

# The (mis)alignment of user involvement with development objectives

The alignment of private-led user involvement with the objectives of the private developer, municipalities and users in urban renewal projects

P5 presentation



January 2021  
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4364686

# Opportunities with user involvement

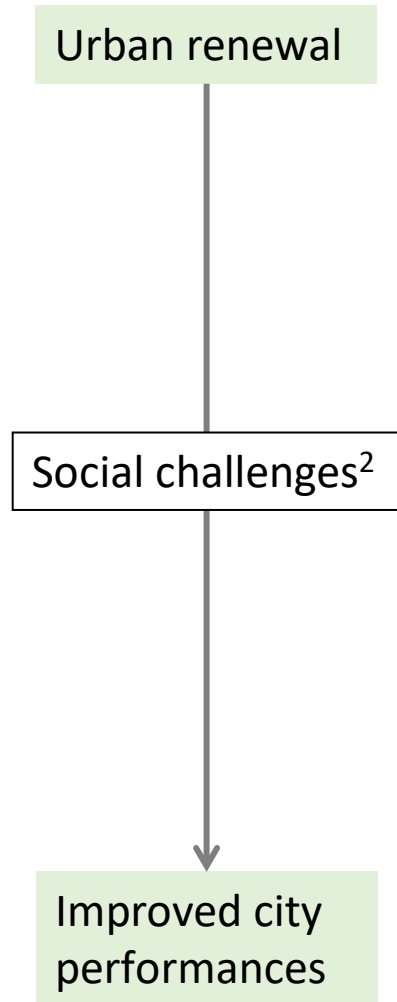
Urban renewal



Improved city  
performances<sup>1</sup>

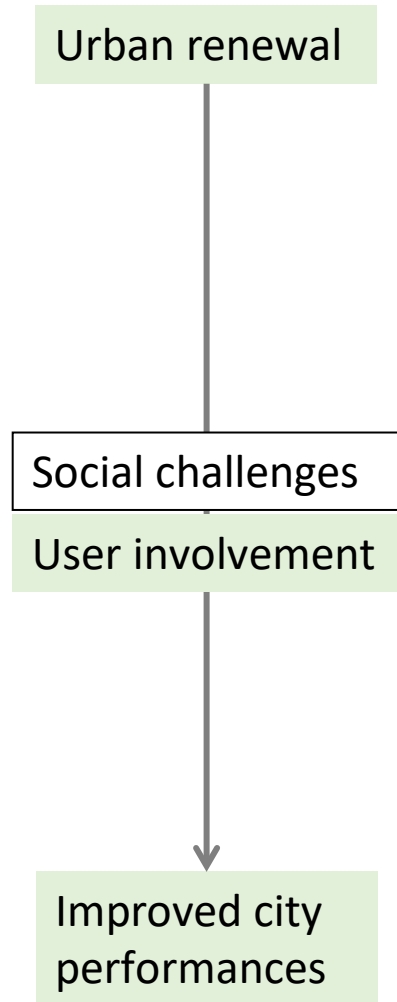
<sup>1</sup> Mayer, van Bueren, Bots and van der Voort (2005)

# Opportunities with user involvement



<sup>2</sup> Engbersen, Snel and Boom (2007);  
Permentier, Kullberg and Noije (2013)

# Opportunities with user involvement

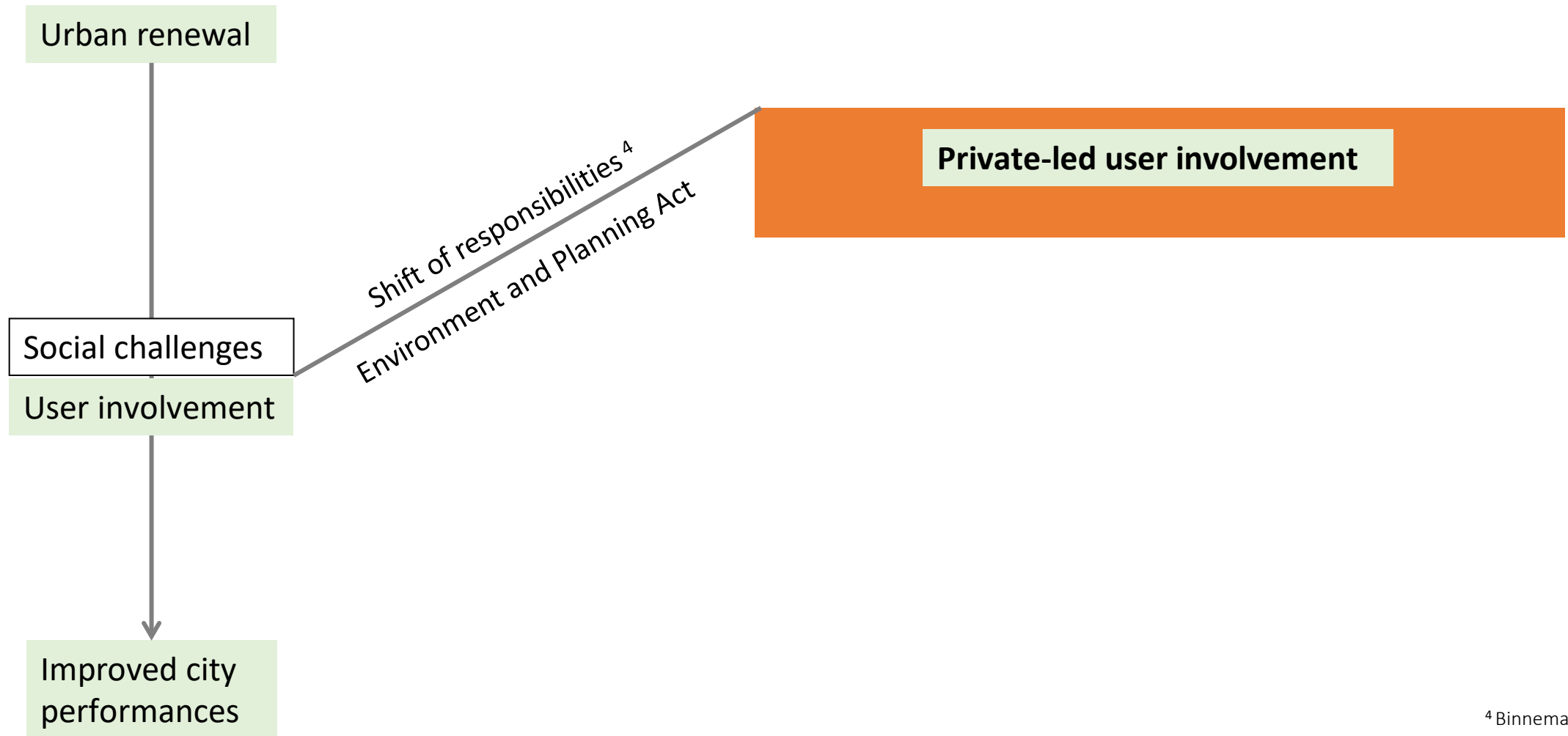


User: *All those who have an operational connection to what is built* <sup>3</sup>.

Involvement: Considering the view and demands of users on decision-making. From informing to empowerment

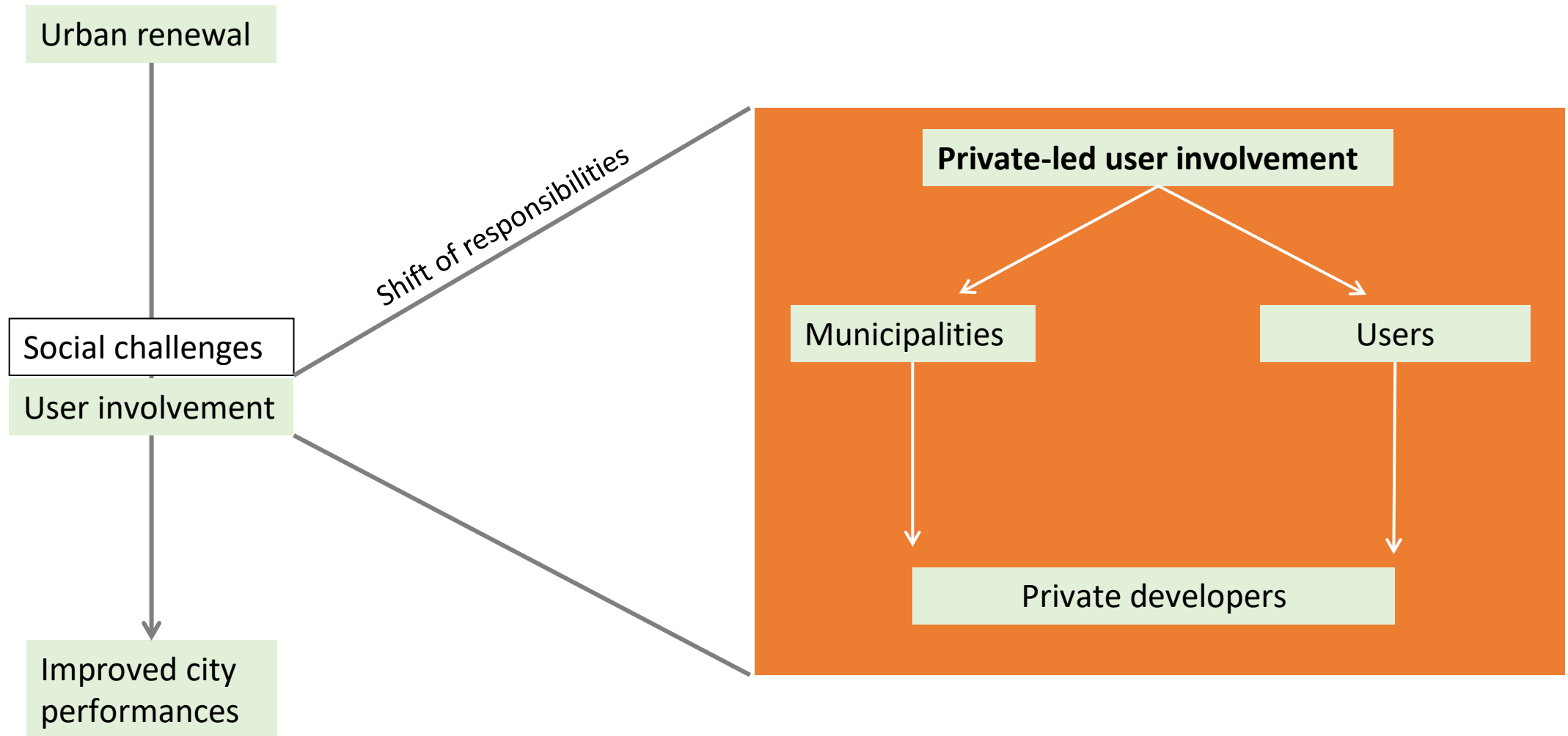
<sup>3</sup>Derived from Eriksson et al. (2015) & Oxford dictionary 4

# Opportunities with user involvement

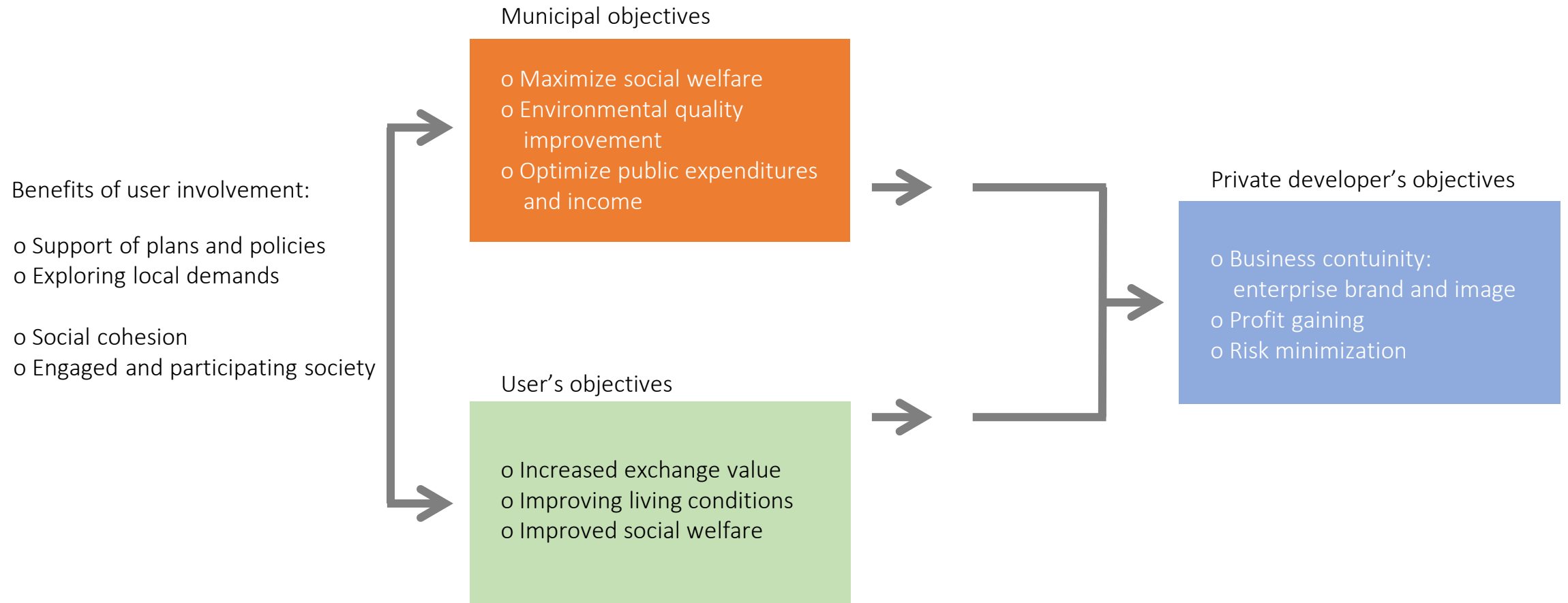


<sup>4</sup> Binnema (2014)

# Opportunities with user involvement



# Alignment of objectives



Derived from Adams and Tiesdell (2012); Engbersen et al. (2007); Wang et al. (2017)

# Imperfections current situation

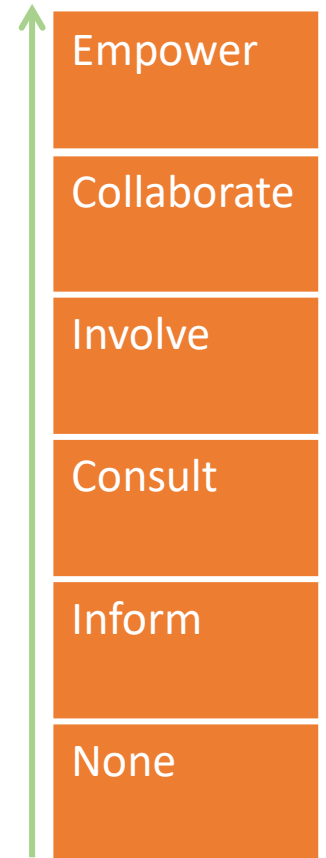
- Envisioned social outcomes not always reached
- Frustrated users because of poor user involvement
- Misrepresentation
  - lack of participants
  - opportunistic participants
  - uneven power balance
- Time and money consuming activity



# Theoretical advice

- Inclusive, responsive and interactive user involvement:  
Reaching and inviting **all** users
- Early, flexible and complete user involvement:  
Not sticking to fixed subjects or an involvement level  
**Together** with the users

- ✓ Acting according to expectations
- ✓ Matching local culture
- ✓ Balanced planning
- ✓ Offering a variety of means
- ✓ Role integrity
- ✓ Flexibility
- ✓ Interaction
- ✓ Create and limit influence
- ✓ Constant involvement
- ✓ Project solidarity
- ✓ Participants can freely express their opinions



