview

All the cases selected for this research can be classified as mixed (industrial) business areas with businesses ranging from small to large sized. These businesses are expected to cover a wide range of the sectors substantiated by the CBS, such as: Industry, Waste(water) management and remediation, Building industry, Wholesale and retail trade; repair of cars and Transport and storage. All the chosen areas are designated for regeneration into mixed-use areas with a partly residential function. The project phase of the regeneration is slightly different per case. The selected cases are characterized the presence of a waterfront, which in some cases is still (partly) used for economic activities. In addition to the waterfront as an attractive location factor, all four cases are located nearby strategic transport junction points and other transportation means such as railway stations. Lastly, all the cases are characterized by a multiplicity of stakeholders and conflicts of interests that need to be managed. Therefore, the social component, as a central element of this research, plays a relevant role and stakeholder engagement is present to a certain extent. Table 6 shows the main characteristics of the cases:

Table 6: Case overview (Own ill. based on IBIS, 2018)

Location	Year built	Type of Industry	Environmental classification	Regeneration Motive	Project phase	Remarks
Binckhorst	1939	Mixed (industrial) business area (1-4)	4	Economic depreciation	Feasibility/ Execution phase	Privatised waterfront
Rijnhaven	1968	Mixed (industrial) business area (1-4)	5	Spatial depreciation	Feasibility phase	Privatised waterfront and presence of railway
Plaspoelpolder	1954	Mixed (industrial) business area (1-4)	3	Technical depreciation	Feasibility/ Execution phase	Privatised waterfront
Schieoevers	1955	Mixed (industrial) business area (1-4)	4	Spatial depreciation	Initiation/Feasibility phase	Privatised waterfront

5.2. Den Haag: Binckhorst

5.2.1. Introduction

The number of inhabitants in The Hague is increasing, just like in Delft and other cities within the metropole region Rotterdam The Hague (MRDH), and the available space for growth is limited. Therefore, The Hague focuses on the redevelopment and intensification of inner-city locations (so-called 'infill development'), the transformation of existing buildings and the creation of mixed-use areas (Gemeente Den Haag, 2016).

Adjacent to that, the MRDH is developing the 'Roadmap Next Economy' to keep up with the global trends of new technologies and sustainable innovations. In order to enforce the distinctive character, The Hague wants to focus on the further development of the knowledge cluster in the subjects of law, security and impact economy (Gemeente Den Haag, 2016). To achieve this, The Hague endeavours 'smart city development' to realize innovative solutions in urban area development. Demand-driven development, direct involvement of end users, collective investment structures in urban development, preservation and reuse of the existing real estate are all examples of this.

According to the municipality of The Hague, De Binckhorst contains qualities which can provide the Hague a boost in the areas of work, living and recreation. The Binckhorst is an industrial area situated near the centre of the city. The area is characterized by the combination of old and new industries and the waterfront of the Trekvliet. The Binckhorst is part of the municipal district Laak and situated close to the railway station of The Hague (Gemeente Den Haag, 2016).

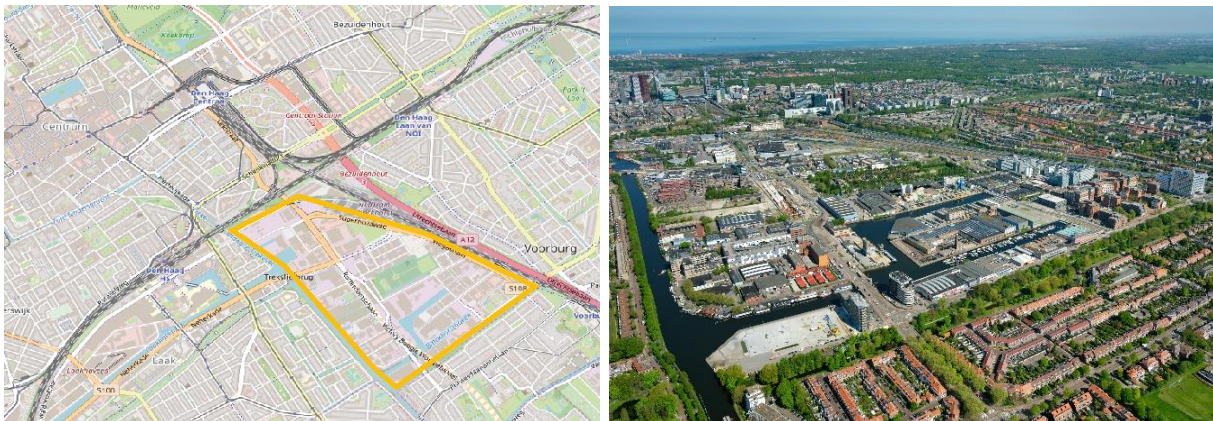


Figure 10: Location the Binckhorst (Retrieved from: www.openstreetmaps.org (left); Gemeente Den Haag, 2018 (right))

5.2.2. Redevelopment vision

The redevelopment plans for the Binckhorst already existed in 2006 when Rem Koolhaas made a radical redesign for the redevelopment of the area. Due to the economical crisis in 2011 the plan of Koolhaas was rejected. Subsequently, the plan to redevelop the area in an organic way emerged.

In collaboration with investors and businesses the municipality wants to create a green urban waterfront district that is attractive for working, living and recreating. The medieval castle and the three harbour areas instigate that the Binckhorst is not a regular residential area (I'M BINCK, 2018). Because The Binckhorst is one of the last abiding locations where 'large' scale extension is possible the municipality wants to build at least 5000 dwellings here (Volkskrant, 2018). To realize this, existing real estate will be transformed or demolished. This means that certain businesses will have to relocate.

However, the municipality of The Hague stated that building for residential use at the expense of the employability in the area is not acceptable. Therefore, they have added the policy rule: “For each resident added in the area at least one fte workplace must be realised within the same development” (Gemeente Den Haag, 2016).

Around the Binckhorst harbour the transformation of the area is clearly visible. The settlement of retail, leisure and creative hubs, such as Mama Kelly and the Caballero factory, have turned this area into a vibrant new part of the Binckhorst. Also in the Binckhorst harbour, investments will be made to make the waterfront accessible for the public.

5.2.3. Existing businesses

A broad range of users have settled in the Binckhorst due the favourable location or because their business did not fit, spatially or environmentally, in The Hague’s city centre. Although the majority of the businesses was related to the car- and printing industry, the area provides workplaces to a broad spectrum of economic activities, such as a crematory for pet animals, a graveyard, a castle, a paper factory, a shipyard and a concreting unit (Volkskrant, 2018). Nowadays, the robust character of the area attracts small and creative businesses in search for shared workplaces and new hotspots. Many of the initial ‘residents’, such as PTT/KPN and Caballero, have sold or relocated their business premises in the Binckhorst (I’M BINCK, 2018).

In 2011 the existing businesses in the area, in collaboration with residents and organisations, have started the initiative I’M BINCK. Besides acting as a business organisation, I’M BINCK is also a platform that connects businesses, the municipality, market parties and other people interested to get involved in the area. By connecting all parties involved in the area, I’M BINCK operates as a platform where initiatives and ideas can be shared, but also conflicts of interest can be expressed and managed. Therefore, I’M BINCK can play a key role in the redevelopment process that is not always beneficial to all stakeholders, of which in specific the existing businesses (Volkskrant, 2018).

To inform and serve all interested parties ‘De Ronde Tafel’ has been set up. ‘De Ronde Tafel’ refers to meetings which are being held each two months. During these meetings different stakeholders of the Binckhorst reflect on the current developments and investigate what shared interests they have and how they can be translated into ambitions for the area. Besides the plenary session, every meeting has a theme. A theme can be a specific part of the Binckhorst or the implementation of the ‘Omgevingswet’ (I’M BINCK, 2018).

5.2.4. Planning process

The first phase of planning for the transformation of the Binckhorst starts when the area is designated as a potential location for urban expansion in 2003. In the new municipal vision 'The Hague 2020' the ambition of The Hague as 'Wereldstad aan Zee' is carried out. This ambitious vision was endorsed with plans for the construction of the Rotterdamsebaan, a tunnel to improve the connection between the center of The Hague and the highway A13. In addition, this vision also contained the ambition for residential development due to pressure on the housing market.

In 2005, the municipality of The Hague started a procedure to find private parties for a joint development of the Binckhorst area. Five parties applied for pre-selection and the choice fell on Rabo Real Estate Group and Bouwinvest. These two parties signed a cooperation agreement with the municipality. Together they set up an investment company that would be used for the acquisition of land and buying out the existing users of the area. For the design of the master plan architecture office OMA was chosen.

The investment company that was set up for the acquisition of the area was not enough. Although the area contained a lot of 'low-value' activities, it was economically vital. The tension between the investment cooperation and the existing companies quickly increased, and so did the land prices. The municipality and developers were left with only a few fragmented parcels. The so-called 'Big Bang theory' for the acquisition of the Binckhorst fails. The area with 100 different owners, 300 small businesses, several head offices and some factories turned out not to be easy to acquire. The OMA master plan, consisting of three worlds including a new central station and three enormous residential towers, was not feasible. A 200 million euro gap in the budget and a misunderstanding about the initial investment resulted in Bouwinvest stepping out of the partnership in 2008.

Due to the economic crisis, the (financial) risk of the integrated development plan and the loss of developers, the municipality was forced to switch to a different development strategy. In 2010 the first guidelines for a more organic development strategy were drawn up in which the municipality wanted to take on a less active, more facilitating role in the process itself. This resulted in the adoption of the "Gebiedsaanpak Binckhorst" in December 2011, with this plan the municipality focused on organic development and invited investors and current users of the area to come up with plans. The "Gebiedsaanpak" only contained a number of basic principles and a set of 'spatial rules' on parcel level.

From an organic development concept I'M BINCK was born in 2011. This independent platform has to goal to activate and strengthen the existing network to work together with all parties concerned on the future of the area. I'M BINCK does this by, among others, creating awareness among (existing) entrepreneurs that they can also play a role in development. From 2015 on, the role of I'M BINCK in the transformation of the Binckhorst is becoming increasingly important. By organizing monthly meetings and the so-called 'Round Table discussions', I'M BINCK facilitates the meeting between the municipality, market parties and local entrepreneurs. In addition I'M BINCK focuses on local (circular) production and activating the public space by organizing festivities. The beer brewers of Kompaan are an example of this.

An important common principle that is shared by all parties is to steer on retaining identity. Under the Hague saying "Hâh ut râh" (keep it raw), the municipality, I'M BINCK and developers are now working on the future. The municipality facilitates this by means of the Environmental Plan, which anticipates on the new Environmental and Planning Act. In order to guarantee the identity of the area, I'M BINCK has drawn up a number of principles for planning. These principles are listed in the 'Kernwaarden Binckhorst 2017-2030'. These core values act as building blocks for the further development of the area. In addition, the City Makers (an initiative of developers Amvest, BPD, de Mannen van Schuim and Stebru) have drawn up a 'Kwaliteits agenda' for the Binckhorst that combines the municipal guidelines with the core values of I'M BINCK. The quality agenda sets principles where developing parties in the area must adhere to. Due to the current pressure on the market, there is a greater need for a (municipal) development framework.

After a period of organic development, a middleway seems to emerge. The municipality of The Hague takes a more active role and invests in the public space, including in the Rotterdamsebaan and in the ports of the area. The focus of the investment is on the areas around the three harbours: the Poolsterstraat, the Fokker and the Binckhorst. The public investment in the waterfront zones is supposed to make the area more attractive and vibrant in order to encourage investment and attract new parties and functions to the area (Bureau Stedelijke Planning, 2016). At the same time, the construction of the Rotterdamsebaan is far advanced and the first residential developments are arising.

Three developers, BPD, Local and VORM bought the old printing office located on the Maanweg to redevelop the area into housing. In addition, the municipality uses its own land for development and in doing so steers on area passports to achieve economies of scale on, for example, energy and mobility. Developers also work together with the development principles to jointly transform the Binckhorst in a sustainable way. For example, a new development strategy can be developed in which placemaking and real estate development go hand in hand and in which plots and area-wise work is done by developers, the municipality, I'M BINCK, entrepreneurs and residents (Feenstra, 2018; Randeraat, 2018; Lindemann, 2018; de Boer, 2018; Kokx & van Hasselt, 2018¹).

In figure 11 the planning process is graphically presented.

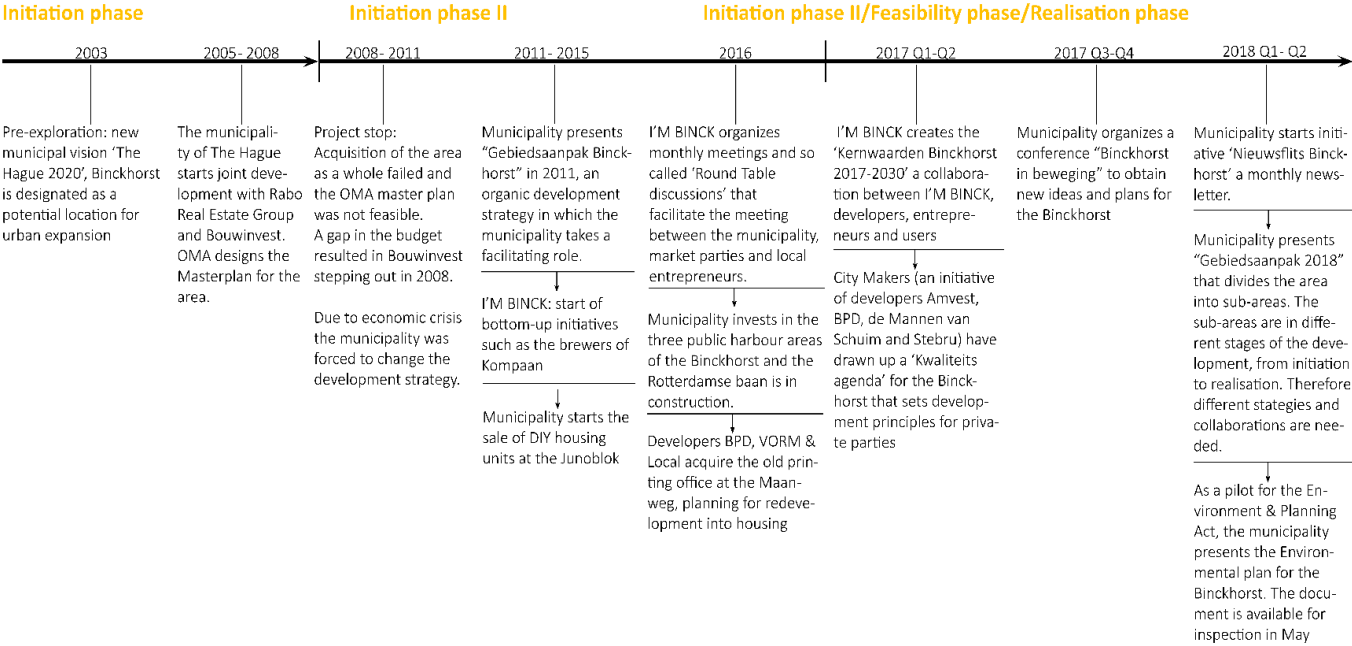


Figure 11: Timeline of planning process 'Binckhorst'

¹ This paragraph is written as a summary of the presentations that were held at the MCD-dag in the Binckhorst on September 13th, 2018.

5.3. Delft: Schieoevers

5.3.1. Introduction

In January 2018 the municipality of Delft has presented a spatial-economic vision for the city. In this vision the municipality has described the ambition for further development of Delft as a knowledge city towards a 'High Tech Capital'. The stimulation of the so called 'making industry' and the connection with the TU Delft are important pillars in the established vision (Gemeente Delft, 2018).

Next to the pillars for innovation and economic development the municipality of Delft is currently facing a both quantitative and qualitative residential development task. Quantitative due to the need of 15.000 extra dwellings before 2040, most of them situated within the inner city, and qualitative because of the necessity to renovate the existing housing stock and the equal distribution of affordable housing over the city. Another qualitative issue is the location and quality of public facilities (De Prez, 2018). Building new dwellings in the inner city also means developing the needed (recreational) facilities.

The Schieoevers in Delft is a industrial area that has been designated for regeneration by the municipality of Delft. The area is situated on both sides of the River Schie, an important waterway in the southern area of the Netherlands. The northern part of the Schieoevers is located close to Delft's city centre, next to the campus of the University of Technology and in between the railway stations of Delft Centre and Delft South. For the northern part of the Schieoevers the local authority has the ambition to create a mixed-use neighbourhood in order to realize a part of the abovementioned housing task. The municipality wants to take on a more guiding role by providing ideas on the type of development (De Prez, 2018). This implies that the municipality of Delft is relying on the private sector for the redevelopment of this area.

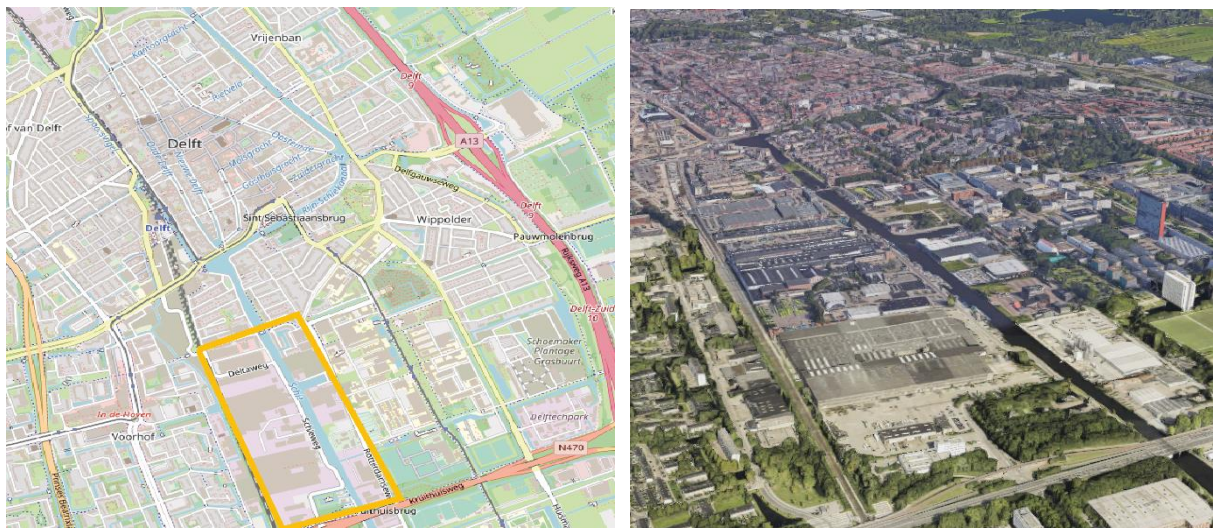


Figure 12: Location of the Schieoevers (Retrieved from: www.openstreetmap.org (left) ; www.google.nl/maps (right))

5.3.2. Regeneration vision

The regeneration is aimed to create a living and working environment that attracts and retains people for working and living. An environment that fits within the urban structure and the industrial character of the area. The municipality is aware of the fact that a mixed-use program and the intensification of the area can cause pressure on the living environment. Therefore, the use of space needs to be

optimized without negatively affecting the attractiveness and liveability of the area (Gemeente Delft, 2017).

The municipality endeavours the area to become a “mixed creative urban economy” (Antea Group, 2017). In short this means the area needs to offer space for housing, small-scale commercial facilities, public and collective facilities, new businesses and the preservation of existing businesses related to HighTech and small-scale manufacturing industry (‘Maakindustrie’). Next to that, the connection of the area with the city centre, the station and TU Delft needs to be strengthened. But the planning is still in the concept phase, the starting points have been drawn up, but there is no final plan yet.

The current ownership of the land in the Schieoevers is fragmented and divided over a multitude of private companies. The municipality does not have a land ownership position in the Schieoevers. This means that it will not be developed in a traditional way where the municipality acquires the land, clears the ground for development and sells the plots to developers (Korthals Altes & Tambach, 2008). Instead the municipality will rely on private parties to propose initiatives (De Prez, 2018). This means that the rate of redevelopment will be determined by market parties. To stimulate the development, the municipality will invest in the infrastructure and public space, such as the new train station Delft Campus and the connection of the east and west side of Delft by bridges. There is no project duration, although it is clear that the complete transformation will take more than ten years (Gemeente Delft, 2017).

5.3.3. Existing businesses

The existing businesses in the Schieoevers execute a broad range of activities from small creative companies to large industrial enterprises. The industrial area is classified as a mixed industrial area in the fourth category. This means that industrial companies with an environmental classification higher than four are not allowed in the area. The businesses traditionally located in the area are large industrial enterprises, such as Basal (concreting unit), Hordijk (insulation and packaging business), SUEZ (waste processing) and Prysmian (cable manufacturer). Over the years, other types of businesses have settled in the area among which the creative hub Lijm & Cultuur in the old adhesive factory, the home-furnishing plaza Leeuw & Stein (Antea, 2017), and hightech company Octatube. The businesses in the Schieoevers are represented by the overarching business organisation ‘Bedrijvenkring Schieoevers’. In general the existing companies of the Schieoevers are well organized and the BKS has around 140 companies as members. Although the BKS presents all these companies, the personal opinions of these companies differ and so does their involvement in and their opinion about the redevelopment plans.

