

A look into private-led participation.

*Navigating **shifting responsibilities** between private developers and municipalities in urban redevelopment projects.*



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“Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”

— **Jane Jacobs, *The Death and Life of Great American Cities***

Preface and acknowledgments

This thesis examines the evolving roles of private developers and municipalities in private-led participation processes within urban development projects. It aims to contribute to the growing body of research that explores the balance between public interests and private sector involvement in shaping urban environments. By analyzing several case studies, the research uncovers how private developers are increasingly taking the lead in citizen participation processes, while municipalities shift toward a more guiding and regulatory role.

Throughout this research, I engaged with multiple case studies, conducted interviews with key stakeholders, and analyzed documents and frameworks to identify emerging trends in public-private collaboration within private-led participation. This process provided a comprehensive understanding of the complexities involved and highlighted best practices for such collaborations.

This research was conducted as part of the Master's program in Architecture, Urbanism, and Building Sciences, within the Management in the Built Environment track, at Delft University of Technology. It aligns with the institution's broader goals of advancing sustainable urban development.

I would like to extend my heartfelt thanks to my supervisors, Dr. Yawei Chen and Mr. Fred Hobma, for their expert guidance and thoughtful feedback throughout this research. Their insights and support were instrumental in shaping this work. I am also grateful to the members of my thesis committee for their valuable input, which helped refine the research at key stages.

I would like to express my sincere appreciation to the individuals and organizations who participated in my interviews and provided valuable insights into the case studies. Their openness and willingness to share their experiences were critical to the success of this research.

Finally, I want to express my deepest gratitude to my family and friends, whose encouragement and understanding sustained me throughout this journey. Their unwavering support gave me the strength to see this project through to completion.

Personal motivation

My motivation to write about citizen participation stems from a personal commitment to social justice and equity. I believe it is important that everyone's voices are heard and considered. Participation processes, if carried out well, could contribute to considering people's voices in processes that directly affect them. Also, I find it beautiful that cities are shaped by different actors coming together, but especially by the ones that use the city, which are the citizens that live there.

During the Bachelors Architecture and the Built Environment there was a big focus on the tangible side of buildings, such as the design, technique and context. However, that context was much more about the surrounding buildings than on the surrounding social fabric and the people. Therefore, I followed a minor in urban and regional planning at the university of Amsterdam, where the social aspects of planning were discussed. I was introduced to Arnstein's participation ladder and the contributions of Jane Jacobs. Jacobs' emphasis on the vitality of local communities and her advocacy for organic, community-driven urban planning deeply resonated with my interest in the intangible and social aspects of urban development.

The synthesis of my Bachelor's degree in Delft, which centered on tangible urban development, with my Minor at the University of Amsterdam, which delved into the intangible elements, inspired me to study Management in the Built Environment, where the people side really come together. Within the Masters we got introduced to stakeholder collaboration and the importance of trust as a base for all interaction. Therefore, I truly believe in the power of collaboration within participation processes. It's not one actor who will make or break the participation process, but rather the different stakeholders involved coming together and finding common ground to make it work.

Furthermore, having worked at a real estate development firm, I encountered participatory processes organized by private developers, witnessing both the significance and the challenges. I have seen the motivation of professionals decline when these challenges emerged and the participation became another burden to tackle. However, I have also seen the interaction, the sharing of ideas with stakeholders and citizens that has sparked enthusiasm in many professionals when developing projects. The underlying essence is that when developing a project in collaboration with others, being able to rely on different views and be inspired by others, is what makes it special.

I am aware of the rising significance of participatory processes due to societal and regulatory changes. With the emergence of a new act, placing greater responsibility on developers to organize participation, private-led participation is becoming significantly important to study. In light of this, my research aims to uncover the essence, barriers, and enablers associated with private-led citizen participation, with the goal of providing insight into these matters and contributing to the development of frameworks for private-led citizen participation processes.

Abstract

Abstract: In recent years, there has been a notable shift towards increased citizen participation in society, both globally and within the Netherlands. Concurrently, urban development has undergone a notable shift towards a more private-led orientation over the decades. This shift is evident in the expanding responsibilities of the private sector, particularly project developers, which now extend beyond traditional boundaries. One manifestation of this transformation is the increasing organization of citizen participation by private developers, referred to as private-led participation, highlighted by the new Environmental and Planning Act implemented in January 2024. As responsibilities evolve and the lines between the public and private sectors blur, there is a noticeable convergence of objectives and actions. This growing interdependence in private-led participation processes calls for greater collaboration across organizational boundaries between developers and municipalities. Despite these developments, limited academic research and practical tools address the evolving roles of public and private actors and their collaboration in private-led participation processes. Therefore, this study aims to explore the changing roles of private developers and municipalities in private-led citizen participation processes. Specifically, it seeks to investigate how these stakeholders can collaborate to facilitate private-led citizen participation. The primary method for this study will be qualitative research, involving a comprehensive literature review and multiple case studies within the Municipality of Amsterdam. This approach will include document analysis along with in-depth interviews with developers and municipalities. The study aims to provide practical recommendations for enhancing collaboration between private developers and municipalities in the context of shifting roles, ultimately facilitating private-led participation processes. The research concludes that with developers increasingly taking the lead in managing private-led participation processes, municipalities remain crucial roles in setting the stage, providing guidance, and offering strategic oversight. Collaboration between the two requires separate but also shared responsibilities, clear role definitions, early engagement, transparent communication, clear preconditions and capacity building to ensure private-led citizen participation.

Keywords: Changing roles, Private sector, Public sector, Developer, Municipality, Citizen participation, Private-led citizen participation, Cross-sector collaboration, Urban redevelopment projects

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Glossary

Urban redevelopment: Demolition and reconstruction or substantial renovation of existing buildings or infrastructure within urban infill areas or existing urban service areas.

Citizen participation: The process of citizens being involved in the decision-making of urban development projects, where resident input is taken into consideration throughout the project.

Private sector: This sector can be regarded as the market, working separately from the government. This includes developing parties (developers) and investors.

Public sector: This sector can be regarded as governmental parties, associated with the state.

Roles: A coherent set of organizational tasks and associated management measures carried out by actors involved in urban development projects.

Private-led development: Privately-driven urban development involves, among other things: a formal unbundling of public and private roles (by agreement), but at the same time a lot of 'informal' interaction between the parties.

Private-led participation: Participation organized by private parties, within this research by private developers.

Governance: A network of public, private, and societal organizations collectively carries out government policies.

Collaboration: Collaboration between public and private actors in urban redevelopment projects is reflected in the roles each sector plays within the process.

Cross-sector collaboration: the linking or sharing of information, resources, activities, and capabilities by organizations in two or more sectors to achieve jointly an outcome that could not be achieved by organizations in one sector separately (Bryson et al, 2015).

Formal collaboration: Involves structured partnerships with legally binding agreements and clear frameworks for decision-making and resource allocation.

Informal collaboration: Entails spontaneous interactions lacking explicit agreements, often relying on personal relationships and shared interests.

Executive summary

Introduction

Citizen participation is increasingly central to societal governance, especially in urban development. The Netherlands, along with other countries, is experiencing a shift towards more **active and vocal citizenship**. Citizens now seek greater involvement in decision-making, driven by the need for transparency and the growing interdependence between public, private, and civil sectors.

In urban development, this trend is particularly significant, as citizen engagement is seen as crucial for sustainable planning outcomes. Historically, participation has been government-led, but there is a growing emphasis on **private-led participation**, especially with the **Environmental and Planning Act (2024)** in the Netherlands. This legislation mandates that private developers involve citizens early in project planning, prior to submitting permits, emphasizing the need for a more structured, participatory approach. Despite its potential benefits, research and tools focusing on private-led participation remain limited. This research explores the collaborative role between municipalities and private developers in facilitating private-led citizen participation in urban (re)development.

Problem Statement

The shift towards private-led citizen participation in Dutch urban planning lacks sufficient academic exploration, particularly regarding the roles and collaboration between public and private actors. While participation led by public authorities has been studied extensively, there is limited guidance on how private developers organize and manage citizen participation. This research aims to fill that gap by investigating the roles of developers and municipalities, identifying barriers and enablers, and proposing best practices for collaboration in private-led participation processes.

Research Questions

The research focuses on understanding the roles and collaboration between private developers and municipalities in private-led participation processes. The main research question is: ***What are the changing roles of private developers and municipalities, and how can they collaborate to enable private-led citizen participation processes in urban (re)development projects?***

The sub-questions are:

1. *What roles do private developers and municipalities play in private-led citizen participation processes?*
2. *What are the barriers and enablers encountered by developers in private-led citizen participation processes?*
3. *What practices facilitate collaboration between private developers and municipal authorities in private-led citizen participation processes?*

Literature review

The literature review examines the shifting roles of public, private, and community actors in urban development, particularly focusing on the rise of private-led citizen participation processes. Traditionally, state-led participation framed how citizens engaged in urban planning, but with the increasing prominence of private developers as initiators, there is a need to reassess how participation unfolds. The review outlines that private developers, under evolving policies and regulations, are now required to organize and lead citizen participation processes. This shift reflects broader changes in urban governance, where the boundaries between public and private roles are increasingly blurred. Municipalities, which previously held central control

in participation processes, now take on facilitative, regulatory, and framework-setting roles, overseeing that private initiatives align with public interests.

Key barriers to participation in state-led processes, drawn from the literature, include budget and capacity, information and knowledge deficiency, unclear rules, distrust and conflicting interests, dominating vocal groups. Enablers in such processes involve diversity in participation techniques, timing, aligning expectations and goals, establishing dialogue, analysis of actors beforehand. Furthermore, attention is given to how these traditional challenges and enablers in state-led participation may persist or evolve as developers take the lead in participation. It is expected that unclear policy frameworks, poor communication between public and private actors, and trust issues could act as barriers in private-led participation processes. Enablers for private-led participation include strong policy guidance from municipalities, early and transparent communication from developers, and mutual trust-building between all actors involved.

Furthermore the review explores organizational and managerial roles in private-led development, emphasizing the interdependence of actors and the importance of both formal and informal interactions in private-led processes. It highlights the managerial tools that both public and private sectors can use to shape and influence private-led processes, including regulatory, stimulus, and capacity-building instruments. As the market takes a lead role, developers are called to focus on long-term societal and sustainable outcomes, reflecting a shift towards social entrepreneurship. The literature provides a foundation for further empirical research, which will assess how these theoretical roles play out in private-led participation practice. The variables identified in the literature, such as management activities, soft relational aspects, and barriers and enablers of state-led participation will be analyzed in real-life case studies to understand the dynamics of private-led participation processes more deeply.

Methodology

This study adopts a qualitative multi-case study design to explore the evolving roles of municipalities and private developers in private-led citizen participation processes. The data collection methods include: explorative interviews with stakeholders from the public and private sectors to gain initial insights; a literature review to identify theoretical frameworks and concepts, semi-structured interviews with key stakeholders (developers and municipal officials), offering in-depth qualitative data; and document analysis of policy and project-related documents to complement interview findings. The sampling criteria ensure the selection of cases involving private-led participation without legal requirements, focusing on private-led participation barriers and enablers, the roles of private developers and municipalities within this process, and how they collaborate in facilitating participation. Three distinct development projects in Amsterdam were selected, which are Cruquiseiland, Barrio Lobi, and KPN centrale.

For data analysis, thematic analysis was applied using a combination of predetermined and emerging themes. The steps included familiarizing with the data, systematically applying predefined codes, identifying new themes, and refining and naming themes. Atlas.ti software was used for coding the interview data. Key themes focused on the roles of municipalities and private developers, as well as the barriers and enablers in private-led participation processes. Thematic synthesis involved integrating interview findings into broader theoretical frameworks and comparing empirical data with literature in a secondary analysis. This process helped validate and expand on existing theories regarding private-led urban development. The study's aim is to identify best practices, challenges, and collaboration dynamics, contributing to a better understanding of private-led participation in urban development practice.

Results

The Cruquiuseiland project underscores the importance of establishing clearly defined roles and preconditions in private-led participation processes. Early engagement by both Amvest and the municipality in setting these preconditions contributed to a smoother project progression. The collaboration was built on mutual trust, a shared commitment to long-term quality, and the municipality's facilitative land policy. This shift in policy required the municipality to adopt a more collaborative role, supported by the creation of the "rule card," which provided a flexible framework. This framework enabled Amvest to take on greater responsibility, including organizing the participation process, and allowed both Amvest and the municipality to adapt to evolving needs while remaining aligned on key objectives. The Cruquiuseiland project demonstrates the potential of well-defined, trust-based collaboration in private-led participation processes.

In contrast, the Barrio Lobi case highlights the complexities inherent in private-led participation, largely due to the distinct roles of the municipality and the developer, Wonam. The municipality's active land policy established a clear separation of responsibilities, placing the municipality in a more controlling than collaborative role. This approach created challenges for residents, who struggled to understand the developer's role and often anticipated more direct involvement from the municipality. The presence of multiple developers within the area added layers of communication complexity, leading to confusion among residents. Additionally, the neighborhood's unique demographic, which included vulnerable groups, called for a tailored, context-sensitive approach to participation. These factors collectively underscored the challenges of balancing control and collaboration in private-led participation, particularly within sensitive community contexts.

The KPN Centrale case exemplifies a private-led participation model that sought to balance developer goals and resident input while aligning with evolving municipal policies. Here, the municipality's facilitative land policy and the developer's land ownership positioned the municipality in a collaborative, supportive role rather than a directive one. This arrangement empowered the developer to lead the participation process, with the municipality providing oversight, guidance, and resources to enhance stakeholder engagement. While this dynamic fostered active community involvement and facilitated resident input on preferences like housing types that diverged from new municipal policies, it also created challenges. Residents sometimes found it difficult to grasp the municipality's advisory role, prompting the municipality to ensure its visible presence at participation sessions. By clarifying its advisory stance and responding to community questions, the municipality aimed to build transparency and trust. The KPN Centrale case illustrates how private-led participation, backed by municipal collaboration and facilitative policy, can effectively address a range of stakeholder interests, requiring flexibility, mutual understanding, and clearly communicated roles.

The choice between active and facilitating land policy impacts the municipality's role in private-led projects. Active land policy provides more leverage for the municipality to influence participation and ensure that public values are incorporated, while facilitating land policy emphasizes support and collaboration with private developers, potentially leading to a more facilitative approach to citizen engagement. This is also evident in the cases to be discussed, where Cruquiuseiland is a facilitative land policy and the municipality had a more collaborating stance towards the developer in order to exert some influence. However, for Barrio Lobi, which is active land policy, the municipality has more leverage to influence the project.

Together, these three cases underscore both the strengths and limitations of private-led participation in urban redevelopment. They reveal how different municipal land policies—whether facilitative or controlling—significantly influence the level and type of collaboration achievable between developers and municipalities. A trust-based, facilitative approach appears to support smoother project progression and clearer role definitions, while a more controlling approach, although protective of public interests, may pose challenges in fostering direct community engagement and trust. These findings set the stage for further

cross-case analysis in the discussion, which will explore the broader implications of these varied collaboration dynamics on urban redevelopment and private-led participation.

Discussion

The discussion synthesizes findings from three case studies—Cruquius Eiland, Barrio Lobi, and KPN Centrale—highlighting key barriers and enablers in private-led citizen participation processes.

1. Roles of the developer and municipality

The developer typically takes a leading role in organizing and driving the private-led participation process. They are responsible for ensuring that participation aligns with project goals and community needs. The effective management of timelines, resources, and stakeholder engagement falls primarily on the developer. The municipality plays a crucial role in shaping and guiding the participation process, even though they may not lead it. Their responsibilities include facilitating communication between the developer and residents, setting clear expectations, and ensuring that public interests are considered throughout the project. The discussion emphasizes the importance of clear delineation of roles to prevent confusion and enhance accountability.

In cases like Cruquius, where the municipality followed a facilitative land policy, their role was more collaborative, working closely with the developer to achieve mutual goals. This collaborative dynamic was also present within the KPN Centrale, where the municipality also followed a facilitative land policy. In contrast, the Barrio Lobi case presented a more complex dynamic due to the municipality's active land policy, where the developer had to initially navigate the participation process independently. This variation highlights how context and land policies influence the roles and collaboration dynamics between developers and municipalities within private-led participation processes.

2.1 Barriers to Private-Led Participation

Ambiguity in roles: Confusion regarding the responsibilities of the municipality and the private developer often leads to misaligned expectations. This challenge is exacerbated by evolving governance structures where municipalities shift from direct oversight to facilitation roles, as seen in all cases.

Relationship dynamics: The quality of the relationship between developers and municipalities significantly impacts private-led participation. Strong collaboration fosters a positive environment, while strained relationships can create distrust and hinder engagement.

Municipal participation confusion: Overlapping municipal-led participation sessions created confusion among residents, leading to 'participation fatigue' and disrupting the focus of private-led sessions. Clear delineation between different participation processes is necessary to enhance engagement.