*Van de Veen (2018), Lowndes and Sullivan (2004) and Rashidfarkhi et al. (2018)*

# Theoretical advice

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Empower

Collaborate

Involve

Consult

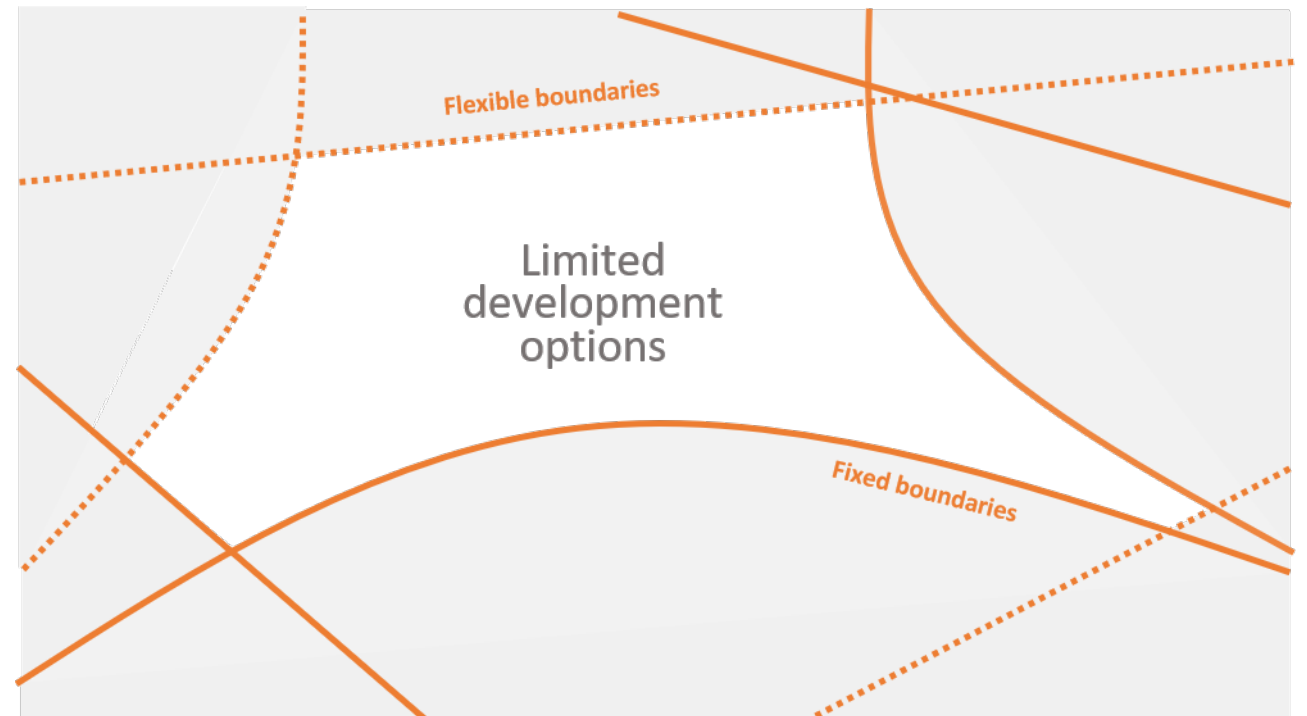
Inform

None

*Van de Veen (2018), Lowndes and Sullivan (2004) and Rashidfarkhi et al. (2018)*

# Development boundaries

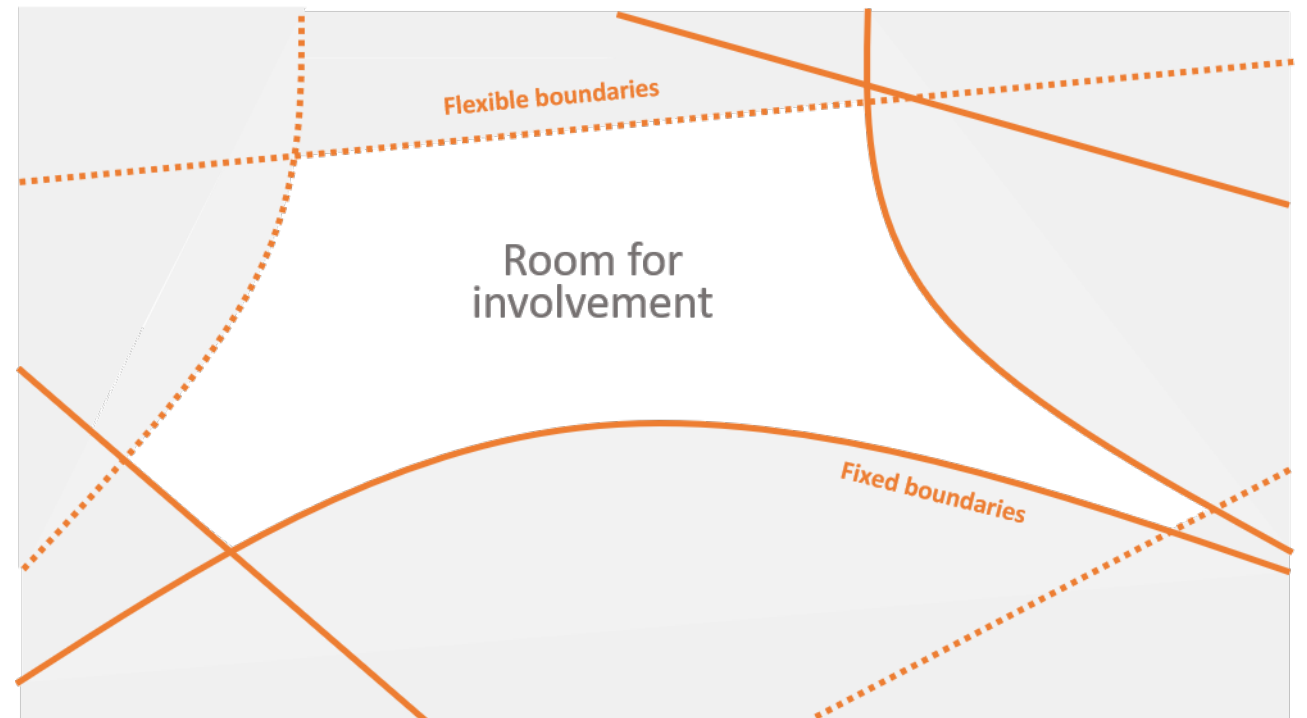
- Limited options to involve users:
  - Visions
  - Legal restrictions
  - Preconditions
  - Practical limitations



*derived from Van Wijnen (2020)*

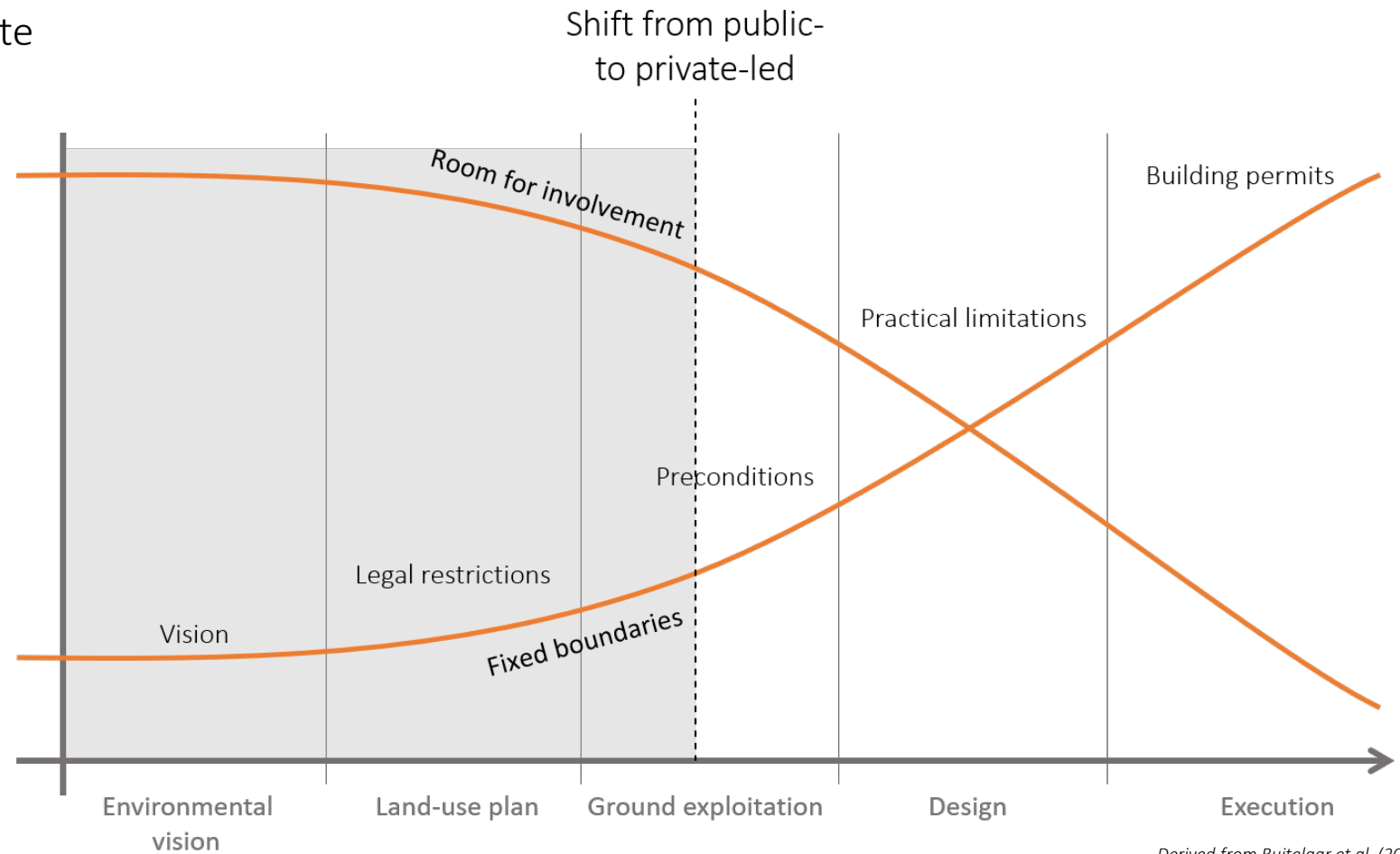
# Development boundaries

- Limited options to involve users:
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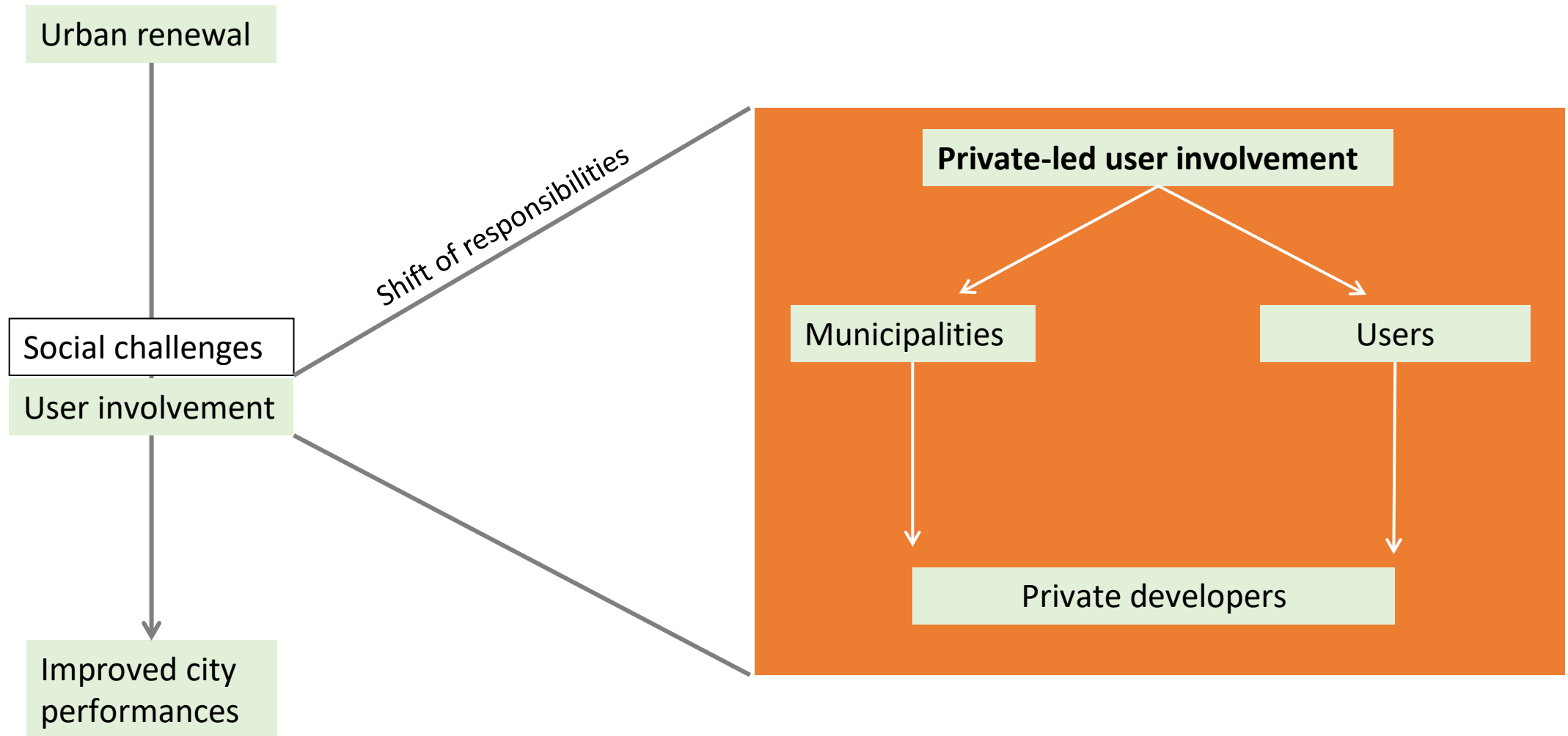
# Development boundaries

- Limited shift from public to private

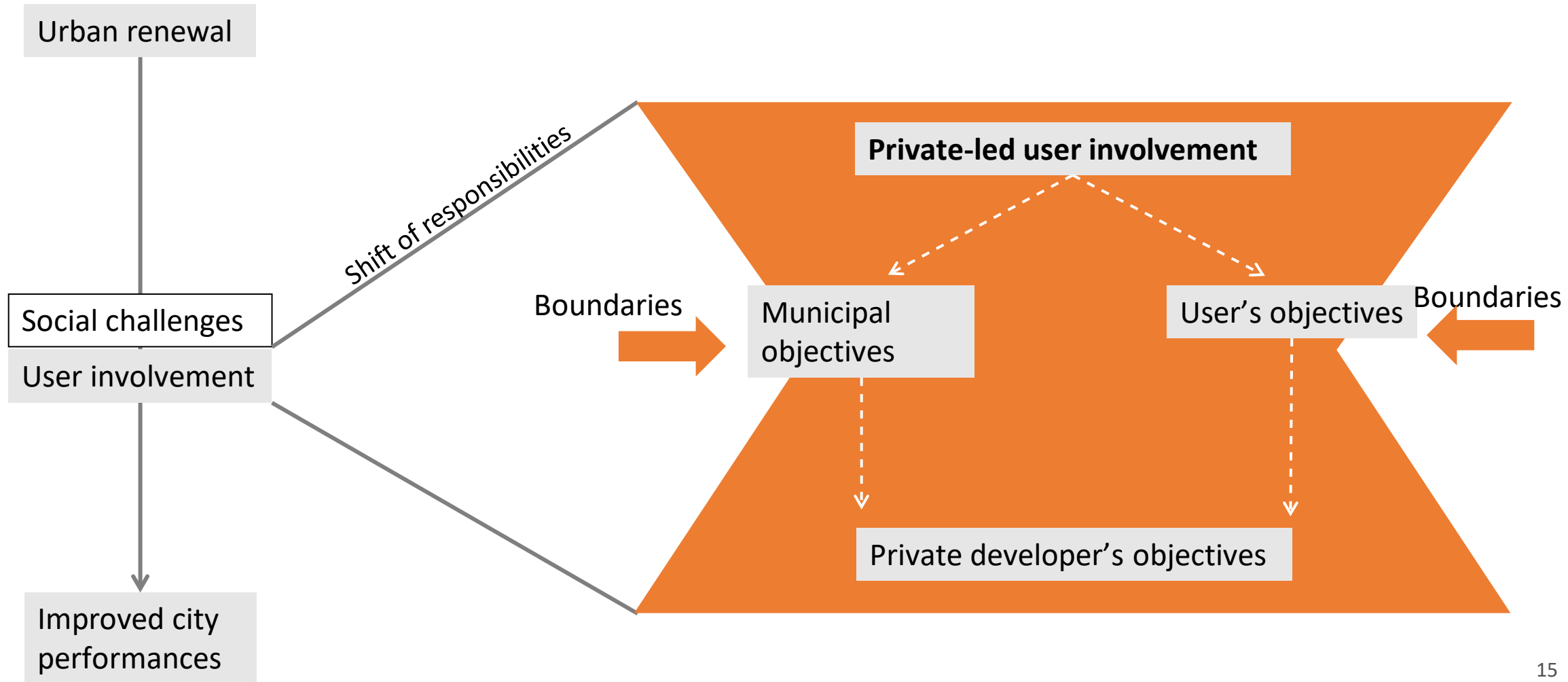


Derived from Buitelaar et al. (2008)