5.3.4. Planning process

The planning process of the transformation of the Schieoevers has been subject to various internal and external occurrences in the past 12 years (see figure of timeline). Both in 2008 and in 2017 private market parties saw investment potential in the Schiehallen. The planned sale of the Schiehallen-complex to a private developer TCN and housing association Woonbron, enforced the municipality in 2007 to compose a vision on the development of the Schieoevers. In 2010 the ‘Gebiedsvisie Schieoevers 2030’ was established by the municipality. This policy document announced the ambition for the Schieoevers to become a mixed-use area. Within the next 20 years the northern part of the Schieoevers would be gradually transformed into a mixed urban area providing space for housing, working and recreation. The transformation also included the intensification and the upgrading of the southern part of the Schieoevers. In this way, nuisance and water-bound activities from the northern part could be relocated there. Furthermore, the upgrading of the train station Delft-Zuid and the construction of a bridge or tunnel connecting the east and west side of Delft was already aspired in 2010 (Gemeente Delft, 2010; Gemeente Delft, 2012). However, the ambitions of the municipality and the transformation plans for the Schiehallen were set on hold. Both developers, TCN and Woonbron were struggling financially in the purchase of the Schiehallen. To solve this, ERA Contour got involved. Nevertheless, the purchase

ceased and developer TCN went bankrupt in 2012 as a result of the financial crisis that hit in 2008 (Gemeente Delft, 2012).

At the same time, the municipality was affected by the crisis mainly due to the financial involvement in the development of the Spoorzone. Because of this enormous financial burden, there was no support for new plans and the plans for the Schieoevers were set on hold (Gemeente Delft, 2018).

After about 7 years, in 2017, the planning for the Schieoevers got a second life. From 2017 on, the process of planning accelerated when the market started showing interest in the area. Next to plans for residential development in the Nieuwe Haven area by developer AM, new private developers also showed their interest in purchasing and transforming the Schiehallen into a creative hub and future residential area. In the meantime, the municipality of Delft presented the Kadernota 2017 which states that planning for residential development at the Schieoevers will be proceeded. Also the ambitions from the 'Gebiedsvisie Schieoevers 2030' were revised and updated (Gemeente Delft, 2018).

With the presentation of the Kadernota in June 2017 the municipality informs the public about discussions taking place with project developers, particularly on locations in the northern part of the Schieoevers. After that, the planning seemed to be accelerating when the municipality announces that the preparations of the environmental impact statement (MER-procedure) will commence, starting with the 'Notitie Reikwijdte en Detailniveau (NRD)'. The MER will provide an overview of the environmental consequences of the redevelopment and it will determine where change of designated land uses in housing is possible (Commissie MER, 2018). This has led to questions from the companies that are located here. In reaction to the municipal plan that mainly emphasizes residential development, the BKS develops an economic vision 'Economische visie Schieoevers 2030' which emphasizes the economic potential of the area (BKS, 2017; Gemeente Delft, 2018).

By the end of 2017, tension arises between the municipality and the companies located on the Schieoevers. The NRD document becomes available for inspection and the companies are not satisfied with the process of participation. In the beginning of 2018 several meetings were held between the two parties prior to the MER and the concept development plan. Over the last months, the MER has been established and a concept development plan (CDP) as well. Both documents are awaiting approval of the college of mayors and aldermen (College B&W). In the draw up of the CDP the municipality involved the BKS, the Province of Zuid-Holland and the TU Delft. Alongside the CDP, the BKS also developed a vision for the area. Both parties have the intention to establish a development plan collaboratively in the upcoming months. In the timeline of figure 13, the process is graphically presented.

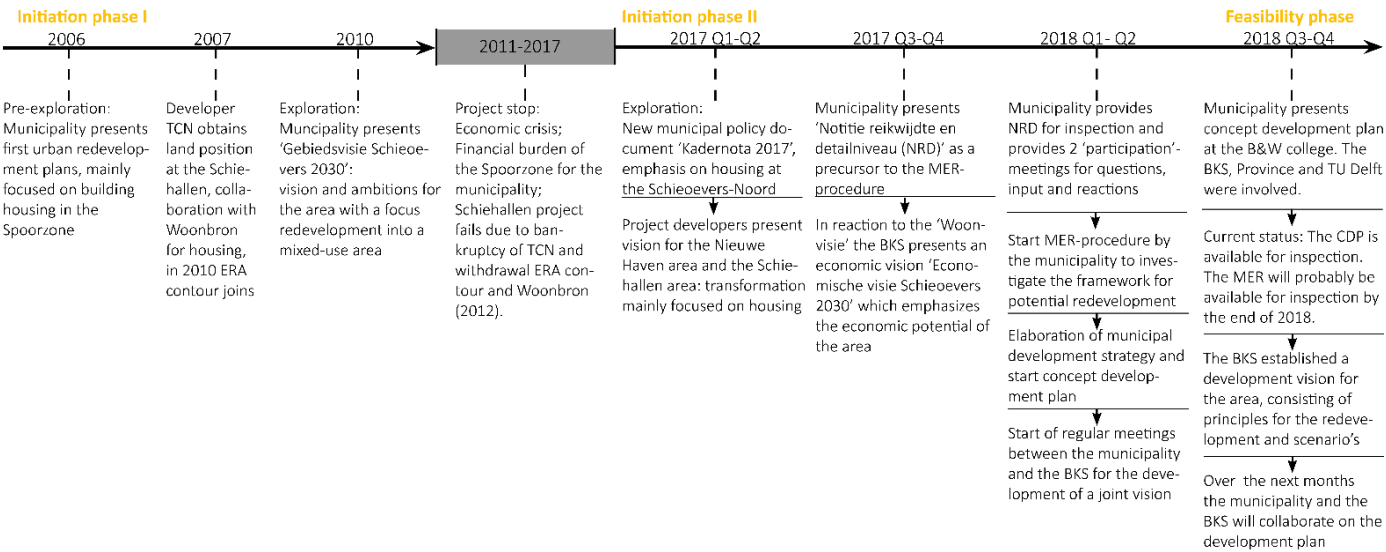


Figure 13: Timeline of planning process 'Schieoevers'

5.4. Alphen aan den Rijn: Rijnhaven

5.4.1. Introduction

In the municipal ambition document of 2013 the municipality of Alphen announced the further development of the city towards a more dense urban environment. The intensification of the urban environment means that inner-city areas will have to be transformed and redeveloped. The municipality of Alphen aan den Rijn has appointed several locations for redevelopment, among which Rijnhaven (Gemeente Alphen a/d Rijn, 2013).

Rijnhaven is an industrial area on the edge of the city centre. Rijnhaven can be seen as a fairly standard, mixed industrial area, characterized by relatively generic problems for such areas like a high vacancy rate (above 20% in 2015), deterioration of the public area and environmental constraints (Gemeente Alphen a/d Rijn, 2016). Currently there are only three water-bound companies present in the area, so the port feature is almost completely lost, leading to cluttering and spatial depreciation around the waterfront (Verplak, 2017). Because of its strategic location, the municipality would like to add housing to the area to create a mixed-use environment. With the transformation of the area, the municipality is aiming for a quality impulse, in order to create a sustainable area that remains attractive to existing and future users (Gemeente Alphen a/d Rijn, 2016).

The transformation will mainly take place in the eastern part of the area, Rijnhaven Oost. Due to the presence of the waterfront the area will add qualities that are not found elsewhere in Alphen. An important part of this quality is the development of a harbour for recreational purposes. The western part of the area will remain designated for light industrial activities (Gemeente Alphen a/d Rijn, 2016).

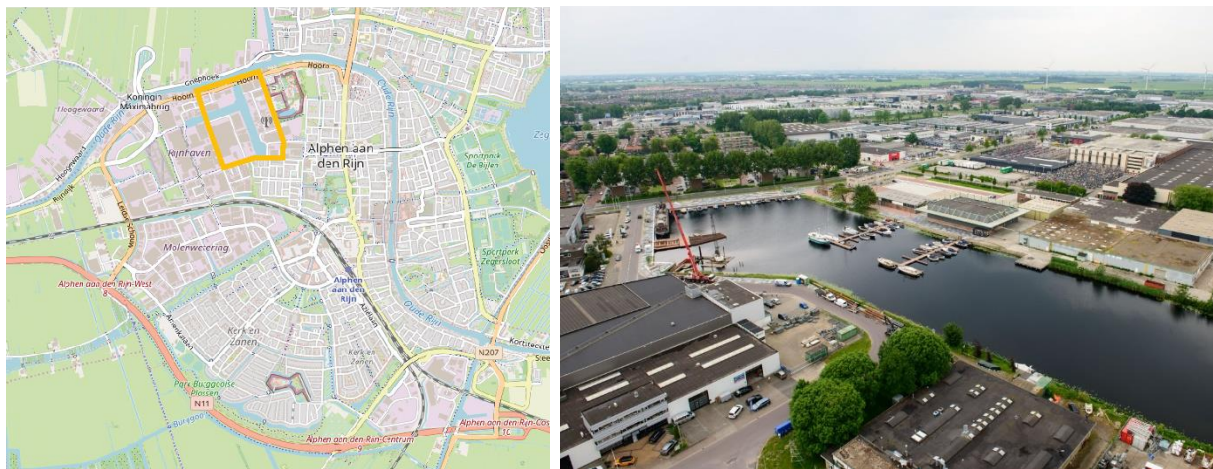


Figure 14: Location of Rijnhaven (Retrieved from: www.openstreetmap.org; www.havenaandenrijn.nl (right))

5.4.2. Regeneration vision

The area is designated for redevelopment into sustainable and high-urban living environment. According to the municipality, the nature and location of the redevelopment site offers opportunities to create a new environment that is now under-represented in Alphen, such as an environment that attracts high-educated households and knowledge-intensive businesses. The attraction of these households will positively affect retail, leisure and cultural activities. The municipality actively invests in an integrated development of the areas and invites market parties to propose development plans.

An important aspect in the plan- and decision-making is active participation of involved and interested actors. Therefore, the municipality will also have to create conditions that make it possible and

attractive for people to join (Gemeente Alphen a/d Rijn, 2013). Therefore the municipality has chosen for an organic development approach. This choice was made for a number of reasons. First, a traditional development approach was proven to be financially not feasible in times of the economic crisis. Second, the organic development approach fits with the political strategy of the municipality that wants to take on a more facilitating role. And third, the land ownership in the area is highly fragmented and the municipality itself does not have land for redevelopment in ownership (Verplak, 2017).

In order to redevelop the area into a mixed-use neighbourhood, the municipality has set the basic conditions for market parties to propose initiatives. That an organic development of the area could take a long time is not an issue for the municipality. Because Rijnhaven is the first mixed-use regeneration project of Alphen it also concerns a pilot project. An environmental plan, in line with the 'Omgevingswet 2021', has been developed without a fixed program for the area. Instead of a program the municipality works with ambition documents and images. The design and accessibility of the environmental plan are fully digitally oriented, with a single click on a location all the relevant regulations and instructions will be displayed (Gemeente Alphen a/d Rijn, 2016).

The environmental plan for Rijnhaven Oost has been developed partly in collaboration with companies, local 'residents' and other interested parties, including developers (Meier Boschaart, 2018). The most important characteristic of the environmental plan is the flexibility that the plan holds towards future developments. Although interested parties have indicated that due to the absence of a (regulatory) framework, they do not know what they can and should do with space (Verplak, 2017).

Another important aspect of the environmental plan is the use of emission- and immission provisions, instead of holding on to the traditional environmental classifications. This means that potential polluting businesses are bound to a maximum emission, while for housing an upper limit with regard to the intake of emission (immission) is set. Thus, it is not the environmental classification of the business, but their behaviour that becomes central. In this way, by means of creative measures, two seemingly conflicting activities can still coexist (Meier Boschaart, 2018).

Due to the gradual process of restructuring, temporary use is stimulated by the municipality (Cobouw, 2017). Furthermore, the first plans for residential building will be executed this year. On the harbour side plot of a former furniture business, a complex with 29 apartments will be realized.

5.4.3. Existing businesses

The eastern part of Rijnhaven is a typical mixed industrial area where businesses of many kinds are located. One of the characteristic 'buildings' of the area is the radio tower. With a height of 84 metres this is a distinctive element in the area. Next to the radio tower, the bird park Avifauna attracts many visitors to Rijnhaven. Most of the businesses located in the area are related to the car industry and there are multiple construction markets and DIY shops. On the waterfront an animal feed manufacturer is situated. This is one of the businesses with a with a large environmental zone. . In recent years, investments have been made in removing impeding factors for redevelopment in the area. This included the chemical factory Biesterfeld that was bought off by the municipality in 2015. The departure of this factory was necessary to enable developments in Rijnhaven. The old factory, now called "De Werf", is now redeveloped into business units for innovative entrepreneurship, harbour related activities, creative start-ups and (small) manufacturing and artisan businesses. Adjacent to that, the area has a small shopping centre 'De Baronie'.

5.4.4. Planning process

The first planning for the redevelopment of Rijnhaven Oost started more than 10 years ago. The motive for the transformation of Rijnhaven Oost into a mixed residential area was already given in the “Transformation Vision Oude Rijnzone 2020” in 2007, the “Vision on Rijnhaven”, the “Rijnhavenwijzer 2012” and the “Structure Vision Alphen aan den Rijn 2013” (Gemeente Alphen a/d Rijn, 2016). The first ambition for transformation was strengthened by vacancy and economic depreciation in the area. In these documents, the municipality outlines the framework and ambitions for the area. Furthermore, the “Verordening Ruimte” of the province, the policy document “Bedrijventerreinen Alphen aan den Rijn 2010-2020” and the “Strategy for Business areas in the Oude-Rijnzone” formed the basis of the redevelopment plans. In the Economic Impact Report two plans were compared: preservation and transformation into mixed-use area. This resulted in Rijnhaven Midden being preserved as a business area and transforming Rijnhaven Oost (Gemeente Alphen a/d Rijn, 2016).

In 2010, the assignment for the municipal project manager of Rijnhaven Oost was simply 'create an area where people can live, work and create'. The assignment was not further detailed. There were no other objectives underlying it. That is why the municipality first started with the development of a tight urban plan. A traditional way of planning. But gradually the municipality discovered that this was not the way of development. The plan would become too expensive. So there was the need for a different approach. This resulted in the Rijnhavenwijzer 2012 (Gemeente Alphen a/d Rijn, 2016). In the Rijnhavenwijzer there is not a framed final plan provided in the form of a blueprint. The process of transformation will be gradual, in which old and new must be able to function side by side, and in which there is room for spontaneity and plans for entrepreneurs or owners (Gemeente Alphen a/d Rijn, 2016). Later in the new policy document “Woonagenda Alphen aan den Rijn” Rijnhaven was designated as part of the development zone where an urban living environment, especially aimed at wealthy households, will be realized.

From 2015, the municipality started with the development of an Environmental Vision and Environmental Plan for Rijnhaven, which is a pilot project for the Environment and Planning Act 2021. The Environmental Plan is valid for a period of 20 years. Because you can not foresee what will happen in 20 years, for Rijnhaven this meant that the Environmental Plan should include enough flexibility. After a few objections to the plan, adjustments were made with regard to the noise circle of a single company. Now the Environmental Plan is officially in operation. Meanwhile there are also a number of developers with whom the municipality has an agreement for residential developments. These developers want to get started in the area. However, the construction can not yet start due to an agreement or relocation that has not yet been made between a single company and the municipality. Figure 15 presents the timeline of the planning process.

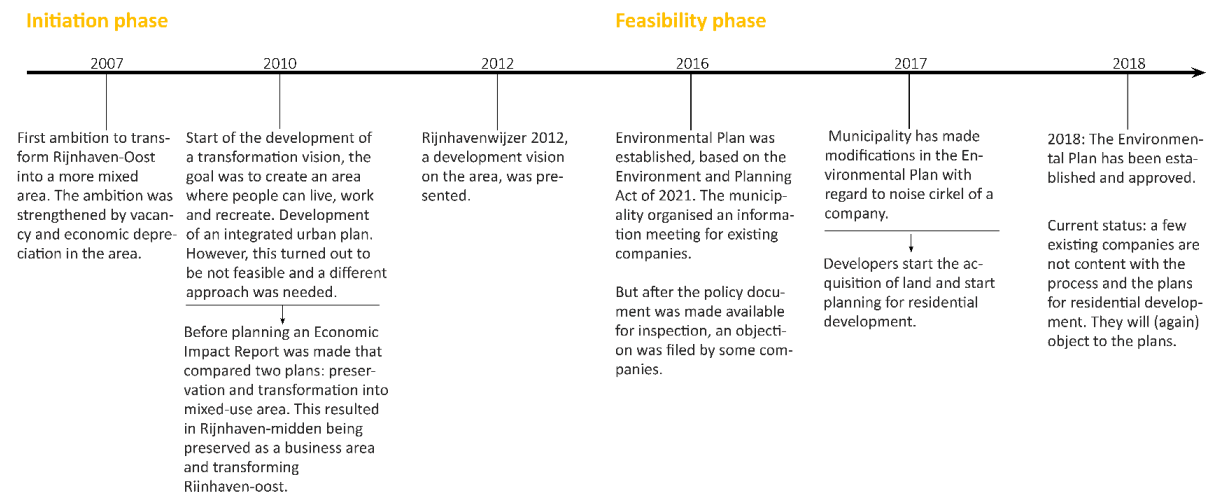


Figure 15: Timeline of planning process 'Rijnhaven'

5.5. Rijswijk: Plaspoelpolder

5.5.1. Introduction

Due to the strategic location in the Randstad, between The Hague and Delft, alongside important transport axes, Rijswijk is an important area for economic activities. In the upcoming years Rijswijk wants to become a catalyst for the regional economy. Therefore, the municipality wants to create room for entrepreneurship and innovation. The city has multiple suitable places for start-up's, small and medium sized enterprises (MKB) and large businesses. In addition Rijswijk endeavours to be a 'green environment for urban living'. On the one hand this means spacious living in an urban environment, and on the other hand 'green' signifies energy-neutral neighbourhoods and sustainable mobility (Gemeente Rijswijk, 2017).

Within Rijswijk, De Plaspoelpolder is the largest business area. The area has a high employment rate, not only serving Rijswijk but the entire metropolitan area of Rotterdam and The Hague (Gemeente Rijswijk, 2017). The development of the area started in 1953 and by the region it was designated as an area for "clean" industry. The arrival of Shell's research institute turned out to be a catalyst for the area. From the second half of the 1970s to around 2006, there was a strong rise of office work. This market developed rapidly in the Netherlands, and because of its central location and accessibility the Plaspoelpolder benefited from this. The area gradually changed when manufacturing companies were increasingly giving way to service companies (Gemeente Rijswijk, 2017).

Nowadays, the Plaspoelpolder is a business area with multiple strong businesses. The area has good accessibility, a clear urban structure and the area accommodates a large number of innovative small and medium sized companies. At the same time, the area suffers with its formal signature as a mono-functional business park, with a large share of offices of which a big part is obsolete, vacant or underused. Most of the vacancies can be found in large-scale collective buildings dating from before 1985. Already in 1995, Louw et al. (1996) concluded that the market prospects for these buildings were poor. The challenge is to give the Plaspoelpolder a vital future.

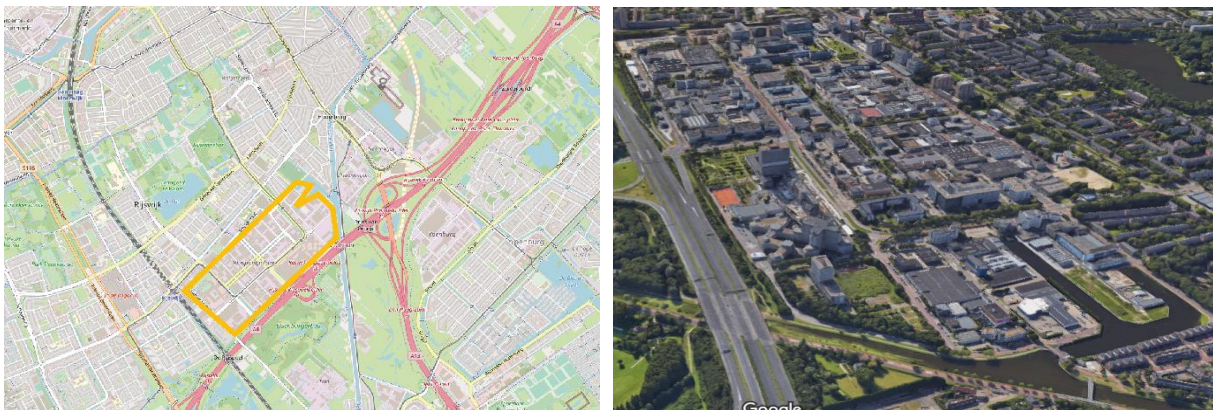


Figure 16: Location of the Plaspoelpolder (Retrieved from: www.openstreetmaps.org (left) ; www.google.nl/maps (right))

5.5.2. Regeneration vision

Although a clear redevelopment course is needed for the Plaspoelpolder, the final picture of the area is not fixed. The municipality strives for an organic development of the area into an attractive dynamic mixed-use environment (Gemeente Rijswijk, 2017). In the next years, De Plaspoelpolder has to become a vibrant place where people live, work and recreate. To strengthen the economic competitiveness Rijswijk wants to focus on attracting more small innovative businesses. With their innovations in the field of ICT technology and energy these businesses do not only form a driving force in the regional economy, but also have an impact on social issues such as climate change (Gemeente Rijswijk, 2017). The 'Toekomstvisie Plaspoelpolder' has been established in february 2017 in order to determine the future direction of the Plaspoelpolder. The vision was made in close collaboration between the municipality and all parties involved in the area, the BBR (Belangenvereniging Bedrijven Rijswijk) and Het Industrieschap Plaspoelpolder. The establishment of the 'Toekomstvisie' is characterized by strong involvement of the current users in the area. The 'Toekomstvisie' for the Plaspoelpolder is not yet an Environmental Vision (Omgevingsvisie) but it does anticipate on this by taking on an integrated approach for redevelopment (Gemeente Rijswijk, 2017).

The 'Toekomstvisie' offers clarity towards initiators and developers who want to invest in the area about the opportunities and constraints in the area. At the same time, the 'Toekomstvisie' gives the municipality of Rijswijk a framework to assess market initiatives. The gradual redevelopment of the area should result in the addition of employment and housing to the Plaspoelpolder, of which the focus is on employment. The transformation is a dynamic process, in which the first projects have already been carried out. This includes the public space around the Shell-area, the station area and the harbour area, where flexible business units were developed.