2.2 Enablers of Private-Led Participation

Role clarity: Clearly defined roles and responsibilities contribute to better private-led participation. Proactive communication regarding these roles can transform ambiguity into an enabler, as demonstrated in the KPN case, but expressed within all cases.

Capacity building: Cases have shown that the municipalities play a crucial role in enhancing stakeholder capacities, facilitating constructive dialogue, and helping to manage community expectations. Effective capacity building can bridge gaps between developers and residents.

Clear preconditions: Establishing transparent planning conditions from the outset helps align expectations and fosters collaboration. In Cruquius, preconditions were effectively communicated, enhancing the overall participation experience, in which all stakeholders were involved during the setting of the preconditions.

3. Practices for Collaboration

Trust and mutual understanding: Building trust through shared intentions, long-term engagement, and clarity

in roles fosters collaboration. Personal engagement from individuals on both sides enhances relationship dynamics, as seen in KPN and Cruquius.

Communication and transparency: Open and continuous dialogue is vital for maintaining alignment between developers and municipal authorities. Regular consultations and timely feedback ensure that all parties remain informed and engaged throughout the process.

Shared goals and values: A positive attitude and shared objectives help to reconcile differing interests. Active municipal presence during private-led sessions supports collaboration and reinforces commitment to the process.

An additional Consideration was **conflict resolution**. In instances of conflicting interests during private-led participation, employing independent facilitators or participation firms can help mediate differences and foster consensus. This approach encourages a more balanced private-led participation process.

Conclusion

The roles of private developers and municipalities in urban redevelopment projects are undergoing significant transformation. Traditionally, municipalities led citizen engagement, serving as regulators and coordinators of public interest. However, the shift toward private-led participation now sees developers taking on more proactive roles in this process. Developers not only drive project execution but also spearhead citizen participation processes, reflecting a growing influence in shaping urban development.

Despite this shift, the role of municipalities remains crucial. While no longer the sole leaders of citizen participation, municipalities act as guardians of public interests, offering oversight, resolving conflicts, and ensuring that private-led efforts align with broader social goals. This evolving partnership between developers and municipalities highlights a new model of shared responsibility, where their distinct but complementary roles are essential to the success of private-led participation processes and development projects.

Recommendations

To foster private-led citizen participation in urban redevelopment projects, it is essential to focus on three primary strategies: clarifying roles and responsibilities, establishing clear preconditions, and investing in capacity building. These approaches create a foundation for collaborative efforts.

1. **Clarify roles and responsibilities.**
2. **Establish clear preconditions.**
3. **Invest in capacity building.**

First, clarifying roles and responsibilities ensures that actors involved—developers, municipal officials, and community stakeholders—understands their specific tasks and accountability within the private-led process. Developing detailed role documents that outline each party's responsibilities throughout various project stages is particularly useful. These documents provide clarity on who is responsible for what and allow for adjustments as the project evolves. By ensuring transparency, role clarity prevents overlap or gaps in responsibilities and aligns all parties toward a common objective.

The second focus area, establishing clear preconditions, is crucial for aligning public and private interests. Municipalities can facilitate private-led participation by clearly articulating their expectations and any essential criteria before the planning process begins. By doing so, they offer developers a clear framework for participation that aligns with public objectives and community values. This early alignment reduces misunderstandings for developers, and as well for locals, ensuring that all parties are working within agreed-upon boundaries.

Thirdly, capacity building is vital to preparing both developers, municipal officials, and locals for the demands of citizen participation. Training sessions in areas like communication, conflict resolution, and participatory methods empower developers to engage with communities and respond to public input constructively. Municipal staff can also benefit from training, allowing them to support developers and mediate when challenges arise. Enhanced capacity for both parties not only smooths the participation process but also increases the likelihood of constructive, solutions-oriented dialogue between developers and communities.

Other recommendations to support private-led participation include fostering trust and transparent communication, adopting collaborative problem-solving approaches, committing to long-term engagement beyond project completion, and tailoring participation to community-specific needs. Though secondary to the primary strategies, these additional recommendations contribute to a comprehensive approach to private-led participation in urban development.

Introduction

Introduction

Participation is playing an increasingly important role in society, both internationally and in the Netherlands. This reflects a shift in the concept of citizenship amidst the dynamics of a networked society. This transition signifies a move from submissive to articulate, and from passive to active and leading citizenship (Van Buuren & Edelenbos, 2008; Kloppenjan & Klijn, 2014). Citizens are becoming more vocal, taking on a more active role in society. The trend of heightened citizen involvement comes from changing roles and relationships between public, private and civil actors, evolving societal expectations, increasing intertwinement, technological and knowledge development, horizontal relations, and a growing demand for governance transparency (Kloppenjan & Klijn, 2014). Empowered by access to information and interconnectedness, citizens now actively seek to participate in shaping decisions that impact their communities (Van Buuren & Edelenbos, 2008).

This shift in societal dynamics underscores the significance of citizen participation. Defined as the active involvement of citizens in decision-making processes, citizen participation holds a crucial role in fostering democracy and meeting public needs (Marzuki, 2015). This significance extends notably to urban development projects, where modern planning theories emphasize the role of citizen engagement in achieving sustainable outcomes for the built environment (Michels & De Graaf, 2010). As citizens increasingly advocate for a greater say in shaping their communities, participation in urban development is emphasized. Laws, reflecting societal development, are adapting to emphasize increased public involvement in urban development. This heightened citizen involvement not only reflects a desire for a more active role but also underscores the potential benefits that well-supported plans through participation can yield. These include reducing disputes post-project completion, improving insights for better outcomes, and increasing the efficiency of permit granting processes (Verheul & Heurkens, 2021). However, despite its advantages, it's essential to acknowledge that participation has also been subject to extensive study, revealing both associated advantages and potential barriers to the development process (Verheul, 2021).

In parallel, urban development over the decades has shifted to a more private-led focus, accompanied by an increasing privatization of urban development practices. This shift entails market parties being responsible for both land, real estate and management operations of urban areas, while municipalities adopt a more facilitative role (Birch & Siemiatycki, 2015; Heurkens & Hobma, 2014). Given the increasingly important role of private developers, there is a growing imperative for private developers to collaborate with civil society and organize citizen participation within urban (re)development projects (Andersson & Moroni, 2014). This imperative is reinforced by legislative changes, corporate social responsibility (CSR), financing and investment opportunities, market demand, community expectations, risk mitigation, and long-term viability. One of these changes is the introduction of The new Environmental and Planning Act in the Netherlands in January 2024, which emphasizes private-led citizen participation. The law requires private initiators to involve residents and other stakeholders in an early phase of an urban development project - even before the submission of an environmental permit (Hobma, 2022). In this way, private parties must take their social responsibility and this could mean creating more room to address the needs of residents and others in the transformation of urban areas (Verheul & Heurkens, 2021).

Before the Environmental and Planning Act, private-led participation already existed. It was just not legally regulated and therefore had limited legal consequences. Initiators could organize participation on their own initiative, often based on the idea that it is good to inform about an upcoming environmental permit application, to adjust plans if necessary due to reactions, to identify bottlenecks that could lead to (legal)

resistance, and to create support for the initiated plans (Hobma, 2022). Most publications regarding participation are about participation processes organized by the government, about forms of co-creation in which citizens give substance to policy, or about citizens who ask the government to participate in proposals. However, little has been published and little tools have been provided for private-led participation processes, the impetus given by the Environmental Act (Verheul, 2021). Moreover, the development of private-led participation does not stand alone. For years, there has been a growing focus on the private sector to play a guiding role in urban area development, whether independently or in close collaboration with the public sector (Heurkens, 2012).

Establishing a participation process relies on the clear alignment of all parties' expectations, focusing on shared goals, and understanding each participant's standpoint. This underscores the importance of organizing participation with the right preparation, coordination, and expectation management (Leclercq, 2021). Therefore, it is more responsible for public and private entities to collaborate in organizing participation, especially in larger urban area development (Verheul et al, 2021). As there is an observable trend towards greater societal involvement, with private and public stakeholders contributing to this evolving process. How public and private actors navigate this changing landscape is influenced by their individual values and motivations, interests, as well as by laws, market dynamics, and their public image. Their actions are driven by their understanding of the projects they're involved in, their traditional roles, and key characteristics, aiming for specific outcomes. Establishing private-led participation processes by developers is essential for both municipalities and communities. Therefore, the collaborative efforts of private initiators and the municipal council are mutually beneficial, aligning interests and aiming to achieve favorable outcomes for all involved.

Both private actors and municipalities remain inadequately prepared for an increased practice of privately organized participation (Verheul et al, 2021). Not all municipalities have developed clear participation policies for privately organizing parties. It's uncertain how much private parties are assisted by the current municipal guidelines. Private initiators, participants, and city council members generally benefit from clarity, principles, and suggestions from the government (Verheul, 2021). Often, municipal guidelines for participation overlook the emergence of conflicts and divergent preferences within participation, requiring developers and municipalities to navigate and manage these challenges. While some methods may lead to consensus, legal processes and political involvement persist as alternative pathways for participation. Local and national participation guidelines barely address how to deal with conflicting interests and how to strive for agreement (Verheul, 2021). Many guidelines suggest that participation naturally proceeds harmoniously or automatically leads to agreement and consensus. However, private initiators need to prepare and delve into the process design of participation, conflict resolution, and environmental management.

With the recent implementation of the new Environmental and Planning Act, private initiators will have an increased responsibility to facilitate citizen participation compared to the past. This process necessitates coordination between private and public entities, given their interdependence and shared involvement. To leverage the potential of proposals, investment capabilities, and creative insights from project developers, entrepreneurs, citizens, and interest groups in spatial development, adequate room for participation from both the market and society is crucial (Verheul et al, 2021). However, this requires careful delineation and coordination, especially when public interests are at stake. Municipal policy departments and the city council must both engage with private-led participation processes. This raises the point that the new act places the burden of participation solely on developers, prompting consideration for shared responsibility between the private and public actors. By fostering a cooperative environment, both actors can align their efforts, streamline decision-making, and ensure a more collaborative approach to the challenges and opportunities associated

with private-led participation in urban development. Thus, the focus of this research is understanding the collaboration dynamics between private developers and municipalities in private-led citizen participation.

Problem statement

In recent years, Dutch planning practices have seen a notable shift towards private sector-led citizen participation processes. These initiatives are 'led' by property developers and 'facilitated' by local planning authorities aimed to realize both planning, market and social objectives. However, there is limited academic research on the changing roles of public and private actors and how they collaborate, through decisively organizing and managing these private-led participation processes in practice. Furthermore, publications regarding participation, its barriers, and enablers are about participation processes organized by the government. However, little has been published and little tools have been provided for private-led participation processes, the impetus given by the Environmental and Planning Act (Verheul et al., 2021). Therefore this paper explores the roles municipalities and developers perform and investigates the barriers, enablers, and best practices for collaboration associated with the integration of private-led participation processes by generating empirical lessons from Dutch participation process practices. The findings are of importance to both municipalities and developers and planning theory, as the current social-economic and legislative circumstances require them to redefine their roles in private-led citizen participation processes.

Research questions

This research aims to understand the collaboration between private developers and municipalities in private-led participation processes and the barriers and enablers of these processes. Collaboration between public and private actors in urban redevelopment projects is reflected in the roles each sector plays within the process. Thus, the research focuses on the changing roles and responsibilities in respect to these processes.

Research question

What are the changing roles of private developers and municipalities, and how can they collaborate to enable private-led citizen participation processes in urban (re)development projects?

Sub-questions

1. *What are the roles that private developers and municipalities play in private-led citizen participation processes?*
2. *What are the barriers and enablers encountered by developers in private-led citizen participation processes?*
3. *What practices facilitate collaboration between private developers and municipal authorities in private-led citizen participation processes?*

In order to answer the main- and sub-questions of private-led participation, a literature review will be conducted of what is known on this subject such as the changing roles of public and private actors in urban development practice, private-led development in Dutch context, and participation in planning literature. The literature review aims to answer the background questions needed to conduct the empirical research.

Research objectives

In order to answer the main research question on the shifting roles of private developers and municipal authorities and ways to collaborate from each own role to facilitate private-led participation processes, it is crucial to understand the role of a private developer, the role of municipalities, and private-led participation processes. To gain insight into the below mentioned objectives a research design plan is developed to answer the research question using theoretical and empirical data. The research objectives thus are as follows:

- (1) Understanding private-led development and the (changing) roles of public and private actors and how they collaborate in private-led practices.
- (2) Gaining insights into the key components of participation processes and their barriers and enablers discussed in academic research.
- (3) Empirically assess municipality and developer roles in private-led participation processes, in order to generate valuable lessons for planning practice.
- (4) Empirically assess the barriers and enablers of the private-led participation process, drawing lessons for planning practice.
- (5) Gaining insights into the best practices of collaboration between private developers and municipalities during the empirically assessed private-led participation processes.

The aim is to draw insights from empirical findings and academic literature to identify best practices in collaboration between municipalities and private developers. This involves synthesizing lessons learned from case studies, understanding ways of overcoming challenges, and proposing recommendations for collaborative processes in the context of changing roles within private-led participation processes. Satisfied results would involve not only achieving a comprehensive understanding of private-led participation but also providing actionable insights and recommendations that can inform planning practice and facilitate collaboration between public and private stakeholders in private-led development projects, particularly for the private-led participation processes.

Relevance

Societal

By emphasizing the interconnectedness between private-led participation and social sustainability, the research aims to contribute to the broader discourse of sustainable development, highlighting the role of collaborative and participatory approaches in fostering participation processes. Also, in regards to the increasing complexity and interconnectedness of actors in urban development, the need for collaboration is emphasized. This is further highlighted by the changing relations between state, market and civil society, also reflected in private-led participation.

Participation is becoming increasingly important given the recent legislative changes within The New Environmental and Planning Act. Therefore, it is important for this research to clarify the societal implications and challenges associated with increased responsibility placed on private developers by the Environmental and Planning Act to manage citizen participation. This change highlights an importance for understanding the roles and relationship between public and private entities in light of private-led participation practices.

Given the increased focus on social sustainable development and the need for private actors to relate to social objectives, through matters such as corporate social responsibility and ESG, the societal relevance of this research on private-led citizen participation is underscored. By focusing on citizen participation—a critical social

matter—this research aims to provide insights into managing private-led participation processes. As private companies face growing expectations to contribute to societal goals, this research aims to offer guidance on how private developers can collaborate with municipalities in order to facilitate private-led participation processes to engage with communities. Such insights are crucial for enhancing such processes and aiming for social sustainable development practices.

Research on private-led participation processes, barriers, and enablers can serve as a foundation for informed decision-making, policy development, and the continuous improvement of participation mechanisms. It allows for a more nuanced understanding of the dynamics involved, facilitating the creation of frameworks through better understanding different roles, as well as best practices of these processes. Participation is important to give citizens a voice and let them contribute to decision-making processes, thus having good processes is important.

Scientific

The research on private-led participation and the changing roles and collaboration between private developers and municipalities is scientifically relevant, because there is limited academic research on the roles, responsibilities and the collaboration of private developers and municipalities in private-led participation processes. Additionally, it is essential to recognize that numerous studies within the fields of social studies, democratic decision-making, and urban development have laid the foundation for understanding participatory processes. These studies were mostly on state-led participatory processes and little research is done to understand private-led participation processes and its barriers and enablers. The integration of knowledge from these diverse fields reflects the interdisciplinary nature of this research, wherein the integration of social studies and private-led development studies is vital for creating a comprehensive framework that addresses the complexities and intricacies of citizen participation.

The research on private-led participation aims to bridge the gap between theory and practice by examining academic studies on role shifts in private-led development, barriers and enablers for state-led participation, and collaboration between developers and municipalities in real-life scenarios. The aim is to empirically test and validate established theories in practice, addressing a significant gap in existing literature on private-led participation. This contributes theoretical insights to this field. Through generating a conceptual understanding about the roles of municipalities and developers in urban development theories, the research aims to make a theoretically informed contribution to planning research, by leveraging existing theories and concepts to guide the research design, analysis, and interpretation.

Literature review

This chapter outlines the theoretical framework around the changing roles of developers and municipalities, and their collaboration in private-led citizen participation processes. First, the literature review will delve into the effects of neoliberalism in urban development and an overview of changing roles in Dutch urban development context is given. After that, the changing civil position will be discussed in the context of the state-led participation process, furthermore its key components, barriers and enablers will be examined. Then the changing initiator role is explored leading to the increasing organization of citizen participation processes by private actors (hereinafter referred to as the private-led citizen participation). In order to understand the implications this has on the changing roles of private developers and municipalities, the roles that both can employ to influence private-led participation processes are described. In this way a framework of the changing roles of private developers and municipalities in private-led citizen participation processes can be created as a basis for data collection and analysis of the thesis.