# Problem statement

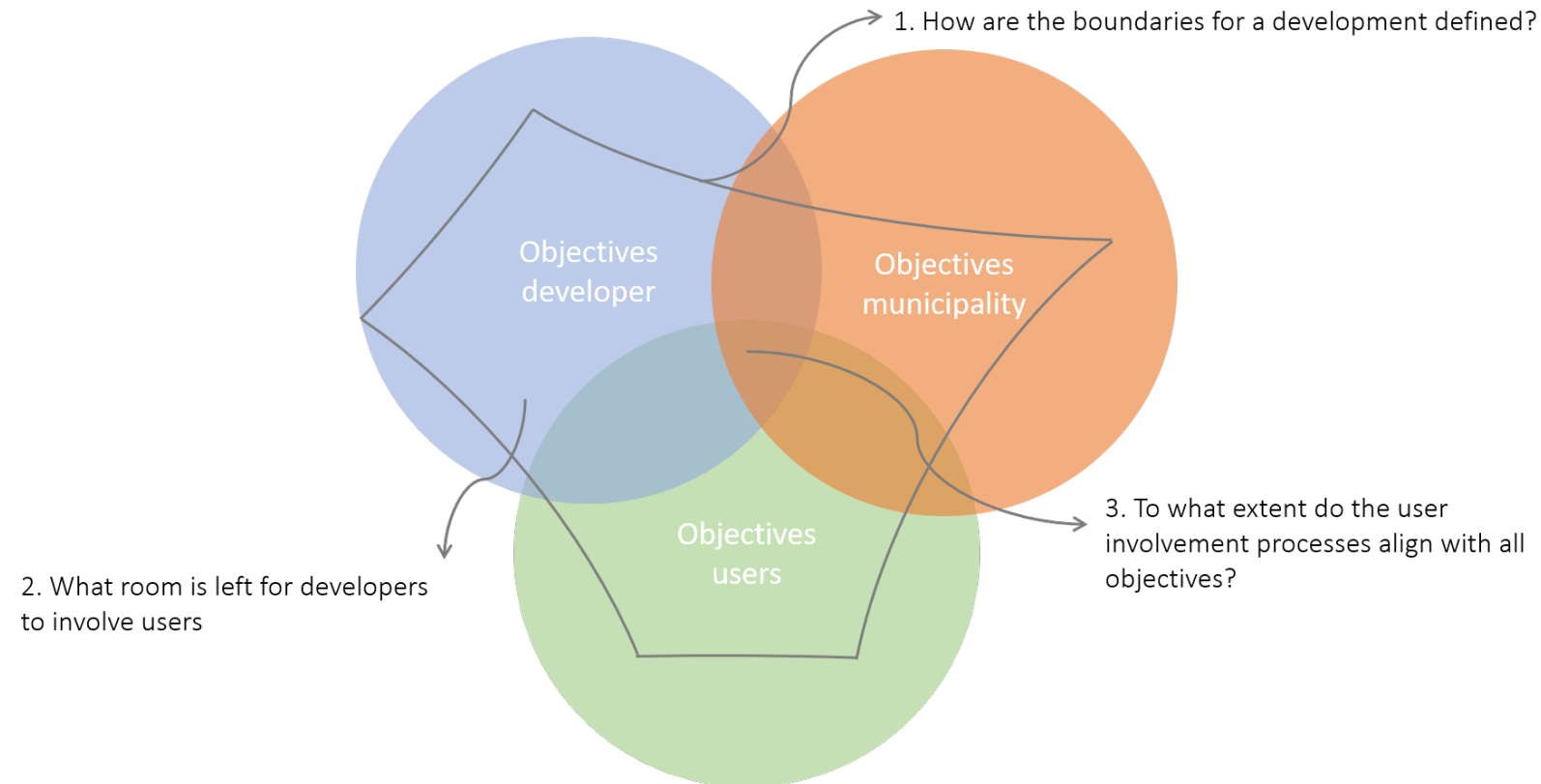


# Problem statement



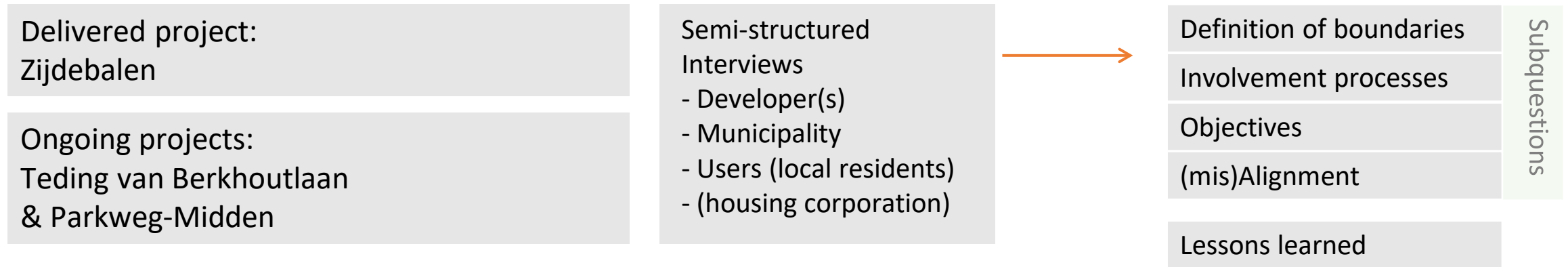
# Research questions

*To what extent do the development boundaries leave enough room for private developers to align user involvement with the objectives of users, the municipality and the developer themselves?*





# Method



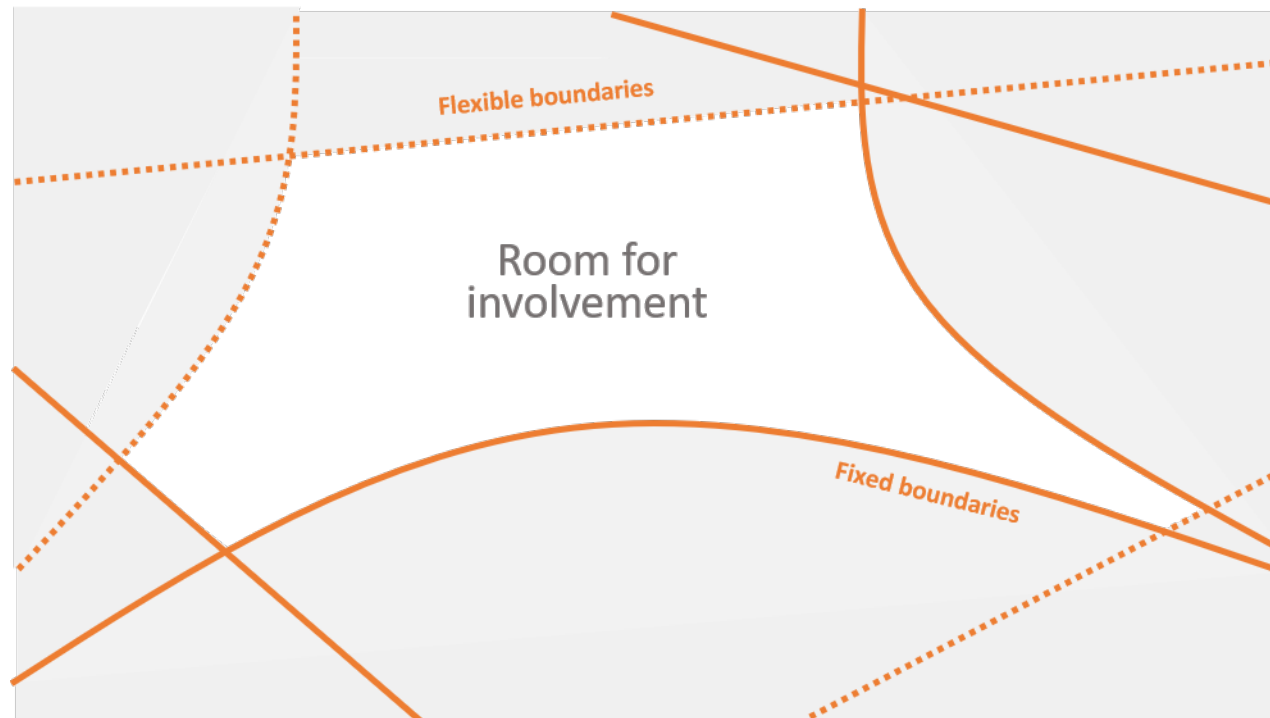
Research aim: provide insights on the influence the most important stakeholders have on the user involvement process and to what extent it is possible for private developers to align each objective.

# Method

Case	Zijdebalen, Utrecht	Teding van Berkhoutlaan, Delft	Parkweg-midden, Schiedam
Type	Industrial to residential transformation	Schoolarea to residential	Redevelopment of post-war neighbourhood
Size	500 houses	30 houses	240 houses
Timeline	2000-2019	2013-now	2016-now
Remarkable	Switch of developers	Resistance against development	Tender contract