In the area, the current real estate owners are responsible for the vacancy of or within their buildings. In some cases demolition or redevelopment is necessary. Many investments are already being made by property owners, such as the construction of the new European Patent Office. The municipality of Rijswijk itself invests in the quality of the public space, the roads and a public Wi-Fi network (Gemeente Rijswijk, 2017).

Also, the 'Toekomstvisie 2017' provides a clear statement on the development of housing in the area. This is only allowed by the zoning plan at a small part of the area, namely the area between the Sir Winston Churchillaan and the Treubstraat, the harbour area and (a part of) the station area (see figure). The majority of the Plaspoelpolder remains designated as "working zone" (Gemeente Rijswijk, 2017).

5.5.3. Existing businesses

The area employs about 400 companies and approximately 15,000 people. Large corporate companies are situated in the area, such as Shell, TUI Travel, KIWA and the European Patent Office. The business services in the area are mainly focused on ICT. Governmental institutions are also represented in the Plaspoelpolder, with organizations like the CBR, the Education Executive Agency, Rijkswaterstaat and the National Data Center. The only company with a water-bound business and a high environmental classification was a concreting unit. However, the industrial plant has been dismantled due to the fact that the plot was too small for the concreting unit (Gemeente Rijswijk, 2017).

Over the past five years, the area has attracted a growing number of innovative small to medium sized enterprises, such as Exasun (winner of the Dutch innovation award 2015), Ventil Test Equipment (worldwide market leader in petrochemical testing equipment) and Vision2Watch (supplier of innovative communication concepts).

The Plaspoelpolder also locates a number of established institutes and schools: the painters academy, the butchers vocational school and the nearby Stanislas college (Gemeente Rijswijk, 2017).

The mix of functions ensures vitality and liveliness in the Plaspoelpolder. But there is also vacancy and an (strongly) outdated and obsolete office stock of approximately 280,000 m² gross floor area in Rijswijk. These properties are often owned by investors who do not have an office there. One of the most important tasks for the next ten years is therefore to reduce, preserve and renew the existing stock (Gemeente Rijswijk, 2017).

5.5.4. Planning process

The planning process for the redevelopment of the Plaspoelpolder area started around 1995. Large office buildings that were developed because of the changing demand from manufacturing related businesses towards service related businesses, had become derelicted, obsolete or (partly) vacant. Also the area was struggling with its image of a mono-functional business park. In 1996 Louw, Olden & Priemus conducted a research for the Industrieschap Plaspoelpolder into the area and developed a future vision called "Op weg naar herontwikkeling van de Plaspoelpolder" (Towards redevelopment of the Plaspoelpolder). Within this research a development strategy was presented with the recommendation to maintain the character of the Plaspoelpolder as a mixed area for offices and businesses, to strengthen the public transport network and to redevelop various office buildings if vacancy remains a problem (Louw et al., 2016). In the following years, interventions were made on the public space and planning for the port area started.

The city council has adopted the "Economic Vision 2010 - 2018" in December 2010. This document identified four pillars for economic policy of Rijswijk, of which the Plaspoelpolder is the most important. In the elaboration, the municipality of Rijswijk wanted to give substance to a more facilitating role, but the involvement of owners in particular was lacking. In the meantime, the vacancy rate had risen to 33%. Therefore, since 2011, the Urbanisator has been involved in the redevelopment of the De Plaspoelpolder. The Urbaniser made a plan for the redevelopment of buildings and the profiling of the area. In cooperation with business owners, the municipality of Rijswijk, the business association and the Industrieschap Plaspoelpolder an area-wide collaboration was set up. Also, in 2012 the Urbanisator opened the Infocenter Plaspoelpolder in one of the vacant office buildings. With low-threshold area programming, the Urbanisator brought new dynamics in the area, ranging from pop-art galleries to an online platform where starting businesses can come into contact with owners (Urbanisator, 2015). The Urbanizer has now merged with the ImPPPuls Foundation.

In the 2014 the municipality of Rijswijk starts investing in the public space and the accessibility of the area. And the Industrieschap Plaspoelpolder starts the redevelopment of Harbour Village. Next to the harbour village the Industrieschap also acquired several plots with vacant and derelict buildings. Their strategy is to acquire unwanted buildings, to demolish them and to issue the locations as a tender to developers who want to develop business space (Personal communication, October 22, 2018). By the beginning of 2015 the vacancy has decreased, and more liveliness has come to the area, but the pace of redevelopment is low. That year the area was designated as one of the 5 priority projects within the MRDH. This provided Rijswijk with support to develop the Plaspoelpolder into a place that, in addition to innovative SMEs, also offers space for supporting functions such as housing, education and leisure.

The end of 2015 and the beginning of 2016 collaborative sessions have taken place for the development of a future vision for the area. The "Toekomstvisie Plaspoelpolder" has been established in february 2017 in order to determine the future direction of the Plaspoelpolder. The vision was made in close collaboration between the municipality and all parties involved in the area, the BBR (Belangenvereniging Bedrijven Rijswijk), ImPPPuls and Het Industrieschap Plaspoelpolder.

In the “Toekomstvisie Plaspoelpolder” the ambitions of the Economic Vision of 2010 have been adopted. Subsequently, the Economic Vision will automatically expire after 2018, ‘Toekomstvisie Plaspoelpolder 2017’ has a longer duration (Gemeente Rijswijk, 2017). In the development of the new policy document agreements have been made with regard to housing in the area whereby the municipality shared the wish of the business association BBR to remain the vast majority of the area for solely working. Because of that, the area is divided into sub-areas, being “Staying next to the water”, “Staying with perfect access” and “Working in the heart”. Meaning that living is only permitted in the Harbour area and the border of the Plaspoelpolder area, and working stays in the remaining part.

Currently, several projects are under development. The developer Steenvlinder is transforming a former office building in de Koopmansstraat into DIY houses. And the Young Group redeveloped a complex of seven offices into flexible work spaces, leisure and recreation facilities. Next to that, Young Group also acquired the former concreting unit in the harbour area. In the harbour area, one of the encountered difficulties is the zoning plan that enables activities for heavy environmental categories on many plots, more than needed. In addition, the port area has the title 'water-bound activity' according to the regional policy, while there aren't any waterbound activities present (anymore) that use the water or the port for economic activities. This policy incongruity currently impedes concrete transformation initiatives at an increasing number of locations (Gemeente Rijswijk, 2017). Because, as mentioned before, the province of Zuid-Holland has a shortage on waterbound business areas this area in the Plaspoelpolder needs to be ‘replaced’ with another area that enables waterbound activities before the provincial government allows a change in zoning plan for this location. This emphasizes the importance of regional cooperation with the organisation “Businesspark Haaglanden” (Personal communication, October 22, 2018). The planning process is graphically presented in a timeline (figure 17).

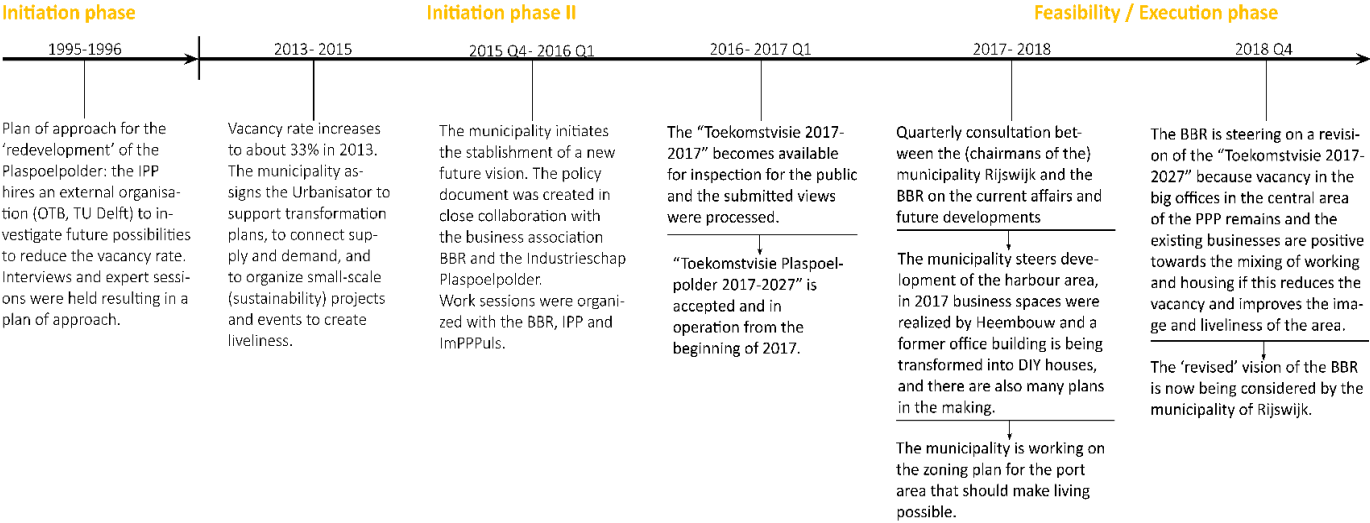


Figure 17: Timeline of planning process ‘Plaspoelpolder’



6. CASE STUDY FINDINGS

In this chapter, the findings of the case study will be discussed. Per case, the participation process will be elaborated followed by an analysis of the instruments used, resulting in lessons learned. After the elaboration per case, an expert view on participation in practice is outlined.

A first remark must be made that the content of this chapter derives from information obtained during interviews. The list of the interviewees per case can be found in the appendices (Appendice II). Furthermore, the research is mainly based on the formal meetings that have taken place. It must be acknowledged that within the cases studied participation can also take place in activities which are not mentioned in this research, such as informal meetings or through ways of communication that have not been recorded in the case study. In chapter 7 'Data Analysis' this matter will be further elaborated.

The second remark with regard to the case study findings is the time span of the research. The empirical research was carried out up to November 2018. Events that have taken place afterwards are not, or to a certain extent, incorporated into this study. A last remark can be made that in the analysis the 'existing businesses' are mostly represented by the companies' interests association.

6.1. Den Haag: Binckhorst

6.1.1. Participation in the planning process

With the introduction of the Environmental plan (Omgevingsplan) for the Binckhorst, participation becomes even more important to the municipality. The municipality considers participation as "the development of plans in dialogue with stakeholders" (Gemeente Den Haag, 2018). This should change the way that participation is perceived as an obligatory 'must do', which is often still the case for both municipalities and private market parties.

The first step in the participation process was in 2011. After the integrated development plan appeared to be not feasible the (financial) risk of the integrated development plan and the loss of developers, the municipality chose a different development strategy. In the policy document 'Gebiedsaanpak 2011', which opted for an organic development of the Binckhorst, the municipality no longer acted as the initiator, but in the first place as a facilitator in the transformation process. From this role, the municipality invited private market parties and local entrepreneurs to come up with initiatives. To facilitate and stimulate these private initiatives the municipality came up with the PIB, 'Private Initiatives Binckhorst'. For many people from 'outside' such as local residents and creative entrepreneurs, it was a reason to come and see what was going on and to experience the Binckhorst. This makes the PIB initiative an important participation tool. Although the municipality perceived itself as taking on a 'facilitating' role in the process, local entrepreneurs deemed the role of the municipality mainly as 'informing'.

In order to start local and bottom-up initiatives in the area, the platform I'M BINCK was set up. By organizing (information) meetings called the 'Ronde Tafels' (round tables) for all interested stakeholders I'M BINCK has a pioneering role in the participation process. And whereas the municipality used the meetings of I'M BINCK to provide information towards the other stakeholders, the board of I'M BINCK organized more interactive meetings that incorporated plot visits or design sessions. Besides the fact that the meetings are dedicated to a specific theme or project each time, they also have a social character and serve as a network and encounter place. This means that I'M BINCK stands in between the interests of the municipality, the market and the entrepreneurs, who sometimes have conflicting interests.

Although I'M BINCK is also an organisation that supports local entrepreneurs they do not really collaborate with the local company interest group (bedrijven belangenvereniging) BLF. The latter is more reactive in the planning process while I'M BINCK is a proactive organisation. The BLF already exists for 100 years and is seen as a more conservative association. Both organisations share the economic interest in the area, but their functioning is different. This has partly to do with the fact that the companies that are members of the BLF are mostly the older and more traditional companies. And some of these companies have already been in uncertainty about their right to remain in the area since the first phase of planning in 2005. The feeling of uncertainty is also causing problems in the participation process.

Until 2016, small and local interventions were developed by I'M BINCK and the municipality, such as the Kompaan beer brewers and the do-it-yourself housing units in the Junoblok. But also I'M BINCK recognizes the issue that it is difficult to activate people, especially local entrepreneurs. Both I'M BINCK and the municipality appointed the difference in participation with residents or entrepreneurs: entrepreneurs do not live in the area, so have less interest in public space, the built environment and (recreational) facilities. Therefore, it sometimes requires a separate process to involve these people. Often the only way to get entrepreneurs activated is to show them that the plans can benefit their business, for example when they can reduce or save costs.

That means that parties such as the municipality, I'M BINCK and private developers, who want to involve existing businesses, really have to gain insight on what is interesting for various entrepreneurs. This is something that is often not properly done. A simple example of this is the organization of information meetings in the middle of the day when people who work are not able to join. This means that companies lack information and can not talk about the process or participate in it themselves.

In the beginning of 2017 the transformation seemed to be accelerating and from both the market and local entrepreneurs the question arose for more clarity from the municipality. I'M BINCK drew up a policy document called "Kernwaarden Binckhorst 2017-2030", in which the core values of the area are monitored. This document was presented to the municipal council, after which the values were included in the municipal policy making. To obtain input for the redevelopment approach, the municipality organized a "Work Conference" in October 2017. During this conference "Binckhorst in Beweging" a wide range of involved and interested parties was present. Together they worked on the new ideas and plans for the Binckhorst. A few of those ideas were also included in the "Gebiedsvisie 2018".

The "Gebiedsvisie 2018" divides the Binckhorst into sub-areas. Some areas are already further in the planning process than others. In the 'Begraafplaats' area not much has changed yet. Because this area is also designated for gradual transformation into a mixed-use area, the municipality wants to cooperate with the existing businesses situated here. Therefore, they are seeking for collaboration with the BLF as well. Together with the companies, the municipality wants to draw up a collective area profile for the transformation of the area. This should provide an image and a framework for private market parties.

Although the plans of the municipality were unclear for a long a time for the existing businesses, the relationship is improving. According to the BLF this is mainly because of the improvements in information provision towards the local entrepreneurs. On a monthly basis, they receive a newsletter from the municipality which provides clear information on everything that is taking place. In addition, in case of meetings being organised, the newsletter contains an invitation. A simple solution, but according to the BLF a suitable one.

6.1.2. Analysis of instruments

The participation process is analyzed by the type of tools that have been applied by the municipality, the roles that have been/are being employed by involved actors, the project phase in which the participation instruments were applied and the status of participation outcomes. First, the instruments that were applied are graphically illustrated in the timeline of the process. Then the instruments are analysed more in-depth. Lastly, the role of the participant is elaborated to investigate if there is a difference in the degree of participation amongst existing companies. The instruments of participation that were applied up until now include ‘informing’, ‘consulting’, ‘advising’, ‘co-creating’ and ‘co-decision making’. The participation process is analyzed in the time line of figure 18 and table 6.

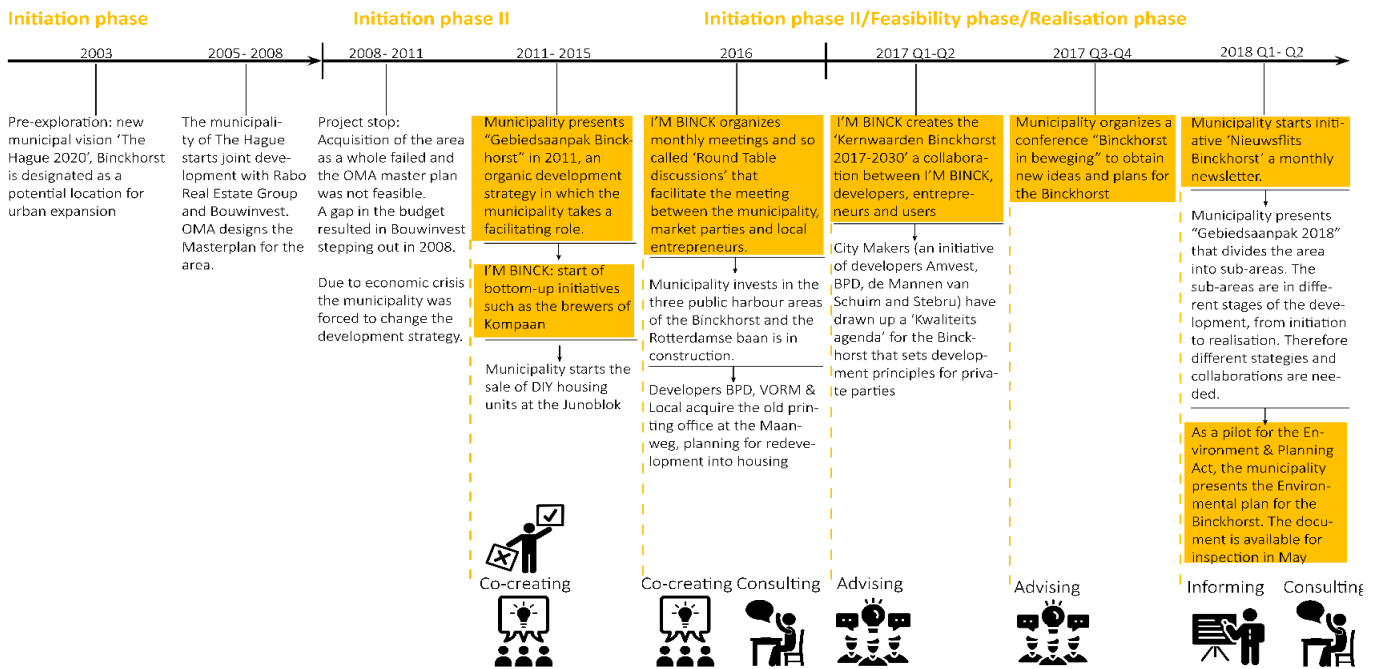


Figure 18: Timeline of participation process Binckhorst

Table 6: Applied participation instruments Binckhorst

Participation instrument	Informing	Consulting	Advising	Co-creating	Co-decision
Phase in process	After municipal ambitions and vision were established and during the process	After and during the establishment of municipal ambitions and vision	After and during the establishment of municipal ambitions and vision	Early, during policy making, stakeholders could co-create in bottom-up projects	Early, during policy making, stakeholders could co-create and co-decide in bottom-up projects
Role of participant	<ul style="list-style-type: none"> - Receives information - Asks questions - Express concerns 	<ul style="list-style-type: none"> - Provides comments, concerns and considerations 	<ul style="list-style-type: none"> - Provides considerations - Shows opportunities, ideas and contributes to vision - Creates own ambitions and principles 	<ul style="list-style-type: none"> - Collaborates with municipality (through I'M BINCK) - Provides plans and co-designs 	<ul style="list-style-type: none"> - Initiative taker (through I'M BINCK) - Co-decides on (small) initiatives
Role of management	<ul style="list-style-type: none"> - Determines policy with provision of information and documents - Updates stakeholders on developments 	<ul style="list-style-type: none"> - Determines policy with due observance of participants' comments and vision 	<ul style="list-style-type: none"> - Determines policy but invites stakeholders to provide other ideas and solutions 	<ul style="list-style-type: none"> - Decides on policy but seeks for collaborative decision with participants 	<ul style="list-style-type: none"> - Provides support and leaves policy making to participants (through I'M BINCK)
Process tools	<ul style="list-style-type: none"> - Policy documents available for inspection - Information session - Monthly newsletter - Website 	<ul style="list-style-type: none"> - Public meetings (Round table sessions with I'M BINCK) 	<ul style="list-style-type: none"> - Expert meetings - Collective area visits - Working group 	<ul style="list-style-type: none"> - Workshop, Round tables - Excursions 	<ul style="list-style-type: none"> - Basic principles and a set of 'spatial rules' on parcel level
Status of outcomes	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> - No significant changes in "Gebiedsaanpak" 	<ul style="list-style-type: none"> - Some considerations of participants are included, predetermined conditions unclear 	<ul style="list-style-type: none"> - Only binding if outcomes fit within principles and spatial rules 	<ul style="list-style-type: none"> - Only binding if outcomes fit within principles and spatial rules

6.1.3. Lessons learned

Governance:

- The role of the municipality in the planning process was unclear both internally and externally. Internally, between economic affairs and housing, tension prevails at policy level. Also, due to the current pressure on the housing market there is a very strong lobby for housing within the municipality. The development of an economic vision for the area was therefore lagging behind.
- There is a lack of continuity in personnel. In the past seven years, several municipal area managers and project managers have been active. For I'M BINCK, the BLF and companies, new faces are constantly appearing. They notice that due to a lack of continuity from the municipality, information and knowledge gets lost about agreements or plans that have been made earlier. Current area managers are sometimes not aware of agreements made in the past with I'M BINCK or the BLF.

Stakeholder roles:

- The period of place-making and small scale bottom-up initiatives may have taken too long. If the core values would have been drawn up sooner, the process could have been more efficient and it would have been easier to mobilize people and build a network. Now these small initiatives are being shoved away by developers acquiring land on a large scale.
- The current pressure on the market (and the area) asks for a different role of the municipality. There is a greater need for a (municipal) development framework. Therefore, after years of organic development, in which I'M BINCK took on an important steering role in the participation process, a more mixed development strategy is emerging. Now, both parties need to redefine their role in the (participation) process.