The evolving boundary of responsibilities

Neoliberalism and its effects on changing positions in urban development

In order to understand the evolving dynamics between public and private actors, it is important to mention neoliberalism. Neoliberalism is an economic ideology emphasizing deregulation, privatization, and free market principles (Jessop, 2002, Alkhani, 2020; Bockman, 2013; Heurkens, 2012; Swyngedouw, 2005). It significantly influenced contemporary urban development since the 1970s (Bockman, 2013; Heurkens, 2012; Hein Jessen, 2017; Swyngedouw, 2005). Initially driven by economic challenges, neoliberalism led to market-led restructuring and increased private sector involvement in the 1980s and 1990s (Jessop, 2002; Alkhani, 2020), motivated by the pursuit of new financing sources and improved efficiencies (Birch & Siemiatycki, 2015).

The evolution of urban governance, influenced by neoliberalism, has transformed the roles of the state, market and civil society in urban development (Hein Jessen, 2017; Swyngedouw, 2005). Urban governance refers to the processes and structures through which cities are managed and regulated to address the needs of residents. Over the past four decades, cities have increasingly embraced neoliberal principles, influencing urbanization and state-market relations. Heurkens (2012) highlights the implications this had on urban governance since the 1980s: decentralization of state autonomy, reduced public subsidies and regulations, establishment of new public-private alliances, aggressive real estate promotion, privatization of services, government dependency on market actors, increased municipal debt, prioritization of individual property rights, and heightened urban competition.

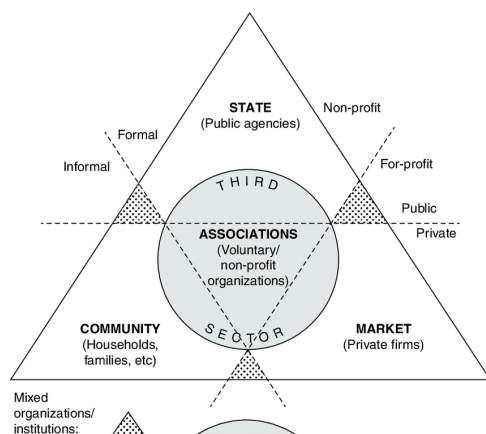


Figure 01: The Pestoff Triangle showing the position and relation of state, market and community in relation with the third sector (Evers, 1995; Pestoff, 1998; Evers and Laville, 2004).

As a result of these changes, innovative governance structures have emerged, challenging traditional market-state divisions and

introducing new institutional forms to address contemporary challenges (Swyngedouw, 2005). As urban governance evolves, the collaborative efforts of private, public, and civil society actors become essential for addressing contemporary urban challenges and promoting inclusive development (Heurkens, 2012; Evers, 1995; Pestoff, 1998; Evers and Laville, 2004) This changing landscape is reflected in the concept of the welfare triangle in figure 01, which highlights the interconnected roles of these sectors (Evers, 1995; Pestoff, 1998; Evers & Laville, 2004).

The position of the state, market, and society in urban development context

The state, market, and civil society, each have their unique traditional identities and traits, highlighted in Table 01. To comprehend the evolving roles of the state, market, and civil society, it's essential to delve into their fundamental positions and core responsibilities (Bresser-Pereira; 2009; Hein Jessen 2017).

State	Market	Civil society
<ul style="list-style-type: none"> ● Legislation, regulations, and authorities. ● Political opinion and influence. ● Democratic decision-making processes. ● Minimizing risk ● Realization of social goals. 	<ul style="list-style-type: none"> ● Achieving returns on the invested funds ● Taking business risks ● Anticipating market and competitive developments ● Realization of a corporate goal ● Profit-driven motives 	<ul style="list-style-type: none"> ● free interaction ● criticism ● democratic processes ● requiring protection from state and market influences ● free speech and association

Table 01: The identities and traits of the public sector, private sector, and civil society as described by literature (Bresser-Pereira; 2009; Hein Jessen, 2017; Spiering & Dewulf, 2006; Lemstra et al., 1996; Adams & Tiesdell, 2010; Swyngedouw, 2005)

The role of the state - public sector

The state, as described by Bresser-Pereira (2009), is the foundational institution responsible for upholding the legal system and governing society. It regulates social behaviors through legislation and maintains public administration. In urban development, public actors belonging to the state include municipal, regional or national government agencies and administrators (Reijniers, 1994 in Spiering & Dewulf, 2006, p.22). Both public and private actors pursue profits, but the nature of these profits differs. While private actors want business revenue, public actors aim to improve social revenues or welfare (Lemstra et al., 1996).

The role of the market - private sector

In contrast, the market, characterized by Bresser-Pereira (2009) as a decentralized institution driven by competition, operates without a central authority. Private actors within the market pursue returns on investment, take business risks, and anticipate market developments. Adams & Tiesdell (2010) observe that the market is commonly viewed as opposed to planning, open to influence, and driven by profit-driven motives. Hein Jessen (2017) emphasizes the symbiotic relationship between the state and the market, with the state shaping capitalism to align with political objectives and guiding markets through regulation. Despite the conceptual separation, they are functionally interconnected, as observed by Swyngedouw (2005). In urban development the actors belonging to the private sector, as part of the market, can be various types of private developers, investors, and corporations.

The role of civil society

Civil society, as emphasized by Hein Jessen (2017), plays a crucial role in liberal democracy. Distinct from the

state and market, civil society embodies essential rights such as free speech and association, initially safeguarded by the state. Hein Jessen (2017) portrays civil society as distinct from the state and market, allowing it to be used for specific purposes, such as delivering welfare services. It is emphasized that civil society isn't a fixed entity with predefined values but is continually shaped and produced by state power. In urban development, civil society actors include NGOs, community-based organizations, and residents, contributing to collaborative planning processes (Healey, 1997).

Changing public, private and civil positions in Dutch urban development context

The impacts of neoliberalism on urban development is also reflected in the changing roles of public, private, and civil actors in Dutch context over the past fifty years (Heurkens, 2012). Illustrated in Figure 02 across three successive periods, conceptual shifts highlight changes in power positions, development demand and supply approaches. These shifts signify changing dynamics and relationships, recognizing that they are conceptual and subject to nuances and deviations in practice (Heurkens, 2012). The Dutch planning system underwent a gradual transformation starting in the 1980s, shifting from a hierarchical and centralized structure to a decentralized one, with emphasis on regional and local involvement. This evolution extended beyond policy formation, encompassing policy implementation and moving away from government control. Notably, there was an increased involvement of both the private sector and civic entities (De Zeeuw, 2007; Birch & Siemiatycki, 2015). These changes led to a significant shift in influence, allowing the private sector to gradually play a more substantial role in urban development projects (Heurkens, 2012).

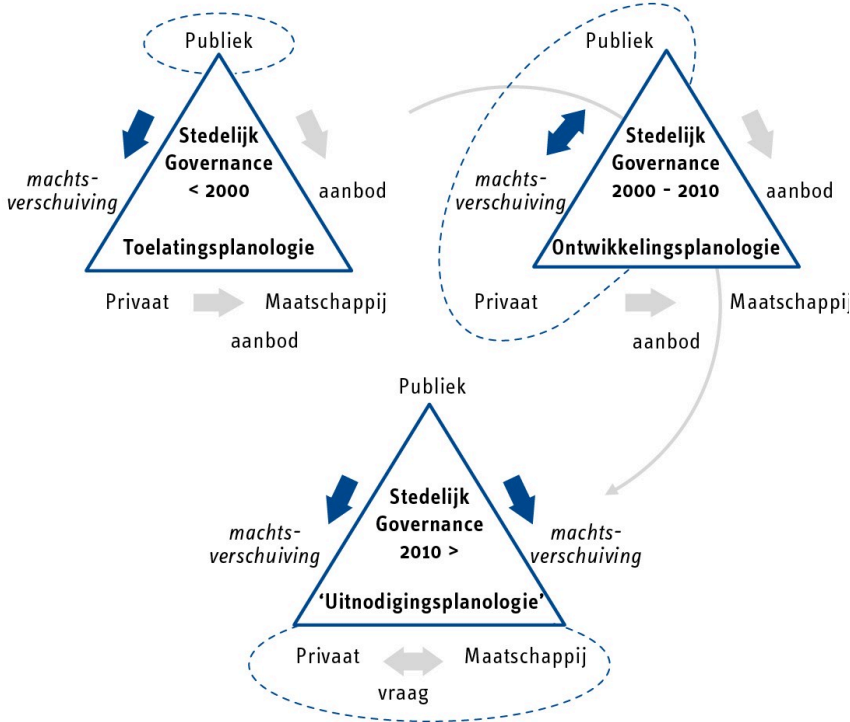


Figure 02: Dutch urban governance shifts over time (Heurkens, 2012)

Figure 02 highlights a shift in Dutch urban developments since 2010, with increased focus on market and civic needs facilitated by public actors (Heurkens, 2012; Birch & Siemiatycki, 2015). Private actors, especially project developers, take an increasing leading role in collaboration with civic actors, determining development demand and producing development supply. This transition towards invitation-based or coalition planning involves

increased formation of private-societal coalitions Heurkens (2012). De Zeeuw (2007) notes the forward integration of market parties, gradually replacing local authorities in their tasks as initiators, leading to private sector-led urban development. According to Birch & Siemiatycki (2015) this shift supports rethinking the state's role as market facilitator rather than service provider, endorsing delegation of delivery functions to the private sector. This is also visible in Dutch context through processes such as citizen participation being increasingly organized by private actors and facilitated by public actors, known as private-led participation. (Verheul et al., 2021). With the changing public and private roles and the shift towards more private-led participation, not only does the private sector gain a more powerful position within society, also formal and informal civic organizations have filled the gap left behind by governments (Mendoza & Vernis, 2008; Heurkens, 2012), through citizen participation.

Exploring citizen participation

Changing civil position through participation

Citizen participation is not a recent development, as it has been an integral aspect of academic debate for the past five decades (Verheul et al., 2021). The evolution of citizen participation, shown in table 02, reflects changing societal attitudes and governance paradigms. It emerged notably in the 1960s and 1970s, influenced by figures like Jane Jacobs and Sherry Arnstein, whose 1969 work ‘A Ladder of Citizen Participation’ remains important. Arnstein (1969) defined participation as redistributing power to include marginalized citizens in decision-making. Since then, the concept has evolved in literature, reflecting varied perspectives on policymaking and citizen engagement within urban development.

Since the 1980s, there has been a significant focus on civil society – both in academic, public, and political debate– as the third sphere alongside the state and market (Hein Jessen, 2017). Public participation, viewed by Slocum et al. (1995) as essential for conveying individual and societal interests in development plans, gained recognition in the 1990s. Moving into the late 1990s, Healey (1997) introduced the concept of community engagement, signaling a shift toward more inclusive and collaborative decision-making. Creighton (2005) emphasized two-way communication, advocating for a more engaged and participatory approach. Hein Jessen (2017) discussed the evolving role of civil society in the neoliberal and austerity-driven system post-2008 financial Crisis, highlighting how governments increasingly involve civil society to address social issues as they face economic challenges and reduce welfare services. According to Hein Jessen (2017), civil society serves a dual role in this context. Firstly, it helps legitimize liberal democracy by emphasizing democratic processes and social critique. Secondly, it is seen as a positive force capable of replacing the bureaucratic state in delivering welfare services, supporting the argument for reducing state-sponsored welfare services. In the late 2010s, per Caprotti & Gong (2017) and Bobbio (2019), focused on the human dimension, social aspects, the recognition of diverse voices in decision-making, and entrusting them with significant design-related tasks. This reflects a shift toward a more inclusive and collaborative governance approach.

Author	Year	Definition
Arnstein	1969	Citizen participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future.
Slocum et al.	1995	Public participation is a means to convey individual and the society’s personal interests and concerns with regard to the development plans, given that these planning activities would consequently affect the public generally and certain groups specifically.
Healey	1997	Community engagement suggests the involvement of local residents and service users in partnerships, fora and other decision-making bodies over an extended period as part of a collaborative process.
Baum	2001	Citizen Participation is the active involvement of citizens in the decision-making process allowing them to contribute to decisions that may have an impact on their lives.
Creighton	2005	Public participation is the process by which public concerns, needs, and values are incorporated into governmental and corporate decision making. It is two way communication and interaction, with the overall goal of better decisions that are supported by the public.

Bailey	2010	Each term regarding public participation suggests that local communities have a role to play in contributing local knowledge to decision making but have very different assumptions with regard to the transfer of power and authority to determine outcomes
Caprotti & Gong	2017	The human dimension found in interactions between residents and the materialization of designers' visions of the new city.
Bobbio	2019	Public participation is a procedural tool which allows policymakers to include new actors (i.e. citizens) in a policy network and entrust them with some design-related tasks.

Table 02: Definitions of public participation reflect shifting societal attitudes and governance paradigms (own illustration based on Arnstein, 1969; Slocum et al., 1995; Healey, 1997; Baum, 2001; Creighton, 2005; Bailey, 2019; Caprotti & Gong, 2017; Bobbio, 2019)

In this research, participation is used to describe the process of citizens being involved in urban development projects, termed as citizen participation. The research will later delve into the specific elements that shape citizen participation in urban development projects. Besides understanding the changing definitions of citizen participation, it is crucial to emphasize the diverse motivations for organizing such processes.

Purpose of participation

The three main motives for participation include increasing legitimacy, acceptance, and improving the quality of decision-making (Turnhout & Leroy, 2004). According to Loyens and Van de Walle (2006), and Van Buuren and Edelenbos (2008), participation can be used to give information, gather insights, understand local opinions, raise awareness among the local population, enhance decision quality, win support, and facilitate the implementation of decisions. Studies suggest that citizen participation can increase trust, credibility and commitment regarding the implementation of policies (Van Empel, 2008).

While participation processes hold the potential to generate values for citizens, they are not without limitations. Although planners are fully aware of the importance of inclusionary and responsible planning, their practices are criticized for being exclusive, unresponsive to demands, and over-standardized. While most of these projects start with open processes, they turn out to be too inflexible to adapt to the ever-changing context of new socio-economic circumstances in the long run (Gualini and Majoor, 2007; Savini et al., 2014). As identified by Ianniello et al. (2019) and Gabry (2015), a factor could be the attitude of public officials towards participation. Some officials may perceive citizen involvement as a regulatory burden or a mere checkbox requirement, particularly when facing increased workloads. Such negative attitudes can create distance between officials and citizens, hindering meaningful engagement. Literature also highlights different factors affecting the process of citizen participation processes, which will be elaborated upon in the next part.

Barriers and enablers of participation process

There are different factors, both barriers and enablers, that impact the progress of the participation process. Examining these barriers and enablers in citizen participation involves analyzing several crucial elements regarding the process. The progress of the participation process depends on several factors, including the activities employed, the level, the goals for the process, the timing, and the willingness of participants to participate, and the roles involved. (Boonstra & Boelens, 2011; Bobbio, 2019; Ianniello et al., 2019; Hofer & Kaufmann, 2022). The subsequent discussion will delve into these key elements with the associated barriers and enablers.

Participatory activities

The participatory process involves a range of activities aimed at achieving outcomes and facilitating the process itself, with initiators playing a key role in selecting activities based on budget and capacity (Bishop & Davis,

2002; Hong, 2018; Ianniello et al., 2019). Traditional participation methods, like walk-in evening sessions, are noted to have lost appeal (Verheul et al., 2021). Activities like resident meetings, workshops, and surveys are utilized. Employing a variety of activities is recommended to address unequal participant distribution, potential power imbalances, and bias associated with a single method (Ianniello et al., 2019). The progress of participation depends on the chosen form. The use of multiple techniques within the same stakeholder group enhances collaboration between citizens and professionals (Ianniello et al., 2019). Different activities have diverse goals and effectiveness views, requiring initiators to make choices or trade-offs during the participation design process (Bobbio, 2019). Therefore, careful process design, including the selection of tools and engagement methods, is crucial for citizen participation. Ambiguous definitions of involvement mechanisms and a lack of understanding of method advantages and disadvantages, highlighted by Yang & Pandey (2011), can pose risks to participation initiatives.

Level of participation

The impact and outcomes of a participation process are closely connected to the form it takes, determining the actual influence citizens have (Boonstra & Boelens, 2011; Ianniello et al., 2019). Various levels of citizen participation exist, either initiated by initiating parties or driven by citizens themselves. Citizen participation levels are often described using ladders that showcase the extent of citizen involvement (Arnstein, 1969; Edelenbos & Monnikhof, 2001; Pröpper, 2013). Arnstein's (1969) Ladder of Citizen Participation shown in figure 03, outlines eight levels reflecting varying degrees of citizens' involvement in planning and decision-making. The lower rungs, manipulation and therapy, signify nonparticipation, where citizens are educated about policies without having actual influence. The middle rungs, including informing, consultation, and placation, inform citizens but do not guarantee a change in the decision-making dynamics, as policymakers retain power. Real citizen empowerment, according to Arnstein, occurs at the higher rungs like partnerships, delegated power, and citizen control, where citizens actively participate in negotiations, agreements, and take responsibility for the planning process (Arnstein, 1969).