# Findings



Municipality Developer A Users

Development options

Development boundaries

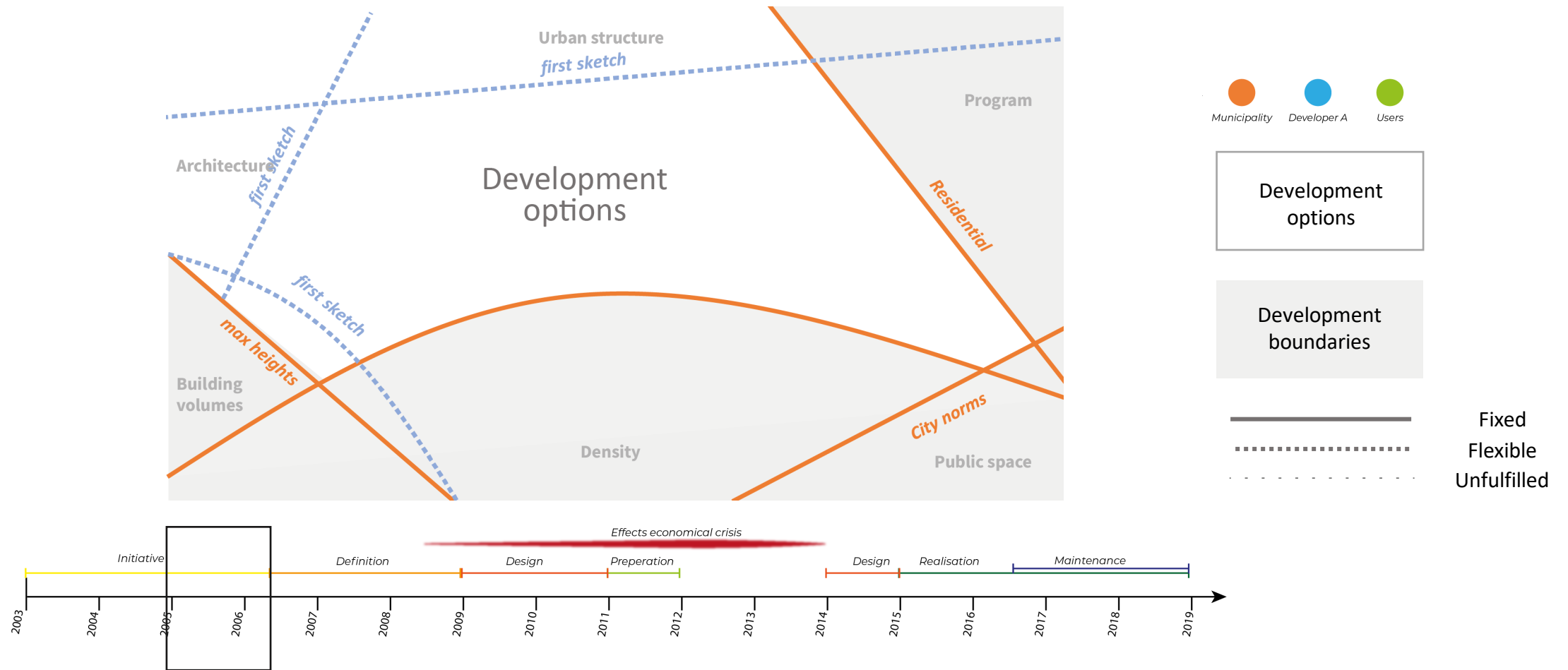
Fixed  
Flexible  
Unfulfilled

SQ1 Development boundaries  
SQ2 Room for involvement

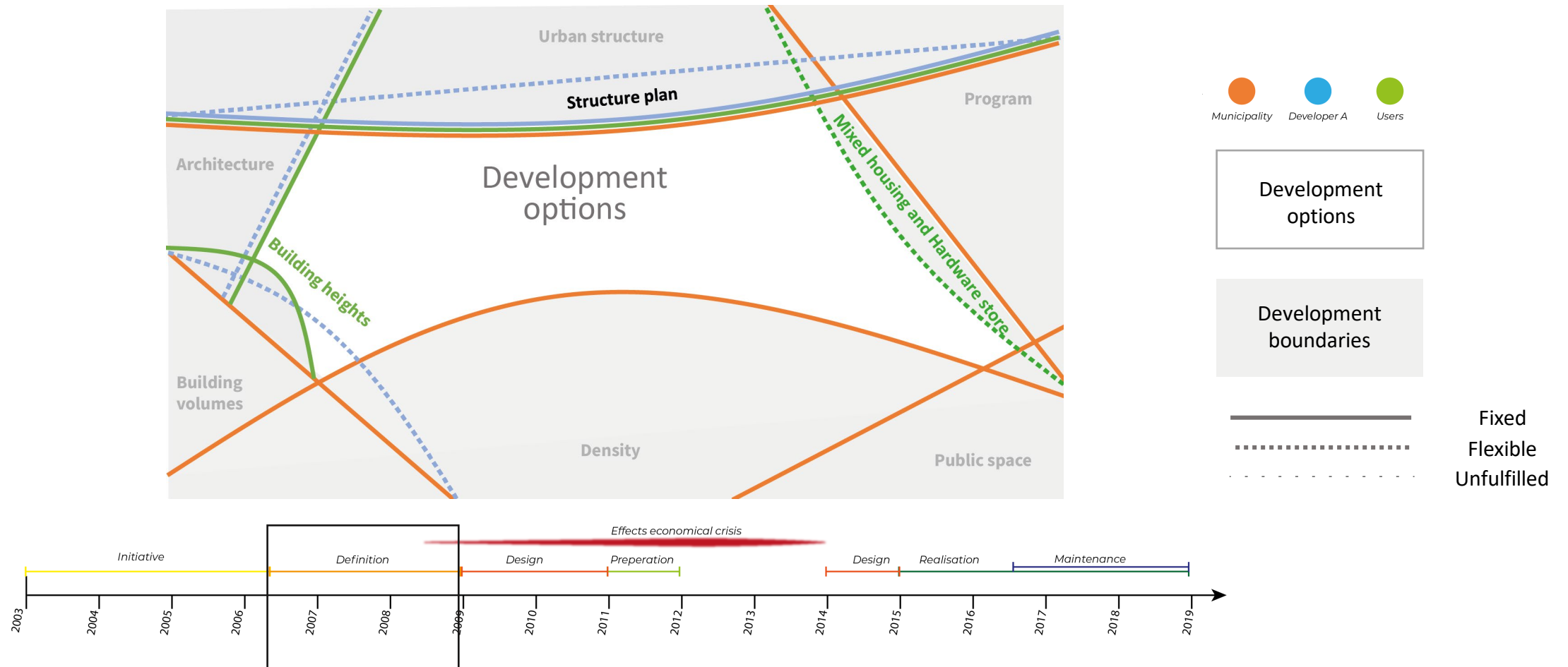
# Findings: Zijdebalen



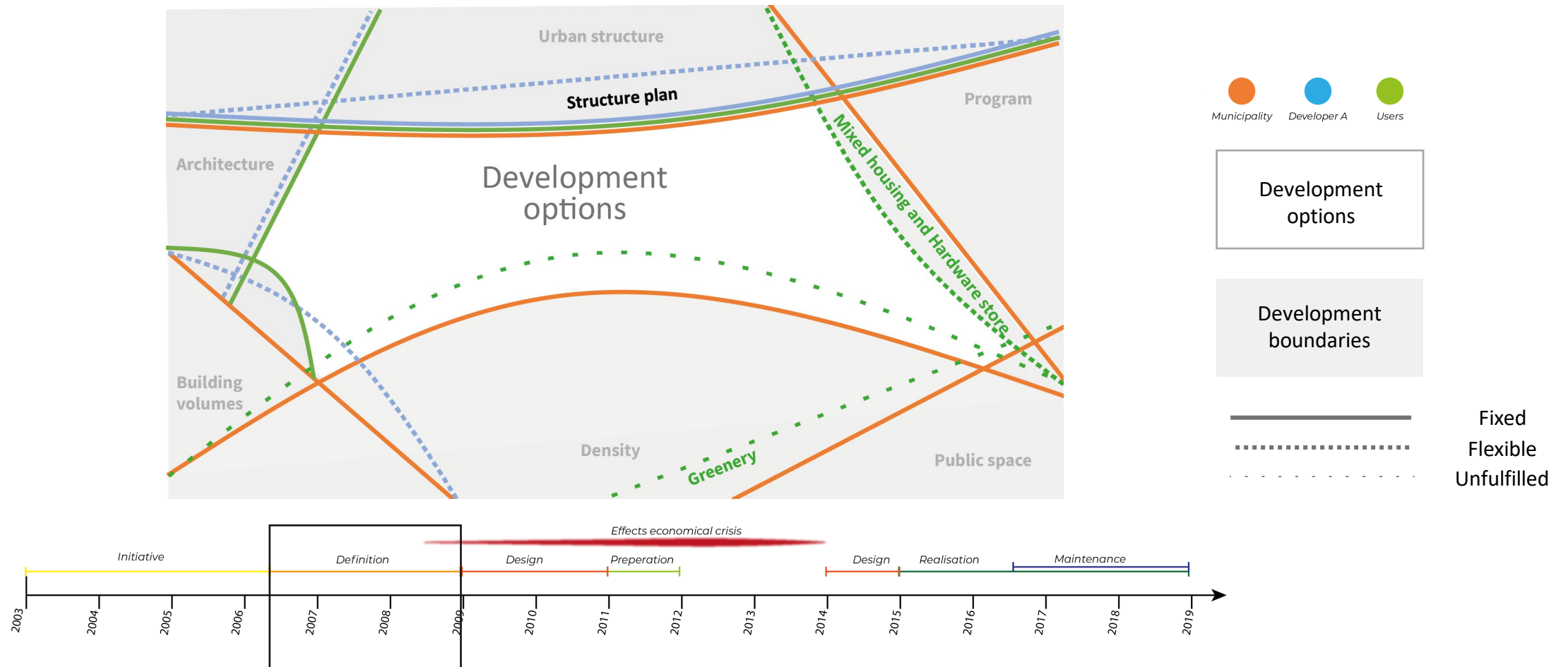
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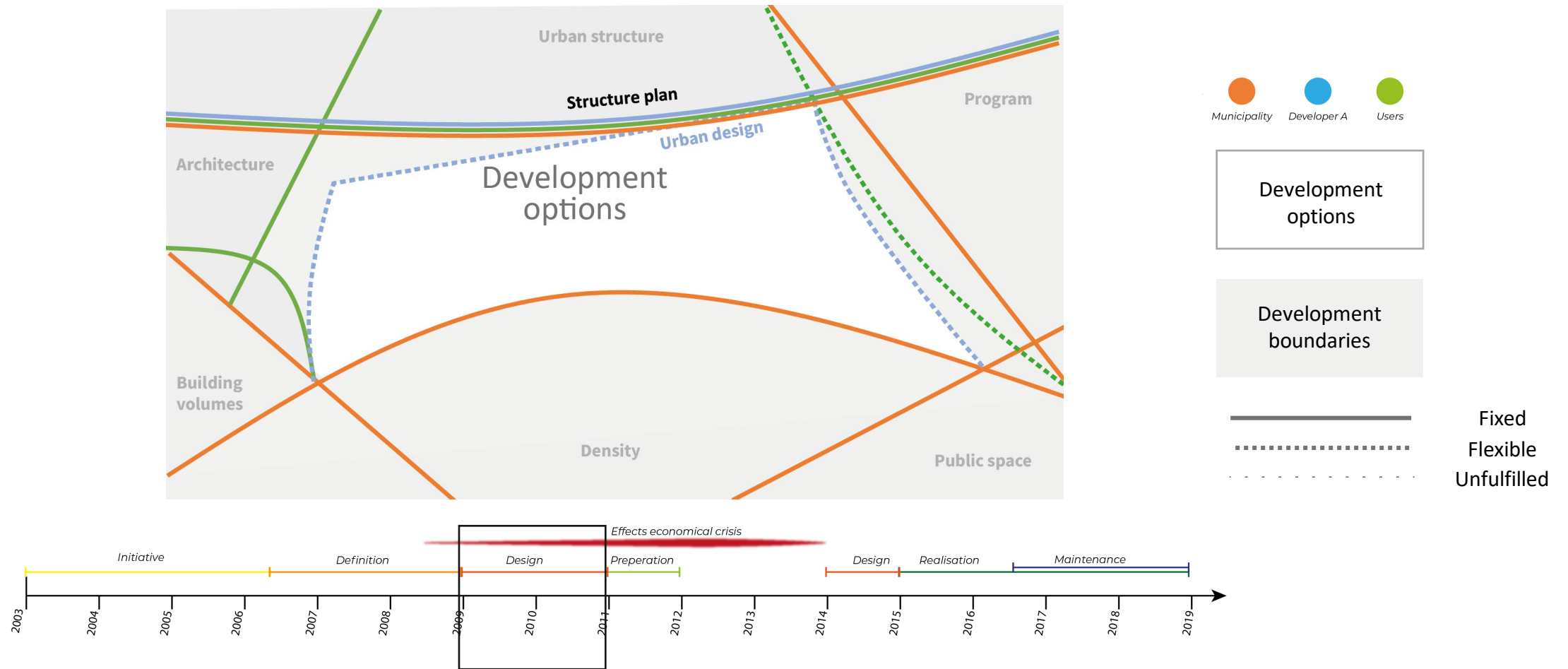
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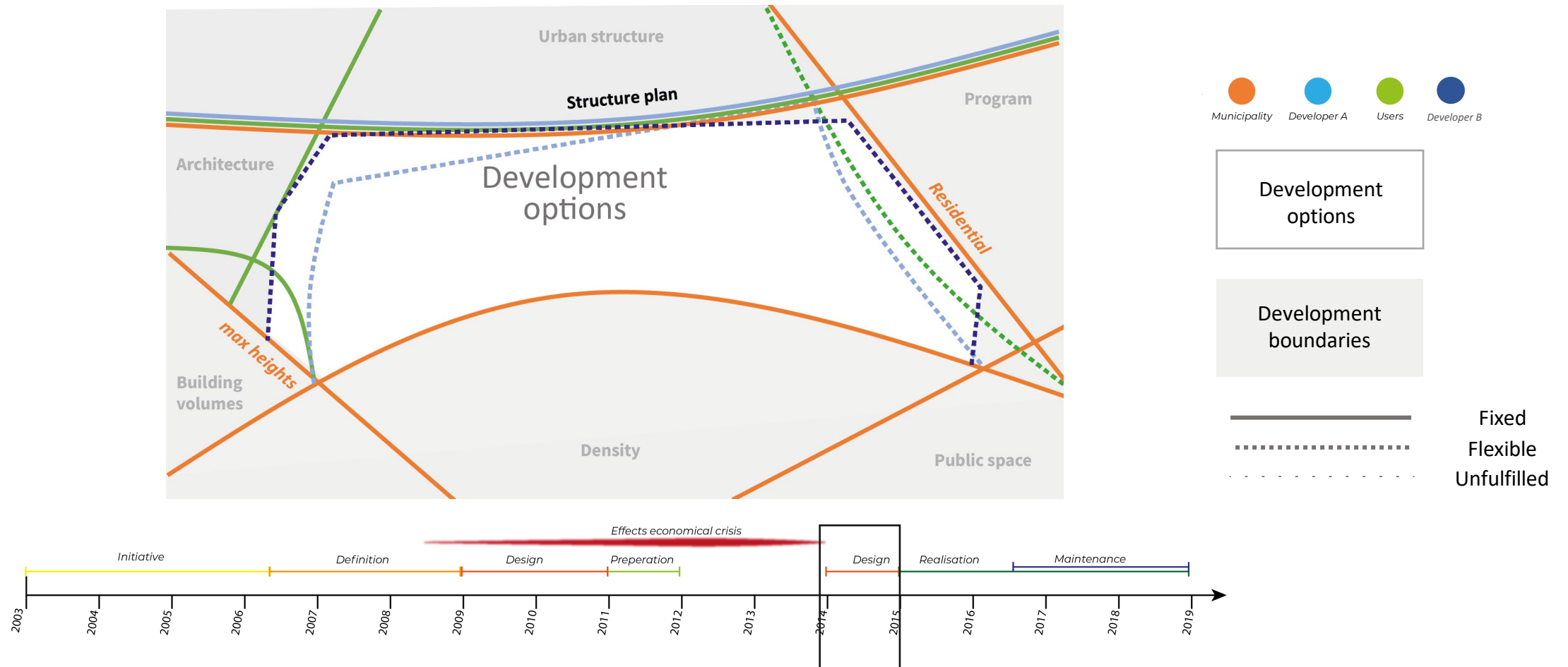