Participation process:

- After the municipal participation session for the Environmental plan, feedback on the input that was given by participants was not received. Because of this, for the BLF and I'M BINCK (and the existing companies) it is unclear what the municipality does with their input. This ensures that existing companies do not know whether it makes sense to participate. It is important for the municipality to feedback on the input of participants and to explain what is or will be done with the information.
- To the BLF, the outcomes of the participation process don't have to be binding for the municipality. For them it is enough if the municipality communicates back to the companies what they do with the shared information and keep them well informed about the plans, through for example a new letter.

6.2. Delft: Schieoevers

6.2.1. Participation in the planning process

The participation process is analyzed from January 2017 onwards with the commencement of the second phase of planning. The analysis of the participation process includes the municipality and the existing companies, partly represented by the Bedrijven Kring Schieoevers (BKS).

In the beginning of 2017 the planning process was accelerated by the initiatives of private market parties that forced the municipality to respond quickly by composing a vision and a development framework. When the BKS was informed about the transformation ambitions for the area, this came as a surprise for them and the existing businesses at the Schieoevers. They did not understand what was going on, what the intention of the municipality was and why there already seemed to be a redevelopment plan for the area without the involvement of the existing businesses. The municipality had started with the “Notitie Reikwijdte en Detailniveau (NRD)” in preparation to the MER-procedure, and confirmed the first conceptual plans for housing towards the public through local media and a public event to inform stakeholders. This occurrence has led to distrust and made the existing businesses suspicious towards the municipality. Both parties did not agree with each other and there was a lot of negative tension. A situation that lasted for almost a year.

According to the BKS and the existing businesses the municipal planning documents focused too much on residential development and an economic development vision was lacking. The BKS feared that *“drastic choices for our economic ecosystem of the city are made without referring to an economic vision”* (BKS, 2017). In reaction to this occurrence, the BKS has developed an economic vision ‘Economische visie Schieoevers 2030’. In parallel, this has caused the municipality to prepare a policy document on working, an economic vision for the area as well.

To improve the situation and to stimulate the collaboration between the parties a covenant was set up on how to communicate with each other at the end of 2017. In the covenant it is stated that all the existing businesses can remain, that companies must not be restricted in their business operations and that space must be reserved for activities that fall within higher environmental pollution categories. Only when both parties agree, this can be changed. This agreement has become the basis to strengthen the relationship in 2018. Besides that, the municipality has given space to the stakeholders, the BKS and the companies to get involved in the planning and to come to the same level. For the municipality, this meant slowing down the process and organizing meetings and work sessions to start a participation process.

The first attempt for participation was the public participation procedure for the Environmental Effects Report in the beginning of 2018. Two meetings were organized by the municipality to share ideas, questions, concerns and comments about the future of the Schieoevers-Noord. During the meetings, the attitude of participants was awaited, questions were asked regarding the combination of (light) industrial activities with housing, and existing companies expressed their concerns about their right to remain in the area with the ambitions of the municipality. The existing companies are of opinion that there are opportunities for the area to attract and strengthen the high-quality manufacturing industry. The sessions concluded with the municipality emphasizing that these are still ambitions, and that not much is fixed. And this is still a period for investigation of the possibilities (Gemeente Delft, 2018). However, due to a lack of substantive knowledge, the BKS and the companies could not yet think along and give a substantive reaction to the plans. So, from the perspective of the companies, there was hardly any participation.

In the first half year of 2018 the relationship between the two parties has mainly improved because of the equalization of knowledge and information: *“Together we spent three-quarters of a year, or a year, on bridging that gap in knowledge and getting at a level playing field with each other. Only then, you can really continue the process together. We had to get familiar with the plans, and the assumptions and ambitions underlying this. We had to figure out what is right and wrong according to us, and also, what we think of the area and these plans.”* (Chairman of BKS, November 15, 2018). The improved relationship was also due to the arrival of a new executive board in the municipality in the spring of 2018. For both parties this was considered as a new starting point.

To get familiar with the plans and procedures the BKS hired an external advisor. The external advisor provides the board of the BKS, and the existing companies, of documents and information. Often in the form of excerpts, because entrepreneurs simply don't have the time to read all the municipal documents. The BKS needs the substantive support but it also very expensive. Because there is only a limited amount of money that the BKS can spend on an external advisor, it is not certain that this support will be available next year. If this fails, the cooperation will be a lot less.

From September 2018 on there are very intensive discussions at a substantive and administrative level. Since the spring of 2018, every month there is a meeting between the BKS and aldermen. Also, every three weeks there is another meeting with the municipality (project manager of the Schieoevers and director of housing and economy). In this way there are many contact moments. And that is a good thing, according to the BKS, but it also has a downside: *“As BKS we are volunteers, this is all extra time next to running our company. As an entrepreneur, I now put time in issues that I am not really interested in, and that takes a lot of energy. And if I want to have a substantive conversation about it, I also have to gain a lot of knowledge about it first. That is a problem. We have a board with volunteers who do their best but who will always have less knowledge of these issues than the people who are working full-time on these matters.”* (Chairman of BKS, November 15, 2018).

“Het is het verstandig om de ver van je bedshow voor ons, om over dit soort dingen na te denken.” – Chairman of BKS.

In the summer, the municipality has started with the establishment of a Concept Development Plan (CDP). In preparation of the CDP the municipality involved the considerations of the BKS, the TU Delft and the Province. This means the CDP is not participated in public, but only with professional stakeholders. During this period, there have been mutual discussions and the area has been visited collectively. Based on the ambitions for Delft, principles have been drawn up and these have now been further elaborated in an adaptive plan with different scenarios.

Alongside the CDP, that contains the municipal principles for redevelopment of the area, the BKS also composed several principles for the redevelopment. These principles have been elaborated in different scenarios in which the first scenario means the autonomous growth as a business area whilst the third scenario includes the development of housing in various subareas. However, the BKS emphasizes that the elaboration is not the point: *“The elaboration can actually be separated from the principles. The same applies to the CDP of the municipality. One of the scenarios of the municipality is the realisation of 5000 dwellings. But in fact, that's not what it is about. It is about the question 'what do we want?'. Do we want a living environment in which we work, or a working environment in which we live? In addition, there are many more variables to the plan which are sometimes not included, such as the surface that the manufacturing industry needs. And that the type of housing that you build depends on the type of work and businesses you want in the area and vice versa. Manufacturing industry, for example, requires low-skilled workers in the production, and these people need to live close to their work.”* (Chairman of BKS, November 15, 2018).

The goal now is to bring the principles of both parties together. And then the elaboration will follow. Although the documents may show two different plans and opinions, the principles are not that different anymore. The CDP has currently been assessed by the board of mayor and alderman (B&W), along with the MER. Both documents will be available for inspection by the public in the upcoming months. Besides these documents, the cooperation agreement between the municipality and developers Kondor Wessels and Amvest for the redevelopment of the Schiehallen has been signed.

In about half a year, before the summer of 2019, the final development plan is expected. In the coming weeks both parties will, at the initiative of the municipality, compare the visions and identify the (shared) principles. Then the parties will meet every three weeks to really make progress. The BKS thinks that it is a good idea to invite companies as well during these meetings when it comes to plans for subareas. Because in the end the BKS is a representation of the existing companies in general and they can not decide on another entrepreneur's ground.

But letting companies participate requires a lot of energy, according to the BKS. During the meetings, or so called "Stadsgesprekken", that are now being organized, there are hardly any entrepreneurs from existing companies present. This has a number of causes. One of the causes is that the meetings often take place in the evening and not on the site of the Schieoevers. In addition, the meetings do not have enough urgency for entrepreneurs, they can spend their time better on the continuation of their business. Next to that, there are too many contact moments per year. These are important for the municipality, but it becomes indistinct and unclear to an entrepreneur what the meetings are about.

'A smaller set-up for which entrepreneurs are personally invited by phone for a meeting in the area where, for example, a concrete plan for a subarea is drawn up in a short time that will be presented to the alderman', then there is a chance that more companies will participate according the BKS. But if there is no clear goal, then companies will not be present. It has to be concrete and companies need to feel direct involvement with the topic. They must feel that they can actually contribute something. And that feeling does not occur in a room with 200 other people.

This means that there is still a very intensive period of cooperation coming up. The past year was only the beginning of the planning: *"What has taken place up till now was actually the beginning of the process: getting to know each other and understanding the functioning of the Schieoevers. The first year was dominated by understanding each other's thinking. That takes a lot of time and energy. But if you neglect to do it, paths will separate: you are a different type of person. It is a kind of a forced marriage that you're trying to succeed."* (Chairman of BKS, November 15, 2018).

The Bouwcampus as participation platform

The investigation of possibilities to combine working and living in such urban area redevelopments was also supported by the Bouwcampus and the Verstedelijkingsalliantie. De Bouwcampus is an independent platform that generates collaboration between different parties from the government, market and the society. Hereby they aim to connect practical knowledge with institutional knowledge. The Bouwcampus offers the opportunity for parties to meet each other, to connect and to work on concrete cases and solutions related to construction, development and innovation. Together these parties organised two meetings, including a workshop, to come up with solutions regarding the tension field between working and living. The parties that were involved in the interactive sessions included the municipality of Delft, private market parties such as developers and consultants, and the TU Delft. Unfortunately, except for one person, no existing businesses were present here. The outcome of the meetings emphasized that the importance of employability was not expressed sufficiently. The idea was established that the Verstedelijkingsalliantie should not only focus on the creation of housing but also on employability. The Bouwcampus mentions that there has to come a more extensive framework for municipalities and private market parties (e.g. developers) when it comes to participation, in which they take responsibility for what will or will not be included in the planmaking.

6.2.2. Analysis of instruments

The participation process is analyzed by the the tools that have been applied by the municipality, the roles that have been/are being employed by involved actors, the project phase in which the participation instruments were applied and the status of participation outcomes. First, the instruments that were applied are graphically illustrated in the timeline of the process. Then the instruments are further analysed. Lastly, the role of the participation is further elaborated to investigate if there is a difference in the degree of participation amongst existing companies. The instruments of participation that were applied up until now include ‘informing’, ‘consulting’ and ‘advising’. The participation process is analyzed in the time line of figure 25 and table 9:

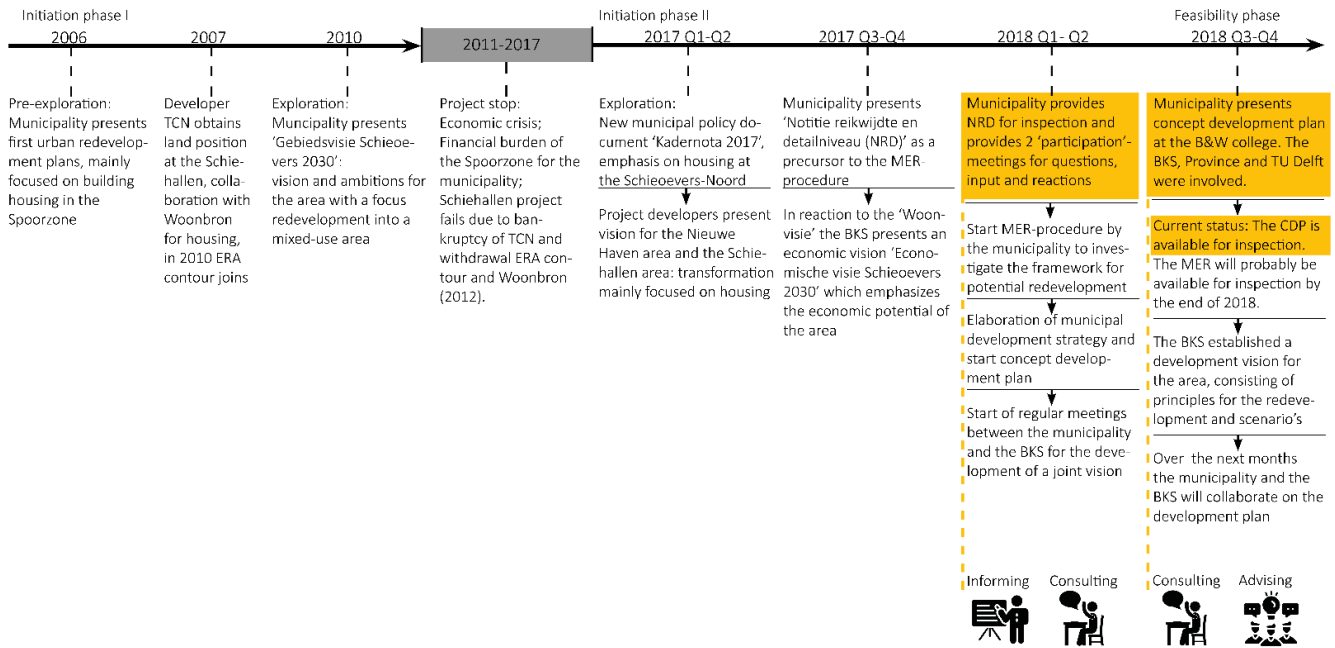


Figure 19: Participation in the planning process Schieoevers

Tabel 7: Applied participation instruments Schieoevers

Participation instrument	Informing	Consulting	Advising
Phase in process	After municipal ambitions and vision were established and during the process	After municipal ambitions and vision were established, after the "NRD"	After municipal ambitions and vision were established, with the preparation of the CDP
Role of participant	- Receives information - Asks questions - Express concerns	- Provides comments - Establishment of own vision	- Provides considerations - Shows opportunities - Creates own development vision
Role of management	Determines policy with provision of information and documents	Determines policy and gives opportunity for comments	Determines policy but is (partly) open for other ideas and solutions
Process tools	- Policy documents available for inspection - Information provision session	- Public participation meeting - Online survey	- (Monthly) Expert meetings - Collective area visits
Status of outcomes	-	No significant changes in area vision	Considerations of participants are taken into account, predetermined conditions unclear

Type of companies

In general, the existing companies of the Schieoovers are well organized and the BKS has around 140 companies as members. The group of members is very diverse, ranging from small creative companies to large industrial enterprises. Among which large manufacturing companies such as Prysmian, Basal and SUEZ, whom remain quite impartial in the participation process. Although the BKS presents all these companies, the personal opinions of these companies differ and so does their involvement in the planning and participation process. But there is a general willingness to take a constructive look at the plans because 'something has to be done'. The general thought that something is happening is alive. When the principles are broadly supported and they form the basis of the redevelopment plan, than the existing companies can let go a bit of the elaboration of the plans. This was different at the beginning, when legal steps were considered. But, because of the covenant no one is restricted in his business operations. At this moment, some companies are willing to move if they can obtain a good offer from developers and others are well-functioning companies that are not willing to move. And then there's a small group of companies of which the owner is almost retiring. The latter type of company is most expected to sell their property.

6.2.3. Lessons learned

Governance:

- Within the municipality, the economic vision and the housing vision could be better aligned with each other when it comes to specific areas. The economic vision was now lagging behind the housing vision, while this coordination is important for the Schieoovers.
- The BKS did not have an (economic) vision for the future of their area. Therefore, they did not know upfront what their role within the urban economy is and what their unique selling points are. The municipal plans for redevelopment made the BKS aware that they need to figure out how they want to develop the area, before they can respond to the municipal plans. Because entrepreneurs often do not have time for this, and a lack of knowledge on these matters, the municipality could take a supporting and stimulating role in this.

Stakeholder roles:

- Although the municipality wants to make progress in the project, it has been crucial and effective to take a step back and to approach the process in a different way.
- In order to improve the communication, the BKS hired an expert to assist and support them in the process. The external advisor provides them with all the important documentation, often in the form of excerpts. In this way, the BKS can have a substantive discussion with the municipality. This clearly contributed to the improved relationship between the parties. However, an external advisor is also very costly.

Participation process:

- A lack of transparency and clarity in the beginning of the process has led to a situation of distrust from existing companies. Being clear about municipal ambitions and a desired area profile is important for existing companies because the planning directly affects their future, and often entrepreneurs have their capital in the land and the business.
- In the beginning of the process the public participation meetings that were organized by the municipality and TOPDelft were seen as platform to express frustrations on the course of the planning process. Although it is good to occasionally collide, in order to understand each other's interests, it is better if these meetings are on a substantive level.
- In order to have a valuable participation process there needs an equalization of knowledge and information upfront. All parties should have access to the same information and laymen need the time to gain the required knowledge and plans.

- The frequently used tools for participation such as consultation evenings and meetings with presentations of plans and workshops do not seem to work for the existing companies of the Schieoovers. A different approach is needed for this. This could for example be a meeting for a small group of entrepreneurs, which relates to planning in the subarea where they are located. Participation and the goal behind it must be as concrete as possible.
- Every company should be informed, but to make the participation process valuable, small groups of companies must be personally contacted for a more substantive participation process.

6.3. Alphen aan den Rijn: Rijnhaven

6.3.1. Participation in the planning process

In 2016, the planning for the redevelopment of Rijnhaven Oost was continued with the development of an Environmental plan. The municipality hired an external party to inform companies, and this was also a way for the municipality to get to know the companies. This resulted in extensive information about existing entrepreneurs, who they are and what their future is. This external party was the Urbanisator, a consultant in the field of urban area development, and later the municipal account manager started to take over, but the account manager does not have an independent role.

Afterwards, the municipality invited several companies over to inform them about the municipal ambitions and plans and to tell them what the opportunities are for them as a company. The municipality tried to steer on a collaboration and wanted to involve the ideas of entrepreneurs in the planning. But according to the municipality, the companies are very divided (no unity due to lack of a business association) and very suspicious towards each other. The allotment of the plots is tight and small-scale and due to that there are no growth opportunities.

During the development of the vision, in addition to being informed, the municipality also organized a meeting with the theme of 'living in the area', in attempt to activate entrepreneurs to propose their ideas and plans, but the event attracted few companies. In general, there are only several companies that want to know what the municipality wants and see what they can get out of it, but only within their own plot boundaries.

When the first concept for the new Environmental Plan was made, there would also be concrete amendments in the area such as improving the public space. In addition, the municipality would endeavour to find a suitable new place for companies that cause a lot of nuisance. That has happened with one company so far.

One of the entrepreneurs has indicated that they do not notice much of the promised improvements of the municipality. It is indicated that the companies fear nuisance from construction activities, more parking pressure and new residents who can complain. In addition, according to them, concrete improvements should also be made with regard to safety. There are a lot of trucks that drive fast and park in the area and even spend the night on the street. No measures are taken against this yet. Companies would like to see a plan that also makes public space more attractive, safer and greener. Another entrepreneur indicates that he was born here, and actually does not want to leave and does not have to leave, but that he is currently open to a suitable new location. One of the reasons is that he has just invested in solar panels and is afraid to get less profit here if a high apartment complex comes next to his company. These occurrences make entrepreneurs dissatisfied with the redevelopment process.

In the meantime, the modified environmental plan has been approved and the municipality has signed a cooperation agreement with two developers for the construction of two apartment blocks. The developers are now in discussions with the companies because the latter have indicated that they will object to the housing plans, because they feel that the current plans do not offer any benefits for them.

6.3.2. Analysis of instruments

The participation process is analyzed by the the tools that have been applied by the municipality, the roles that have been/are being employed by involved actors, the project phase in which the participation instruments were applied and the status of participation outcomes. First, the instruments that were applied are graphically illustrated in the timeline of the process. Then the instruments are further analysed. Lastly, the role of the participation is further elaborated to investigate if there is a difference in the degree of participation amongst existing companies. The instruments of participation that were applied up until now include ‘informing’, ‘consulting’ and ‘advising’. The participation process is analyzed in the time line of figure 26 and table 10.

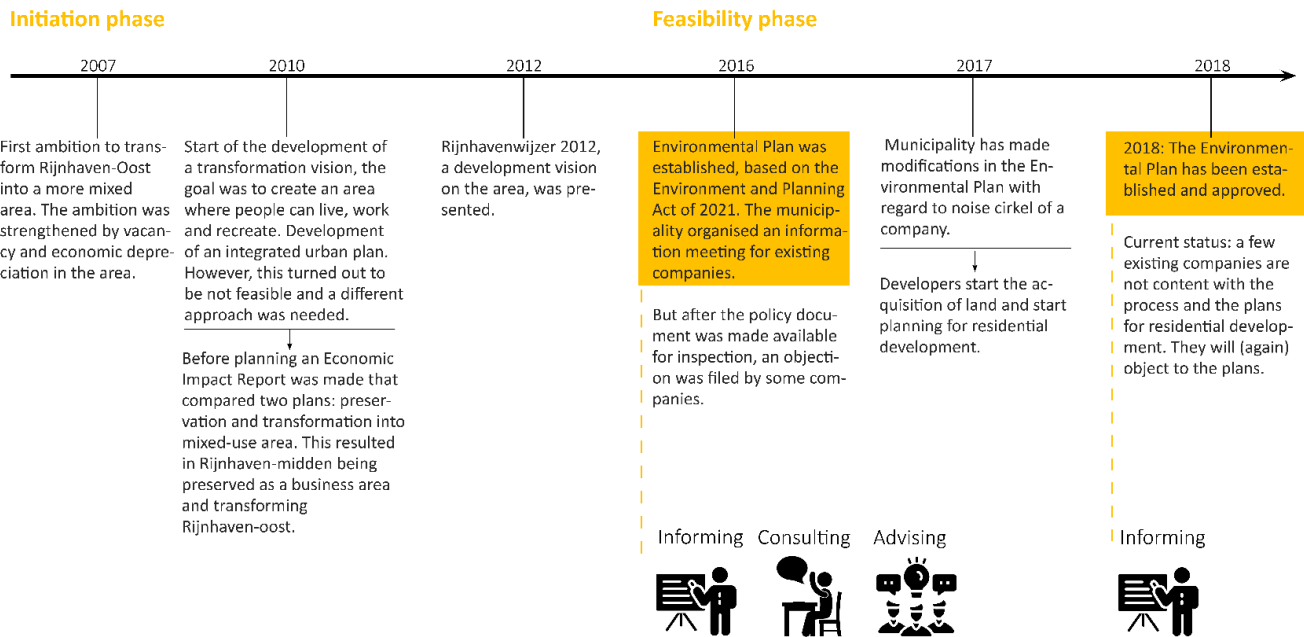


Figure 20: Timeline of participation process Rijnhaven

Table 8: Applied participation instruments Rijnhaven

Participation instrument	Informing	Consulting	Advising
Phase in process	After municipal ambitions were established and during the process	After municipal ambitions were established, with the preparation of the Environmental Plan	After municipal ambitions and vision were established
Role of participant	- Receives information - Asks questions - Express concerns	- Provides comments	- Provides considerations
Role of management	Determines policy with provision of information and documents	Determines policy and gives opportunity for comments	Determines policy but invites stakeholders to provide other ideas and solutions
Process tools	- Policy documents available for inspection - Information provision session - External consultant to inform companies	- (Public) Information meeting	- Theme sessions - Individual (personal) conversations
Status of outcomes	-	Modification in the Environmental Plan	No clear outcomes, predetermined conditions unclear

Type of companies

A large diversity of companies is located in Rijnhaven Oost, the difference in activities that the companies carry out ensures that they also participate in different ways. Large companies in a high environmental category that may have to be relocated are at odds with the municipality. This includes companies that have to invest in environmental measures. Other companies saw potential in the arrival of housing but are dissatisfied with issues such as the public space that the municipality would tackle. In general, the companies in Rijnhaven are not very involved in the planning, this is also a personal choice, and the lack of a business association in the area can contribute to this.