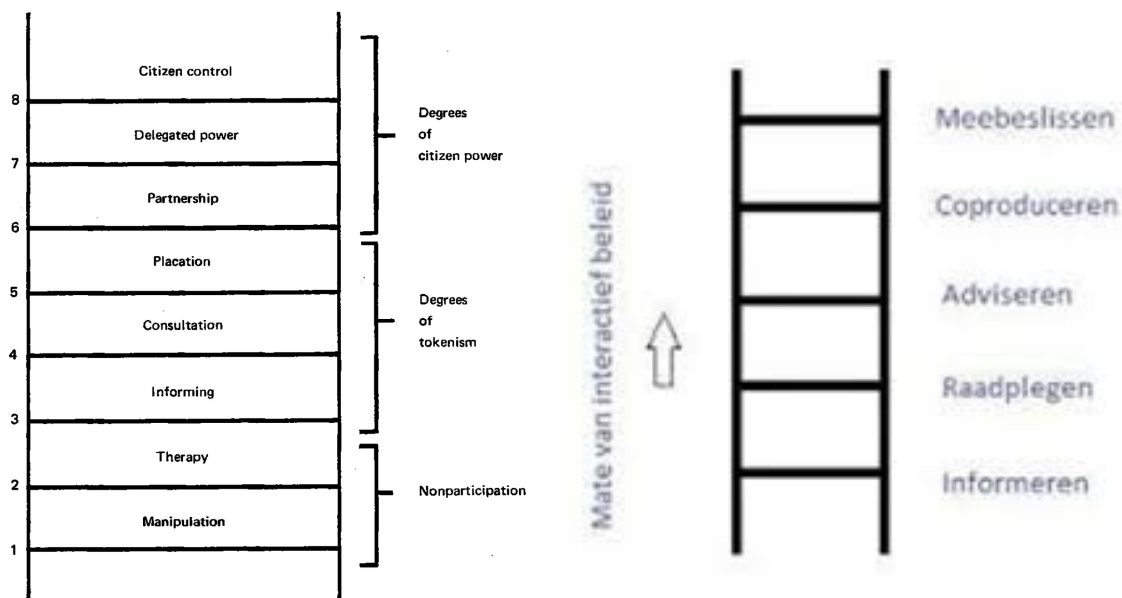


Figure 03 and 04: Citizen participation ladder (Arnstein, 1969; Edelenbos & Monnikhof, 2001)

Collins & Ison (2006) argue that Arnstein's ladder, focusing on power dynamics, falls short in understanding participation conceptually and in practice. Critics, including Tritter and McCallum (2006), contend that the ladder assumes a hierarchical nature of participation with citizen control as the ultimate goal, a perspective not

always aligned with participants' motivations. Bishop and Davis (2002) emphasize that a linear view of participation does not account for the uniqueness of policy problems, which may require varied levels and types of involvement. Furthermore, Arnstein's ladder suggests that roles and responsibilities change solely in relation to shifts in power, neglecting the complexity of relationships in ongoing participatory situations where roles are less clear-cut and responsibilities emerge during the process (Collins & Ison, 2006). De Vries (2019) critiques the use of Arnstein's ladder as outdated and hindering effective participation. He suggests an adapted Dutch version by Edelenbos & Monnikhof, (2001) with five rungs (figure 04):

- Informing: In this one-way communication, initiators provide information to participants, who receive it without active engagement in decision-making.
- Consulting: Initiators solicit input and opinions through conversations with participants, but the outcomes may not necessarily impact decision-making.
- Advising: Participants actively contribute by addressing problems and generating ideas. Initiators can consider these ideas, but are not obligated to incorporate them.
- Co-creating: Both initiators and participants collaborate to agree on an issue and jointly search for solutions. If conditions are met, the solutions may be implemented into plans by initiators.
- Co-decision making.

Edelenbos's framework identifies informing, consulting, advising, and co-creating as forms of participation, excluding co-decision making, which is considered state participation, with citizens acting as initiator. For this study, the ideas from Cohen & Wiek's article (2017, p.13) are used, which revolves around an 'official' urban development project involving public citizen participation. The focus is on how people engage in officialized spaces and follow regulated procedures (Cornwall, 2004 in Cohen & Wiek., 2017). The urban development project undergoes phases like preparation, planning, implementation, and evaluation, generating specific outcomes such as proposals, plans, real-world changes, and recommendations. Creighton (2005) introduces the concept that public participation is a continuum covering different phases, including decision-making, allowing people to be involved in one or more phases to different extents. Various standardized methods, such as public meetings, citizen juries, focus groups, workshops, consensus conferences, and online engagements, may be employed (Cohen & Wiek, 2017). Apart from contributing tangible ideas to the project phases, the public participation process can also yield intangible outcomes such as agreement, trust, new relationships, and improved capabilities (Innes and Booher, 1999; Cohen & Wiek., 2017).

Participation plan

In urban planning, a participation plan often serves as a strategic framework guiding community involvement in shaping the development of neighborhoods or cities. Ianniello et al. (2019) emphasize the importance of making participation plans accessible at the start of a participation process, to provide clarity to involved actors. When correctly employed, these plans can enhance the legitimacy of planning decisions and incorporate diverse perspectives, fostering collaboration and transparency by clearly defining the roles of citizens, local authorities, and other stakeholders (Callahan, 2007). To integrate citizens' goals within the plan and maintain flexibility, it is recommended to initiate citizen participation processes at the project's outset, promoting sustained engagement of citizens throughout the process (Ianniello et al., 2019). Verheul et al. (2021) highlight the importance of flexibility, particularly in the early stages, coupled with intensive design participation and alignment with public values, to minimize the risk of extensive project redesigns. However, it is crucial to acknowledge that these techniques, while essential, may also present process barriers due to resource considerations (Callahan, 2007). Aligned with the participation plan are process goals, which vary for each stakeholder (Ianniello et al., 2019).

Goals for the participatory process

Public participation is considered important to improve planning processes and outcomes, as highlighted by Turnhout et al. (2010). Initiators of participatory processes, having diverse goals for projects and organizational processes, must manage, align, and satisfy various stakeholders, making it essential to differentiate between intended goals and actual outcomes (Hofer & Kaufmann, 2022). Turnhout et al. (2010) highlights the importance of involving affected actors, and Verheul et al. (2021) emphasizes the need for actor analysis in each project, considering factors like stakeholders' roles, power relations, reputation, perspectives, goals, and values.

Stakeholders in the process bring unique values that influence their actions and decisions, and differences in these values or unclear role divisions can lead to conflicts. To navigate this, careful alignment and management of these values, categorized into economic, social, and environmental aspects, are essential throughout the process (Bovaird, 2007; Moodley et al., 2008). However, establishing dialogue among diverse actors, especially when conflicting values are present, poses challenges, making consensus difficult (Hofer & Kaufmann, 2022). Collaborations are hard to achieve unless actors can also articulate, debate, and resolve their disagreements. Thus, recognizing and acknowledging differing values, both generally for various actors and specifically for the citizen participation process, builds trust among stakeholders (Verheul et al., 2021).

Aligning expectations and project definitions is crucial before managing values, particularly due to challenges arising from information gaps and knowledge asymmetry among citizens (Ianniello et al., 2019). Limited understanding of other stakeholders' goals can lead to unrealistic expectations and a process focused solely on the initiator's goals, fostering distrust. Acknowledging power dynamics influenced by the micro-politics of knowledge is essential, emphasizing transparent communication about goals and participation levels from the start (Mosse, 2001; Ianniello et al., 2019; Tan et al., 2019). Transparency helps manage the expectations of various stakeholders, ensuring the convergence of goals, criteria, and knowledge for accurate mutual expectations and building relational capital (Collins et al., 2006). Active involvement from all actors is stressed for formulating an overarching project definition outlining common goals, expectations, desired input, and roles (Abma, 2000).

Poorly managed citizen participation can lead to decision delays, increased conflict, participant dissatisfaction and distrust even after issues have been framed and decisions made (Yang and Pandey 2011). To maintain trust, transparency and continuous updates are crucial, especially when citizens cannot be involved early on (Edelenbos & Monnikhof, 2001). People's attitudes and level of trust in the process and towards other roles, as highlighted by Nabatchi and Leighninger (2015), are crucial for understanding micro-level dynamics of participation. Addressing potential distrust, particularly between the community and the initiator, is emphasized (Bergeijk et al., 2008). Recognizing that lack of trust can also originate from professional parties initiating, it's crucial for them to have more trust in community knowledge, intelligence, and experience (Ianniello et al., 2019).

Inviting and including citizens

The accessibility and representativeness of participatory processes are influenced by the method of citizen invitation (Ianniello et al., 2019). Participant selection is underscored as a crucial aspect of initiating participatory endeavors (Ianniello et al., 2019). Tan (2018) highlights the diverse needs of different groups, urging local governments to critically assess who participates and why. Initiators must proactively decide how to incorporate diverse preferences to ensure overall representativeness (Bleijenberg et al., 2019; Ianniello et al., 2019). However, not everyone affected is typically involved in participatory processes, leading to different recruitment methods that either include or exclude subjects. Various recruitment methods exist, creating a continuum from open (self-selection) to closed (limited participants), as distinguished by Fung (2006). The

challenge lies in determining suitable participants, with caution against blanket invitations to maintain democratic legitimacy. This caution is essential to avoid adverse consequences such as 'the usual suspects,' hidden agendas, limited representativeness, and diminished motivation (Ianniello et al., 2019). Aligning participant selection with participation goals, as suggested by Tatenhove et al. (2010), involves clear communication and rules to ensure fairness and boundaries throughout the process.

Roles

In participatory processes, various roles play an important part, and these roles can differ in institutionalized forms of participation. Common roles include initiators or sponsors, decision-makers, facilitators, mediators, and participants. There is no fixed set of roles; as the role involved may vary based on the participatory context (Hofer & Kaufmann, 2022). Traditionally, in institutionalized participation, government agencies are often assumed to be the initiators of participatory processes in planning (Hofer & Kaufmann, 2022). However, Hong (2018) challenges this assumption by suggesting that citizen participation in urban planning can be initiated by various entities, such as administration, residents, or experts, either individually or in combination. Initiators often also serve as organizers and funders, determining the types of activities, influencing the process's goals and outcomes (Nabatchi and Leighninger, 2015). Callahan's (2007) primarily distinguishes between public and private parties as initiators. It's worth noting that most studies on participation have predominantly focused on the relationship between citizens and government, often considering the government as the initiator (Michels and de Graaf, 2010, p.12). Verheul et al. (2021) introduces literature on private-led participation, expanding the discussion to include the shifting responsibilities of public to private initiator (Ianniello et al. (2019). Hereunder in table 03 all the barriers and enablers have been summarized.

Key component	Barriers	Enablers
Participatory activities	Budget and capacity constraints (Hong, 2018). Little understanding of chosen method (Yang & Pendey, 2011), Decreased appeal of traditional approaches (Verheul et al., 2021); Quality and correct use of resources deployed (Gabry, 2015)	Using diverse participation techniques and forms (Ianniello et al., 2019; Yang & Pandey, 2011). Structured approach with distinguishing methods based on factors (Bobbio, 2019).;
Level of participation	Incorrect or non-transparent processing; inadequate or no feedback about that processing; Complaints about adequate implementation (Gabry, 2015)	Recognizable processing of input and providing good feedback (Gabry, 2015)
Participation plan	Failure to inform in time (Gabry, 2015); Rigidity in project planning (Verheul et al., 2021); Unpredictability of citizen participation (Verheul et al., 2021); Resource intensiveness of flexible planning and design participation (Callahan, 2007); unclear what it is/is not about (rules/preconditions, intended goals, assessment criteria not sufficiently clear in advance) (Gabry, 2015).	Publication of participation plan; communication, (Callahan, 2007); Early implementation of citizens (Verheul et al., 2021); Flexibility and adaptability (Bobbio, 2019)

Goals for the process	Distrust between parties and conflicting values (Bergeijk et al., 2008; Ianiello et al., 2019); Information deficits and asymmetry in knowledge; Unrealistic expectations from participants; Lack of trust in community knowledge (Ianiello et al., 2019)	Active involvement of all actors in project definition (Abma, 2000); Alignment of values and management throughout process (Verheul et al. 2021; Edelenbos, 2001); Transparency in participation goals and communication (Ianiello et al., 2019; Edelenbos, 2001); Knowledge alignment (Source).
Inviting and including citizens	Negative implications of open invitation; self-selection bias; Influence of vocal and organized groups (Ianiello et al., 2019); Dominance of specific demographic group (Snel et al., 2018);	Clear selection criteria (Ianiello et al., 2019; Van Tatenhove et al., 2010); Predefining group of participants (Huls, 2022); Active involvement of diverse participants (Ianiello et al., 2019); Considerations of neighborhood characteristics or contextual factors (Snel et al., 2018)
Roles (initiator)	Suboptimal functioning of the government organization; Annoyance about administrative attitude (Gabry, 2015); Attitude of public officials (Ianiello et al., 2019).	Promoting the effective functioning of the initiating and involved organization (Gabry, 2015); Positive attitude of public officials (Ianiello et al., 2019); Integration of participation processes with broader policies (Fainstein, 2000)

Table 03: Barriers and enablers identified in participation research (Own illustration based on literature reviewed, 2024)

Changing initiator role in Dutch context

As previously stated, Callahan (2007) acknowledges that the initiator of participation processes is most often a public or private entity. Legislation now mandates private initiators to organize participation, although private-led processes existed before this legal requirement. Building upon the established knowledge base of state-led citizen participation, this study seeks to extend the understanding to private-led citizen participation processes. While there is a foundational understanding derived from research on state-led initiatives, it is crucial to acknowledge that private-led engagement may introduce unique dynamics and challenges. The involvement of private actors in citizen participation initiatives may lead to different organizational structures, decision-making processes, and power dynamics compared to state-led efforts. As such, it is imperative to examine these differences empirically to gain a nuanced understanding of how private-led citizen participation functions in practice. According to Verheul et al. (2021) both private parties and governments have distinct motivations for organizing and advocating for private-led participation as can be seen in table 04.

Reasons for private parties to organize participation:	<ol style="list-style-type: none"> 1. To comply with public frameworks and create political-administrative support. 2. To prevent costly delays and lawsuits. 3. To obtain market information (crowdsourcing) and ideas for plan enrichment. 4. To have the opportunity to improve the image of the project and the initiator. 5. To connect ambassadors and co-creators.
Reasons for governments to stimulate privately organized participation:	<ol style="list-style-type: none"> 6. To increase democratic quality and influence of citizens. 7. To encourage citizenship and development of participants. 8. To reduce hassle and costs for governments.

Table 04: Reasons for private-led participation by both private parties and governments (based on Verheul et al., 2021)

Citizen participation organized by private actors shows that the private sector's role extends beyond traditional boundaries, contributing to the delivery of goods and services previously handled solely by the public sector (Bult-Spiering & Dewulf, 2006; Alkhani, 2020). As responsibilities evolve and the boundaries between the public and private sectors become less distinct, there is a noticeable overlap of objectives and actions. This growing interdependence necessitates greater collaboration across organizational boundaries, as highlighted by Bult-Spiering & Dewulf (2006, p.20). Further highlighted by Verheul (2021), is that given the shared interests, interdependence, and complexity of participation processes, collaboration between the private and public sectors can be advocated and is necessary. This collaboration will be further explored in the next section on private-led citizen participation.

Private-led citizen participation - A collaborative approach

Private-led citizen participation operates within a continuum that aligns with the broader framework of private-led development. While the focus may shift from overall project development to specific participation processes, the fundamental principles of roles and collaboration often remain consistent. The insights gained from the literature on private-led development serve as a foundation for understanding and analyzing private-led participation processes in the empirical part.

According to Heurkens (2012) a key aspect of private-led processes is a formal division of organizational roles between public and private entities. It involves a formal separation of public and private roles, as agreed upon, alongside a lot of 'informal' interaction between the parties (Heurkens, 2013). 'Leading' means one actor directs the project, and 'facilitating' means another actor supports and complements those efforts. It's important to note that a leading role might mean more influence but it doesn't necessarily equal more authority (Heurkens, 2012). In these processes, management measures show which actors are primarily responsible for influencing the project. The leading actor has most of the necessary resources but needs the involvement of other actors to manage and complete the development project (Heurkens, 2012).

In this research, a role, denoting the collaboration between actors, is defined based on Heurkens' (2012) description: **'A coherent set of organizational tasks and associated management measures carried out by actors involved in private-sector led development.'** Consequently, to understand the roles of private developers and municipalities, delineating the influence actors can have on the private sector-led participation process, the organizational and managerial aspects will be further explored.