# Findings: Zijdebalen

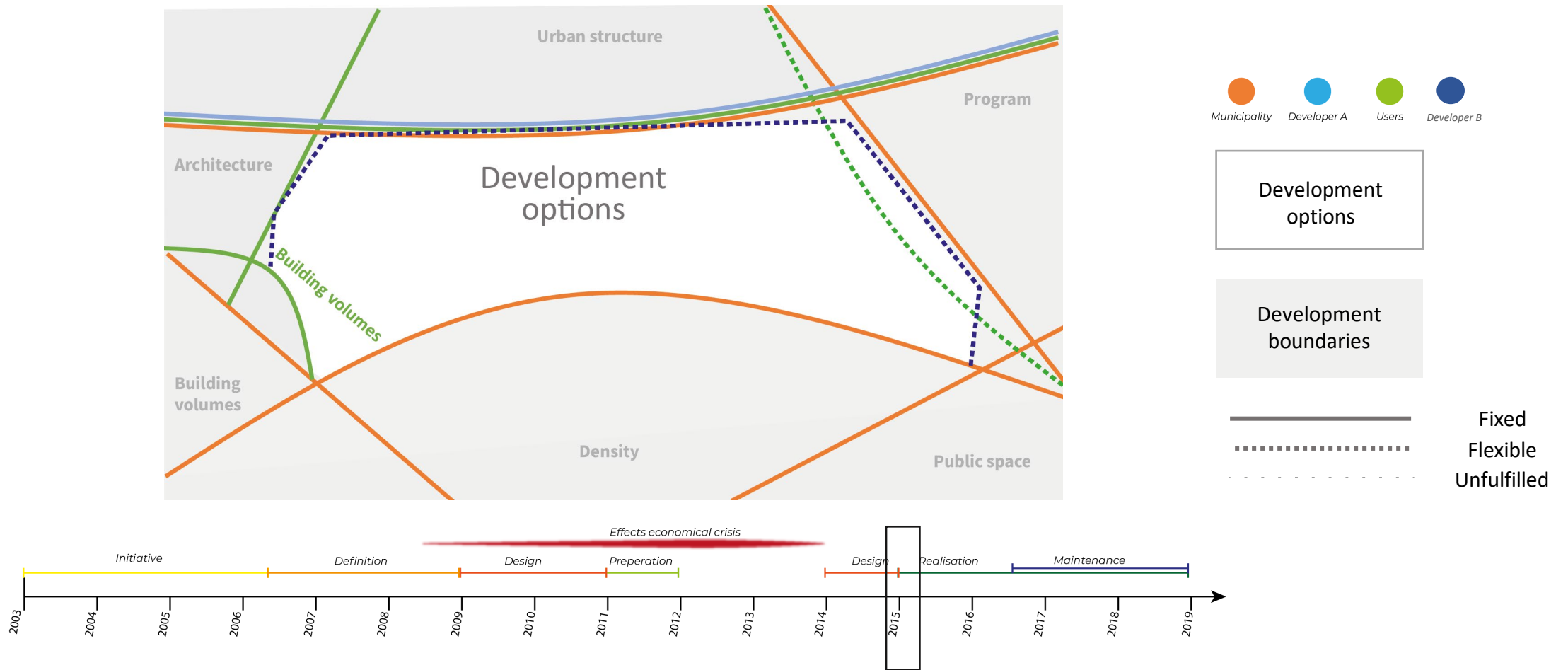




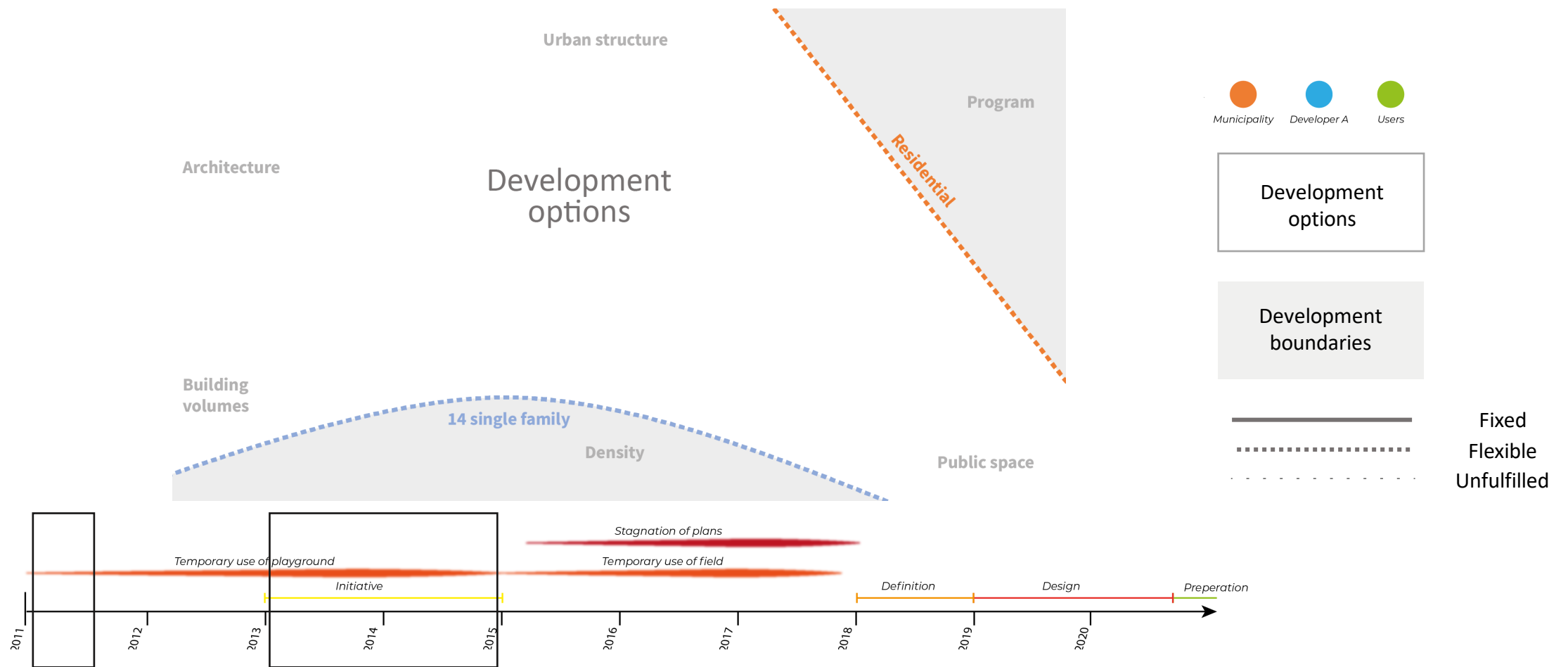
# Findings: Zijdebalen



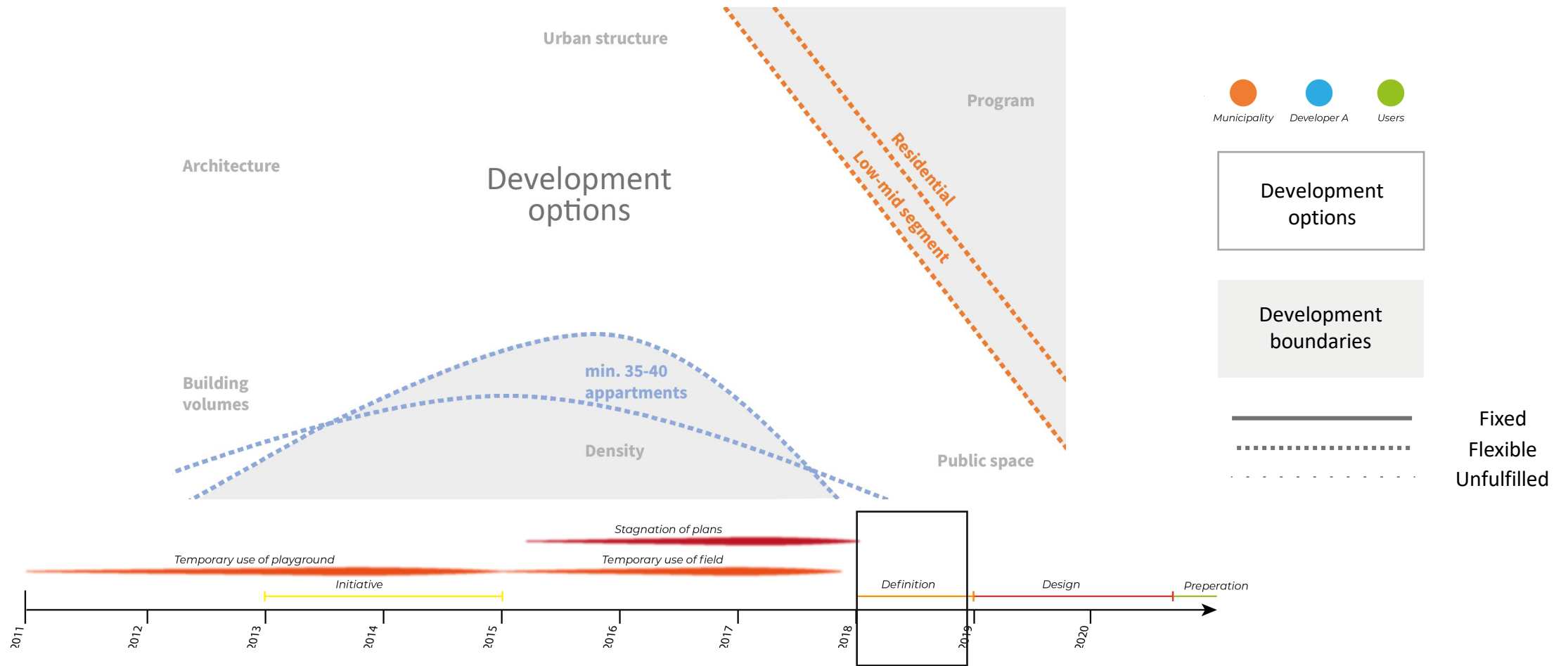
# Findings: Zijdebalen



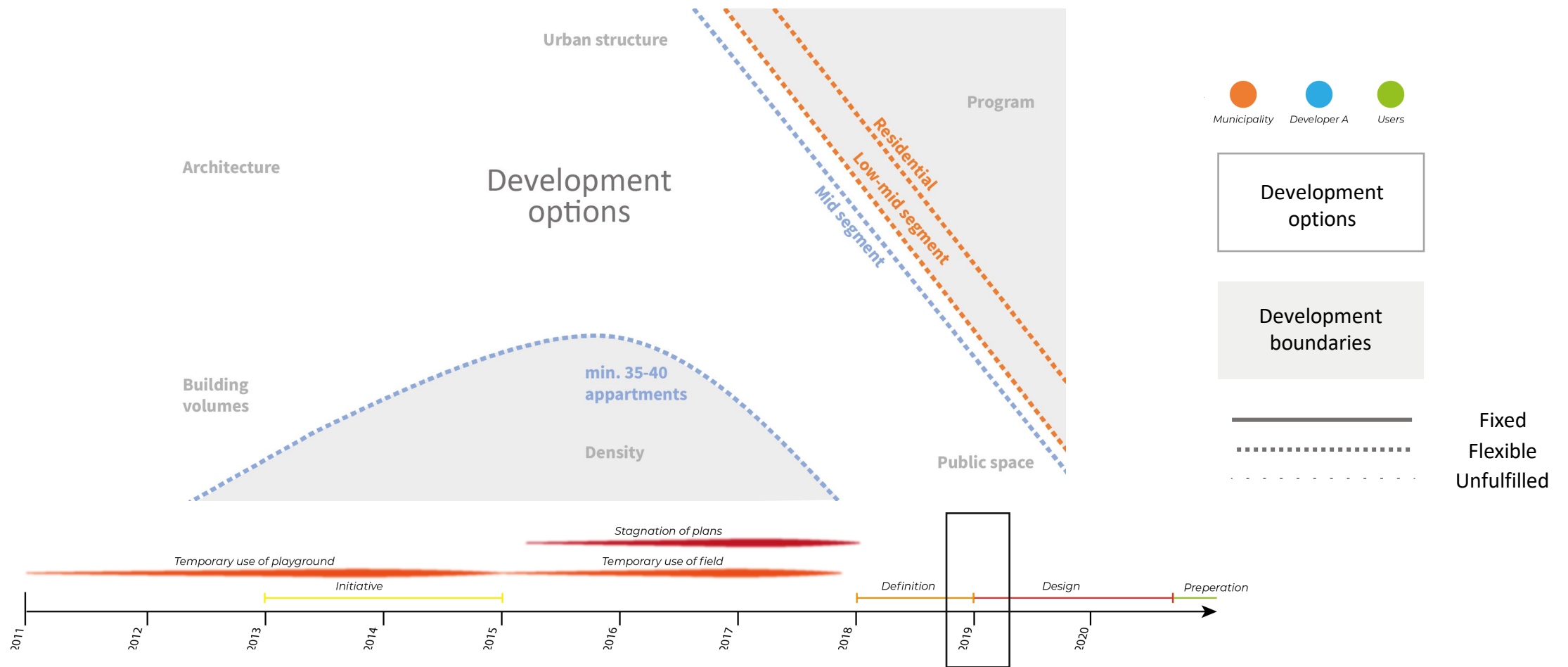
# Findings: Teding van Berkhoutlaan



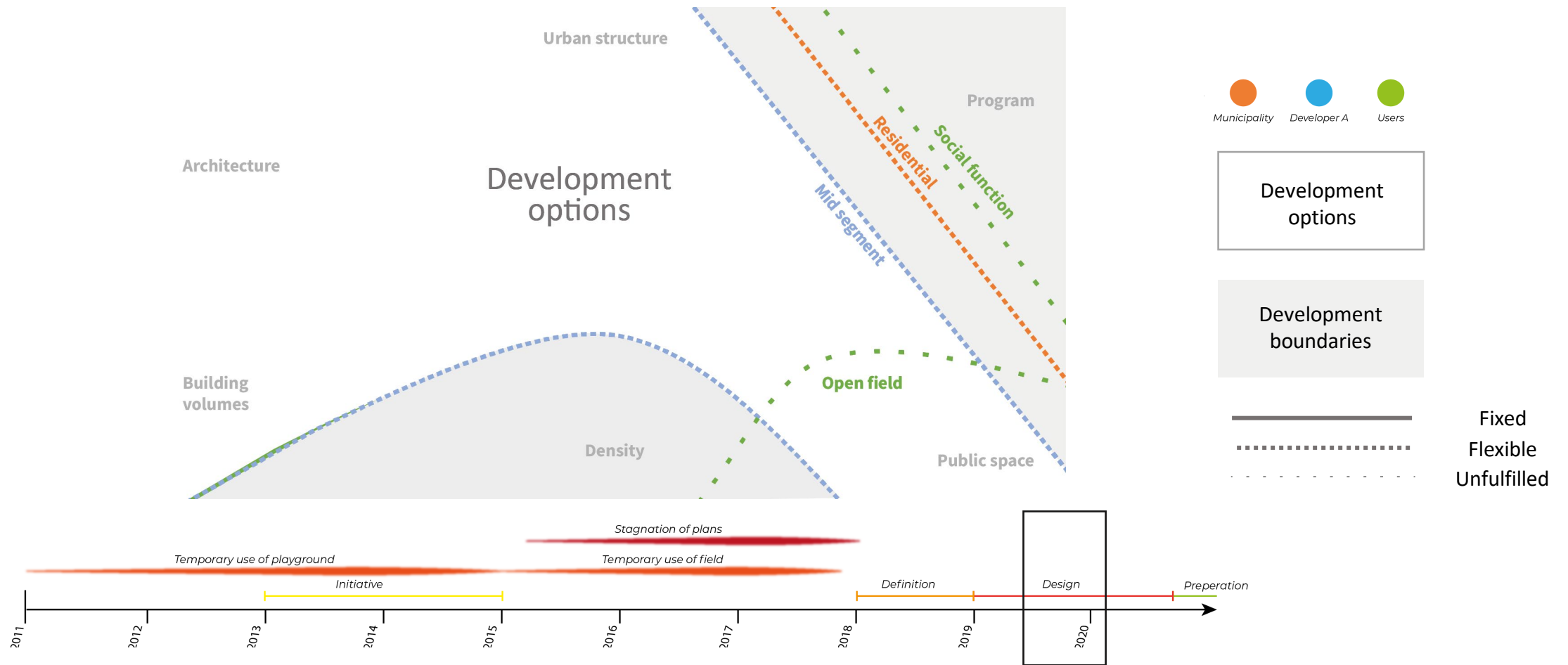
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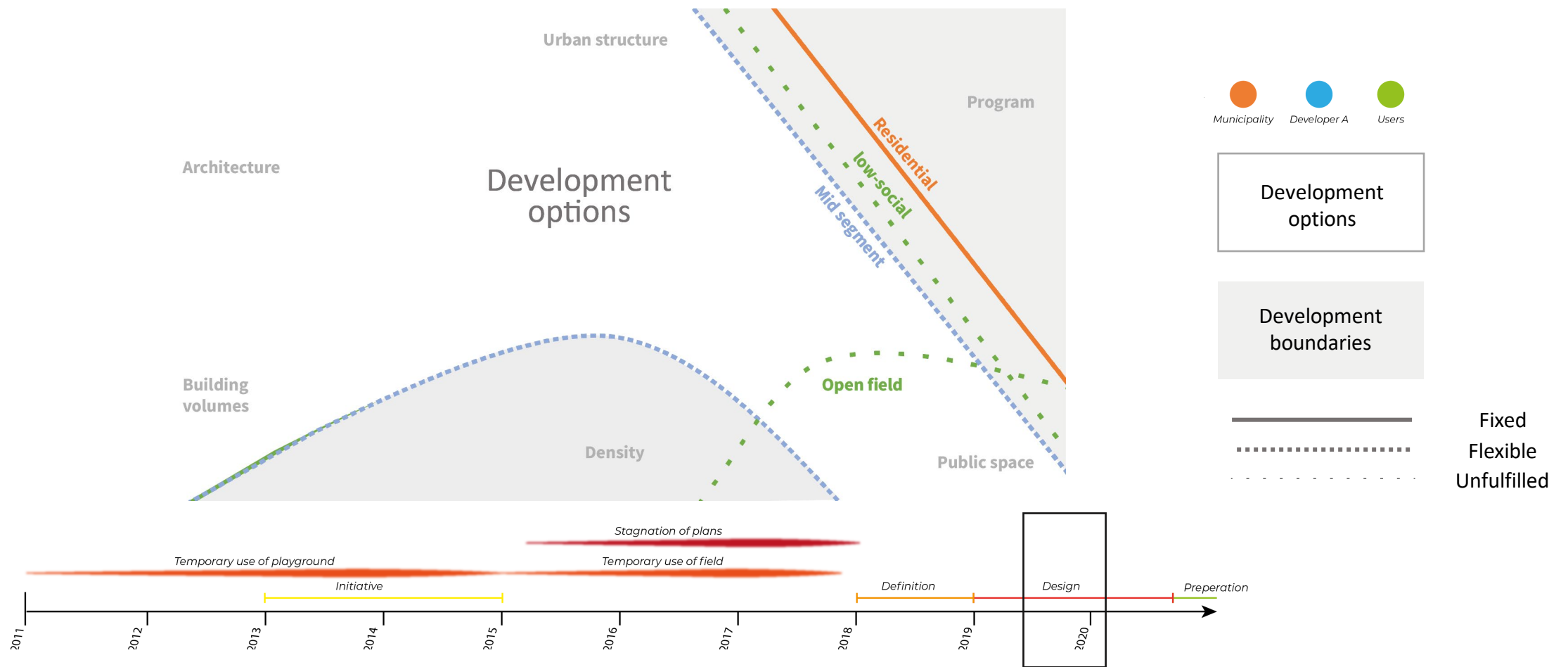
# Findings: Teding van Berkhoutlaan



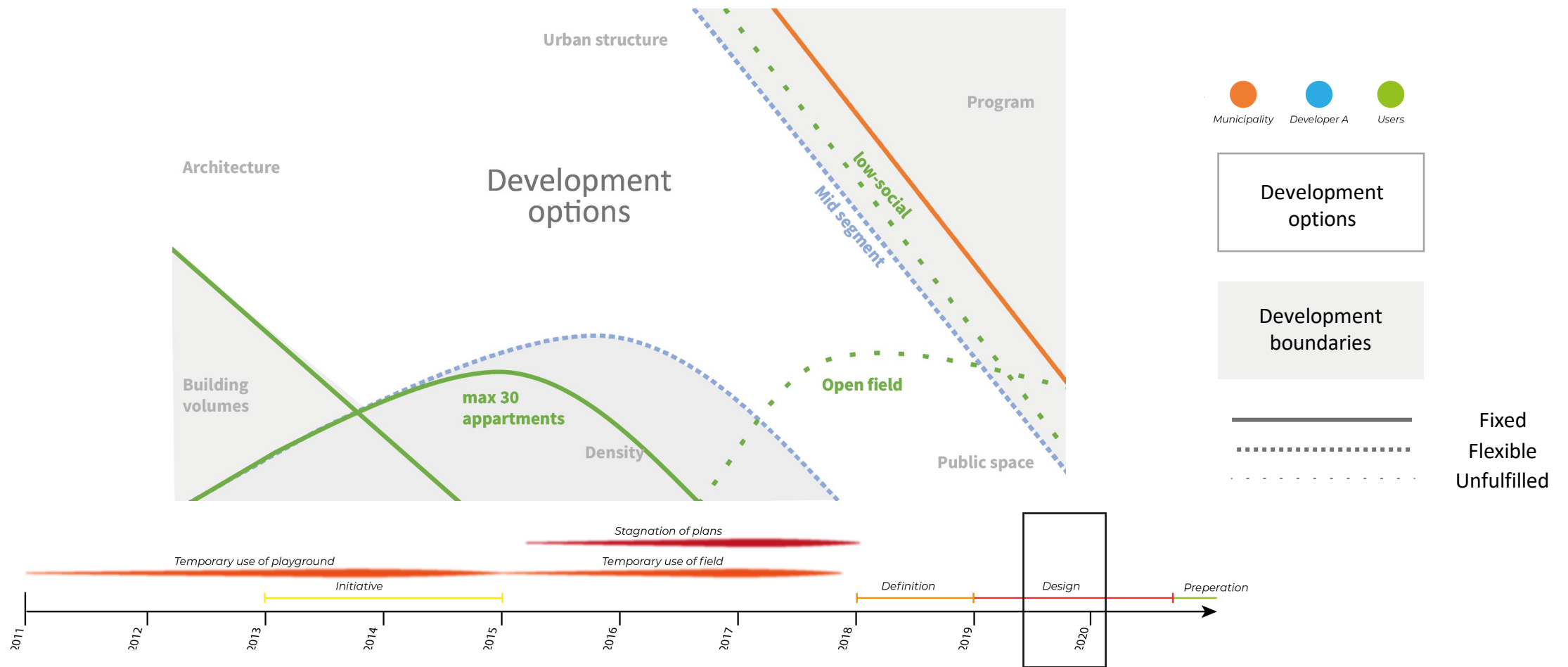
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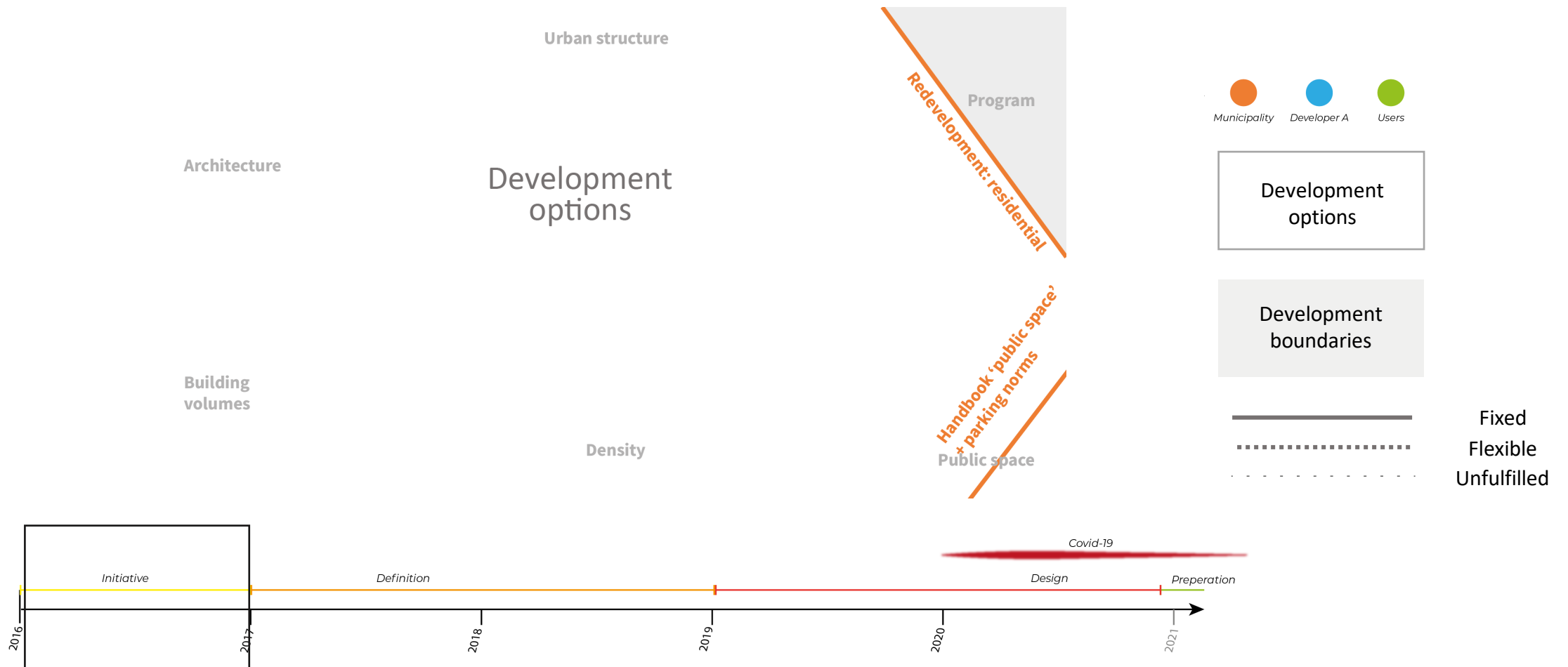