6.3.3. Lessons learned

Governance:

- The new Environmental Plan offers the municipality more flexibility to come to suitable solutions with regard to companies in a higher environmental category. For example, a company with an environmental classification of 4 is located in the area. On paper, this implies that residential development within a certain distance of this company is not allowed. But in the Environmental Plan it is stated that the company can remain in the area, if they can limit the emissions on the plot boundary.
- The starting point of the Environmental Plan is flexibility and 'providing space for suitable activities'. For example, for the exploitation of the old Biesterfeld factory, 'suitable entrepreneurs' were searched. But within the municipality no one identified what 'suitable' was. This resulted in a situation in which no one knew which activities were appropriate or not. The municipality should have drawn up a clearer picture of this.
- In the plan formation, the municipality aimed for layered function mixing, in which the plinths would receive a work function and the floors above a residential function. But what is now threatening to arise is that it will become more of residential area, with a working function in between. So no layered mixing, but area-wise mixing. Besides that, the municipality also wonders how many of the companies ultimately remain in the area. They do not exclude that in 25 years it will be a complete residential area. By thinking about the content in advance, this might have been different.

Stakeholder roles:

- An external party can be called in to discuss objectively with companies about the transformation task and their vision on it.

Participation process:

- The municipality, but also developers who have development plans for the area, should give companies the time to process the plans: the biggest 'complainers' at the beginning are sometimes the most interested in collaboration as was the case in Rijnhaven Oost.
- The project manager of the municipality mentioned that more instruments could have been used to stimulate cooperation between companies; to create more unity between companies.

6.4. Rijswijk: Plaspoelpolder

6.4.1. Participation in the planning process

The analysis of the participation process includes the municipality of Rijswijk, the Industrieschap Plaspoelpolder (part of the municipalities of Rijswijk and The Hague) and the existing companies, who are represented by the business association BBR.

The planning for redevelopment already started in 1995 when the Industrieschap Plaspoelpolder commissioned the research institute of TU Delft, OTB, to investigate the future of the business park. During that time, interviews were held with the entrepreneurs in the area and real estate owners to identify their opinion about the current state of the area and their future wishes. Also, two workshops were held with representatives of the business association BBR, the Industrieschap, the municipality of Rijswijk and external experts to identify and propose ideas for redevelopment measures. This shows that the idea of collaboratively developing a future vision was already present.

Because the outcome of the redevelopment vision was, in particular, the preservation and improvement of the area in its current form, no structural changes were made in the following years. Due to an increase in the vacancy rate of the area to 33%, the municipality of Rijswijk was forced to take action again in 2013. However, the municipality wanted a facilitating role in the implementation of redevelopment plans. Only in the harbour area, the municipality takes a more proactive role in the redevelopment process. For example, they are in the process of changing the zoning plan of the harbour area, in order to be able to develop housing in the future. But they also actively steer on the maintenance of the workplaces that are there now, so that these will not disappear at the expense of housing. Housing may only be added to densify the area. The municipality assigned the Urbanisator, a consultant in the field of urban area development, to create a plan for the Plaspoelpolder that was focused on the reduction of vacancy and the increase of vibrancy in the area. By initiating small-scale initiatives, the Urbanisator contributed to the decrease the vacancy rate in the area (Urbanisator, 2015).

However, a significant part of the buildings in the area remains vacant or obsolete. After multiple researches it can be concluded that a part of the current office stock does no longer align with the current demand of businesses. This, together with the chances of the Plaspoelpolder to become a catalyst for the regional economy and an innovative urban environment where people can work and live, ensured that a new future vision “Toekomstvisie Plaspoelpolder 2017-2027” was developed.

The municipality of Rijswijk was responsible for the establishment of the vision, but the policy document was created in close collaboration with the business association BBR and the Industrieschap Plaspoelpolder. Three external work sessions were organized in collaboration with the cooperation partners BBR, IPP and Impppuls. The input that resulted in the first two sessions was processed in a draft version. This document has been informally available for inspection until March 2016. The received responses and changes have been incorporated in the draft “Toekomstvisie Plaspoelpolder 2017-2027”, which was adopted by Mayor and Aldermen in May 2016. The submitted views on this document have also been processed and in February 2017 the municipal executive presented the final “Toekomstvisie Plaspoelpolder 2017-2027”.

Since last year, the policy document is in operation. Every quarter there is consultation between the (chairmans of the) municipality Rijswijk and the board of the BBR on the current affairs and future developments. The BBR is very positive on the collaboration with the municipality: *“It is definitely a collaboration, and that is what we are looking for. And we also notice that the municipality is pleased about that. For them, it’s also pleasant if they can announce that a plan is widely supported”* (Chairman of BBR, November 2, 2018).

In the harbour area, the number of developments and plans for development are rapidly rising. Also, some of the business sites are disappearing and the land is acquired by developers. Often these things go hand-in-hand. Developers are buying out companies or they move them to other sites. Besides that, developers have acquired vacant and dilapidated office buildings with the hope that the zoning plan will be changed and they can develop housing. However, the choice to leave the area is not stimulated by the municipality. There is a strong preference for situating work space on top of living space. Therefore, regulations have been established for the Harbour area. The area may be densified with dwellings, but the same amount of square meters of economic activity must be maintained. However, the Industrieschap Plaspoelpolder is “being attacked by developers who want to build dwellings in the area”.

In the heart of the area, redevelopment of offices into housing is not in alignment with the “Toekomstvisie 2017-2027” and therefore not allowed. However, in this area the vacancy rate of some office buildings is high. A plan is needed for these buildings, and according to the Industrieschap and the business association, this is either redevelopment or demolition. The Industrieschap Plaspoelpolder wants to stimulate entrepreneurs and real estate owners to innovate and renovate, but this remains difficult because the IPP is not able to decide on land or property that they do not own.

Therefore, the BBR is taking on an active role. For example, they are talking to owners of the empty offices. But that takes a lot of time, often the owners of vacant or obsolete real estate are investors with a large portfolio who have no clear plan with the relevant property. The BBR wants to track them down to show them a number of options and emphasize (increase the pressure) the need to take action. Also, the municipality has talked about a vacancy fine, but the BBR does not believe in the positive effect of such measures. From recent conversations, it became clear that some of the real estate owners are speculators who have acquired the property years ago and are waiting for the right time for sale. On the other hand, there are a number of owners who have already tried to submit plans for transformation, but whose plans have been refused by the municipality. The latter is becoming an issue for both the municipality and the BBR in the fall of 2018. At this moment, the BBR is working on the modification of the “Toekomstvisie”. The most important arguments for the modification are:

- The departure of Shell from the area;
- For many real estate owners and developers the current vision as an obstacle to the future development of the PPP;
- The current vision is too general and requires a further concrete elaboration;
- There has recently been a major change in the view of combining living and working in the area;
- The PPP needs a clear image.

In the beginning of November 2018, the BBR has written a letter to the municipal council, a so-called recalibration of the current vision. The BBR itself did not know before that the companies were so positive about mixing with housing: *“That is also something for us, because two years ago we informed the municipality that ‘our companies do not want to mix with housing’, apparently we were wrong at the time”* (Chairman of BBR, November 2, 2018). This conclusion of the BBR was based on a survey conducted amongst businesses in the Plaspoelpolder. The results of the questionnaire show that around 75% of the businesses agrees with the addition of housing in the area, on condition that economic activities will not be harmed by living. In order to make this possible, the BBR has created a set of ‘rules’.

The ‘revised’ vision of the BBR is now being considered by the municipality, but the BBR expects the municipality to be positive about the calibration of the “Toekomstvisie 2017-2027”. The timeline below shows the moments where participation instruments were implemented.

6.4.2. Analysis of instruments

The participation process is analyzed by the the tools that have been applied by the municipality, the roles that have been/are being employed by involved actors. Also the project phase in which instruments are applied and the status of participation outcomes have been analyzed. First, the instruments that were applied are graphically illustrated in the timeline of the process. Then the instruments are further analysed. The timeline of the process and the table are graphically displayed in figure 27 and table 11.

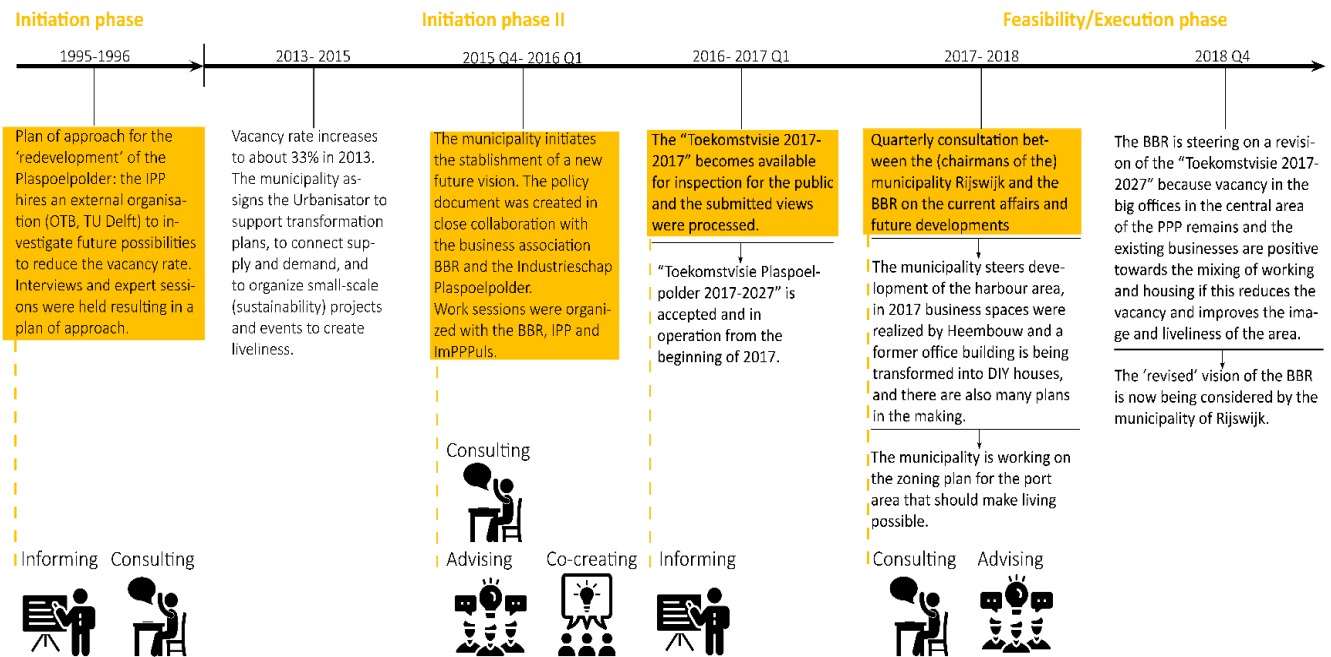


Figure 21: Participation in the process Plaspoelpolder

Table 9: Applied participation instruments Plaspoelpolder

Participation instrument	Informing	Consulting	Advising	Co-creating
Phase in process	Before the establishment of the future vision and during the process	During the establishment of the vision	During the establishment of the ambitions and vision	During the establishment and operation of the vision
Role of participant	-Receives information - Asks questions - Express concerns	- Provides vision and comments	-Provides ideas and contributes to vision	-Decides on policy ambitions and collaborates with the municipality
Role of management	-Determines policy with provision of information and documents (personally or through external parties) - Updates stakeholders on developments	Determines policy with due observance of participants' comments and vision	Determines policy with the inclusion of the ideas and vision of stakeholders	-Decides on policy in collaboration with participants
Process tools	- Policy documents available for inspection - Information center	-Interviews with companies -Expert sessions -Survey	-Work sessions -Quarterly meetings	-Work sessions
Status of outcomes	Before the establishment of the future vision and during the process	Input was (partly) incorporated in vision	Input was incorporated in vision, predetermined conditions unclear	Input was incorporated in vision, resulting in a widely supported vision

Types of companies

There is a differentiation visible in the opinion of companies about the combination of working and living. According to the BBR, all the bigger companies are very positive towards the transformation and mixing of functions in the area. For the smaller companies this is sometimes different. The directors of small companies are often both user and owner of the real estate. Their own capital is in the building. They are afraid that as soon as housing is built, this leads to a loss of capital. Usually these companies are between 10 and 25 employees. They are against the mixing of living and working, but if it the plans are explained correctly, they sometimes see the positive side as well. Next to this type of companies, tenants of office or business spaces who have a lease agreement for a fixed number of years are in general less positive about the addition of housing to the area. They are often afraid that their lease agreement may not be extended due to housing plans. In general, most of the companies (to a certain extent) have the fear that the transformation of the area can cause difficulties for the economic activities that are being performed in the area. They are afraid of being bullied away. This is something that, according to the BBR needs to be prevented.

6.4.3. Lessons learned

Governance:

- The municipality of Rijswijk, in consultation with the BBR and IPP, has included a very tight development framework in the vision. This framework ensures that no mixing of functions is possible in the central area, while the largest part of the vacancy is located here. Subsequently a clear vision on these buildings is still lacking. This has led to a revision of the “Toekomstvisie” by the BBR, only a year after its establishment to make the borders more flexible and to offer a clearer framework at building level.
- For the umbrella organization “Business areas Haaglanden” the discussion on ‘living and working’ remains high on the policy agenda. The goal of “Business areas Haaglanden” is to reinforce each other by an overarching cooperation. For example, if certain companies want (or need) to move, a place can be searched somewhere else in the region. Helping each other out, that is the starting point. And learning from each other by experience as well.
- The mixing of housing and working on industrial sites is new for companies, but also for municipalities. Therefore, the latter has hired an external organisation. An external company will often make an inventory of what kind of companies are located in the area and investigates if there are opportunities for residential development. This is costly and time consuming. Business associations, local entrepreneurs and the municipality should work together much more. Entrepreneurs can play a valuable role in this process.

Stakeholder roles:

- Companies are often not necessarily opposed to plans for (limited) residential development at the beginning, but if they are passed by the municipality or they are not well informed they will no longer take part and turn against the plans. This can be prevented by frequent and transparent provision of information.

Participation process:

- The survey turned out to be a valuable tool to collect the opinion of entrepreneurs in the area. The BBR thinks that this has to do with the way of communicating: making it a question instead of a statement: “We would like to have housing in this location, what do you think of it and within what frameworks could we do that?”
- Before the municipality starts talking about participation, companies must already form an opinion on the issue. In participation processes, a plan is often already drawn up. As a business association, you want to be ahead of this.
- Participation seems to be an open door, but if you have a business association that decides on a certain area, then they have to be involved from day one and they need to collaborate with those who ultimately have to determine the policy and the development frameworks, the municipality in this case. There must be consultation from the beginning.

6.5. Expert view on participation

As described in the case study findings, in some cases external advisors were hired in the planning process. An external advisor has an independent role within the process and can therefore contribute to an independent process. When it comes to participation, there are companies specified in participation (processes) that can be consulted as independent process facilitators. Due to the Environment and Planning act of 2021 in which participation is an important principle, communication or advisory companies specialised in participation are more often involved as independent participation process managers.

According to the Wijde Blik (2018), a company specialised in creating marketing, communication and participation strategies for urban area- and project (re)developments, participation is a powerful resource to enrich plans with knowledge and wishes of stakeholders. Letting stakeholders think along and letting them share insights results in a better understanding for the final development plan, especially when stakeholders see that there are multiple interests that play a role in the development. They consider participation as a process that is gone through in order to gain knowledge, preferences and ideas of stakeholders to strengthen the development vision in a qualitative manner and to create support among those involved. Furthermore, there are six important principles that should be enhanced when framing the participation process:

- A good participation process stands or falls with clarity about the frameworks. It is important to clearly inform about what is fixed and where (sufficient) space is available to bring in wishes and preferences, so that people feel heard and appreciated.
- It must also be a fun and inspiring process. In doing so, it is very important to keep people actively involved. This involves creative working methods during meetings and visually attractive and understandable ways of reporting and communication.
- The approach must be low threshold and accessible. Hence, not only organizing formal moments, but also going into the neighbourhood to get in touch with the entrepreneurs and local residents.
- Preferences of entrepreneurs are often different from those of residents. Where possible, stakeholders should see each other's wishes and preferences during the participation process. If interaction between these target groups can be realized in the process, this can result in a better understanding of the (re)development plan.
- An independent process is important for the trust of the participants. An independent process facilitator can take this role. The independent chairman monitors the agreements about the process and addresses all parties present on behaviour or promises.
- In order to make the process as transparent as possible, continuous insight into the progress of the participation process is necessary. This is possible with a simple website, on which the reports of each meeting are placed and on which the agenda and the topics to be discussed can be seen from the meetings. So that all stakeholders know when activities are taking place. This gives transparency. Those who are unable to actively participate - or who do not want to - can follow the way the participation process becomes more concrete through the website.

To design the participation process, a first step is to make a power/interest matrix to find out to which extend all stakeholders are involved in the process. This results in a core group of stakeholders. Then, it is important to find a guiding theme to use as a binding element between the core stakeholders. Subsequently, the participation process is divided in three phases: the information phase, the participation phase and the processing phase. For the participation phase it is important to separate the core group of stakeholders at first due to different interests, for example divide existing companies and future inhabitants. Further in the participation process combined meetings and activities can be valuable as well to understand each other's wishes. Eventually there is also a decision-making phase but this goes behind the scope of an independent process manager.

7. DATA ANALYSIS

This paragraph will compare the instruments for participation that can be applied according to the theory with the observed applied instruments in practice. Firstly, the use of the instruments with regard to the phase, role, tools and outcomes will be compared. Then the similarities and differences between theory and practice will be appointed. Finally, the findings will be placed in the broader context of urban development processes to better understand the course of the participation processes studied.

Some preliminary remarks to the analysis and mainly the comparison of theory and practice have to be made. In the comparison, it should be taken into account that the theoretical framework is based on amount of literature that is reviewed, resulting in the selected participation instruments. That means that the theoretical framework used for comparison is based on a part of the existent literature, and does not provide a complete overview.

Also, in theory, the participation ladder is based on the application of only one instrument within a project or process. The case study findings already indicated that the ladder is applied differently in practice, where several instruments in the process are used alternately. In paragraph 7.2. and 7.3. this will be further discussed.

Furthermore, the research is mainly based on the formal meetings that have taken place. It must be acknowledged that within the cases studied participation can also take place in activities which are not mentioned in this research, such as informal meetings or through ways of communication that have not been recorded in the case study. In paragraph 7.3. this matter will be further elaborated.

In the tables, the bold text represents the findings that deviate from the theoretical framework.

7.1. Applicability of the instruments in the case study

Informing

In all the cases, except for the Plaspoelpolder, informing took place after the municipal ambitions and vision were established. Despite the fact that this appears to be an incorrect sequence in planning, this corresponds to the theory as well as to the course of planning processes in practice. A straightforward explanation for this is that public authorities usually initiate policies and plans internally first, and subsequently inform stakeholders on the process and further elaboration. Moreover, although informing occurs late, this does not imply that there is no further participation of stakeholders in the process.

Furthermore, in the case study it is notable that existing businesses hardly just have a role of 'receiving information'. Due to the fact that they are an important stakeholder and directly affected by the planning, existing businesses will always express their concerns and questions about plans leading to changes in their working area. For the municipality, informing is a standard procedure during the policy making. However, keeping stakeholders informed during the process lags behind at times when the planning process accelerates. The extent to which existing businesses are informed during the process differs. From theory it can be derived that if municipalities use the instrument 'informing', they do not make use of the possibility to let stakeholders provide input in policy development. In practice, this is less obvious in practice because information meetings are often organized by the municipality as question sessions or input sessions. In addition, notions are almost always submitted by companies on plans that are available for inspection. Table 12 provides a representation of the comparison.