Organizational and managerial roles in private-led development processes

Table 05 outlines the roles of public and private actors in private-led development projects, highlighting the dominance of private entities in project management and resources. In terms of management, most projects involve both private and public influences. According to theory, when the private sector leads urban development, local planning authorities usually play a 'passive' managerial role (Heurkens & Hobma, 2014).

Project Management	Process Management	Management Tools	Management resources
Private	Public and Private	Public and Private	Private

Table 05: Type of management measure in private-sector urban development (own illustration based on Heurkens, 2012)

Both organizational and managerial roles enable actors to influence urban development projects decisively. It is important to note these roles are interdependent. For instance, organizational role divisions—established in partnership structures or public– private contracts—determine the possibilities of actors to manage development projects (Heurkens, 2012; Heurkens & Hobma, 2014). As Klijn & Teisman (2003) argue that without some sort of formal partnership structures performing the management of urban development processes, projects eventually do not materialize.

Organizational roles in private-led development processes

Organizational roles can be defined by examining partnership characteristics, institutional aspects, and inter-organizational arrangements (Heurkens, 2012). Partnership characteristics serve as a means to comprehend the various relationships existing in public-private cooperation. Public-private partnerships (PPPs) encompass various forms of collaboration along the public-private spectrum. The public-private autonomy spectrum, as presented in Figure 04 by Börzel & Risse (2002), outlines different organizational structures within this spectrum. In the context of private sector-led urban development, public-private autonomy falls within

category 5 or 6 (figure 05). In these categories, local authorities delegate tasks and retain (hierarchical) decision-making power over private actors' self-management of projects.

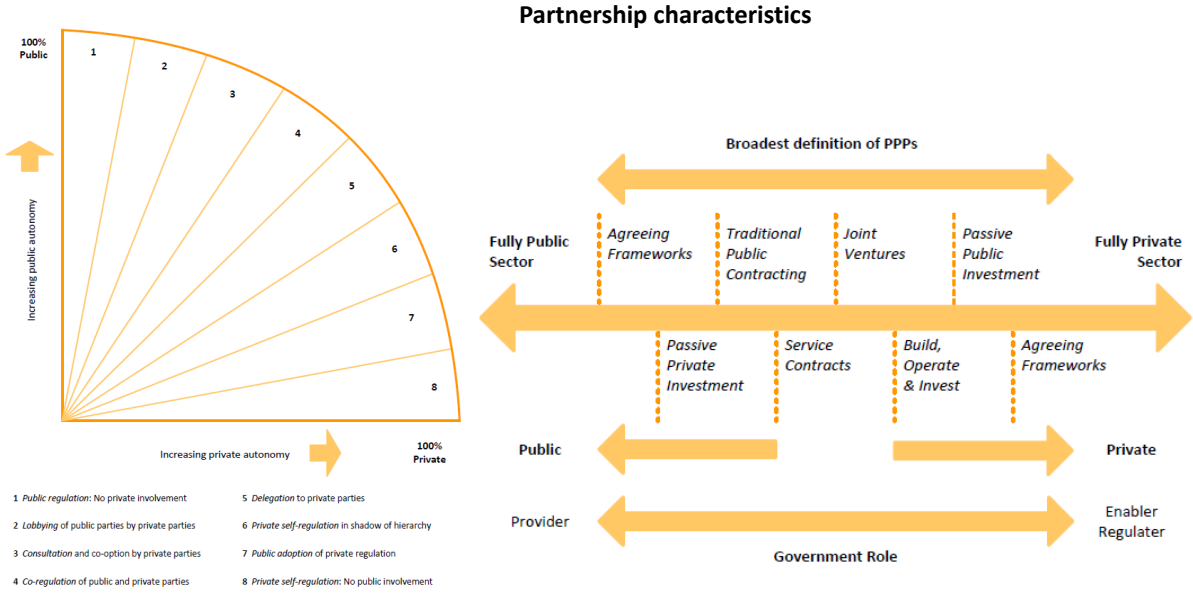


Figure 05: Public-private autonomy spectrum (Börzel & Risse, 2002) Figure 06: Public-private partnership spectrum (Bennet et al., 2000)

In figure 06, the government's role is depicted, ranging from being a service provider at one extreme to an enabler of services at the other. Various forms of public-private partnerships (PPPs) are identified and situated on the public-private spectrum (Bennet et al., 2000). While recognizing that distinct partnerships influence organizational and managerial role divisions and actors' project management capabilities, the evaluation of empirical research will concentrate on institutional aspects and inter-organizational arrangements, as these are inherently defined by the form of partnerships.

Institutional and interorganizational aspects

When studying the organizational roles of actors in urban development, the research considers three distinct institutional aspects: organizational, financial, and legal. Scholars like Bailey et al. (1995) and Bult-Spiering and Dewulf (2006) argue that these three dimensions are apparent in public-private cooperation, shaping the roles of actors across various development stages of urban projects. These roles can be assessed for the private-led participation process by examining the distribution of actors' organizational tasks and responsibilities, financial risks and revenues, and legal rules and requirements (table 06).

Aspect	Explanation	Variable	Explanation
Organizational	This aspect refers to the structure, coordination mechanisms, and governance arrangements established among the involved actors. It involves defining tasks, responsibilities, and decision-making processes within and across organizations.	Tasks and responsibilities	This involves various activities such as issuing planning briefs, amending local plans, producing development tenders, handling planning applications, granting planning permissions, and managing public inquiries (Public). Land acquisition and real estate development, including designing schemes, conducting public consultations, securing investments, assembling project teams, and ultimately delivering projects (private).

Financial	The financial aspect relates to the allocation, management, and utilization of financial resources required for area development projects. This includes securing funding, budgeting, cost estimation, revenue generation, and risk management.	Risk and revenues	<u>Risk</u> refers to the uncertainties and potential negative outcomes associated with various stages of development, including plan development, land acquisition, land preparation, land development, and real estate development. <u>Revenues</u> represent the income generated from the development project, which typically involves selling development plans, land parcels, or completed real estate units.
Legal	The legal frameworks, regulations, contracts, and agreements governing area development activities. It involves compliance with zoning laws, land use regulations, environmental regulations, building codes, and contractual obligations. Legal regulations provide the framework for property rights, land acquisition, permitting processes, liability, and dispute resolution.	Rules and requirements	Refer to the formal contractual separations and arrangements established between parties involved in the project. These include legal regulations and requirements governing the development process, which are reflected in the tasks and responsibilities assigned to each party. These rules and requirements ensure compliance with applicable laws, regulations, and contractual obligations throughout the development process, providing a framework for orderly and legally sound project execution.

Table 06: Organizational tasks and responsibilities (own work based on reviewed literature, 2024)

Managerial roles in private-led development processes

Managerial roles of actors can be defined by four main aspects: project management activities, process management activities, management tools, and management resources (Heurkens & Hobma, 2014). Figure 03 previously demonstrated the distribution of these elements among private and public entities in the context of private-led development. Project management activities involve influencing urban projects throughout their development stages, encompassing tasks such as initiation, design, planning, and operation (Wijnen et al., 2004). Process management activities are centered around the collaborative efforts of actors in project development, involving activities like negotiation, decision-making, and communication (Teisman, 2001). Management tools refer to planning instruments utilized by actors, particularly public bodies, to shape market environments. These tools include activities such as shaping, regulating, stimulating, and capacity building, as introduced by Adams et al. (2005). Management resources pertain to the essential assets required for development, including land, capital, and knowledge (Burie, 1978). Additionally, research recognizes the significance of soft relational aspects, such as trust and transparency, in public-private cooperation (Heurkens & Hobma, 2014).

Soft relational aspects

The soft relational aspects between the public and private actors play a significant role in the collaborative process. Recognizing the importance of soft relational aspects means understanding that collaborative processes are not solely determined by clear role divisions but also by the quality of relationships and communication between individuals and entities involved (Heurkens and Hobma, 2014). Soft relational aspects encompass the interpersonal and social dimensions of collaboration, focusing on elements such as trust and mutual understanding (Brazier et al., 2018; Bryson et al., 2006; Volker & Hoezen, 2012), (clear) communication and transparency (Brazier et al., 2018; Lahdenperä et al., 2012; Tjosvold, 1998), flexibility and adaptability to changes (Brazier et al., 2018; Chan et al., 2004), shared values and goals (Tjosvold, 1998), and conflict resolution (Chan et al., 2004). These aspects are further elaborated within the appendix D.

TABLE 2. Organizational and managerial roles

Roles	Aspects	Variables			
Organizational	Organizational	Tasks	Responsibilities		
	Financial	Risks	Revenues		
	Legal	Rules	Requirements		
Managerial	Project management	Initiating	Designing	Planning	Operating
	Process management	Negotiating	Decision-making	Communicating	
	Management tools	Shaping	Regulating	Stimulating	Capacity building
	Management resources	Land	Capital	Knowledge	

Table 07: Organizational and managerial roles (Heurkens & Hobma, 2014)

The concepts, as shown in table 07, on organizational and managerial role divisions and embedded soft relational aspects identified in the literature on private-led development offer valuable tools that can be adapted and applied to analyze private-led participation processes in practice.

Roles private developer and municipalities

The public role in Dutch context - municipality

In the Dutch context of urban planning, the public sector, particularly local municipalities, holds significant influence and authority. Therefore the public role within this research will focus on municipalities. The planning system has transitioned from centralized to decentralized structures, with emphasis on regional and local involvement. The primary planning instrument is the legally binding local government-produced statutory land use plan (*bestemmingsplan*), a management tool which enables municipalities to manage, shape and influence private sector-led development projects. Local authorities play multiple roles throughout development processes, including initiating projects, directing, participating as stakeholders, and facilitating smooth progression. These roles reflect the evolving dynamics of local governance and its interactions with various stakeholders in urban development. (Heurkens, 2012; Wolting, 2006).

The private role in Dutch context - private developer

In Dutch urban development, the private sector comprises various specialized actors, with project developers being a primary focus of this research due to their pivotal role as intermediaries between real estate demand and supply (Van 't Verlaat, 2008). Developers undertake projects at their own financial risk, aiming for maximum returns while managing risks effectively (Van der Flier & Gruis, 2004). They engage in land investment, plan development, and real estate projects, possessing a diverse set of skills ranging from project management to market knowledge (Nozeman, 2008; Helleman, 2005). However, weaknesses such as lack of transparency, reputation crisis, and reliance on repetitive business models have been identified among developers (Putman, 2010). Developers, along with other actors, are adapting strategies to align with the evolving environment (Heurkens, 2013). Therefore, the evolution of roles and responsibilities within the participation process has implications for both developers and municipalities involved, as will be elaborated upon in the next part.

Implications for changing roles private developer and municipalities

The emergence of private parties as initiators in citizen participation processes reflects a broader shift towards collaborative governance models, blurring the boundaries between public and private domains. As the market assumes a leading role in private-led participation initiatives, public actors must adapt their roles to facilitate and influence participation. This evolving landscape necessitates a multifaceted approach from both public and private actors, emphasizing long-term engagement and collaboration in private-led participation processes.

The blurring of domains and shifting of public responsibilities to private developers, indicates a new role for private parties in organizing the participation process and taking into account social interests, and it also indicates a new role for municipalities and governance in order to safeguard public interest and direct the market. As urban governance continues to adapt to the demands of contemporary society, understanding and navigating these changing roles in private-led participation processes becomes essential.

Changing municipal role: understanding and influencing the market

As the market is increasingly taking up a more leading role in private-led participation processes, public parties take up a more facilitative, representative, framework-setting, and controlling role, influencing participation through policies and regulations (Verheul et al., 2021; Heurkens, 2012). Verheul et al. (2021) emphasizes that private led participation requires the municipality to be actively involved in policy content, which is in the interest of both private and public interest. Challenges could arise from unclear policy content and democratic process conditions, which makes overseeing the quality of the process more difficult for municipalities, thus creating uncertainties for the private initiator. Verheul et al. (2021) furthermore state that if the municipality has strong policy preferences, it should actively communicate them and attempt to steer plans in the desired direction, ensuring they contribute to public interests. A frustration for developers or other private initiators is when municipalities do not communicate their policy frameworks in advance, but only do so much later in or at the end of a participation process. Therefore, it is important for public actors to gain insights into the effects of their own policies and actions on market decisions. Utilizing these insights, they can choose public steering mechanisms to realize public values, necessitating a multifaceted steering approach from public actors (Heurkens, 2023). Given the evolving nature of markets, traditional regulatory frameworks may require adjustments, and governance structures may need to adapt to dynamic market conditions.

Heurkens (2013) states that municipalities need to adapt to the idea that influencing projects is no longer primarily about land positions but involves a complex steering role, encompassing competencies such as negotiation and networking. It is crucial for municipalities to recognize that they are part of the market, not above or outside it (Adams & Tiesdell, 2010). Municipalities would be better advised to explore new forms of cooperation with market forces and regional authorities, rather than insisting on new legal instruments (Louw et al. 2003). Heurkens (2011) argues that a changed public leadership style towards a more interacting role implies that collaboration with private (and civic) actors must be sought to effectively implement urban development, and thus the corresponding private-led participation. An increase in reliance on other actors requires more flexible collaboration (Huijsmans et al., 2017). The market now seeks more flexibility in spatial development, moving away from fixed long-term plans, emphasizing that the role of private actors also changes.

Figure 07 shows the management tools that can be employed by municipalities in influencing private-led projects. The conscious use of market shaping, regulatory, stimulus and capacity building instruments, offers planners opportunities to realize public objectives in urban development projects through changing the parameters of private sector development and investment decisions. An effective planner's role involves bridging practical gaps and discontinuities between instruments and actions (Adams & Tiesdell, 2012).

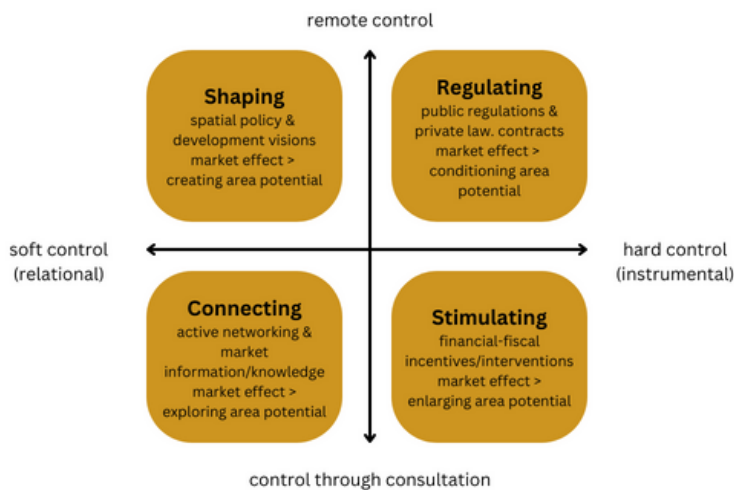


Figure 07: Multiple public management role in urban (area) development (Verheul et al., 2017)

Changing developer role: Social and sustainable entrepreneurship

Verheul et al. (2021) state that by developers making the participation process plans known to the city council, more certainty can be established about the course of events and build trust between developers and the city council. This calls attention to the importance of communication. Apart from the management tools that can be employed by planners to influence markets, private parties are also required to rethink their role within this new landscape. Moreover, the role of developers in privately-led urban development also differs from what men are used to. Market parties now play a crucial role in engaging residents and the public through participation processes, as highlighted by Heurkens (2013). Facilitative (land) policy requires market participants to go beyond the short-term horizon of project development. This shift emphasizes long-term investments and commitment to projects that prioritize demand-driven social development. In development and operations, it requires private developers to give attention to long-term thinking about societal values and sustainability. This demands a proactive approach from private developers, encouraging them to take initiative and foster diversity in collaboration. The new landscape necessitates a more strategic and project-oriented steering from private actors, reflecting a broader commitment to social and sustainable entrepreneurship in urban development (Heurkens, 2023). The following management tools that can be used by private developers to operate within this new landscape (figure 08):

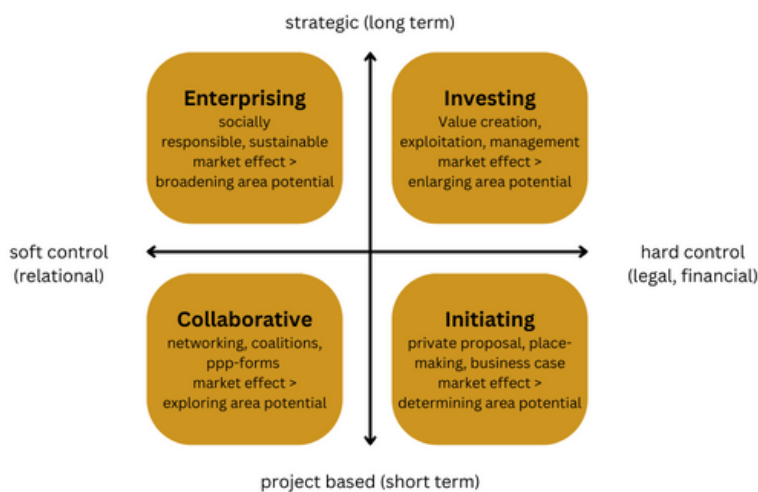


Figure 08: Multiple private management role in urban (area) development (Heurkens, 2020)

Conclusion

The changing roles entail a different collaborative relationship between public and private actors in participation processes than formerly practiced. However, there is little academic and practical understanding of how public and private actors collaborate on and manage private sector-led participation processes. What organizational and managerial activities and instruments do these actors decisively apply in practice? To what extent do they influence the coming into being of such processes? Since the organization of such participation processes stands or falls with public–private (inter)actions, it is crucial to understand the way public and private organizations influence such processes.