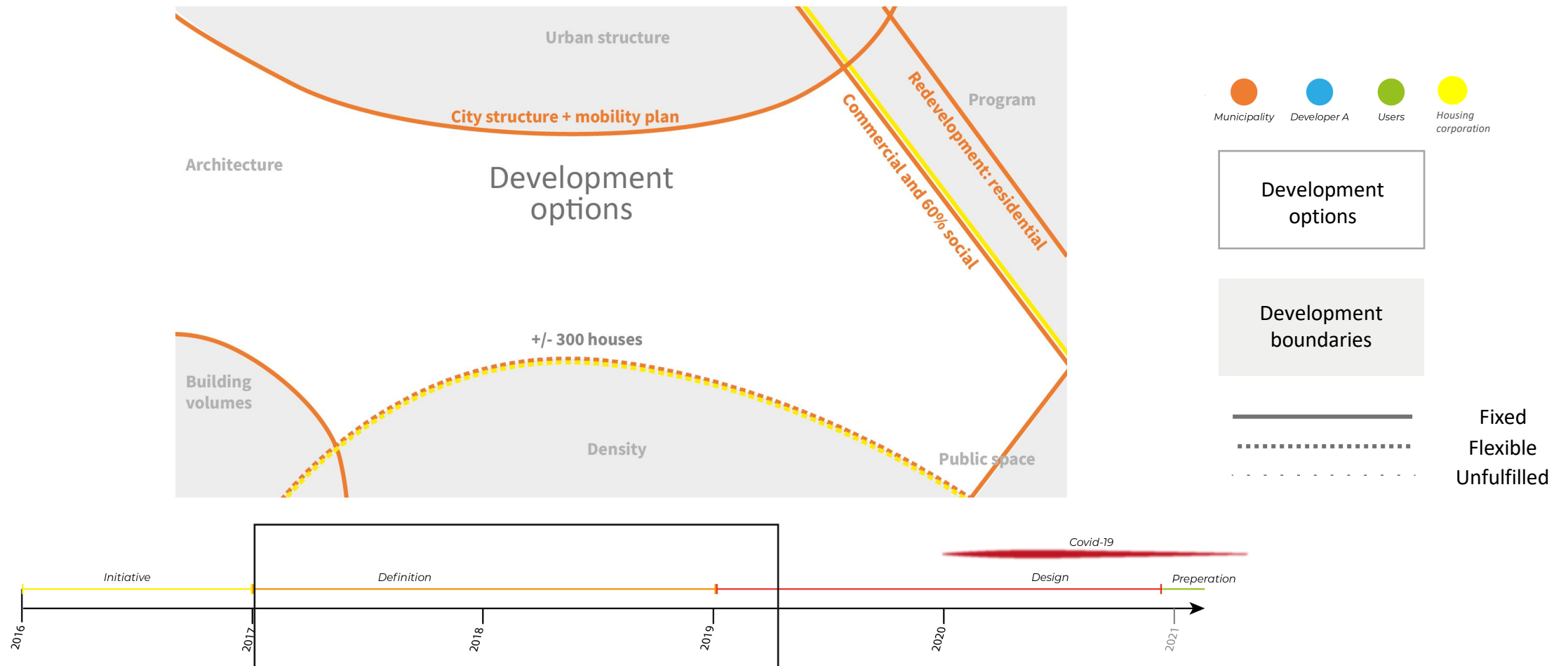
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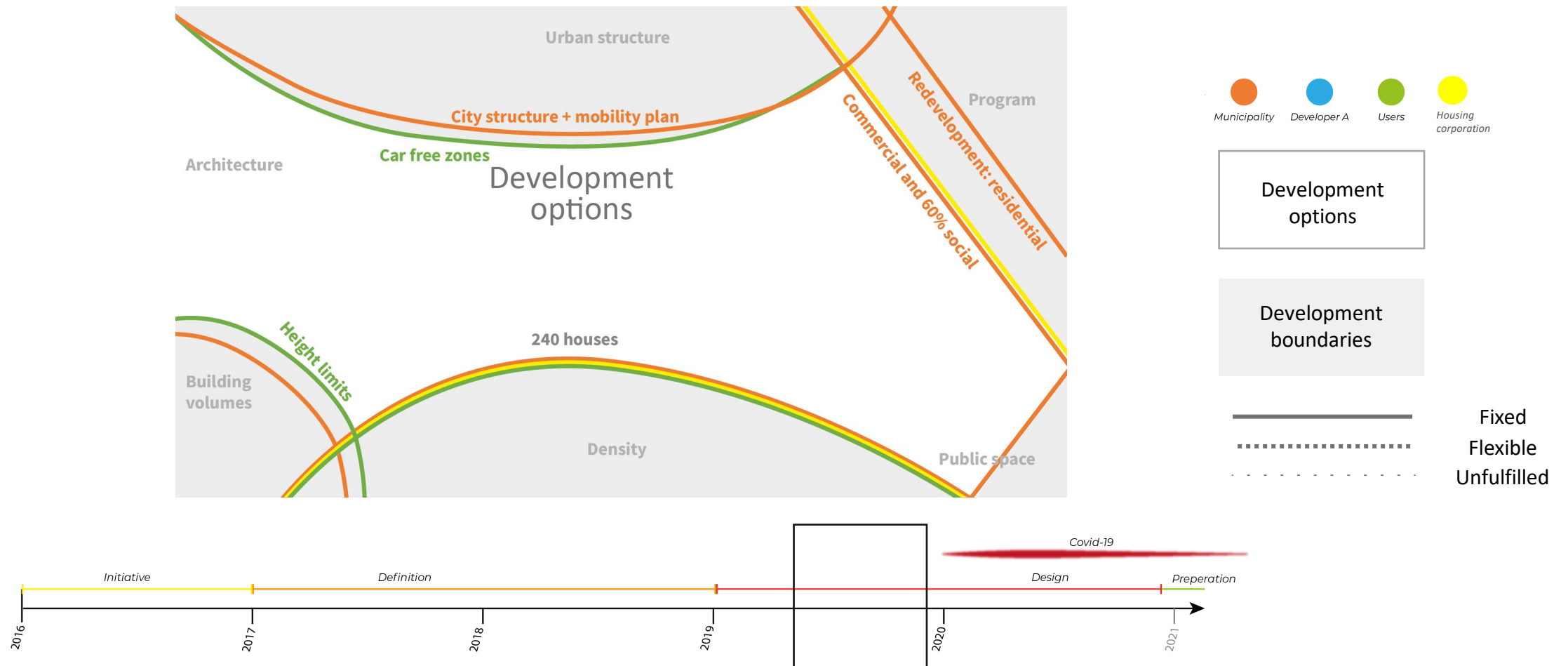
# Findings: Parkweg-midden



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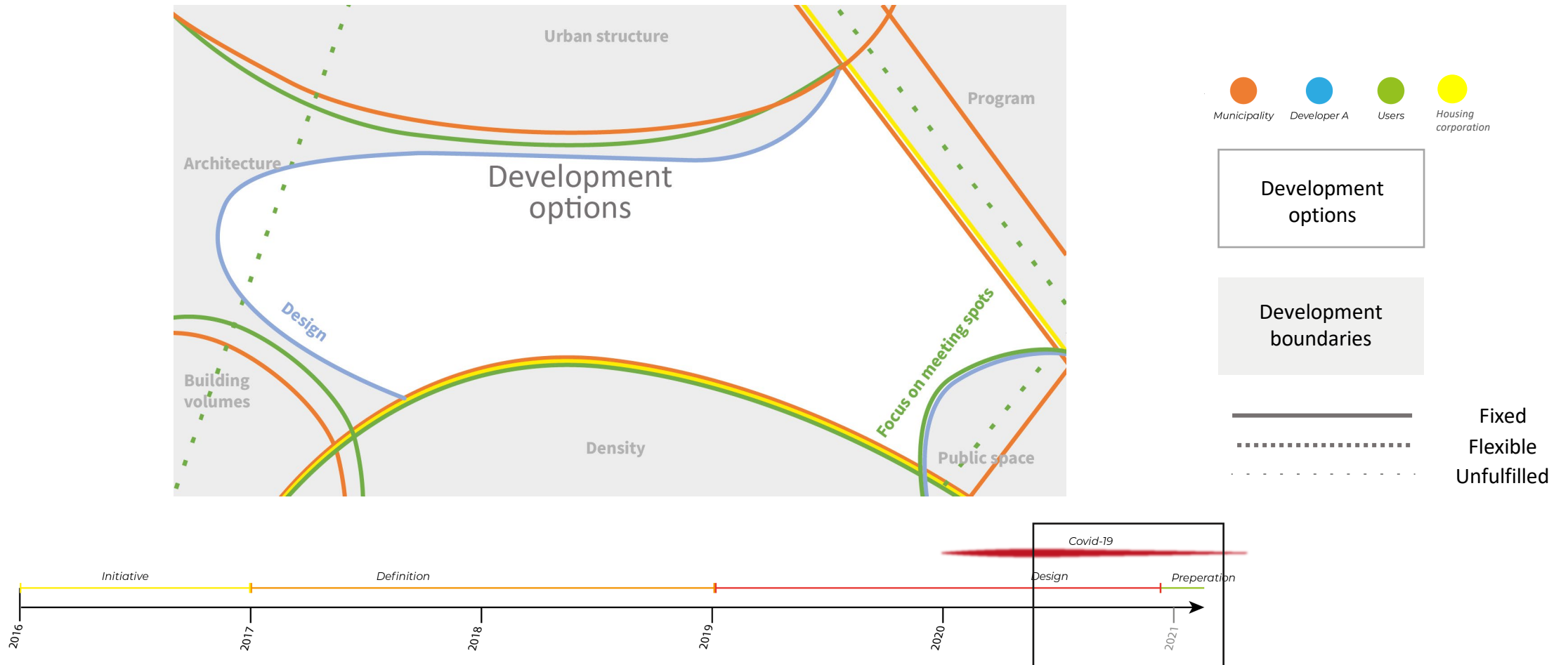
# Findings: Parkweg-midden



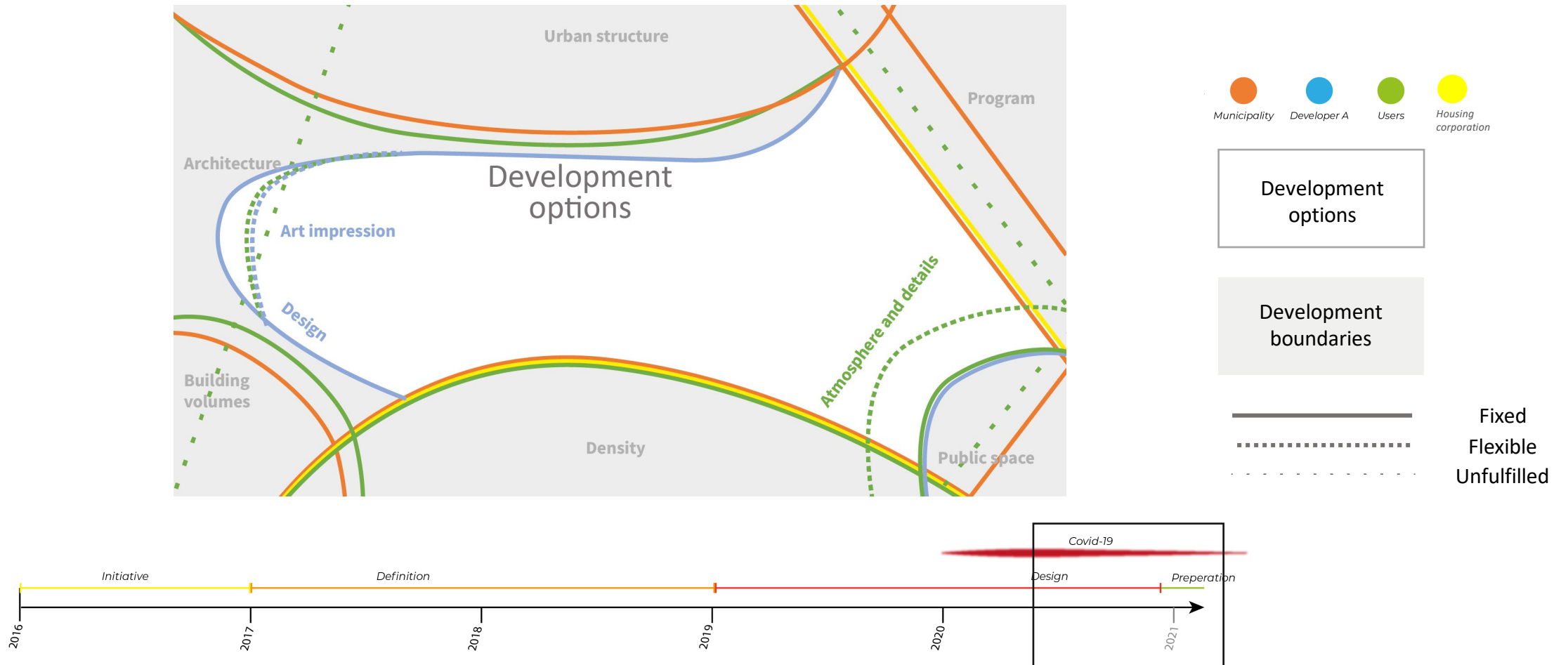
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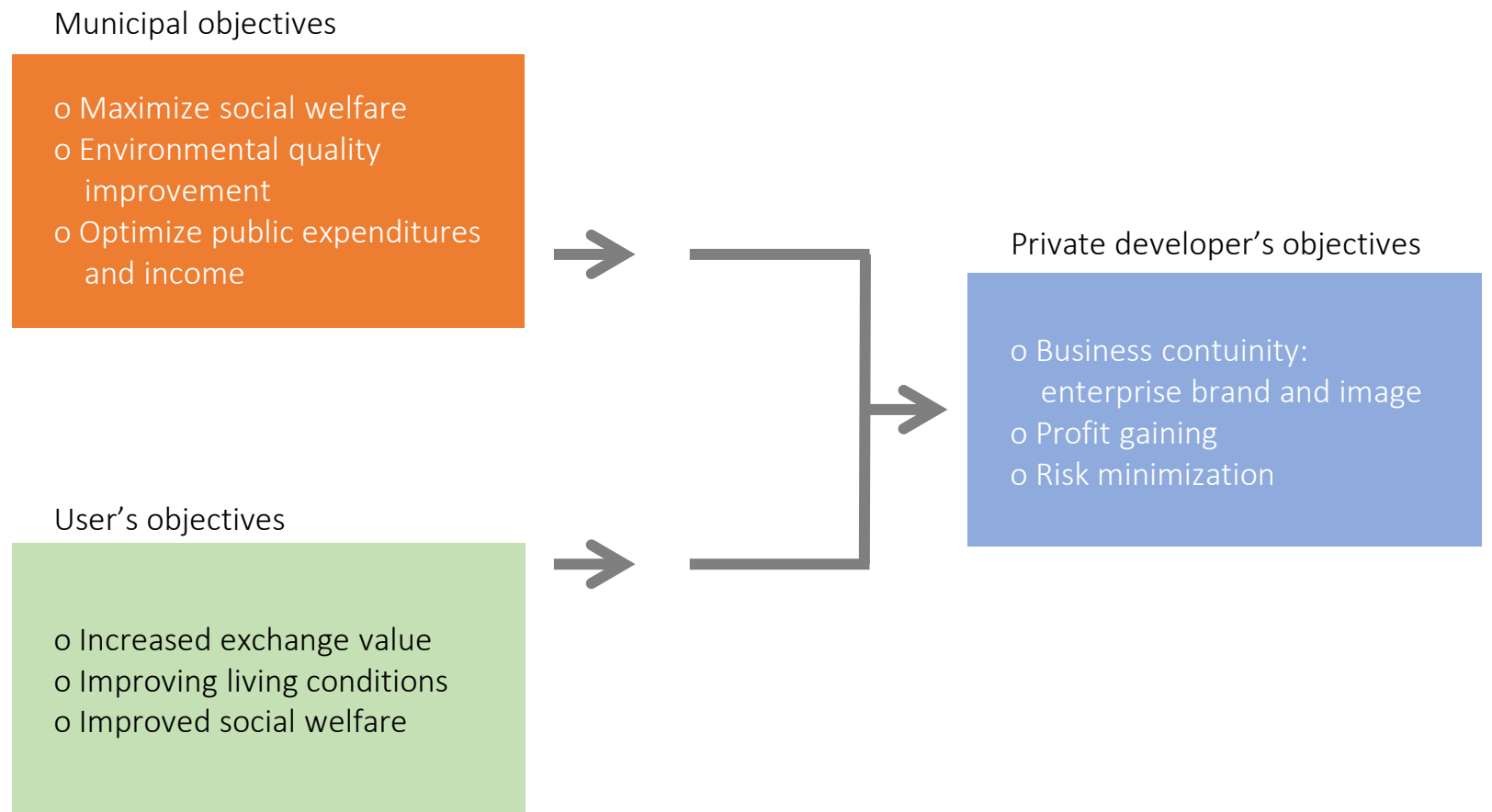