Table 10: Instrument 'informing' in theory and practice

Informing	Theoretical Framework	Case: Binckhorst	Case: Schieoovers	Case: Rijnhaven	Case: Plaspoelpolder
Phase	Late: when policy is established	After municipal ambitions and vision were established and during the process	After municipal ambitions and vision were established and during the process	After municipal ambitions were established and during the process	Before the establishment of the future vision and during the process
Role of existing businesses	Receive information, does not provide input	- Receive information - Asks questions - Express concerns	- Receive information - Asks questions - Express concerns	- Receive information - Asks questions - Express concerns	-Receive information - Asks questions - Express concerns
Role of municipality	Independent policy making, with provision of information	- Determines policy with provision of information and documents - Updates stakeholders on developments	Determines policy with provision of information and documents	Determines policy with provision of information and documents	-Determines policy with provision of information and documents (personally or through external parties) - Updates stakeholders on developments
Tools	Information provision session (incl. maps, images, scenarios)	- Policy documents available for inspection - Information provision session - Monthly newsletter - Website	- Policy documents available for inspection - Information provision session	- Policy documents available for inspection - Information provision session - External consultant to inform companies	- Policy documents available for inspection - Information centre
Outcomes	-	-	-	-	-

Consulting

In theory as well as in practice, consulting is a logical follow-up of informing. In most of the cases, the participation process starts with a tool (participation activity) that combines both instruments. Theory implies that consulting is also applied in a further stage of the planning process, in practice this is partly confirmed. This can also be explained by means of the fact that the theory implies that only one instrument can be used in the whole process, whereas in practice there are several instruments used alternately. But only in the Plaspoelpolder the instrument ‘consulting’ was already applied in the beginning of the process.

For the roles of the municipality and the existing businesses it is described in theory that public authorities determine the agenda to a large extent, but they consider the parties involved as a discussion partner in the development of policy. In practice, the role that existing businesses take on as ‘consultant’ is mainly providing comments on the plans. In some cases, such as the Plaspoelpolder and especially the Schieoevers, existing businesses develop their own vision for the area as a response to municipal plans. All the cases indicate that the municipality provides the opportunity for existing businesses to respond and comment on plans. However, the municipalities do not commit themselves to the results from their comments. This corresponds to the theoretical framework. Table 13 provides a representation of the comparison.

Table 11: Instrument 'consulting' in theory and practice

Consulting	Theoretical Framework	Case: Binckhorst	Case: Schieoevers	Case: Rijnhaven	Case: Plaspoelpolder
Phase	Late: when policy is established but stakeholders can respond	After and during the establishment of municipal ambitions and vision	After municipal ambitions and vision were established, after the “NRD”	After municipal ambitions were established, with the preparation of the Environmental Plan	During the establishment of the vision
Role of existing businesses	Consultant, Interlocutor	- Provide comments, concerns and considerations	- Provide comments - Establishment of own vision	- Provide comments	- Provide vision and comments
Role of municipality	Determines policy and gives opportunity for comments, but without obligations for the municipality	Determines policy with due observance of participants’ comments and vision	Determines policy and gives opportunity for comments	Determines policy and gives opportunity for comments	Determines policy with due observance of participants’ comments and vision
Tools	(Online) Survey Citizen panel Focus group	- Public meetings - Round table sessions	- Public participation meeting - Online survey	- (Public) Information meeting	-Interviews with companies -Expert sessions -Survey
Outcomes	Non-binding	No significant changes in “Gebiedsaanpak”	No significant changes in area vision	Modification in the Environmental Plan	Input was (partly) incorporated in vision

Advising

According to the theoretical framework, the instrument advising should be applied in an early stage of the policy making. In only two of the cases, the instrument advising was present during the establishment of the first municipal plans. The theoretical framework describes the role of the existing businesses as advisor. In practice this role is interpreted broadly. In most of the cases existing businesses contribute to the vision by providing considerations and ideas. The business association of the Schieoever (BKS) and local initiative taker I'M BINCK also provide advice by the establishment of an economic vision, ambition documents and principles.

Corresponding to the theory, municipalities are open for ideas and solutions. To generate the input of existing businesses the municipalities organize a range of different activities. Besides the expert meetings mentioned in theory, there are also collective area visits, working groups, theme sessions and individual meetings organized. In theory, the ideas (outcomes) play a valuable role in the development of the policy. Also, with this instrument public authorities are committed to the binding role of the developed ideas, but they can deviate from this in the final decision-making process. In practice, there were no predetermined conditions to the participation of existing businesses. It was unclear for both municipalities and the existing businesses what would be done with their input. Table 14 provides a representation of the comparison.

Table 12: Instrument 'advising' in theory and practice

Advising	Theoretical Framework	Case: Binckhorst	Case: Schieoever	Case: Rijnhaven	Case: Plaspoelpolder
Phase	Early: during policy making stakeholders can co-determine	After and during the establishment of municipal ambitions and vision	After municipal ambitions and vision were established, with the preparation of the CDP	After municipal ambitions and vision were established	During the establishment of the ambitions and vision
Role of existing businesses	Advisor	- Provide considerations - Contribute to vision - Create own ambitions and principles	- Provide considerations - Show opportunities - Create own development vision	- Provide considerations	-Provide ideas and contributes to vision
Role of municipality	Determines policy but is open for other ideas and solutions	Determines policy but invites stakeholders to provide other ideas and solutions	Determines policy but is (partly) open for other ideas and solutions	Determines policy but invites stakeholders to provide other ideas and solutions	Determines policy with the inclusion of the ideas and vision of stakeholders
Tools	Expert session Citizen Forum Referendum (non-binding)	Expert meetings Collective area visits Working group	Expert meetings Collective area visits	Theme sessions Individual conversations	Working group Quarterly expert meetings
Outcomes	Semi-binding, dependent on determined conditions	Some considerations of participants are included, predetermined conditions unclear	Considerations of participants are taken into account, predetermined conditions unclear	No clear outcomes, predetermined conditions unclear	Input was incorporated in vision, predetermined conditions unclear

Co-creating

The first thing that stands out with the instrument co-creation is the small amount of cases in practice where co-creation was applied. When co-creation is applied it is early in the planning process, which is in correspondence with the theoretical framework. Co-creation is characterized by cooperation between parties, this is also visible in practice. In the cases, co-creation was applied in different ways. In the Binckhorst the co-creation was mainly guided by I'M BINCK and consisted of small scaled plans and initiatives that were developed collaboratively. Also, the tools (activities) were organized in particular by I'M BINCK, and not by the municipality. This indicates that participation is not always organized from the public party, but that this is also done by other parties such as non-profit organizations. Despite the fact that co-creation did not take place at the Schieoevers yet, there is also a platform 'TOP Delft' which is becoming increasingly active in stimulating cooperation between the municipality and the existing businesses by organizing gatherings.

The process of the Plaspoelpolder is characterized by a collaboration that is a strong basis for planning. During the plan making joint solutions are sought in work sessions organized by the municipality. Furthermore, the tools adopted from theory are known in practice as well, in addition to this excursions to subareas can contribute to a workshop. For the outcomes, theory states that with the instrument co-creating public authorities commit themselves to the solutions with regard to the final decision-making. However, in practice the output of the co-creation process is not seen as binding by municipalities or existing businesses. Neither is the outcome 'unaltered adopted'. The outcomes are likely to be adopted if they fit within the principles and spatial rules composed by the municipality, and if both parties wish to develop plans through co-creation. Table 15 provides a representation of the comparison.

Table 13: Instrument 'co-creating' in theory and practice

Co-creating	Theoretical Framework	Case: Binckhorst	Case: Plaspoelpolder
Phase	Early: during policy making stakeholders can co-determine	Early, during policy making, stakeholders could co-create in bottom-up projects	During the establishment and operation of the vision
Role of existing businesses	4.Co-decision maker within preconditions 5.Equal collaboration partner	- Collaborate with municipality (through I'M BINCK) - Provides plans and co-designs	-Decide on policy ambitions and collaborates with the municipality
Role of municipality	4.Decides on the policy with observing of the predetermined conditions 5.Determines policy together with participant	Decides on policy but seeks for collaborative decision with participants	-Decides on policy in collaboration with participants
Tools	Workshop Charette	- Workshop, Round tables - Excursions	-Work sessions
Outcomes	Binding, outcomes are unaltered adopted by management	Only binding if outcomes fit within principles and spatial rules	Input was incorporated in vision, resulting in a widely supported vision

Co-decision making

The only case in which co-decision has taken place to a small extent is the Binckhorst. In the theoretical framework it is stated that in co-decision making public authorities leave the development of, and the decision-making about policy to those involved, whereby the public authorities have a facilitating role. For the Binckhorst this was the case when the municipality was forced to change the development strategy into a more organic development approach. I'M BINCK emerged as an initiative taker of (small-scaled) bottom up projects. The municipality supported the ideas, ambitions and facilitated the elaboration of projects. This was partly because at the time in 2011 the municipality did not have the means to develop and implement plans in the area itself. As a tool the municipality provided a set of 'spatial rules' on parcel level to which the results had to comply in order to be implemented. Table 16 provides a representation of the comparison.

Table 14: Instrument 'co-decision' in theory and practice

Co-decision	Theoretical Framework	Cases: Binckhorst
Phase	Early: policy making is (partly) left to stakeholders	Early, during policy making, stakeholders could co-decide in bottom-up projects
Role of existing businesses	Initiative taker	- Initiative taker (I'M BINCK) - Co-decides on (small) initiatives
Role of municipality	Provides support and leaves policy making to participants	Provides support and leaves policy making to participants (I'M BINCK)
Tools	Set of preconditions	Basic principles and a set of 'spatial rules' on parcel level
Outcomes	Binding, outcomes do not have to be confirmed	Only binding if outcomes fit within principles and spatial rules

7.2. Comparison of theory and practice

In the previous paragraph, the applicability of the participation instruments in practice was elaborated through a comparison between the theoretical framework and the case study findings on participation per case. From this comparison, several similarities and differences between theory and practice can be extracted. These similarities and differences will be discussed in the following sections.

7.2.1. Similarities

Instruments

In order to give shape to participation processes, municipalities use the participation ladder of Edelenbos et al. (2001), or a comparable variant. The stakeholders of municipalities recognize the instruments of the participation ladder and the use of one or more to achieve participation in the planning process.

Project phase

Theory prescribes the use of the instruments in predetermined phases of the process. In the case study this was recognized to a certain extent. For example, informing and consulting usually take place after the first municipal plans and policies have been established, because public authorities usually initiate policies and plans internally first, and subsequently inform stakeholders on the further elaboration of the process. Also, if co-creating and co-decision making is applied as an instrument this is likely to occur early in the process of planning, during the establishment of ambitions and plans. This should also be the case, considering that co-creation can be used to define the basic principles for development. Deviating from this is advising, which happens throughout the planning process.

Roles

The roles of information receiver, consultant and advisor are adopted by existing businesses in every case. Logically, existing businesses always use the opportunity to respond on plans by asking questions, providing comments or expressing concerns. In all the cases the business associations and existing businesses submit a view on established municipal plans. Often there are differences in interests between public authorities and existing businesses. This results in the fact that existing businesses provide comments on the plans, that they file an objection because they would want to see certain things differently, or that they create their own ambitions or vision in response on the municipal plan making. Also, the role of the municipality in most cases corresponds to the chosen instrument(s).

Participation tools

In all cases studied, the participation instruments are applied through tools. The tools thus have a supporting function in the participation process. Especially information meetings, surveys and expert sessions are often organized. In some cases working groups are organized to generate input and to realize more interactive communication. However, these working groups are not necessarily organised for co-creation, but rather for consulting or advising. Furthermore, the tools determined by theory were mainly basic tools, but also in practice, few new and out-of-the-box participation tools have been discovered.

Outcomes

The outcomes generated by co-decision or co-creating are more likely to be adopted than those generated through consulting or advising. If municipalities apply co-creation or co-decision instruments they are seeking for collaboration with existing companies to find joint solutions and ideas. In this setting, ideas or initiatives proposed by (business associations representing) existing businesses are more likely to be adopted. This does not mean that municipalities are bound to the adaptation of the plans, but the choice for co-creation or co-decision implies that municipalities are open towards (more) collaborative forms of planning from either bottom-up development strategy or if there are shared interests.

7.2.2. Differences

Instruments

In theory, the steps of the participation ladder suggest that only one step can be applied by public authorities in the participation process, but in contrary to what the theoretical framework indicates, in practice more instruments are used in the same process and even at the same time. In the cases that were studied, the use of the instruments is more freely, resulting in the alternating use of different instruments in the same process. So the assumption that one instrument is chosen for the participation process is not identifiable anymore in practice. This can be due to a lack of strategy behind the implementation of instruments, but also because multiple instruments can be useful. Applying multiple instruments can offer more flexibility which can be effective due to the amount of different stakeholders and the long-term effort of urban development processes.

Besides, the line between informing and consulting is indistinct in practice. Because informing hardly takes place without existing businesses making use of the possibility to respond on plans by asking questions, providing comments or expressing concerns. Therefore, these instruments are usually combined and used at the same time.

Furthermore, the highest step on the participation ladder is not necessarily perceived as the highest step in practice, in contrast to what the theory about the participation ladder suggests. From the case study it became clear that the last instrument, being 'co-decision', is not always seen as the most preferred option for participation processes with existing businesses, neither for municipalities as for existing businesses. This differs per entrepreneur as well but sometimes 'consulting' or 'advising' is a more suitable instrument for existing businesses. A reason that entrepreneurs gave for this is that they have no substantive knowledge about planning for urban development.

Project phase

The theoretical framework connects the implementation of the instruments to a phase in the process, being early or late. However, in the cases studied this was less strict and the instruments were used in different phases of the participation process. This can be explained by the fact that the process of urban area (re)development is a long term endeavour that consists of multiple phases that follow each other in an iterative way. Besides that, the areas studied contain subareas of which the phase of the development phase can be different. Therefore, it is difficult to connect the fixed theoretical framework to the dynamic process of urban area development.

Roles

With regard to the existing businesses, it must be acknowledged that this is a large and diverse group of stakeholders. In most of the cases the existing businesses are represented by a business association that provides their opinion on behalf of the entrepreneurs. However, this does not mean that every entrepreneur thinks the same or wants to participate in the same way. Every company has its own interests and needs regarding its business and location in relation to the future plans for the area.

Furthermore, from the case study it became clear that the role of the existing businesses also depends on the extent to which they are affected by the policy making. The degree to which existing businesses want to participate depends on how they are influenced by the plans and if there are any benefits for them. An entrepreneur whose business may come in danger by municipal development plans is more likely to participate in meetings than an entrepreneur who is not affected by the plans.

Additionally, another finding is that the role of 'equal collaboration partner' or 'initiative taker' is rarely seen for existing businesses in the cases that were studied. This role is in practice only applicable if both parties are on an equal footing. And also then it is observed that the plans from the municipality are used as a basis for the collaboration.

With regard to the municipal role, all municipalities interviewed for the case study indicated that they execute a facilitating role in the development process. However, theory prescribes that for every instrument there is corresponding role, and only with the instrument of co-decisionmaking, the municipality has a facilitating role. In the case study, the instrument co-decisionmaking was applied in only one case. This indicates a discrepancy between theory and what happens in practice, which can be explained by various matters.

The fact that municipalities take on a facilitating role has been an increasing trend in urban planning over the past decade. This trend was strengthened during and after the economic crisis. Also, at the time of the realization of the participation ladder (before 2007), public authorities played a more authoritarian role in planning processes. A facilitating role for governments and an initiating role of the community was rather exceptional.

Although all municipalities indicate that they have a facilitating role, this is not always the case. The role of the municipality also proved to be dependent on the stage of planning. When a municipality already has advanced ideas about an area, their role in the participation process was different than if the municipality has not set ambitions or goals yet. Consequently the latter will lead to a more facilitating role. Despite this, some issues require a more initiating role of the municipality, such as mobility issues.

Participation tools

Although a part of the tools mentioned in the theoretical framework is being applied in practice as well, there are also other tools mentioned in the case study. Per case different tools were applied that not necessarily corresponded to the participation instrument. Also, the choice for a tool is based on the type of plan being established, for example theme sessions or area visits can be suitable when designing ambitions or a vision document but individual meetings can be more suitable when developing an environmental impact assessment.

Outcomes

In the theoretical framework there is a separation in which participation instruments provide binding results and which do not. The bindingness or non bindingness of outcomes was not clearly identifiable in the case study. In the participation processes analysed, it was not identified that municipalities determine upfront what is binding and non binding in the output of participation processes. The decision on the adaption of input is mainly based on legal frameworks and the alignment to the vision/ambitions of the municipality. In addition, no agreements are made in advance between municipalities and existing companies about how feedback is given and when the participation process is successful for both parties. While this type of agreement can contribute to satisfaction with the process of planning.

The large number of differences between theory and practice show that the applicability of the participation instruments in practice does not align well with the framework derived from theory. These differences also mean that the functioning of the participation ladder in current society and the context of this research can be questioned. In the cases, other factors have also emerged that influence the participation process. Because these factors can not be analyzed with the theoretical framework, they are discussed in the next section.

7.3. Influential factors on the participation process

From the case study five factors derived that can hinder participation process according existing businesses. The first three factors concern the relationship between the municipality and existing companies. The other two factors are concerned with the clarity and the benefits of participation processes. The factors will be shortly discussed.

- Existing companies often lack information and knowledge about development plans. If this occurs, existing companies cannot think along and give a substantive reaction to the plans. Also, if companies are not informed from the start, they have to catch up on knowledge and information which takes a lot of time. Another explanation for the lack of information is the organization of information meetings in the middle of the day when people who work are not able to join. Lastly, due to a lack of continuity in personnel from the municipality, information and knowledge gets lost about agreements or plans that have been made earlier.
- Trust in the municipality is considered to be an issue. This is mainly created by a lack of transparency and clarity in the beginning of the process that leads to a situation of distrust from existing companies. Also, if agreements are not fulfilled, trust easily gets lost during the process.
- Existing businesses mention the feeling of uncertainty that they experience, mainly due to the long duration of the process. Uncertainty about the future prevents companies from investing in their company. This uncertainty indirectly leads to a feeling of distrust in relation to the municipal information provision.
- A lack of benefits can be a reason not to participate for existing businesses. Participating in the planning process costs entrepreneurs a lot of time. If meetings do not have enough urgency or if they are not beneficial, they can spend their time better on the continuation of their business.
- The process of participation and the outcome is unclear for existing businesses. With regard to the process, entrepreneurs mention that there are too many contact moments per year. Due to this, it becomes indistinct and unclear to an entrepreneur what the meetings are about. Besides that, the group of participants at a meeting is too big, which results in entrepreneurs not feeling heard. Lastly, there is a lack of feedback on the input provided by existing businesses. This ensures that existing companies do not know whether it makes sense to participate.

From the data analysis the general conclusion can be drawn that all cases illustrate that participation with existing businesses is considered important, that to a certain extent participation instruments are used effectively, but also that a clear structure in the design of the participation process is lacking and that there should be more focus on the context of the development project and the prevention of factors that hamper the participation process.



V. CONCLUSIONS

CONCLUSIONS

This chapter will provide the conclusions of the research by answering the sub-questions and, subsequently, the main question. After the conclusions, recommendations will be drawn resulting in a plan of approach for participation with existing businesses in (future) industrial urban area regenerations. The recommendations will be followed by the limitations of the research and recommendations for further research. This chapter will end with a reflection on the research project and process.

8. TOWARDS PARTICIPATION OF EXISTING BUSINESSES

In the beginning of this research the following goal was stated: “to define possible improvements in the involvement of existing businesses in regeneration processes of urban industrial waterfronts”, in order to contribute to more inclusive and effective urban regeneration processes and to extend the existing knowledge on participation and the use of participation instruments. In order to achieve the research goal, several sub-goals were formulated: (1) to understand how participation can be achieved in urban regeneration projects, (2) to investigate how participation of existing businesses currently occurs and (3) to identify possible improvements in the participation process with existing businesses. The research goal is accomplished by the establishment of a theoretical framework and the case study research into the application of participation in practice resulting in lessons learned from which improvements can be identified. The main research question is: How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?

By answering the sub-questions first, the main research question will be answered.

1) How is participation achieved in planning processes?

Participation in a broader perspective

Urban area redevelopment processes are long-term endeavours that are embedded in a social, economic and political context. This context is continually changing, which results in the fact that municipalities sometimes change their redevelopment strategies over time.

In the case study, through an analysis of the planning process of all projects, a shift in planning strategy and changing role of stakeholders was clearly visible in the project timeline. Most of the projects started with an integrated development plan that failed during the economic crisis between 2008 and 2011. For municipalities, the economic situation required new development strategies which resulted in bottom-up development approaches (Binckhorst), an organic development vision (Plaspoelpolder), a flexible Environmental plan (Rijnhaven) and an adaptive development plan (Schieoovers). Subsequently, the relationships between stakeholders in the projects changed during the process. An example of this is the Binckhorst where as a result of changing planning axioma’s the division of power between the actors changed during the process.

Therefore, local authorities in the Netherlands have become more inclined to outsource planning and development to third parties, such as private developers. This resulted in a form of planning that is characterized by a facilitating role of public authorities, making urban area development more demand driven instead of supply driven. Subsequently, this led to a shift from top-down to more bottom-up approaches, from where organic development structures arise that provide more space for social initiatives. Participation is a key element in these kind of development structures. This occurrence can be confirmed with the theory of Lane (2005) who argues that the planning model largely determines the role and the extent in which public participation is incorporated in planning.

As concluded in the literature study, the more facilitative approach connects to a broader shift in society from a welfare state towards a more participative state over the past decades. However, the main driver for change here was the new economic context, making a more passive or facilitative strategy a more suitable approach for development. As a result, this created an opportunity for the community to obtain a more influential role in planning processes.

In the case study, all municipalities indicated that they perform a facilitating role in the redevelopment of these areas, and that participation is an increasingly important pillar in the process. However, in current times of economic growth municipalities are now struggling to maintain this role while also dealing with other challenges. Challenges such as the housing shortage, sustainability and mobility issues put pressure on inner-city redevelopment projects. Public authorities want to respond on current challenges and keep up with market pressure and initiatives. Sometimes this requires a more active and directing role.

Participation in theory

From theory it is derived that participation is achieved when plans are developed in dialogue with stakeholders that have been involved from an early stage of the process. However, participation has different forms and participation ladders have come into being to set and to measure the degree of participation. The participation ladder used in this research offers five instruments, ranging from informing to co-decision, that municipalities can use to involve stakeholders in the planning process. Different variables are assigned to the instruments of the participation ladder that together compose the theoretical framework which was used in the case study. The detailed theoretical framework can be found in Ch. 5 ‘Conclusion: Theoretical framework’.