Furthermore, in examining private-led participation processes, it is crucial to explore whether existing knowledge on participation remains applicable or if new challenges and insights emerge. The shift from a public-led to a private-led participation suggests a reevaluation of established norms and practices in the processes. This prompts the question: will the barriers of participation faced by the public sector persist, evolve, or give way to new considerations when the private sector assumes a leading role in participation? Are the enablers for participation the same when the private sector takes charge, or does this shift introduce new barriers and enablers? What are the challenges that might arise in private-led participation, distinct from those encountered in a state-led approach? Or is it that no matter who leads the process the challenges and opportunities will always be there? The exploration of these potential changes necessitates a deeper understanding of the dynamics at play, as limited literature has been written on private-led participation.

The acknowledgment of the growing interdependence and thus shared responsibility between private developers and municipalities in private-led participation in theoretical discussions highlights the need for empirical studies to validate the understanding of how these collaborations function in practice and how they influence private-led participation processes. This highlights the complexity of the relationship, challenging the notion of exclusive developer responsibility, as emphasized by the new Environmental and Planning Act, in the changing landscape of private-led participation processes. Building upon arguments presented by Verheul et al. (2021), it can be inferred that private-led participation processes not only relies on formal role divisions but necessitates informal interactions between public and private actors.

The aim is to establish an empirical understanding of the roles developers and municipalities employ in private-led citizen processes, the barriers and enablers of private-led participation processes, and the best practices for collaboration. The empirical study will use the relevant theoretical conceptual tools to investigate the organizational, managerial role divisions and soft relational aspects through which these actors collaborate, and the barriers and enablers as described by literature on state-led participation. The variables outlined in the appendices A, B, C and D will act as a base for the research of the cases.

Methodology

The methodology chapter outlines the objectives and strategies for conducting the research, detailing the specific type of study being undertaken and the data collection methods employed. Additionally, the chapter addresses the research’s validity and generalizability, as well as how the findings will be shared upon the study’s completion.

Research strategy and design

A research strategy serves as a crucial framework guiding the use of both qualitative and quantitative methods in social research (Bryman, 2012). This study adopts a qualitative research approach, specifically utilizing a multi-case study design, as shown in figure 09.. Qualitative research, as defined by Hancock et al. (2009), delves into experiences or data that cannot be precisely expressed in numerical terms, while the quantitative approach relies on statistical instruments for measurable results. Given the study's focus on exploring the roles of municipalities and private developers within private-led participation processes, barriers and enablers of such processes, and best practices for collaboration, the qualitative approach is deemed more suitable. It allows for an in-depth examination of perspectives, evaluation of existing processes, and the exploration of varying viewpoints, organizational and managerial dynamics. The qualitative approach aligns with the research aim of advancing theoretical developments in private-led participation within the realm of urban development (Hancock et al., 2009; Bryman, 2012).

Emphasizing theoretical development, qualitative research explores the dynamic interplay between theory and research, particularly through an inductive approach (Bryman, 2012). The objective is to generate new insights on private-led participation, constructing theories grounded in both theoretical frameworks and practical data. This aligns with the identified gap in the literature on private-led participation.

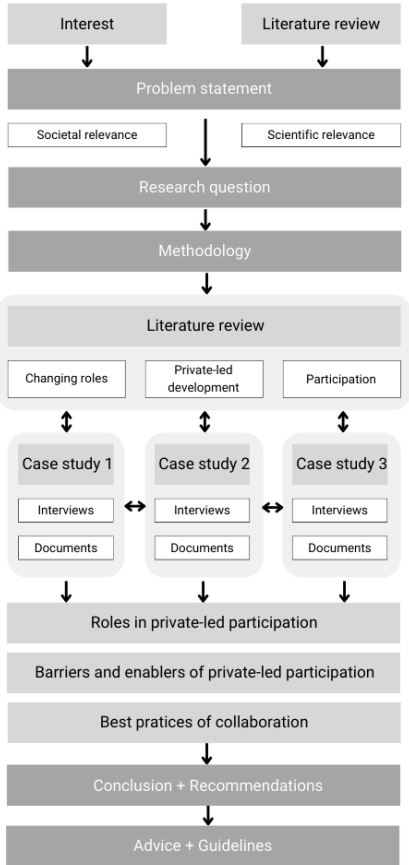


Figure 09: Research design (Own work, 2024)

While theoretical and practical insights exist for private-led development and citizen participation, academic research specifically focused on private-led participation is notably limited. Therefore, a multi-case study design is chosen for the qualitative research to comprehend the unique context of private-led participation. The chosen research design aims to contribute theoretical insights by examining the roles, behaviors, and perspectives of public and private actors in private-led participation processes. The study also investigates the barriers and enablers associated with these processes through in-depth case studies. Ultimately, the collected data is analyzed by condensing, classifying, and interpreting theoretical findings to expand the existing body of knowledge on private-led participation. Figure 09 shows a step-by-step approach to the research design.

A multi-case study

A multi-case study is a type of case study research that involves the selection and analysis of two or more cases differing in certain aspects but sharing commonalities. Case studies, as highlighted by Yin (2009), are particularly effective for gaining a profound understanding of a specific context or phenomenon within its real-life setting. Case studies can be categorized into single case studies and multiple case studies. While a single case study is valuable for in-depth examination, incorporating insights from multiple case studies, as suggested by Herriott and Firestone (1983), enhances persuasiveness and contributes to a more comprehensive research study. By employing multiple case studies, the insights gained are likely to be transferable and applicable to other instances of private-led participation processes.

In the context of this research on private-led participation, the selection of multiple case study works, considering diverse stakeholders, unique contextual factors, and various barriers and enablers that are associated with private-led participation processes. Each case study represents an individual set of conditions including various private developers, local government authorities, and neighborhood community dynamics. Because of this diversity, the study's conclusions are firmly based on actual events, offering an informed perspective of how private-led participation processes works out in diverse settings. The value of multiple case studies is found in their capacity to draw attention to trends, similarities, and differences among various examples of private-led participation. This method enables a deeper investigation of the differing roles and the variables impacting the barriers and enablers of participation led by the private sector.

The variables to be examined in the cases involve understanding the managerial roles of both developers and municipalities in private-led participation, the barriers and enablers in private-led participation process, and the collaboration dynamics, thus soft relational aspects, between developers and municipalities in organizing participation. Specifically, the focus will be on how these actors work together in the context of a developer-led participation process, with specific geographical cases in one municipal setting in Dutch context serving as an illustrative example, which is the municipality of Amsterdam. The case studies involve gathering information from different sources, including semi-structured interviews and (web)documents (Yi, 2009). The case studies will be chosen based on relevance, diversity, and significance in the context of private-led participation processes within the municipality of Amsterdam. Detailed criteria for selection will be explored in a later section. In the following section, the data collection methods will be further explained.

Data collection methods

The approach used to collect data is called a research method (Bryman, 2012). In qualitative research, methods are often more flexible and subjective (Bhandari, 2023). This qualitative multi-case study research uses multiple methodologies, such as a literature review, explorative interviews, semi-structured interviews, and document analysis.

Explorative interviews

Explorative interviews have been conducted through snowball sampling, before and during the literature review in order to gain practical insights into private-led participation and formulate and understand the problem. The explorative interviews focused on both public and private actor professionals within the field of urban (re)development. These explorative interviews allowed for an understanding of the contextual and practice-based viewpoints on private-led participation and guided the introduction, problem-statement, and relevance of this research. Appendix H shows an overview of the explorative interviews and meetings with mentors.

Literature review

The first part of the research consists of a literature review. There are two types of literature reviews: systematic or narrative. A systematic review is more strict and focuses on a narrower research field, a narrative review, being a traditional approach, tends to be more broad and flexible (Bryman, 2012). Given the research questions and the many evolving concepts and theories related to private-led participation, a narrative review is used to understand different concepts. The aim is to develop variables that serve as the foundation for integrating empirical data and formulating strategies and definitions for conducting further research, through examining key concepts relevant to the research development, providing an understanding of their origins, evolution over time, and formulating comprehensive definitions. A wide range of keywords analogous to 'changing role', 'private-led urban development', and 'participation' were used in a library system. The literature review will help to identify established theories related to criteria for assessing roles, barriers and enablers in participation processes, and collaboration, in order to examine the cases. The data will be collected from various sources, including academic journals and project documents. When possible, academic literature, websites, and other provided documents are consulted in the cases.

The review of concepts will allow to unravel intertwined ideas, and therefore, narrow down definitions, making them applicable to the research scope (Fink, 2004). This involves discussing the evolving nature of changing roles, particularly focusing on the state-market relation leading to private-led development, addressing implications for changing roles, the nature and purpose of participation and barriers and enablers within the process, the emergence of private-led participation and need for further research. The literature review consists of studying and analyzing scientific literature such as journal articles, books, and revised reports. Additionally, non-scientific sources such as conference papers, newspapers, online blogs, and podcasts are incorporated to provide additional context and background information. The data obtained from the case studies and interviews will be collected and analyzed to validate and complement the literature review (Bryman, 2012).

Semi-structured interviews

The research methods will consist of semi-structured interviews with key stakeholders, including private developers and municipal authorities. The aim is to have a wide range of participants representing various experiences within the selected cases. The in-depth interviews, using open-ended questions, allow for a direct exploration of participants' experiences, perspectives, challenges faced, and strategies employed in private-led participation by both developers and municipal representatives. In-depth interviews provide rich, qualitative data, capturing the nuanced and contextual aspect of the private-led participation processes. Conducting interviews is beneficial because it gives interviewers flexibility in addressing topics that come up during the interview. Furthermore, the participants might share interesting aspects that hadn't been expected (Robson, 2011). However, it is crucial to ask the same set of questions to all interviewees, as there is a possibility that the interviewer might influence the interviewee's responses Bryman (2012). Table 08 below shows an overview of the conducted interviews, the date and duration.

Interviewee	Date	Duration of the interview
Int1 - Municipality Cruquius	29-02-24	00:55:23
Int 2 - Municipality Cruquius	29-02-24	01:14:38
Int 3 - Municipality KPN	07-03-24	00:57:10
Int 4 - Developer KPN	12-03-24	01:04:34

Int 5 - Municipality Cruquius	18-03-24	01:17:41
Int 6 - Municipality Barrio Lobi	19-03-24	00:56:33
Int 7 - Developer Barrio Lobi	21-03-24	01:01:44
Int 8 - Developer Barrio Lobi	21-03-24	01:01:44
Int 9 - Municipality KPN	26-03-24	01:13:05
Int 10 - Developer Barrio Lobi	04-04-24	01:00:15
Int 11 - Developer Cruquius	11-04-24	01:05:29

Table 08: Overview of semi-structured interviews (Own work, 2024)

Document analysis

For the case studies one of the data collection methods will be the collecting and analyzing of relevant documents, such as the available project reports, policy documents, and communication materials related to the private-led participation processes within the selected cases. Through the document analysis details about decision-making procedures, project schedules and processes, and the roles that private developers and local government officials play will be collected and the main ideas and recurring themes in the texts can be determined. Document analysis complements interview data by providing a more contextual perspective. This data collection method allows for the triangulation of information, validating findings through interviews and enhancing the overall reliability of the case study.

Consulted document	(Author, year published)
1. Structuurvisie Amsterdam 2040	Gemeente Amsterdam, n.d.
2. Tender Barrio Lobi	Wonam, 2022
3. Gebiedsplan Bijlmer Oost	Gemeente Amsterdam, 2019
4. Initiatiefdocument Cruquiusgebied	Amvest, 2014
5. Spelregelkaart 2012	Cruquius 2012
6. Participatieverslagen Cruquius	Amvest, 2014
7. Participatie Handreiking Amsterdam	Gemeente Amsterdam, 2022
8. Handreiking regie op participatie bij ruimtelijke bouwprojecten van derden in West	Gemeente Amsterdam, 2022
9. Participatieverslagen	GPS Vastgoed, 2021
10. Bewonersbrieven	GPS Vastgoed, 2021
11. Notulen klankbordgroep	GPS Vastgoed, 2021

Table 09: Consulted documents for data analysis (Own work, 2024)

Sampling criteria and sampling size

Multi-case study

Case selection is a crucial part of the research design, as the number and type of cases will partly determine the outcome of the results. Compared to quantitative research, qualitative research needs a smaller sample size. The sampling strategy is theory driven and for the case studies will employ purposive or criterion-based selection technique i.e. it is not based on random sampling, as the aim is to have cases that are about private-led participation processes. The cases are selected based on specific criteria that are crucial to the research question to ensure the selected cases meet predetermined standards that are relevant to the study's objectives. The research's purpose is to explore an emerging phenomenon, private-led participation processes, thus a descriptive case study will be used. Descriptive case studies are not organized around a central, overarching causal hypothesis or theory, rather they seek to describe the research observations. The selection criteria for the cases focus on instances where private developers have taken on the responsibility of organizing participation, without being bound by legal requirements. Thus involves participation processes before the implementation of the New Environmental Planning Act in January 2024. The cases can encompass a variety of scenarios, including different methods by which developers acquire private-led (re)development projects and the varying stances adopted by the municipality. Participation may occur at different stages of the project, depending upon contextual and project-specific factors. This approach seeks to examine the diverse roles assumed by developers and municipalities within the process, exploring how their organizational and managerial positions influence their involvement in the participation process. The aim is to explore the dynamics of collaboration between these developers and the involved municipalities. The chosen cases will provide insights into best practices and lessons learned in situations where developers have organized participation and attempt to understand the challenges and strategies in the context of collaboration between private developers and municipal authorities in private-led participation processes.

The selected cases will involve collaboration between private developers and municipal authorities within the Municipality Amsterdam, ensuring a comparative analysis. Comparing cases within the same municipality ensures a contextualized analysis of collaboration dynamics, accounting for local nuances. While this research centers on a single municipality, Municipality of Amsterdam, it is essential to acknowledge the inherent diversity among Dutch municipalities. Different municipalities across the Netherlands exhibit diverse governance structures and participation guidelines, influencing their respective approaches to private-led participation. Recognizing these variations, it is acknowledged that future research endeavors exploring multiple municipalities could yield valuable insights. Such comparative studies could shed light on commonalities, distinctions, and overarching patterns in collaborative practices, offering broader implications for private-led participation processes in the Dutch context.

The case will be chosen based on requirements to gather the necessary data. This will be done through purposive sampling, which is a deliberate choice to choose these cases (Blaikie & Priest, 2019). The case will be suitable for analysis for this research when:

- Completed or ongoing redevelopment projects within the Municipality of Amsterdam where privately organized participation processes have taken place.
- Citizen participation was/is part of the project. The citizens are defined as residents and neighboring residents.
- Developer took the role of organizing participation (not based on a legal requirement). It involves participation in the phase preceding the permit application.
- Different stakeholders are present during the project, covering public (municipality) and private parties (developers), and the citizens (for the participation).

- Important to:
 - have an available group of municipal and developer participants (easy to reach)
 - be able to look back on a project and reflect (enough data, documents, and information available).

Semi-structured interview

The selection criteria for the semi-structured interviews will be tailored to private developers and municipal authorities involved in private-led participation processes, specifically chosen from the pool of participants involved within the case studies. By utilizing this approach, the research ensures that participants have experience and insights into the collaborative dynamics between private developers and municipal authorities and facilitate a better understanding of the individuals views on barriers and enablers of the private-led participation. The identification of the involved private developers and municipal authority individuals was through desk research by trying to identify the relevant individuals within online news articles and interviews on the project. Some of the names identified through this strategy turned out to not be involved anymore within the project and at times not working at the company or municipality anymore. Thus through the contact with the municipality, contact was made with some of the identified names or other individuals which are currently involved.

The interview transcripts (appendix F) underwent development and refinement after the first two interviews, incorporating feedback and encountered challenges. Following revisions and adjustments, the transcripts facilitated better conversations pertaining to the research topic and the specific cases. Informed consent, along with the interview transcripts, was shared with participants several days prior to the scheduled interviews to provide insight and help in preparation. The interview questions are categorized into three themes corresponding to the sub-research questions, drawing from variables and information derived from the literature review to evaluate theoretical concepts associated with private and public roles, barriers and enablers, and collaboration within private-led participation processes. These variables are detailed in the appendices B, C, and D. Both interview transcripts, one with the developer (Interview A) and the other with the municipality (Interview B), are included in appendix F.