# Findings: Parkweg-midden



# Findings

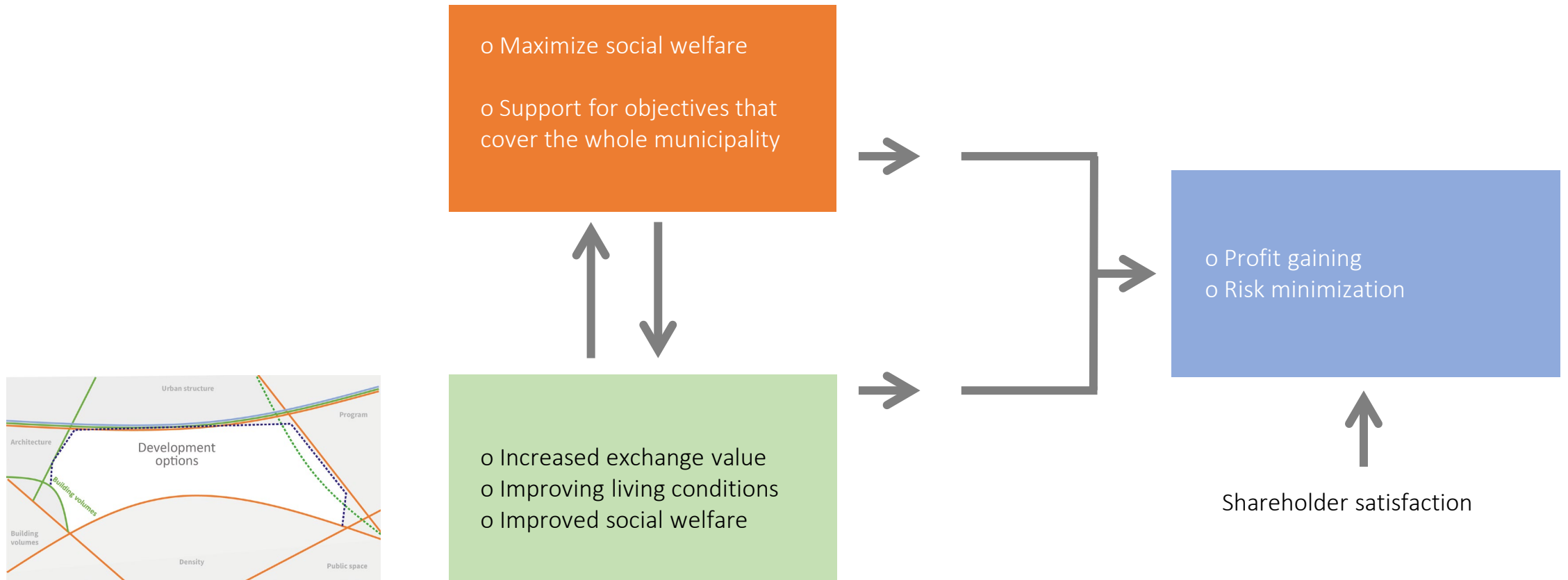
## SQ3: Alignment of objectives





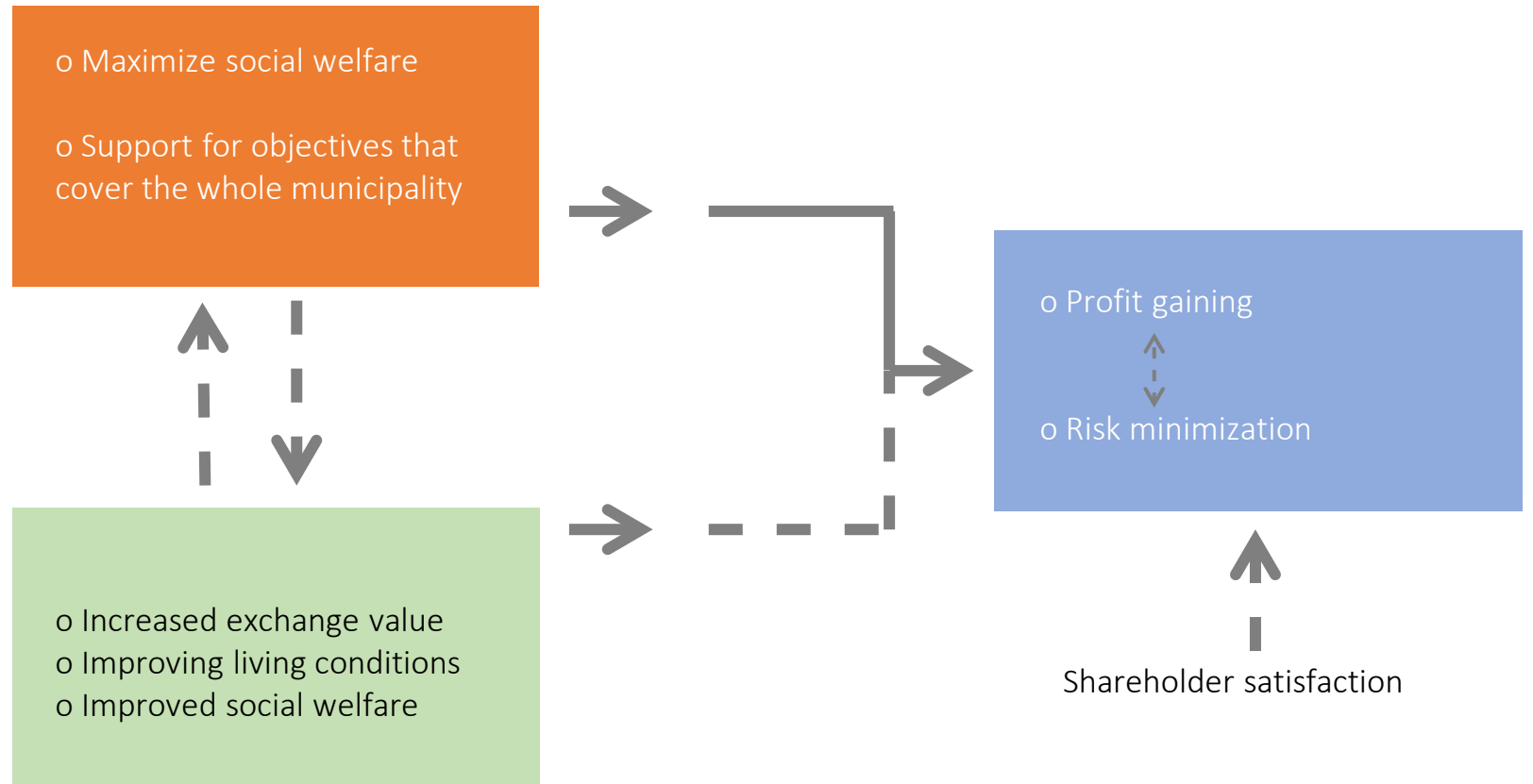
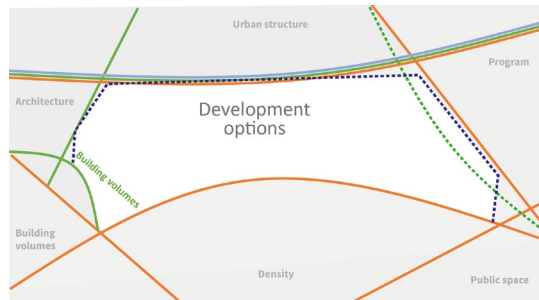
# Findings: Zijdebalen

## Alignment



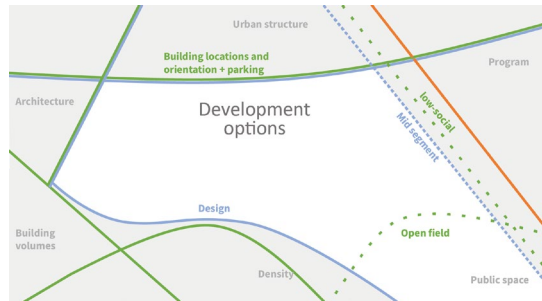
# Findings: Zijdebalen

## Misalignment



# Findings: Teding van Berkhoutlaan

## Alignment



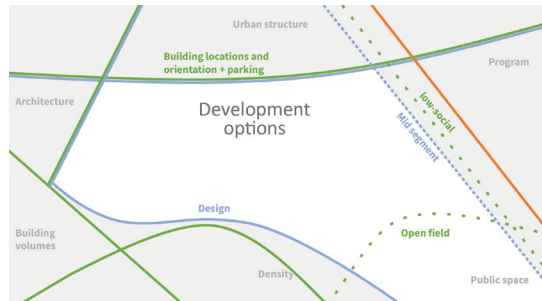
- o Maximize social welfare
- o Environmental quality improvement
- o Support for objectives that cover the whole municipality

- o Unaffected exchange value
- o Unaffected living conditions
- o Unaffected social welfare

- o Business continuity: enterprise brand and image
- o Risk minimization

# Findings: Teding van Berkhoutlaan

## Misalignment



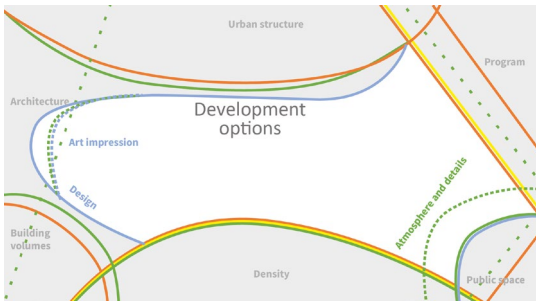
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# Findings: Parkweg-midden

## Alignment



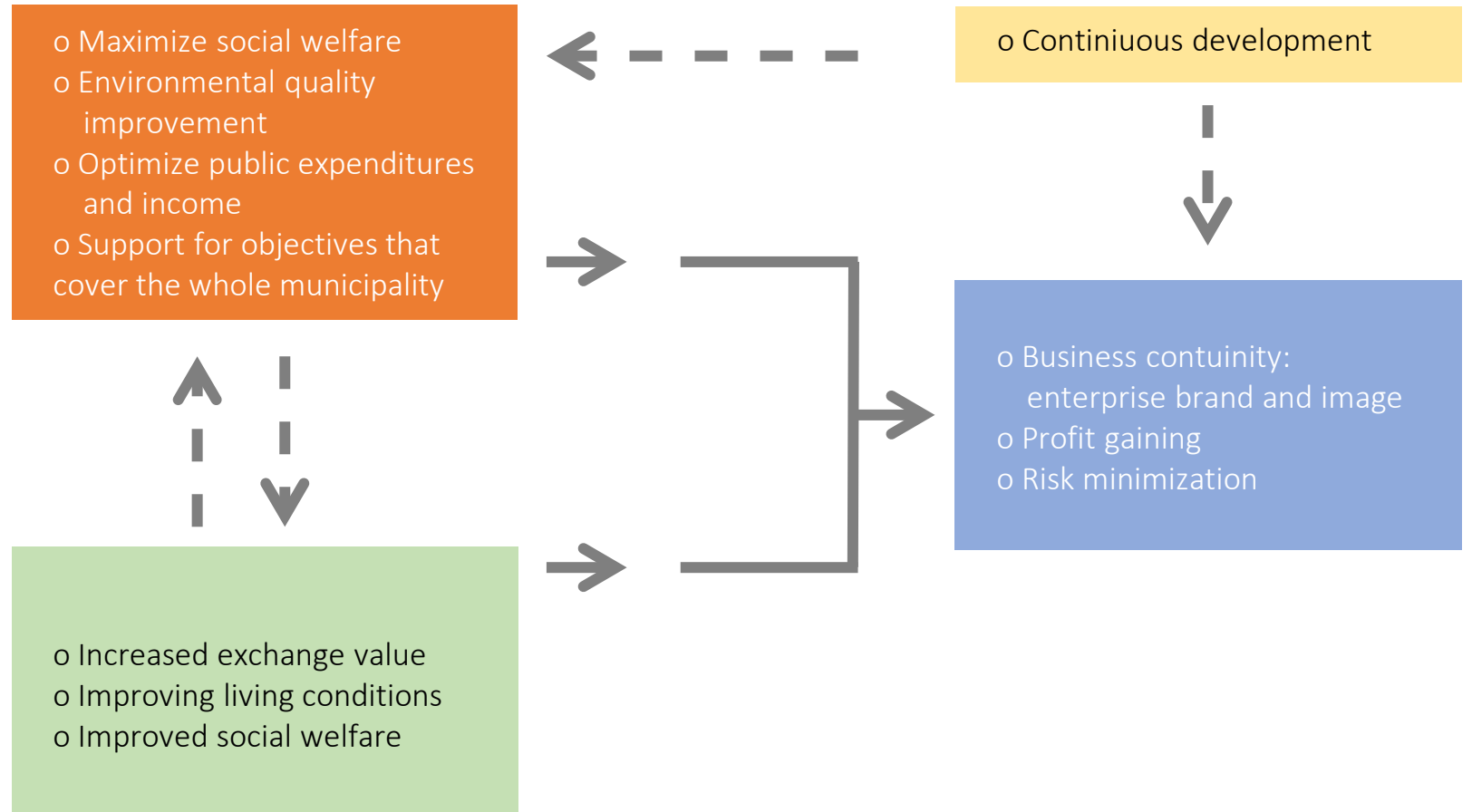
- o Maximize social welfare
- o Environmental quality improvement
- o Optimize public expenditures and income
- o Support for objectives that cover the whole municipality

- o Increased exchange value
- o Improving living conditions
- o Improved social welfare

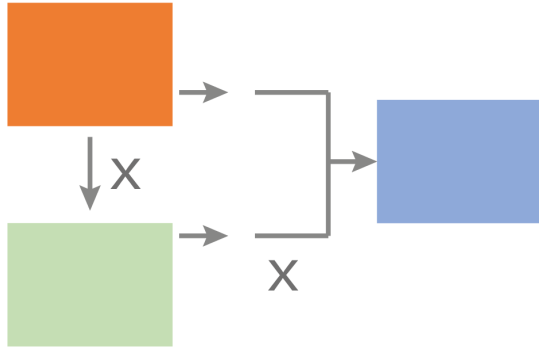
- o Business continuity: enterprise brand and image
- o Profit gaining
- o Risk minimization

# Findings: Parkweg-midden

## Misalignment



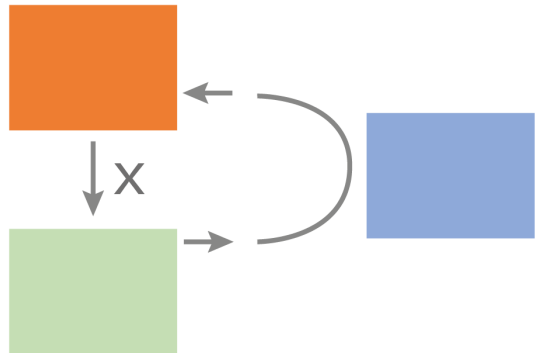
# Findings



## **(mis)match of objectives**

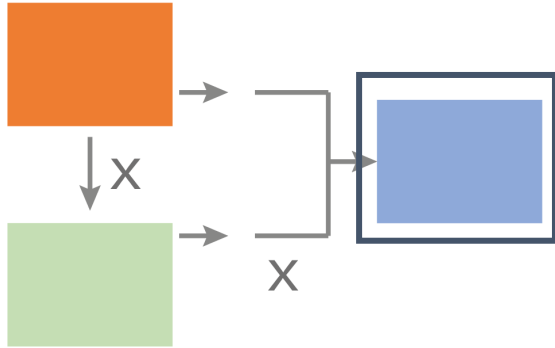
The objectives in the cases were never fully aligned

- Objectives that the municipalities have for the whole municipality often conflict with the objectives of local users
- The objectives of the users were never fully achieved



User involvement appears to be seen as a tool to get support for decisions that are not in line with the interests of users

# Allowances of (mis)alignment



## Priority of objectives

1. Profit gaining
2. Shareholder satisfaction
3. Risk minimization
4. Product delivery
5. Product quality
6. Customer satisfaction
7. Expanding
8. Business continuity
9. Market leadership
10. Brand building
11. Realizing common goals (with stakeholders)
12. Sustainability
13. Innovation
14. Break even

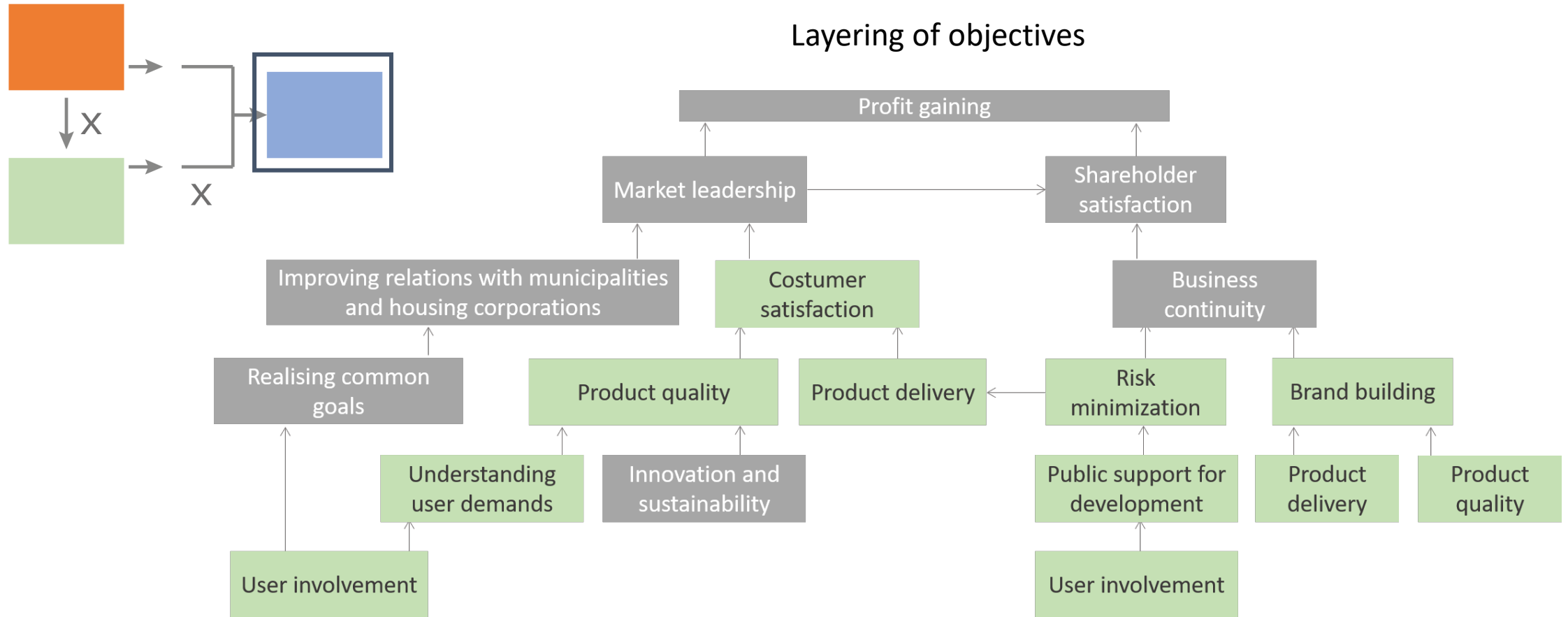
Geesing (2015)

Second round of  
Interviews  
- Developers

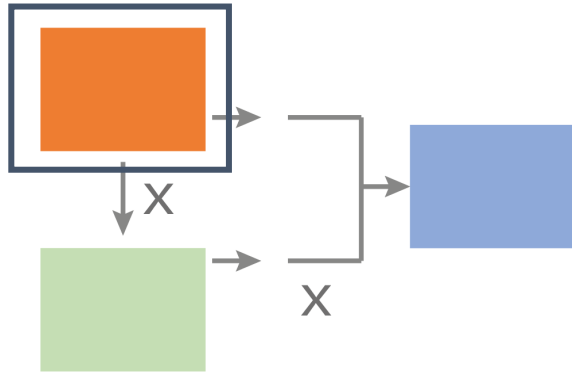




# Allowances of (mis)alignment



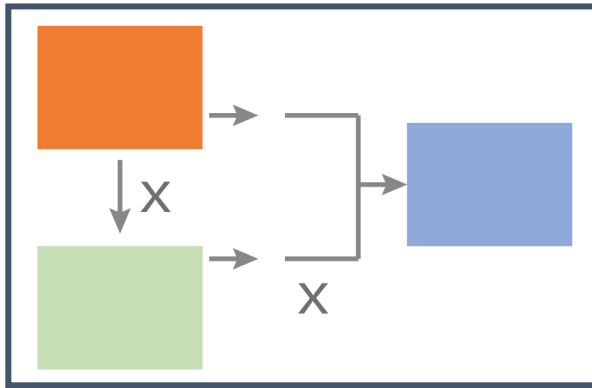
# Allowances of (mis)alignment



Increasing focus on social value creation

- Social value creation integrated in private investments
- Increased expectations from user involvement
- Fewer allowances of misalignment with users objectives

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Increasing focus on social value creation

- Social value creation integrated in private investments
- Increased expectations from user involvement
- Fewer allowances of misalignment with users objectives



So, developers need to estimate the risks misalignment bring in by predicting the support of municipalities and users

- Just as in a negotiation process<sup>5</sup>
- Game theory (scenario play) can help to explore everyone's demands, roles and power<sup>6</sup>.