Participation processes in practice

In practice, the participation ladder is a recognized tool. The instruments of the participation ladder are used to involve stakeholders and thereby to achieve participation. However, from the case study other factors derived that are crucial to take into account in the setting up of participation processes. These factors are the context of the project, the type of development strategy and the interests and requirements of the existing businesses.

More importantly in the case study it was discovered that it is often the course of the participation process that existing businesses are dissatisfied with and not necessarily the content. As was mentioned, for example, in the case of the Schieoovers where stakeholders attach more value to the process in which plans are established than the future outcome of plan. Although the participation ladder gives direction and determines the content of the participation process, it does not offer an approach on how the participation process must be carried out.

In order to achieve participation, the context of the project, the development strategy and the interests and requirements of existing businesses have to be taken into account as well when setting up participation processes with existing businesses. A division can be made here in factors that influence the process of participation and factors that influence the content of participation (see figure).

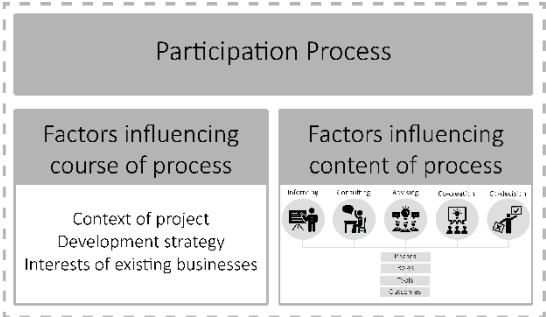


Figure 22: Visualization of influential factors

In the next paragraphs this will be further elaborated, by providing conclusions on how existing businesses are currently involved and determining how their involvement can be improved.

2) How are the existing businesses involved in the planning process?

To answer this question the theoretical framework was used to analyse the participation process with existing businesses in four projects. The existing businesses execute a broad range of economic activities comprising (manufacturing) industry, transport and logistics and wholesale businesses as well as high-tech companies, start-up hubs and (some) leisure and recreational activities. Despite that these companies and their interests differ a lot, in current participation processes this stakeholder group is not further subdivided.

Use of the participation instruments

With the framework derived from theory the use of the instruments in all four transformation planning processes was analysed. In each of the projects, during the establishment of the plans various attempts regarding participation of existing businesses by municipalities and other parties were made, and to some extent these have also succeeded in involving existing companies in the planning process. An overview of the results is visible in table 15.

Table 15: Overview of applied participation instruments

	Informing	Consulting	Advising	Co-creation	Co-decision
BINCKHORST	X	X	X	X	X
SCHIEOEVERS	X	X	X		
RIJNHAVEN	X	X	X		
PLASPOELPOLDER	X	X	X	X	

Existing businesses are predominantly involved in the planning process with the instruments informing, consulting and advising, which are applied in every case. The line between informing and consulting is indistinct. On the one hand because it is a compulsory element in planning procedures for public authorities to make plans available for inspection and on the other hand, because existing businesses always use the opportunity to respond on plans by submitting a view, providing comments or expressing concerns.

In the cases where ‘co-creation’ or ‘co-decision’ was applied, this was at an early stage of the planning process. The choice for the instruments of co-creation or co-decision implies that municipalities are open towards (more) collaborative forms of planning from either bottom-up development strategy (Binckhorst) or if there are shared interests (Plaspoelpolder). Yet, it is difficult to achieve co-creation and also it is a struggle to keep existing businesses willing to co-create according to experiences in the Binckhorst. Therefore, both parties need to be on an equal footing, but also, for existing businesses it requires knowledge about plans, time to join meetings and they need to know what the benefits of participating are for them. This has proven to be one of the major challenges.

Although the instruments of the participation ladder are applied in practice, the instruments are not used to set a desired degree of participation for the entire process nor do they have a guiding role in the participation process. Municipalities do not seem to make a conscious choice in advance about the participation instruments they want to apply. This choice emerges during the process and the instrument applied differs per planning activity. Thus, the application of the instruments is more flexible in practice which can be effective due to the number of different stakeholders and the long-term effort of urban development processes.

Also, it seems that municipalities are more committed to the tools that support participation instruments 'organizing a workshop to get input and ideas from existing business', than that they are applied for a certain instrument or outcome 'we want companies to co-design in the plan making, and therefore a workshop is the most suitable'.

The tools that have been applied the most to involve existing businesses are information meetings, surveys and expert sessions. The decision for a tool seems to be based on the type of plan being established and the preference of municipalities. For example, theme sessions or area visits are organized when designing ambitions or a vision document, as was seen in the Binckhorst and the Schieoever. In the Plaspoelpolder, expert sessions and a survey were held to establish the vision. And in Rijnhaven, individual conversations were held with existing businesses in the preparation of the Environmental plan. But with none of the tools, the input that is given by participants has a binding outcome. The decision on the adaption of input is mainly based on legal frameworks and the alignment to the vision/ambitions of the municipality.

Causes of dissatisfaction with participation processes

From the case study analysis, it can be concluded that the outcomes of current participation processes are not always satisfying for both parties. As was stated in the previous sub-question, the participation ladder with the instruments determines the content of the participation process, but not the process. During the case study it was discovered that existing businesses are less inclined to participate if they are dissatisfied with the process. The dissatisfaction with the process of participation occurs through a number of causes that will be summarized briefly.

The first cause is a lack of information and knowledge, and subsequently, the absence of a common language between the municipality and existing businesses. The cases show that where provision of information by the municipality took place at an early stage, the gap in knowledge among entrepreneurs could be bridged more quickly, which has a positive effect on the further participation process, like in the Plaspoelpolder. Subsequently, if companies are overtaken by plans then they have to catch up on knowledge and information, resulting in a time-consuming process that impedes participation from taking place, like in the Schieoever. Subsequently, a second cause, discontent can emerge due to a lack of trust that arises if expectations are not fulfilled or agreements are broken.

The third cause is uncertainty. Entrepreneurs need certainty about the continuation of their business in order to make investments and be able to innovate. Therefore uncertainty is a threat. In the Binckhorst uncertainty about their right to remain the area has stopped companies from carrying out maintenance and innovating. But also, in the Plaspoelpolder uncertainty was mentioned to be an issue for companies with a rental contract who are uncertain whether their rental contracts will be extended.

Fourthly, the lack of benefits for existing entrepreneurs can be an issue. Examples of this became visible in the Schieoever, Binckhorst and Rijnhaven. Existing entrepreneurs are not likely to participate if the redevelopment plans do not offer any benefits. Then it only costs them time and subsequently, money. In the cases this became visible by companies that dig their heels and object to developed plans because their interests are not included and therefore they cannot answer the question on *why* they would participate.

The last cause that was mentioned is unclarity. This means clarity about the participation process itself, in a substantive way and in a procedural way. The course of the participation process is often unclear as well as the role of the municipality towards existing businesses. For example, in the case of the Schieoever the content of participation activities is unclear and in the Binckhorst more feedback of the municipality on the participation process is desirable. If there is no clear goal assigned to participation activities, or there are no tangible results afterwards, entrepreneurs are less willing to participate.

The next sub-question will elaborate on the prevention of the factors that impede participation from taking place.

3) How can the existing businesses be (better) involved in the planning process?

From the case analysis of the current participation processes the general conclusion can be drawn that all cases illustrate that participation with existing businesses is considered important, that to a certain extent participation instruments are used effectively, but also that a clear structure in the design of the participation process is lacking and that there should be more focus on improving the factors that impede participation from taking place. This sub-question will elaborate on the aspects of improvement.

- The first aspect which can lead to an improvement in the involvement of existing business in the planning process is **preventing asymmetry of information and knowledge, distrust and uncertainty**. As stated before, the relationship between stakeholders is a key aspect in the creation of any form of participation. In the beginning of the planning process the alignment of information and knowledge is crucial to create a “common language”. If both parties are well-informed and there is an equal basis of information and knowledge mutual trust can arise which is needed to start a substantive conversation about plans. Mutual trust can be persevered during the process through the establishment of agreements and the expressing of expectations “existing companies will not be restricted in the operation of their business”. Equally important in this is the removal of uncertainties, which is considered the biggest threat for entrepreneurs and subsequently for the creation of trust and collaboration. For this it is necessary that all information is accessible, and understandable for entrepreneurs (in terms of language level and brevity) and that clear agreements are made in advance.
- The second aspect consists of **identifying the benefits for the existing entrepreneurs** by answering the question “What’s in it for me” from the entrepreneurs’ point of view. In the cases it became clear that the interests of municipalities and existing entrepreneurs differ on various aspects. If the redevelopment plans do not offer any benefits there is no reason for existing business to participate. If benefits can be achieved for companies, they are more likely to participate. These can be mutual benefits for both parties, such as improving accessibility, reducing vacancy or improving public space. But also, alternative locations or financial compensations are sometimes a beneficial solution. Crucial in this is the individual approach of companies, amongst existing businesses there are different interests. For the planning process it is valuable to know what the wishes of existing businesses are in order to come to a tailored solution and to increase the quality of participation.
- The third aspect is **providing clarity on the course of the participation process**. This entails clarity about the participation process itself, in a substantive way and in a procedural way. Before starting the participation process it should be clear for municipalities what they want to achieve with participation. Questions that should be asked by plan makers in advance are “On what do we want to participate?” and “What are the interests of existing entrepreneurs, and how do they want to participate?”, subsequently the question can follow “Which instruments and tools can be applied to accomplish that?”. Furthermore, clarity on the procedure in terms of the place, time and number of meetings and a final picture in terms of a product to the participation process can also be stimulating for existing businesses. Then entrepreneurs know what the goal is, and what the outcomes and input of the participation sessions will be used for. In advance, agreements should be made between municipalities and existing companies about how feedback is given and when the participation process is successful for both parties. During the participation process clarity is enhanced by providing continuous insight into the progress of the participation process. This is possible with a frequent newsletter or a simple website on which the reports of each meeting are placed and on which the agenda and the topics to be

discussed are visible. In this way, those who are unable to actively participate - or who do not want to – are still properly informed.

- The fourth and last aspect is **making a deliberate and bespoke choice about participation instruments and tools**. Making a deliberate choice about participation instruments and tools also implies organizing a more tailor-made participation process. The first step for municipalities is to make an inventory of what existing businesses want and need. Based on the differing economic situation and wishes of existing companies, a subdivision within this group could also be useful.

Factors such as the environmental category, the size of the company, the location of the company in the area and the ownership status can cause businesses to have different interests and therefore to take on a different position in the participation process. In general, companies in the creative sector, high-tech and ICT sector are more likely to participate because their activities can be combined with housing more easily than industrial manufacturing companies. Companies of the ladder type often belong to the more traditional companies that have been located in the area for some time. Special attention in these areas should be paid to companies that are water bound and companies with a high environmental classification. Even if these companies agree to relocate, they cannot be easily moved due to a lack of space on water bound industrial areas in the region.

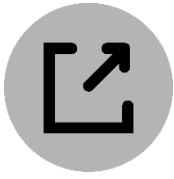
Lastly, an approach for participation must always be low threshold for entrepreneurs and it is very important to keep people actively involved. This involves creative working methods during meetings and visually attractive and understandable ways of reporting and communication. But it also means staying in close contact with entrepreneurs, approaching them personally for meetings and activities and developing personal solutions. Because this is a time-consuming process for municipalities and municipal project managers, an independent process facilitator may sometimes be a solution. The (independent) chairman can monitor the agreements about the process and addresses all parties present on behaviour or promises. This also contributes to transparency and trust in the planning process.

By answering the three sub-questions an answer to the main question of the research can be given, and with that, the final conclusion of this research.

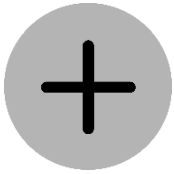
How can participation of existing businesses be achieved in the regeneration of industrial urban waterfronts in the Netherlands?

From the sub-questions it can be concluded that the participation ladder does not function well in this type of urban development projects without a process approach that takes into account the context and the assignment before determining the role and degree of participation. Besides that, it was determined that existing businesses can be involved better in the planning process by: preventing the asymmetry of information and knowledge, distrust and uncertainty; identifying the benefits for the existing entrepreneurs; providing clarity on the course of the participation process, and; making a deliberate and tailor-made choice about participation instruments and tools.

These four aspects of improvement can be summarized in four pillars that support the participation process with existing businesses in the regeneration of industrial urban waterfronts. The pillars can be used as a guideline to set up and to manage the participation process. These pillars are **accessible, beneficial, concrete and personal**.



Preventing of asymmetry of information and knowledge, distrust and uncertainty can be realized by making the participation process more **accessible**. This means all information and communication is transparent, understandable for entrepreneurs and that clear agreements are made in advance. Accessible also implies physically accessible, in determining the location, time and the number of meetings, the working hours and interests with regard to participation instruments and roles of existing businesses should be taken into account.



Through identifying the benefits for the existing entrepreneurs, the participation process becomes more **beneficial**, and therefore more attractive for entrepreneurs. If the “What’s in it for me?” question can be answered better, entrepreneurs are more likely to participate. Special attention in this should be paid to the individual approach of companies, because amongst existing businesses there are many different interests. This requires ‘thinking ahead’ for municipalities.



By providing clarity on the course of the participation process, the participation process becomes more explicit, and subsequently more **concrete**. This entails being clear on the bandwidth of participation. Also, it includes setting a goal in terms of a product (plan), drawing up agreements on what the input is used for, and making results tangible. In this way, clarity contributes to making entrepreneurs feel heard and appreciated which stimulates participation.



By making a deliberate and bespoke choice about participation instruments and tools, the participation process becomes more **personal**. This starts with knowing the context of the project: “Who are the existing businesses?”, “What do they want?” and “On what scale level (area, municipal, regional)?”. Making a stakeholder analysis can result in a sub-division within the group of existing businesses. Furthermore, the approach for participation must be low threshold with understandable ways of communication and reporting. This entails staying in close contact with entrepreneurs, approaching them personally for meetings and developing personal solutions.

Thus, participation of existing businesses in the regeneration of industrial urban waterfronts in the Netherlands can be achieved by making the participation process more accessible, beneficial, concrete and personal. In the following section, these pillars will be used to develop recommendations for the participation process.

9. RECOMMENDATIONS ON THE PARTICIPATION PROCESS

In the previous paragraph, the conclusions of the research were presented. Four aspects of improvement were determined for the participation process with existing businesses in the regeneration of industrial urban waterfronts. Subsequently, four pillars were composed that can be used to support the participation process.

In this chapter recommendations are drawn that result in a process approach for participation (see figure 23). In this process approach, the municipality must first set its ambition, then analyze the context and then determine the appropriate strategy and participation instruments.

The process approach can be used as a guideline to set up and carry out participation processes with existing companies in the regeneration of industrial urban waterfronts. The process approach embraces the use of the participation instruments for the execution of the participation process, but the emphasis is on the four pillars that guide the process.

The process approach consists of four steps, namely preparation, execution, processing and evaluation. The phases will be explained briefly.

The first step participation consists of three parts: definition, inventarisation and preparation. In the **definition** step, it has to become clear to the municipality why they want existing businesses to participate in the redevelopment of the area, and especially what they want to achieve with the participation process. In addition, it must be clear what ambitions and/or plans are already established by the municipality.

Next is the **inventarisation**. This step is aimed at knowing the context of the project. Municipalities must enter into dialogue with companies about the ambitions they have for the area. Also, they must make an inventory of the companies that are located in the area, including what their interests and future plans are. In addition, the context also implies that you have to look through the scales. Some companies will require a regional or provincial approach. Discussions must also be held about how and to what extent existing companies want to be involved.

After the inventarisation, the **preparation** of the process follows. The most important at this stage is to determine the mutual ambitions and to make agreements. Agreements have to be made on the bandwidth of participation and when the participation process is successful for both parties. In addition, it must be checked whether companies need substantive support in the process and together parties must decide on a clear and transparent way of communicating and giving feedback.

Then the **execution** of the participation process starts. In this step, municipalities can opt for an instrument and tool to shape the participation activities. It is important that the use of the instruments and tools is flexible. First, the goal of the meeting has to be determined and then a choice can be made for an instrument and tool. In this stage, clear agreements must be made about the purpose and product of each meeting and the place and time. Points of particular interest are: inviting entrepreneurs personally, organizing meetings for small groups and dividing the area into sub-areas.

The execution leads to results. These results will be processed in the **processing** step. This generates input for the development plan.

The last step is the **evaluation**. It is important here to check whether the outcome is in line with the agreements that have been made and the goals that have been set. Also, agreements for the next development phase can be made with companies.

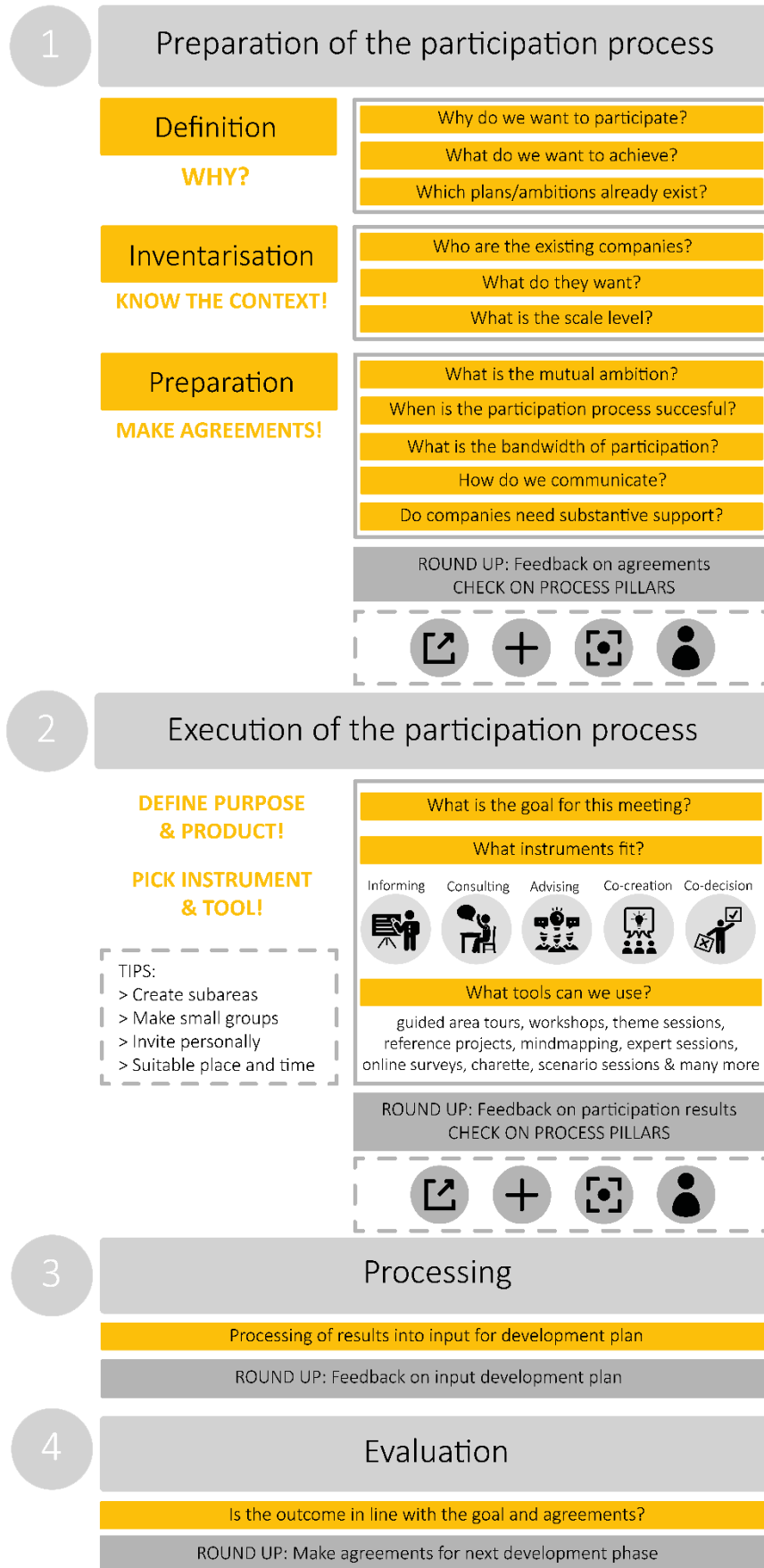


Figure 23: Process approach for participation with existing businesses

10. DISCUSSION

The following paragraphs will address the limitations of the research, the validity and generalizability of the results and recommendations for further research.

10.1. Limitations of the research

Utilisation of the theoretical framework in the case study

The utilisation of the theoretical framework in the empirical part of the research proved to be difficult. During the semi-structured interviews, it became clear that the use of the participation instruments in practice did not align with the strict theoretical framework. Although the cases illustrate that to a certain extent participation instruments are used effectively, a clear structure in the design of the participation process and application of instruments could not be identified. This made the comparison between theory and practice complex, but it also led to new insights. Because the results produced many differences between theory and practice, a further analysis was done on other aspects that influence the participation process in practice. Ultimately, these aspects can lead to a more structured participation process.

Some of the interviewees also acknowledged that participation processes with existing businesses in industrial urban areas was a rather new subject to them which they did not know a lot about yet. This made the processing complicated since it was sometimes hard to recognize the concepts as derived from literature. Therefore, after the first two interviews, the decision has been made to adjust the interview protocol somewhat by giving the interviewee an overview of the participation instruments instead of leaving questions largely to the interpretation of the interviewee. This provided more detailed and useful data, but it also means that the interviewees were more steered into a certain direction by the questions and, that the first interviews were less resourceful than the ones conducted later.