Variables derived from research on roles within private-led processes were used to develop a scorecard, which interviewees utilized to assign scores ranging from 0 to 5 to roles for both private developer and municipality. A score of 0 indicated that the role had no relevance to the private-led participation process, while a score of 5 denoted high relevance. Interviewees were then prompted to elaborate on the roles scoring the highest for both public and private actors, and to determine if these roles remained consistent throughout the process. Additionally, the second set of questions concerning barriers and enablers of participation involved selecting a maximum of 5 relevant barriers and enablers adopted from the literature review that focused more on public-led participation. These were also assessed using a scorecard ranging from 0 to 5, with a score of 0 indicating that the barrier or enabler had no relevance to the private-led participation process. Interviewees were asked to identify any barriers and enablers beyond the predefined list presented to them from the literature by the researcher, to identify barriers and enablers specific to the private-led participation process. The objective is to discern whether the enablers and barriers observed in public-led participation are comparable to those in private-led participation. Additionally, the aim is to determine if any barriers and enablers arise uniquely when participation is organized by either private or public entities. Finally, the third part of the interview focused on collaboration characteristics and soft relational aspects, drawn from the literature, to understand how actors collaborate within the context of private-led participation and the lessons learned from this collaboration for future private-led participation processes.

Confidentiality and anonymity

It is crucial to maintain participant confidentiality and anonymity, especially when dealing with sensitive information. By guaranteeing that participants' identities and contributions will be kept private, these precautions protect participants and hopefully promote candid and open involvement. To maintain participant confidentiality the information gathered - including transcripts and recordings of interviews - is safely stored and accessible to only the research team. In order to protect participants' identities in any published or disseminated documents, codes or pseudonyms are used. Above all, the participants will be informed of the steps taken to protect their privacy throughout the research through the informed consent, which need to be approved by the interviewees, prior to conducting the interviews. The informed consent can be found in appendix E.

Ethical considerations

Before conducting the interviews a written consent from the participants will be obtained, so that agreement to participate is documented and ensured. Informed consent is essential for respecting participants' autonomy and ensuring they understand the nature of their involvement. Obtaining a written consent allows for a transparent and ethical research process. A detailed participation information sheet will be provided that explains their contribution, the purpose, scope, and procedures of the study. Within the participation information sheet the voluntary nature of participation will be communicated, to ensure that participants are aware they can withdraw at any point without consequences.

Data analysis

Primary analysis

Thematic analysis was used to examine the qualitative data collected from interviews, with a focus on the roles of private developers and municipalities in private-led citizen participation processes, as well as the barriers and enablers encountered. The approach to thematic analysis in this study was distinct in that it involved both the application of predetermined themes and the identification of new themes, which ultimately related to or fell under the broader predetermined themes. This was done through first transcribing the interviews and after that giving predetermined labels to parts of the interview transcription that appear to be significant to the research (Bryman, 2012). During the labeling, new themes emerged that were also adopted to further analyze the findings. The coding process was conducted using the software Atlas.ti, an extract of the transcript and coding is shown in figure 10.

gemeente verliep tijdens het participatieproces, dus dat door Amvest is georganiseerd. U zei wel dat jullie wel werden uitgenodigd voor bijeenkomsten?

Int1: Ja, dus dat doen we altijd wel. En ja, we informeren elkaar ook van tevoren over dingen die spelen. Nou ja, en we vragen aan Amvest, kijk ik zeg dat het een eis is en het is ook een eis, maar eigenlijk is het ook een samenwerking. Dus dat ze het doen, dat ze alle mensen uitnodigen, dat zij onze, zeg maar, communicatiekanalen ook inzetten om mensen te informeren. Ja, alles eigenlijk. Dus die samenwerking met Amvest loopt heel prettig. Ja, en ook omdat ze langjarig betrokken zijn en dat maakt enorm uit, denk ik. Dus kijk als het koop appartementen zijn en de ontwikkelaar is weg na de opleveringen en de verkoop dan is dat anders dan dat ze zich langjarig verbonden voelen met een gebied.

TT: Ja, hoe waren eigenlijk die rollen die vooraf waren genoemd van invloed op de samenwerking? Dus bijvoorbeeld dat er ja, nog steeds vanuit de gemeente wel ook onderhandeld is maar ook eigenlijk met communicatie, dus die hebben ook gewoon invloed gehad op het participatieproces en de samenwerking onderling. Dus ja, kun je er misschien iets van beschrijven?

Int1: Naja, ik denk dat ik best wel in gespreid bedje kwam, want samenwerking was al goed. Dus ja, ik denk dat dat gewoon wel oké is.

TT: Ja, en als we dan meer algemeen kijken, en ook als we kijken naar dat de samenwerking heel goed is. Dus dat kwam vooral voornamelijk uit, dus vaak communiceren, ook elkaar even meenemen over wat er speelt. Wat zijn dan belangrijke factoren voor samenwerking tussen een ontwikkelaar en gemeente tijdens zo een participatieproces wat door een ontwikkelaar wordt georganiseerd? Of naja, waar een ontwikkelaar dan verantwoordelijk voor is, nu?

Int1: Nou ja, dus dat we het van tevoren een keer erover hebben. Dat ze weten, weet je dus, dus dat Amvest in dit geval, dan bijvoorbeeld doorverwijst naar de gemeente als het over dingen gaat, die de gemeente aangaan, hè? Dus dat doen ze ook altijd, hè? Dus alle vragen over openbaar vervoer krijg ik altijd. Ja, dus ja, ik weet niet zo goed wat nou, wat is natuurlijk belangrijk voor samenwerking is gewoon vertrouwen. En vertrouwen en goede intenties ook. Ik zal altijd goed willen doen en dat wij het goed willen doen en dat we eigenlijk samen aan de lat staan voor een goede woonwijk en ieder z'n rol. Ja, dat is de bedoeling, maar het is dat je ook het gevoel

1:78 U zei wel da...

- C Collaboration
- CM Communication
- R Role
- RD Developer
- RDA Amvest

1:79 Ja...

- C Collaboration
- CE Engagement

1:80

- C Collaboration

1:83 N...

- C Collaboration
- CM Communication
- CR Clear roles

1:84

- CR Clear roles

1:81 W...

- C Collaboration
- CS Shared goals
- CT Trust

Figure 10: Transcript with applied codes (from Atlas.ti, 2024)

This approach aims for a thorough comprehension of the data by incorporating ongoing comparison analysis and establishing emerging themes throughout the dataset. There are different ways to conduct thematic analysis and the most used form is through familiarization, coding, generating themes, reviewing themes, defining and naming themes, and writing up (Braun & Clarke, 2006). The application of systematic coding will begin with the inductive development of initial codes and continue with further refinement, grouping, and categorization to construct overarching themes.

Step 1: Predetermined themes and codes

Prior to conducting the interviews, a thorough literature review was conducted, resulting in the identification of key themes and sub-themes relevant to the study's research questions. These predetermined themes included managerial roles played by developers and municipalities in private-led sessions, as well as common barriers and enablers in participation processes. These themes and sub-themes were used to structure the interview questions, guiding the exploration of their relevance within the context of private-led citizen participation (appendices B, C, D).

Step 2: Familiarization with the data

After data collection, the interview transcripts were carefully reviewed multiple times to achieve a comprehensive understanding of the content. As a first step the transcripts were read and notes were made on the first impressions. This familiarization step was crucial for recognizing patterns in the data and assessing the relevance of the predetermined themes.

Step 3: Application of predetermined codes

When reading the transcripts again the second step was conducted in which the coding began by labeling words, sentences and sections that are relevant to the research questions. The initial coding process involved systematically applying the predetermined codes to the interview data. This allowed for the identification and confirmation of the presence of the expected roles, barriers, and enablers within the context of private-led citizen participation. Each piece of data that aligned with these predetermined themes was coded accordingly.

Step 4: Identification and integration of new themes

In addition to the application of predetermined codes, emergent coding was also used, which are codes that are drawn from the interview transcripts (Stemler, 2001). In this way, the data was also examined for new themes and sub-themes that emerged during the analysis. Although new themes were identified, these were found to be closely related to or subsumed under the broader predetermined themes. For instance, new insights into specific barriers or enablers unique to private-led participation were categorized as sub-themes or variations within the existing broader themes established by the literature review.

Step 5: Reviewing and refining themes

Once all relevant data had been coded, both pre-determined and new themes were reviewed to ensure they accurately represented the data and comprehensively addressed the research questions. This step involved refining the themes to capture the nuances in the data, ensuring that new themes were properly integrated within the broader categories initially identified. After coding all the transcripts, the codes are reviewed and filtered to combine codes and create categories by bringing several codes together. The categories eventually are labeled and these categories and their connection have led to the main result of the case studies.

Step 6: Defining and naming themes

Each theme, including both pre-determined and newly identified ones, was clearly defined and named to reflect its significance in the study. The thematic structure maintained the distinction between general themes applicable to both public and private-led participation and those specific to private-led processes. However, even the specific themes were contextualized within the broader, predetermined themes, highlighting how unique aspects of private-led participation relate to established theoretical constructs.

Step 7: Synthesis and reporting

The final themes were integrated into the results and discussion sections of the thesis, with each theme thoroughly described and supported by direct quotes from the interviewees. The relationship between broader predetermined themes and the specific nuances identified in private-led participation was illustrated using tables and diagrams (appendices I, J, K, L, M, N, and O). These visual aids helped to clarify how new insights fit within the existing theoretical framework, while also highlighting the distinct characteristics of private-led participation processes.

Phase	Description of analysis process
1. Predetermined themes and codes	Identification of key themes and variables in literature review
2. Familiarizing myself with data	Narrative preparation, i.e. transcribing data
	(Re-)reading the data and noting down initial ideas in regards to key themes
3. Generating initial codes	Coding interesting features of the data in a systematic fashion across entire data set
	Collating data relevant to each code
4. Searching for new themes	Collating new codes into potential and predetermined themes
	Gathering all data relevant to each potential theme
5. Reviewing all themes	Checking if themes work in relation to coded extracts
	Checking if themes work in relation to entire data set
	Reviewing data to search for additional themes and erase double themes
	Generating a thematic "map" of the analysis
6. Defining and naming themes	On-going analysis to refine the specifics of each theme and the overall story the analysis tells
	Generating clear definitions and names for each theme
7. Producing the report	Selection of vivid, compelling extract examples and quoting
	Final analysis of selected extracts into results
	Relating the analysis back to the research question, objectives and previous literature reviewed

Table 10: Phases of thematic analysis (own work adapted and adjusted from Braun & Clarke, 2006)

Secondary analysis

The data derived from the case studies was compared to the theoretical literature research within the discussion section. This secondary analysis aimed to assess how the empirical data from the interviews aligned with, confirmed, or diverged from the pre-established theoretical concepts. By comparing the roles, barriers, and enablers identified in practice with those derived from the literature, the analysis sought to validate and expand upon the theoretical framework, ensuring a comprehensive understanding of private-led citizen participation processes.

Limitations

The research is limited to a specific geographical location and urban contexts, primarily focusing on the Dutch context. This approach, while providing an understanding of the Dutch context, may limit the generalizability of the findings to diverse settings, particularly those in different countries or developing countries. The generic discussion on changing roles and participation are more generalizable. However, the study acknowledges that the Dutch legal, regulatory framework significantly shapes the nature of citizen participation, and that the

Dutch governance structures influence the roles of private and public actors. Thus, findings may not be directly applicable to regions operating under different legal systems or cultural norms.

Another limitation of this research is its concentration on solely a single municipality, which is the Municipality of Amsterdam, albeit a substantial one within the Netherlands. The decision to limit the study to one municipality arises from constraints related to time, feasibility, and data availability. While exploring cases in various municipalities could offer insights into diverse approaches, considering different ways of collaborating, perspectives on roles, and levels of intervention, such an expansive scope is not feasible within the constraints of this study. However it is essential to acknowledge that different municipal institutions may have distinct governance structures and strategies for preparing and acting towards participation processes. Each municipality may possess unique operational and organizational structures, governance methods, and approaches to engaging with the private sector in urban development. While the findings can contribute to a broader understanding of the general Dutch context, careful consideration must be given to the specific contextual differences among municipalities in the Netherlands.

The researcher has worked at a private developer firm. Thus, it is essential to recognize that unconscious biases and subjectivity in data interpretation, stakeholder perspectives, and the researcher's preconceived notions may influence the objectivity of the study and the neutrality of the proposed recommendations. While the research primarily focuses on the role of developers and of the municipality, it acknowledges that this narrow scope, encompassing three selected cases, may not fully encapsulate all the contextual factors that could potentially influence private-led participation processes. However, by rigorously comparing and aligning the findings with established literature, the research aims to mitigate these biases and ensure a comprehensive analysis.

Validity and generalizability

Validity

According to Bryman (2012), validity in research is about the reliability and believability of the conclusions. It is important when conducting this research that potential biases, presumptions, and perspectives the researcher has are identified. Therefore, reflexivity, thus to be critical and self-aware of the researcher's role in shaping the research process is essential to ensure validity and credibility. The researcher is aware that their experience in practice as a real estate developer and the pre-existing assumptions could influence how the research is approached and may shape the interpretation of collected data or formulation of interview questions.

In order to reduce the influence of researcher bias on the study's validity, the triangulation strategy is utilized. Triangulation, as described by Bryman (2012), involves integrating insights from various data sources to cross-verify conclusions to enhance the reliability and achieve a more comprehensive understanding of the issue at hand. Through triangulation, thus combining data from the literature review, explorative interviews, multiple case study approach, consisting of semi-structured interviews and document analysis, the reliability and validity of the overall conclusions and recommendations is improved. Before the interviews the researcher could go through a reflective process in order to find and analyze any potential biases that could affect how the questions are framed to facilitate an objective exploration of participants' perspectives. Reflexivity is an ongoing, iterative process through every aspect of the research process. The study's validity is additionally strengthened by an iterative analytic procedure, reexamining the data and interpretations, and getting participant input through member checking.

Generalizability

A qualitative method, focusing on depth rather than on width, is consistent with the focus on obtaining insights

in the complex dynamics of private-led participation processes. This method improves the findings' richness and context-specific relevance, but it also reduces the study's external validity and generalizability. When attempting to adapt the findings of this research in other contexts, researchers and practitioners should take into account the particular contextual elements that impacted the outcomes in the cases under study, and the researcher should clearly outline the known contextual factors. The study's findings must be interpreted carefully in light of the limitations imposed by purposive sampling.

By comparing and contrasting across multiple case studies it improves the findings' capacity for generalization and transferability. The cases will be analyzed and commonalities, differences, and overarching themes that emerge from the individual cases will be identified. The methods allow for identification of patterns that may be applicable to a broader context, contributing to the overall validity of the study. The cross-case analysis could examine ways in which the dynamics of collaboration vary or coincide within private-led participation processes in different urban development projects. Additionally, the implications for generalizability highlight the significance of taking context-specific factors into account when extrapolating research findings to larger urban development contexts.

Transferable results in research on the changing roles between private developers and municipalities, and their collaboration within the context of private-led participation processes, include the development of adaptable frameworks or models that outline the dynamics of collaboration and the factors influencing the partnership. Additionally, transferable results involve compiling catalogs of best practices gleaned from case studies and empirical research, offering strategies to navigate challenges and foster collaboration across diverse contexts. Practical guidelines on changing roles, barriers and enablers in private-led participation can equip stakeholders with actionable insights for such collaborative processes. Moreover, policy recommendations can inform policymakers and urban planners in crafting regulatory frameworks conducive to facilitating collaboration.

Dissemination

The deliverables and findings of the research will consist of guidelines and suggestions for private developers, municipal authorities, and other involved practitioners on how to facilitate private-led participation processes focusing on the collaborative dynamics between private developers and municipal authorities. The guidelines and overview of the findings can offer advice to practitioners, policymakers, municipalities, and private developers on challenges, opportunities, and practical suggestions to collaboration during private-led participation processes.

Publication

Next to the publication of the research in the TU Delft repository, the researcher seeks to interact with professionals and promote research outside of the academic setting. This approach enhances visibility within the professional community and facilitates the dissemination of research findings to those actively involved in shaping urban environments. The researcher considers submitting articles or summaries to industry-relevant websites, blogs, or platforms in the field of urban planning and development and presenting findings at relevant conferences. Collaborating with companies allows the contribution of research insights and findings that can inform urban development policies and practices, and getting input from professionals.

Communication plan

One way to communicate the research findings and recommendations with companies and professionals is through the creation of an executive research summary. A concise summary will be developed to facilitate

communication with non-academic audiences, enabling policymakers and practitioners in urban development to access the study more easily.