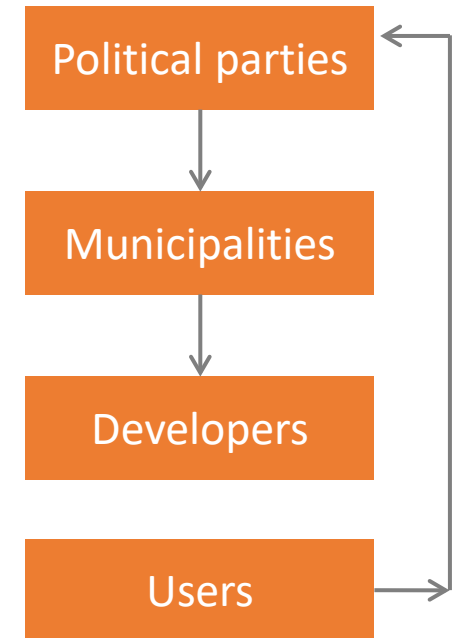
<sup>5</sup>Syme and Eaton (1989)

<sup>6</sup>Tan (2014); Glumac et al., (2010)

# Discussion

- **1. Boundaries defined**

- Municipalities set boundaries to achieve objectives for the whole municipality
- (local) user involvement indeed seems to conflict with democracy <sup>7</sup>
- Municipalities do not seem to use soft<sup>8</sup> means but set fixed boundaries to retain control over the end result, which leads to a limited shift of responsibilities<sup>9</sup>
- Serious lack of support: the boundaries of the municipality are flexible, in small measure



<sup>7</sup> Foley (2000)

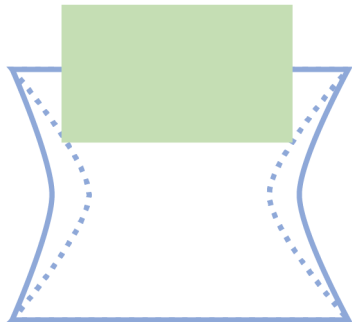
<sup>8</sup> Boeve and Groothuijse (2019); Lowndes and Sullivan (2014)

<sup>9</sup> Verheul et al. (2017)

# Discussion

- **1. Boundaries defined**

- Developers aim for long term business continuity over short term profit<sup>10</sup>. As long as the continuity of the project is ensured, the boundaries can be stretched.
- Users hardly define fixed boundaries, only when they appeal against plans.



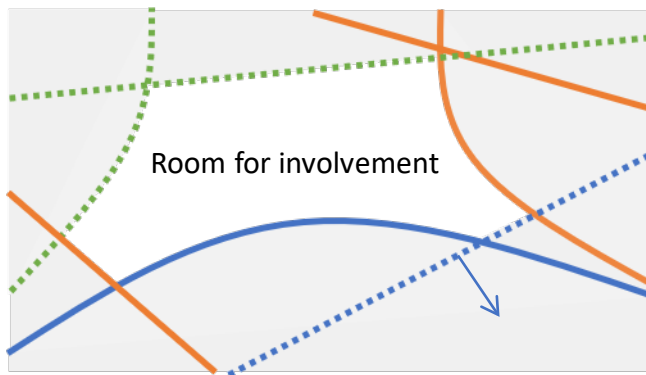
<sup>10</sup> Contradicting to Geesing (2015) and Mengerink (2015)

# Discussion

- 2. The room for involvement

More flexible than expected<sup>11</sup> and not necessarily bounded by boundaries

- Zijdebalen: users and developer explore development options together, before contracts are signed
- Teding van Berkhoutlaan: defined boundaries are flexible when there is lack of support
- Parkweg: users can be involved in the definition of boundaries as well



<sup>11</sup>Geesing (2015); van Wijnen (2020)

# Discussion

- Frustrated users

Users are never fully involved according to the advice.  
In all cases, they are frustrated, yet to different extends

Not necessarily lack of support.  
More frustatration is exepted when users believe that  
the development improves their living environment

	Zijdebalen (by municipality)	Zijdebalen (by developer)	Teding v.b.laan	Parkweg
✓ Acting according to expectations				
✓ Matching local culture				
✓ Balanced planning	X			
✓ Offering a variety of means				X
✓ Role integrity	X	X	X	X
✓ Flexibility	X		X	X
✓ Interaction	X	X	X	X
✓ Create and limit influence	X	X		X
✓ Constant involvement				X
✓ Project solidarity	X	X		X
✓ Participants can freely express their opinion	X		X	X

Van de Veen (2018), Lowndes and Sullivan (2004) and Rashidfarkhi et al. (2018)

# Discussion

- Frustrated users
- Gap public thinking and experts

There indeed is a gap between the users and the developers and municipal officials <sup>12</sup>.

Teding van berkhoutlaan: Misunderstanding sketches  
Parkweg: Use of jargon and not taken seriously

Surprising: in Zijdebalen, the gap was smaller due to a spokesperson

<sup>12</sup>Volmer et al. (2016); Mayer et al. (2005) 56



# Discussion

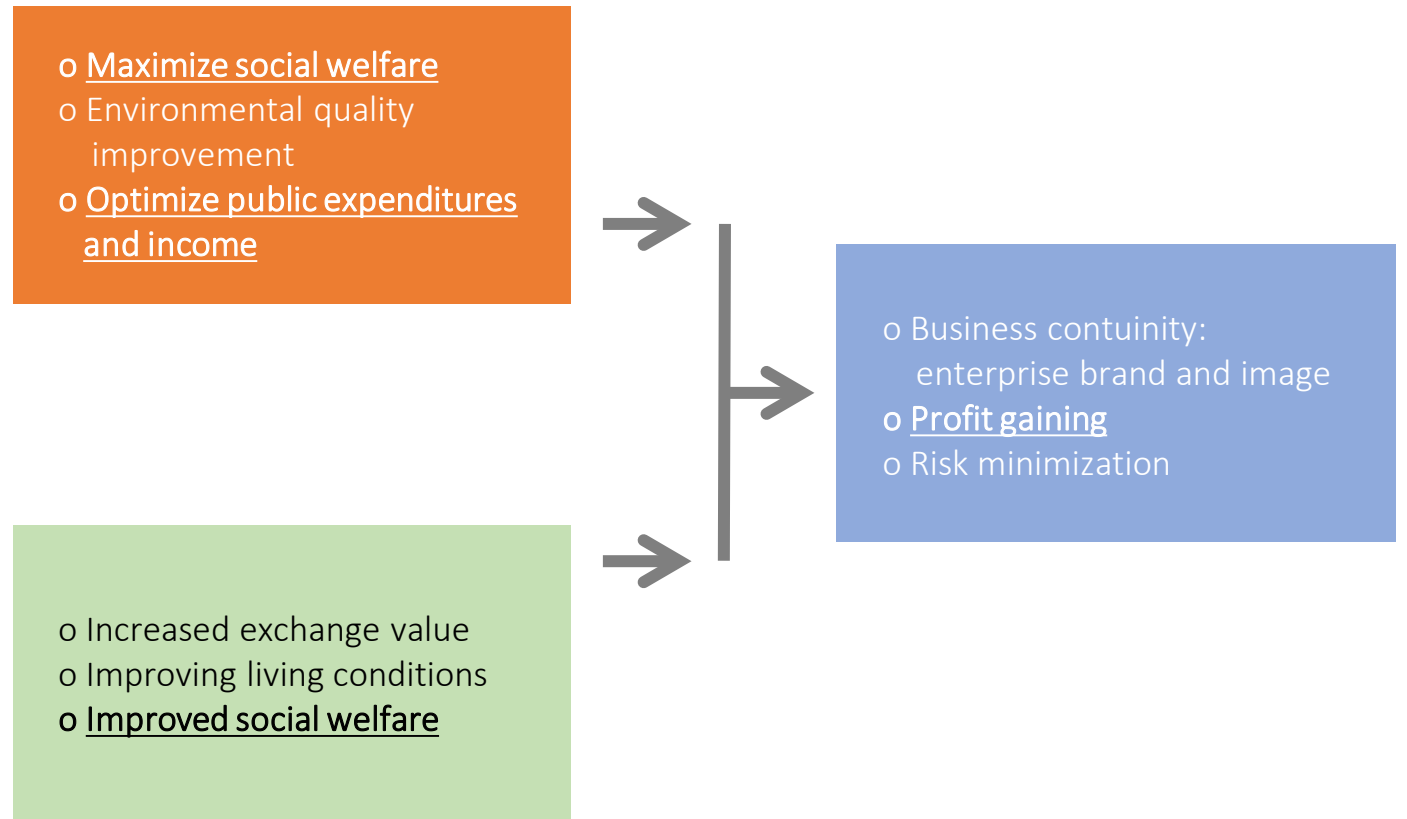
- Frustrated users
- Gap public thinking and experts
- Users not reached

Public accessible but no active attempts to reaching all.

The question arises if it is in the responsibility of developers to reach all users, when there appears to be lack of interests from some groups.

# Discussion

- 3. Alignment of objectives



# Conclusion

*To what extent do the development boundaries leave enough room for private developers to align user involvement with the objectives of users, the municipality and the developer themselves?*

1. How are development boundaries defined and by whom?

The municipalities start with

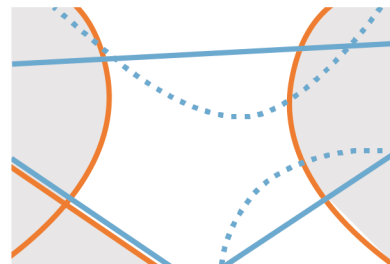
- Visions
- Legal restrictions

Often in line with what was democratically chosen



Private developers define boundaries

- to ensure feasibility of developments
- to have a negotiation position



Users define boundaries as well

- How and about what topics is different per project
- They are not simply fixed



# Conclusion

*To what extent do the development boundaries leave enough room for private developers to align user involvement with the objectives of users, the municipality and the developer themselves?*

2. What room is left for user involvement, for the developer?

The room for involvement is the development options users can be involved about



It depends on the project when users were involved and how many boundaries were already fixed or could be defined by them



The boundaries of the developers could be changed when the room for user involvement was not enough



# Conclusion

*To what extent do the development boundaries leave enough room for private developers to align user involvement with the objectives of users, the municipality and the developer themselves?*

3. To what extent are user involvement processes aligned with objectives of each party?

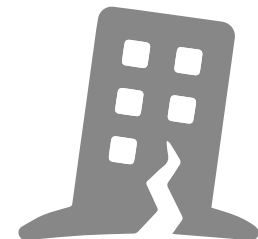
For municipalities, user involvement can be used to get support for broader objectives



For developers, the support of the municipality seems to be more important than that of the users, although both would be best: in the future this will become more important

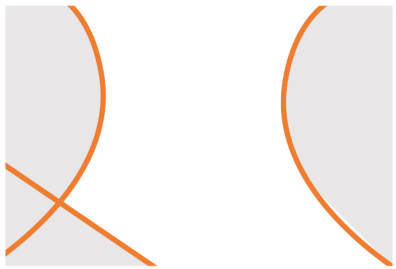


For users, it is most important that new developments would not harm their current living environment

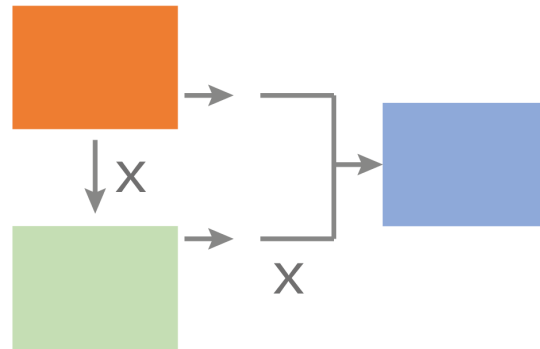


# Conclusion

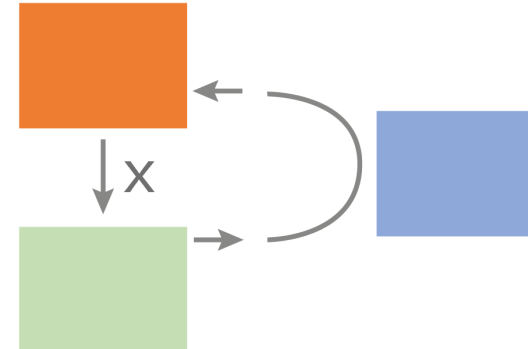
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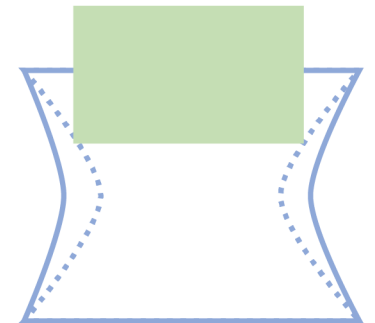
Municipalities start with fixed boundaries, before developers take the lead



Then, conflicting demands, so no full alignment



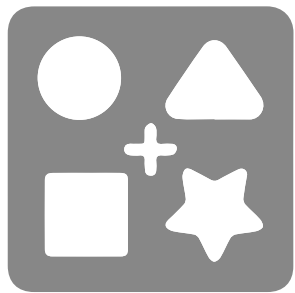
User involving for support or finding consensus



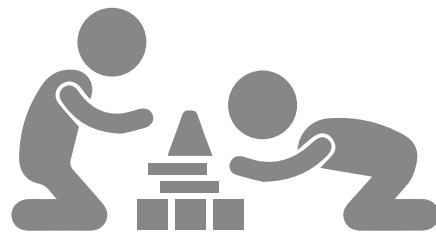
Flexible boundaries, As a negotiation technique

# Practical recommendations

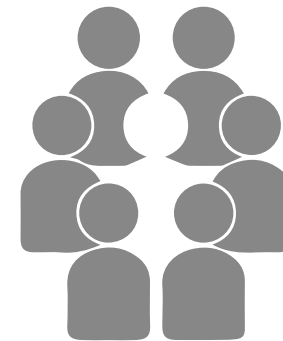
First explore the needed room for involvement,  
then consider the flexibility of development boundaries



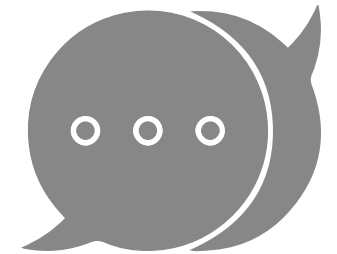
With boundaries come responsibility:  
- make clear agreements about who is in control  
- explore decision making and consequences



Continuous and complete user involvement  
- Make sure to reach all users  
- Spokesperson or local professional



Explain, listen and discuss:  
Involvement is a dialogue



# Questions?





# Research recommendations

- Quantitative research to validate the findings
- Negative side effects user involvement
- Political changes
- Application game theory for developers
- Checklist to prevent frustrated users

# Relevance

- Social potentials of urban renewal
- Empowered society
- Synthesis of perspectives of stakeholders
- Objectives of stakeholders
- Limiting factor of boundaries
- Exploring approaches
- Lessons learned

# Co-creation

- Co-creation as example of successful user involvement
- Still uneven power balance
- Dependency on fundings, governments and goodwill
- Not for all types of users

# Lessons learned

- Early involvement can lower risks (Zijdebalen)
- Radio silence is harmful for the support for plans (Teding van Berkhoutlaan and Zijdebalen)
- Process is more important than end result (Teding van Berkhoutlaan)
- Involving users about public space offers many opportunities to align with each objective (Parkweg)
- Demands not heard earlier lead to risks later (Parkweg)
- User involvement can help to get support for fixed boundaries (Zijdebalen and Teding van Berkhoutlaan)
- Matching the involvement to the characteristics of the users is important to truly minimize risks (Parkweg)

# Reflection

- Narrowing down was difficult
- Broad research: complete understanding of all influencing factors in user involvement processes
- Less applicable for concrete results: objectives not SMART
- COVID: easier to make appointments
- COVID: harder to share thoughts

# Discussion

- **Critical involvement moments**

Involvement before decisions are fixed.  
But even later involvement is still valuable to find compromises for mismatching demands