Theoretical limitations

During the literature study the notion was already made that the participation instruments are not directly designed for the involvement of actors in urban area (re)development processes, but from a broader perspective for the involvement of citizens in public policy making. Also, the theoretical framework, that was composed of two frameworks to which also tools were added, was very detailed. Although the theory is broadly recognized and to a certain extent used in Dutch urban area (re)development practices, some limitations to the theory can be indicated after the research.

Firstly, the theory suggests that one instrument of the participation ladder can be chosen in the process. Holding on to the ladder in this way means that there is less flexibility to adjust to the needs of stakeholders, to the complex societal challenges that arise in urban development processes and the changing political and economic context to which these developments are subject. The use of multiple and alternating instruments corresponds with the changing character of urban development processes that require a flexible approach.

Secondly, the theory is based on the misconception that public authorities are predominantly steering the process of participation and the emphasis is mainly on the role they execute within this process. This is a thought that fits the time in which the theory was developed, but which is now outdated. The theory does not recognize the role that private market parties and the non-profit organisations perform, whilst in practice these parties have gained more influence in urban development processes and they often perform a role in participation processes.

Lastly, during the case study it became clear that in such urban development projects there are other process related factors which are of importance in the participation process. These factors have not been found in the studied literature.

Practical limitations

As any other research, this thesis also has some practical limitations related to the time. On the one hand, the comparative approach resulted in different and valuable data which made it possible to write wider applicable recommendations than would have been the case with one in-depth case study. On the other hand, due to means of time the analysis of the development process in each case remained somewhat superficial, leaving room for more research into the process 'behind' the development process.

10.2. Validity and generalizability of the results

Due to the social nature of the research, it can occur that the data collected from interviewees is biased by personal opinions and feelings. This can be a result of semi-structured interviews that provide room for own interpretations of interviewees and subsequently, lead to different questions of the interviewer. The attempt has been made to minimize this by setting up an interview protocol as a general guideline for the interviews. Also, in the theoretical part there is a chance that certain theories or concepts are interpreted differently than these were meant by the writer. Both reflect in the internal and external validity of the research results.

In this research causalities were sought between the involvement of existing businesses in planning processes and the implication of participation instruments by municipalities. Although depending on multiple other factors, the involvement of existing businesses can be improved by applying the participation instruments in a sound manner. However, because the research was conducted by a case study, it can only to a certain extent be said that the results are valid. Therefore, more similar cases should be investigated.

Subsequently, this leads to the external validity of the research. The context of the case is highly important and therefore the results cannot be completely generalized. Also, the geographical scope was limited to urban industrial waterfront areas in the province of Zuid-Holland in the Netherlands. The external validity of the results is also difficult to determine because the data is (partly) based on interviews that contain personal experiences, emotions and behaviour. However, a certain pattern was visible in all the projects studied, resulting in some general conclusions and recommendations. Taking into account that few researches have been conducted into the involvement of existing businesses in regeneration processes of this type of areas, the results could be useful for future industrial urban area regenerations.

10.3. Recommendations for further research

Although this graduation research is coming to its end, that does not imply that the research itself is completed. Therefore, some recommendations for further research can be made:

- In the empirical research, theoretical framework has been applied on the whole planning process (up until now) of the case studies. To measure the extent and success of participation processes more precise, the framework could be applied to specific policy making attempts, for example on the establishment of an ambition document for an area. This provides a deeper insight into the participation that takes place on specific planning attempts.

- The results of this research have led to a set of improvements for the participation process with companies as a whole. At the beginning, the research was aimed at further categorizing the stakeholder group of existing companies. Although attention points have been formulated on the categorisation of existing businesses, these are not very specific yet. A subsequent study could look more critically at a categorization of companies and what is a suitable approach for the participation process per company. In this, it is interesting to look at companies with activities in a high environmental classification because these activities are difficult to combine with housing.
- The process approach that is designed has not been tested in practice. In practice, various companies and municipalities have indicated that there is a need for a guideline for participation in complex projects. It would be interesting if this process approach could be further elaborated into a participation process model. In a subsequent study, this process approach could be tested first in practice, after which improvements can be made to further complete the process approach.
- In order to give a complete overview of the participation process, the projects would have to be finalized. Therefore, it can be interesting to do this research again when the projects are in a further stage of development.

11. REFLECTION

In the final chapter of this thesis, a reflection will be provided on the graduation research and process. The reflection comprises a reflection on the research relevance, methods and process.

11.1. Research relevance

This section will discuss the position of the research within the graduation laboratory and the corresponding chair of Urban Development Management and it will describe the scientific and societal relevance of the research.

Position of research within graduation laboratory

The graduation laboratory Next Generation Waterfronts builds on various researches that have been conducted upon urban area (re)development. In these researches, governance questions and the division of roles between government, private parties, civic actors and knowledge institutes play a key role. The main challenges of waterfront redevelopment processes lie within the interface of economic geography and urban planning, and the management of the many stakeholders involved in these endeavours.

This thesis elaborates on the latter with the subject of participation in planning processes for urban regeneration. The research examined how participation processes that involve the existing community, being the (industrial) businesses, can be improved in industrial urban waterfront regenerations. Hereby, the research contributes knowledge about managing complex development processes by offering a new perspective on participation processes, being participation with (industrial) businesses.

Societal relevance

As a result of the tendency to (re)develop inner-city locations, a tension between living and working, on account of a lack of space, is currently identifiable in industrial urban waterfront regeneration projects in the Netherlands. For municipalities, and developers, who want their development plans to succeed in these areas, participation of the current users of the area is a necessity. The need for participation will be strengthened by the implementation of the new Environment and Planning act that requires the inclusion of participation in urban planning processes.

But despite the amount of academic and practical attention that the subject of participation is getting in current urban development projects, a constructive thought behind the implementation of participation instruments and a design of the participation process often remains lacking. In all the cases studied the subject is high on the policy agenda for municipalities. Nevertheless, the outcomes of participation, especially with regard to the involvement of existing businesses, are often not satisfying for both the existing companies and the municipality. As became apparent in the research, if the relationship between actors is at odds with disagreements about the planning process and/or plans, this leads to a time-consuming process, which requires a lot of (negative) energy for all actors and also disadvantages the project in terms of time and money.

The results of the research provided insight into the current use of participation instruments in practice and the underlying factors that support or impede participation of existing businesses. The results provided factors which could contribute to a more effective participation process. Based on the factors of improvement, a process approach has been drawn up that can support municipalities in carrying out the participation process with existing companies. In practice this could lead to more satisfaction with the participation process for both parties, more results from the participation process, less conflict about development plans and ultimately a more efficient and qualitatively better development process and plan.

Scientific relevance

Although a high number of academic researches is available on participation in urban planning processes, the existing literature mainly includes research into public participation as a part of policy making and residents' participation in urban developments. This is a different type of participation process than with existing companies. In participation processes of industrial area transformations, the existing companies are asked to contribute ideas about the future of their business location. This is different from citizens who think along on the introduction of a new law, or future residents who can co-design their new home.

The results of this research also indicate that the current theoretical framework offers too little attention to the context of participation processes, and that important factors, which can impede the participation process, cannot be solved with this framework.

For this reason, the recommendations of this study have presented a new process approach that puts more emphasis on the entire process than on the application of instruments and the role of municipalities. This offers the opportunity to better adjust the participation process to the context and to focus on mutual ambitions, interests and process goals. Furthermore, despite that the recommendations in this research are written for municipalities that want to achieve participation with existing businesses in industrial urban area transformations, the process approach can also be useful for other parties, such as private developers, that want to achieve participation in similar projects.

11.2. Research methods

In the following sections, the different research methods that have been applied to conduct this research will be discussed.

Literature study

The literature study lays down the basis for the empirical research and is therefore a primary source of information in this research. Conducting the literature study was considered to be quite a challenge. The subject of participation is very broad and literature particularly focused on the involvement of existing businesses in urban planning processes could not be found. With every article new information on urban planning and public participation was obtained, what resulted in the theoretical framework being adjusted several times. Probably, this was one of the most time-consuming parts of the graduation process.

It was only during the empirical research that the various theoretical concepts fell into place and it proved to be valuable to come back and forth between theory and practice. Discussing the use of the theoretical concepts with both academics and people in the practice of urban development improved the understanding of the concepts and narrowed the scope of the research.

The fact that there was no directly applicable theory on the research subject was seen as a lack in this research. The theoretical framework that was used was not fully applicable to the cases. Nevertheless, this also resulted in findings to improve and complement the existing framework.

Case study

In the beginning of the graduation process, the choice was made to conduct research into the development of the Schieoever in Delft. Hence, the research began with the decision to conduct a case study. Subsequently, when the research problem and question were defined, the choice for a qualitative research method was made. A qualitative method was chosen for the research due to the focus on the people and mutual relations, which are difficult to measure. The selection of case studies is a logic step in qualitative research and therefore the choice of a case study remained unaltered.

Initially the research was designed as a comparative case study research in which three cases would be analysed in detail, and the results would be applied in the form of an advice for the fourth case, being the Schieoovers. This choice was based on the idea that the other three cases would be further advanced in the development process, and therefore provide lessons learned on the participation process for the Schieoovers. But at the start of the empirical research, after the P2, it turned out that the cases did not clearly differ from each other in development phase. Also, the cases encountered the same challenges in the participation process. This resulted in the decision to analyse all four cases as a comparative case study, after which they could provide lessons for each other, but also for other future projects. Because of this decision, more data was collected about participation processes, which led to more extensive recommendations. However, the recommendations are aimed at the participation process in the initiative and planning phase, and not at the implementation phase of area developments. This was not possible due to the current development status of the cases.

As a first step of the case study an extensive document study was carried out to obtain the background information of the cases. This entailed reading an enormous amount of policy documents and (newspaper) articles. Although some of these documents can be considered as grey literature, the documents provided an overview of the development vision of the project and the chances and challenges that they entail. However, a disadvantage is the number of documents that are written in the course urban development projects which made it difficult to determine whether information is relevant and accurate. Besides, most of the documents on planning used in this research, are established by municipalities. This means the documents are written from their point of view, and the ambitions and plans that the documents contain are not necessarily widely supported. Also, it must be acknowledged that participation is not much touched upon in municipal planning documents.

As a primary source of data multiple semi-structured interviews were conducted with actors involved in the chosen cases. During these interviews' insight was obtained on the actors' interests, the participation process and the perceived outcomes. The interviews account for a rich source of information for the research subject. Besides the more formal information on the participation process, the interviews also ensured a better understanding of the actors involved in the projects, their relationships and personal drivers for collaboration. However, arranging interviews was for some cases a time-consuming activity as important stakeholders of the project responded very late or did not respond at all. This was the case for entrepreneurs and also, the business association of Alphen aan den Rijn. Especially the latter was a pity because their responses could have been valuable in this research. Nevertheless, enough data was obtained from the interviews to answer the research questions.

To complement the interviews, the plan was to conduct a survey among existing businesses in the case study areas. The survey could provide more information on the interests and wishes of existing businesses with regard to the future of their business and the area. But after consultation with the mentors, it was decided that the survey would take a lot of time and the outcome was doubtful. Also, from the experience of organizing interviews this did not seem effective. The chance that entrepreneurs, who disagree with the plans, would respond was small. Besides, the questions could be difficult for them to understand. Finally, the answers that the survey could provide were not necessary to answer the research questions.

It was planned to present the findings of this research to stakeholders of the Schieoovers case. Besides the fact that it is valuable to share the findings and results, this could also have led to interesting feedback and based on that, improved recommendations. Unfortunately, this presentation is moved to a date after the completion of the graduation project. But, by chance, a research was published in December on a renewed participation process model by a company named VOLQ. Although that process model is much broader in context, similarities could be identified. By sharing the conclusions and recommendations of this graduation research with VOLQ during a meeting, meaningful feedback has been received that has improved the recommendations.

11.3. Research process

This last chapter reflects on the research process that has been gone through in the past year from a *personal* point of view.

At the start of the graduation course the subject choice was quickly made with the topic Next Generation Waterfronts and the case of the Schieoever in Delft that aroused my interest because of the proximity and involvement of TU Delft. Subsequently, the question followed: “what do I really want to investigate in this case?”. This proved to be a long search, in which the focus of the research changed several times. For the research this meant stepping away from the initial idea about what the outcome of this transformation process can be: “How does this become a successful mixed-used area?” to what the current problems are where these and similar projects run into. After explorative discussions with the mentor and reading articles related to this topic, this turned out to be the miscibility of living and working, and herewith the conflicting interests between existing companies and the municipality that need to be managed in the process. This resulted in a research question that focuses on the process and the relationship between involved actors, rather than on the outcome of the project.

While further exploring the topic of stakeholder management through a document- and a literature review, I learned about the theory of participation and its embeddedness in urban planning processes. Also, it was discovered that, with the introduction of the new Environmental and Planning act in 2021, participation would become a requirement in the development of plans. Together, this resulted in the first research proposal. At the end of the first semester I presented my research proposal during the P2 presentation. By that time the problem statement and research relevance were determined, as well as a literature study, the research methods and case selection. The proposal felt as a feasible research ready to be carried out during the second semester of graduation.

However, during the period between P2 and P3 a time-consuming process followed to make the research structure more explicit and mainly to develop the theoretical framework in such way that it was applicable in the empirical research. At the same time, I already started conducting interviews.

This resulted in constantly going back and forth between theory and practice, collecting more relevant and interesting literature but also obtaining the first findings. With regard to the findings, I struggled sometimes with the qualitative character of the research that made it difficult to obtain concrete results from the empirical research, and also, to look at the results objectively. The theoretical framework made it possible to reduce some of that subjectivity, but still the framework was filled in based on the data retrieved from interviews. This period I experienced as the most challenging phase of the graduation research.

At the P3 presentation the different research elements started to fall into place. In the research process this was also marked as a turning point. The literature study was completed, as well as the interviews, and with that a new phase of processing and discussing findings and comparing them with the theory started. The last phase, towards P4, I experienced as very productive and clarifying.

Although the final results are not as explicit as I wanted them to be, the research has brought some interesting findings which could be valuable for setting up participation processes in urban development projects, and thereby improving the involvement of existing businesses in such processes. As far as my research is concerned, I can say that my goal has been achieved. However, more importantly, I find the fact that my interest in urban area development has only grown throughout this year, and despite that participation did not seem to me to be a very challenging topic at the beginning, I got to realize the importance of the subject and how much there is to be achieved on this matter in practice.

Something that I will therefore take into practice myself is the importance of the social component in the development of plans. You can develop the most ambitious plan for an area or building, but for projects like these, in the end its success depends on the people involved: those are the people that not only define the place, they also define the process and, in the end, the project. For that matter, I can only endorse what Henry Ford² once posed: *“Coming together is a beginning, staying together is progress, and working together is success.”*

In the week before my final presentation, I walked along the Schieoevers in Delft to take photos for my report and presentation. Capturing the area in this way stirred my imagination on what this area will look when we are able to successfully work together. Hopefully this research can contribute in achieving that.

Bente Bast
January 2019

² Quote by Henry Ford (source: Andersen, 2013)



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APPENDIX

APPENDIX

I. LIST OF ABBREVIATIONS

In this thesis, for the names of the companies' interests groups abbreviations are used. The following table provides the names of these organisations in full.

Abbreviation	In full
BLF	Bedrijvenvereniging Binckhorst, Laakhaven, Fruitweg
BKS	Bedrijvenkring Schieoevers
VOA	Vereniging Ondernemingen Alphen aan den Rijn
BBR	Belangen Bedrijven Rijswijk
IPP	Industrieschap Plaspoelpolder

II. LIST OF INTERVIEWEES

The list of the interviewees that took part in the research is presented below. In the table the organisation of the interviewees belonged to is described as well as their position and the relation to the research subject.

Case	Date	Organisation	Name and position	Relation to research
Zuid-Holland	7-09-2018	Province of Zuid-Holland		Responsible for work locations and regional accounts in the Zuid-Holland region
Binckhorst	7-09-2018	I'M BINCK		Driving force behind bottom-up developments in the Binckhorst
Binckhorst	14-09-2018	Gemeente Den Haag		Focus on the economic activities and economic development of Binckhorst
Binckhorst	22-10-2018	BLF		Represents the interests of existing businesses in the development of plans
Plaspoelpolder	22-10-2018	IPP		Responsible for the issue of land and the redevelopment of own land
Plaspoelpolder	02-11-2018	BBR		Represents the interests of existing businesses in the development of plans
Rijnhaven	13-09-2018	Gemeente Alphen aan den Rijn		Guiding the redevelopment process on behalf of the municipality
Rijnhaven / All cases	25-10-2018	De Wijde Blik		Communication and participation agency for urban development projects
Rijnhaven	18-11-2018	Ruimte Maken		Project developer of DOK2404, apartment complex in Rijnhaven
Schieoevers / All cases	02-10-2018	Bouwcampus		Organisation of workshops on combining living and working, in collaboration with the Verstedelijkingsalliantie
Schieoevers	04-10-2018	Gemeente Delft		Guiding the redevelopment process on behalf of the municipality
Schieoevers	15-11-2018	BKS		Represents the interests of existing businesses in the development of plans
All cases	18-01-2018	VOLQ		Communication and participation agency for urban development projects

III. INTERVIEW PROTOCOL

Interview protocol

Locatie:

Datum:

Bedrijf:

Geïnterviewde:

Participatie in de transformatie van watergebonden bedrijventerreinen

Voor mijn afstudeeronderzoek van de master 'Management in the Built Environment' aan de TU Delft, doe ik onderzoek naar de transformatie van watergebonden bedrijventerreinen in verschillende steden binnen de provincie Zuid-Holland. Het onderzoek focust zich op participatie, met name op die van de gevestigde (industriële) bedrijven in de transformatie van deze gebieden naar gemengde woon-werkgebieden. Hierbij ligt de nadruk op verschillende (proces)instrumenten die actoren kunnen toepassen om participatie te bevorderen.

Achtergrond van het onderzoek

Door het woningtekort in Nederland en voornamelijk in de Randstad, zijn gemeenten aangewezen op het herontwikkelen van binnenstedelijke locaties. In vervolg op de stationsgebieden worden nu ook rivier- en kanaalzones die voorheen bestemd waren voor industrie en bedrijvigheid, getransformeerd naar gemengde woon-werkgebieden. Het transformeren van deze gebieden kan een boost geven aan de stedelijke economie, de leefbaarheid en duurzaamheid van de stad. Maar het transformeren van deze gebieden is ook complex door de hoeveelheid betrokken actoren, het bestaande economische ecosysteem en de veranderende spelregels onder de nieuwe Omgevingswet. Op sommige locaties leidt transformatie ertoe dat de gevestigde (industriële) bedrijvigheid in het nieuwe bestemmingsplan een andere of kleinere plek krijgt, of helemaal moet verdwijnen. De impact van de planvorming op de plek van bedrijven kan dus groot zijn. Dit onderzoek focust zich daarom op het planvormingsproces en de rol van bedrijven hierin.

Onderzoeksmethode

Het onderzoek wordt uitgevoerd aan de hand van interviews. De interviews worden gehouden om inzicht te krijgen in de transformatievisie en de (proces)instrumenten die worden toegepast om participatie van gevestigde bedrijven tot stand te brengen. De case studies liggen in Alphen aan de Rijn (Rijnhaven), Den-Haag (Binckhorst), Rijswijk (Plaspoelpolder) en Delft (Schieoever). Deze projecten bevinden zich in verschillende fases van het transformatieproces. Door ze met elkaar te vergelijken kan dit waardevolle lessen opleveren.

De resultaten van het interview zijn alleen voor kennisdoeleinden bestemd en uw antwoorden zijn anoniem. Het interview bestaat uit een aantal vooraf opgestelde vragen, maar er is ook ruimte voor aanvullende vragen die kunnen volgen uit uw antwoorden.

Als u zelf vragen heeft, kunt u die natuurlijk altijd stellen.

(De vragen zijn opgesteld als richtlijn voor het interview, de volgorde staat niet vast en er is ruimte voor andere vragen die volgen uit de antwoorden van de geïnterviewde)

(Introductie)

Visie op het gebied

- Wat is uw rol (geweest) in de visievorming voor Schieoevers/Rijnhaven/Binckhorst/Plaspoelpolder?
- Hoe kijkt u als bedrijf X/bedrijfsorganisatie aan tegen de transformatie van dit gebied?

Gevestigde bedrijven

- Hoe denkt u over het toevoegen van woningbouw rondom de gevestigde bedrijven?
- Wat zijn voor u belangrijke locatiefactoren* voor de gevestigde bedrijven en hoe relateert dit zich tot de toekomstvisie van de Plaspoelpolder?
** Bijvoorbeeld: gebouw (omvang, aantrekkelijkheid), parkeermogelijkheden, bereikbaarheid, betaalbaarheid, aan- en afvoermogelijkheden, nabijheid consumenten en/of leveranciers*

Participatie

- Hoe zou u de relatie tussen de gevestigde bedrijven, de gemeente en marktpartijen omschrijven?
- Hoe zou u de betrokkenheid van gevestigde bedrijven in het planningsproces omschrijven?
 - *Kunt u dit relateren aan een van de opties in het overzicht?*

Informeren	Raadplegen	Adviseren	Coproduceren	Meebeslissen
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- Worden er volgens u instrumenten* toegepast om participatie te bevorderen? Zo ja, welke instrumenten?
** Bijvoorbeeld: informatiesessies of workshops*

Sturing en rolverdeling

- Hoe wordt het proces gestuurd door de gemeente en/of marktpartij(en)?

Evaluatie

- Zou u iets willen veranderen aan de wijze waarop gevestigde bedrijven worden betrokken in het planningsproces?
- Zou u iets willen veranderen aan de wijze waarop het transformatieproces wordt gestuurd en/of de middelen die hiervoor worden ingezet?

Dit is het einde van het interview. Bedankt voor uw medewerking! Ik verwacht mijn onderzoek in januari af te ronden, daarna stuur ik de resultaten naar u op.