Results

The research results examine three cases - Cruquiseiland, Barrio Lobi, and KPN Centrale - in Amsterdam, each introduced with a brief history and development overview, followed by an analysis of the private-led participation process. This includes the roles of the municipality and developers, barriers and enablers in private-led participation, and collaboration. Before delving into these cases, it's important to understand the unique urban governance context in Amsterdam, where the interplay between public and private sectors shapes development and participation processes.

Context - Municipality of Amsterdam

Changing roles

Amsterdam, the largest municipality in the Netherlands, has transitioned from a traditional top-down approach to urban development towards a collaborative model with private developers. Previously, the city directly acquired land, designed development plans, and then released plots to private parties, maintaining significant control (Int1, Int5). Today, Amsterdam encourages private investment and co-creation by simplifying regulatory processes and promoting public-private partnerships (PPPs). While the municipality still enforces spatial planning and building regulations, private actors now play larger roles in financing and executing projects, aligning development with market needs while keeping resident interests central (Int5). This reflects Amsterdam's shift towards a model that balances regulatory oversight with community engagement (Int1, Int5, Int6).

Governance

Amsterdam's governance has transitioned from an autocratic to a decentralized model, now characterized by district councils aimed at bringing government closer to citizens. Progressive parties like GroenLinks and the Labour Party (PvdA) have historically supported public values, social welfare, and inclusive decision-making (GroenLinks, n.d.). With strong local government capacities and resources, Amsterdam influences urban planning and development through regulatory frameworks that prioritize public interests, including zoning, heritage preservation, and social inclusion (Savini, 2017). Policies like the participation ladder (Participatieladder) were introduced to formalize citizen involvement in projects (Int4, Int5).

In recent decades, Amsterdam has seen a shift towards increased private sector involvement in urban development, reflecting broader neoliberal trends where the public sector's role is increasingly regulatory, and private developers take on project execution (Van der Heijden, 2010). Despite this shift, Amsterdam's government remains actively engaged to ensure projects meet standards for public participation, environmental impact, and social benefit (Boonstra & Boelens, 2011). Although private developers handle many large projects, they must align with public goals and follow municipal regulations, helping to ensure that principles of social equity and inclusivity are upheld (Int5, Boonstra & Boelens, 2011).

Land policy

Amsterdam's land policy framework is key to understanding its influence over development projects and participation in urban planning. Central to this influence is the city's **ground lease system** (erfpacht), where the municipality retains ownership of the land but grants long-term usage rights to individuals or businesses, who pay an annual fee (canon). Amsterdam's unique ground lease (erfpacht) system grants it significant influence over land use, shaping its active and facilitating land policies. Under active land policy, the city acquires land, prepares it, and then leases it out, allowing direct control over projects, including citizen participation

(Amsterdam, n.d.). Conversely, facilitating land policy applies when developers lease land already in use; the municipality supports but has less direct control. While it offers less direct control than active policy, the municipality still ensures that participation processes are included within the planning framework of redevelopment projects (Amsterdam, n.d.). This dual approach impacts the municipality's influence on private-led participation processes, as seen in the cases of Cruquiseiland, KPN Centrale (facilitating policy), and Barrio Lobi (active policy).

Participation

In the context of Amsterdam's urban development, participation is important, particularly given the city's dense population and active citizenry. Participation levels vary significantly by neighborhood, with high-income areas often demonstrating strong opposition or engagement, especially where gentrification is a concern (Int2, Int4, Int6). Historically, Amsterdam's governance has promoted democratic and community-based engagement, a tradition supported by policies like the Participation Regulation (Participatieverordening) and the Amsterdam Guide for Participation in Neighborhood Renewal (Amsterdamse Leidraad voor Participatie bij Wijkvernieuwing en Complexgewijze Aanpak), which formalize citizen participation, including in private-led projects (Amsterdam, n.d.; Savini, 2017).

This pro-participation stance has grown, especially with the anticipated Environmental and Planning Act, leading the municipality to develop standard participation guidelines for private developers and housing associations, starting around 2019 (Int10). The guidelines were initially pioneered in the densely populated West District, where development impacts are intensified. In 2015, a motion underscored the need for more structured participation in private projects, resulting in a participation guide, first implemented in Amsterdam West, to help developers and private initiators engage local communities (Int10). By 2022, this guide became standard for all Amsterdam projects, offering resources to assist initiators in engaging residents and community organizations (Int10).

For all projects, participation is a required step (Int5). For municipal projects, the city organizes participation, but in private-led projects, developers bear responsibility for organizing community involvement. In standard area development, developers compete through a municipal tender process, which includes private-led participation requirements (Int5). For private initiatives, the Participation Ladder (Participatieladder) outlines various engagement methods, from informational campaigns to interactive sessions, giving developers flexibility in fulfilling participation requirements (Int4, Int5). Each decision-making document submitted to the municipality must include a participation summary detailing engagement methods used (Int5).

To support developers in their participation efforts, the municipality offers tools like the Participation Ladder and has created a working group dedicated to advising private development initiatives across the city (Int5, Int10). Unlike other Dutch municipalities that may lack such resources and rely more on developers, Amsterdam has the capacity to promote collaboration, though developers must lead the participation (Int5, Int11). Ultimately, the municipality of Amsterdam is described as playing a consultative and advisory role in private-led participation, ensuring guidelines are met but without directly managing the engagement (Int10).

Understanding this broader governance context and participation is essential for examining the specific dynamics in each case study. The roles played by both the public and private sectors must be viewed through the lens of a historically strong public sector that has adapted to collaborate with private actors while retaining its capacity to enforce public values. This context is critical for exploring opportunities for private-led citizen engagement and challenges related to public-private collaboration in the case studies - Cruquiseiland, Barrio Lobi, and KPN Centrale - to be discussed.

Case 1 - Cruquiseiland



History

Cruquiseiland, one of the last undeveloped islands within Amsterdam's ring, was historically an industrial hub in the Eastern harbor area, hosting heavy industry and enduring periods of decline, marked by criminal activity (Amvest, n.d.; Int1, Int5). Over time, the land was expanded with sunken docks to increase quay length, yet Amsterdam's municipality debated whether to retain heavy industries in such a central location (Int2, Int5). Given Cruquius's central location in the city, the municipality saw opportunities for housing development. Eventually, the municipality expressed willingness to support transformations (Int1).

In 2007, the real estate developer Amvest initiated the transformation of Cruquiseiland by acquiring a significant land parcel (nul20). However, the 2008 financial crisis hindered development efforts, impacting Amsterdam's financial ability to buy plots (Int1, Int2, Int5). Consequently, multiple developers, including Amvest, acquired land independently and began collaborating with the municipality to shape development plans, although Amvest held a prominent position due to its extensive landholdings (Int1, Int5).

Development

Cruquiseiland's redevelopment deviated from Amsterdam's traditional urban development practices. Typically, the municipality manages land acquisition, urban design, and plot marketing, retaining significant control (Int5). However, in Cruquius, an initial municipality-led urban plan failed to attract market interest, as the plans were rendered as ineffective. Initially, the project encountered challenges on technical, planning, and programmatic fronts. Despite the municipality's substantial investment, no progress was made (Int2). Moreover, there were numerous landowners with differing interests on Cruquiseiland (Amvest, 2018). With limited capacity and resources, the municipality was unable to pursue new initiatives, prompting Amvest to bring stakeholders together to negotiate development plans (Int5).

Subsequently, in 2012, the concept of a more flexible approach emerged, leading to the development of the rule card (spelregelkaart). In collaboration with 'Stichting Cruquius 2015', representing a dozen existing businesses, and with the East District of the Municipality of Amsterdam, a one-page set of guidelines (rule card) was developed (Int2). This one-page document outlined basic conditions for the area's redevelopment, transferring project responsibility from the municipality to developers (Int2). The municipality ensured that the

rule card prioritized flexibility for developers while maintaining certain standards, enabling low process costs and easing collaboration (Amvest, 2018; Int5). The concept of the rule card aimed to shift the initiative to the market, respond flexibly to market dynamics, and maximize creativity (Int2, Int5).

Developers were tasked with drafting initiative documents, submitting their own zoning plans, and meeting rule card standards for project approval (Int1, Int2, Int5). The municipal review was limited to confirming adherence to the rule card, leaving design and zoning responsibilities to developers, with minimal municipal involvement in architectural review (welstand) (Int2). Once developers submitted their initiative documents, district council approval initiated zoning plan changes, with oversight passing from Amsterdam's central municipality to the district council. For zoning changes, developers completed preliminary and definitive designs (VO and DO) and conducted informational meetings with residents, with municipal representatives present to address queries (Int1, Int2).

Construction began in 2014 with significant local involvement, resulting in smooth approvals and an accelerated development pace (Int5). The economic recovery post-crisis, alongside increased demand in Amsterdam, led to faster-than-anticipated project advancement. In 2017, Amvest and the municipality renewed agreements for further development, aiming for project completion by 2030. By 2020, previous agreements enabled smoother processes, requiring less intensive coordination between Amvest and the municipality (Int5). Notably, when a project falls within the parameters of the regulatory framework (spelregelkaart), upfront participation efforts are typically minimal (Int5).

The redevelopment garnered acclaim, including the Zuiderkerk Prize in 2018, for its quality and outcomes. The municipality profited substantially, although some challenges remained, notably high commercial vacancy rates and concerns over housing affordability due to the area's predominance of expensive homes (Int1, Int2).

Private-led participation process

At the beginning of Cruquius's development, participation focused on collaboration between Amvest, the municipality, and local entrepreneurs to create the rule card, setting guidelines for the entire project (Int5). Alongside this, stakeholders engaged in discussions about the municipality's green plan, which outlined principles for the design of public spaces, serving as a handbook for developers. Later, as individual plots were developed, a separate participatory process engaged nearby residents and prospective new residents (Int5).

According to Int2, 'citizen participation' wasn't initially central to Cruquius, as no residents lived there in the early stages—participation primarily involved business stakeholders. Many of these businesses raised concerns over zoning limitations and the impact on their operations, and some even pursued legal action, which required substantial time and resources (Int5). The municipality addressed these concerns to facilitate coexistence between businesses and incoming residential developments (Int2). As development progressed, residents from surrounding areas began to participate as well, bringing their perspectives to the planning discussions (Int5).

In terms of resident participation, a neighborhood group composed of individuals from adjacent areas was formed, receiving information and offering input on plans as they developed (Int5). Initially, resident engagement was low, with no objections filed against the zoning plans and only positive feedback, which Int2 noted was unusual for the area, where local residents are typically very vocal. The Eastern Harbor area, home to many highly educated and outspoken individuals, eventually saw more resident involvement as new residents moved in over the decade-long development. This increasing engagement led to more opinions at consultation events (Int2). According to Int5, having new residents without a longstanding history in the area

allowed the participation process to flow more smoothly, and the municipality expressed satisfaction with the engagement and feedback received (Int5).

Amvest and the municipality decided to include all businesses and residents within the area in the later stages of the redevelopment process. However, by around 2020, when most key development decisions had been made, participation was largely limited to informational updates. As Int5 put it, participation was more of an afterthought, involving information sessions on finalized zoning plans, with no significant new concerns raised during these meetings. Over the years, Amvest had streamlined the participation process into a routine: booking venues, sending invitations, and updating contact lists as needed. According to Int5, Amvest occasionally conducted these events independently, without municipal representatives present—a rare occurrence, as officials generally preferred to hear community opinions directly (Int5).

Roles of developer and municipality

The management roles - project management, process management, management tools, and management resources - of the developer and municipality in Cruquiseiland’s private-led participation process illustrate a dynamic division of responsibilities, as summarized in Appendices I and J, with themes from the literature review providing further insights.

According to Int5, the municipality primarily played an advisory role. However, due to Amvest’s position as the project initiator, they held primary responsibility for the participation process, a stance the municipality upheld firmly throughout (Int11). The municipality occasionally felt compelled to exert more control or add requirements beyond the original scope. This tendency stemmed from the municipality’s ingrained approach of detailed involvement, especially on execution aspects, and an inclination to reclaim control over project details (Int11). A project manager from the municipality underscored the importance of maintaining municipal oversight, even when delegating the participation process to a developer, to safeguard their public role and address resident concerns (Int5).

As Int11 noted, some municipal roles are always necessary, even with a developer-led participation process:

"Even when a developer is in the lead of the participation, there will remain some roles for the municipality" – Int11

The municipality maintained oversight, ensuring residents had a municipal contact when concerns arose:

"If you, as a citizen, have a complaint or disagree, you can go to the developer, but they have no relationship with you. Well, then you always end up back with the municipality, so as a municipality, you always have that intermediate position" – Int5

Project management

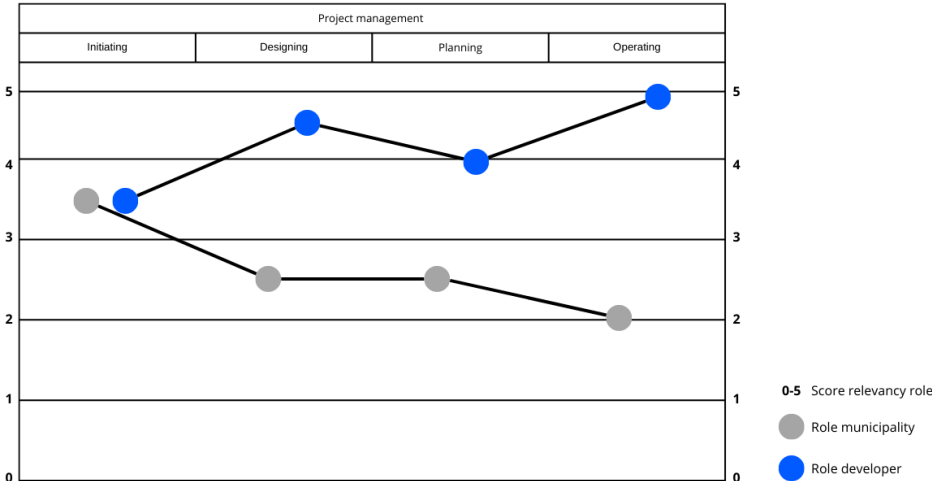


Figure 11: Division average scores project management roles in private-led participation of Cruquiseiland (Own illustration, 2024)

It was notable that for all the project management roles both developer and municipality were needed (Int1), this is also visible in figure 11, where the average scores given to the roles based on their relevance in the process are shown. Amvest took the lead and assumed responsibility for initiating the participation process, with the procedure and initiative primarily resting with the developer. While there were variations in responses, the designing phase involved consultation with the municipality, where the developer played a larger role. Similarly, in the planning phase, the developer had a greater role, albeit with municipal involvement. During implementation, joint efforts were made, with the developer assuming a larger role. Amvest led the way, providing reporting and accountability to the municipality, which remained actively involved due to its public judicial role.

“Both were very active, but the lead was clearly with the developer” – Int11

Process management

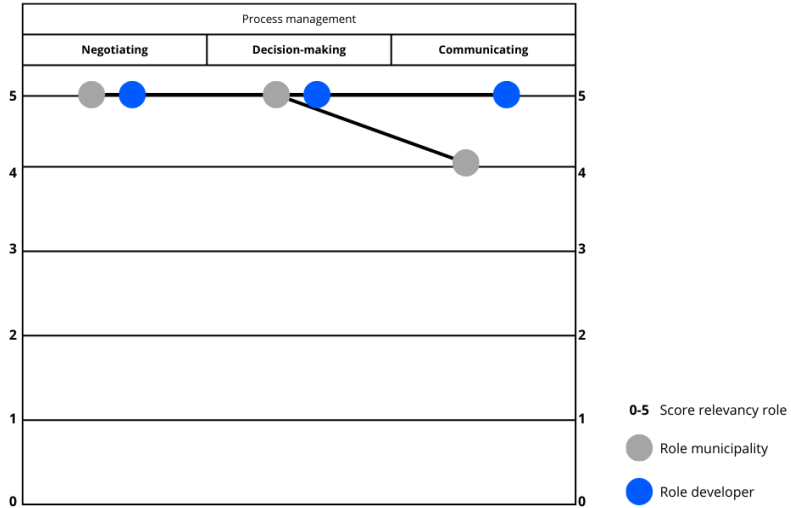


Figure 12: Division average scores process management roles in private-led participation of Cruquius eiland (Own illustration, 2024)

The private-led participation process in the Cruquiseiland case demonstrated a balanced negotiation role between the developer and the municipality (figure 12). Decisions regarding participation were made jointly, indicating a collaborative approach. While the developer took the lead in communication, the municipality also actively utilized communication channels and imposed requirements on the developer's communication methods. Moreover, the municipality played a mediating role in communication processes. Despite the developer's primary responsibility for invitations and reports, the municipality provided assistance and support. Overall, these results highlight a cooperative dynamic between the developer and the municipality throughout the private-led participation process.

“Process management was decided on collectively” – Int11

“Especially with communications, we (the municipality) often mediated. We sent out their invitation letters because we knew what the addresses were and who to invite” – Int5

Management tools public

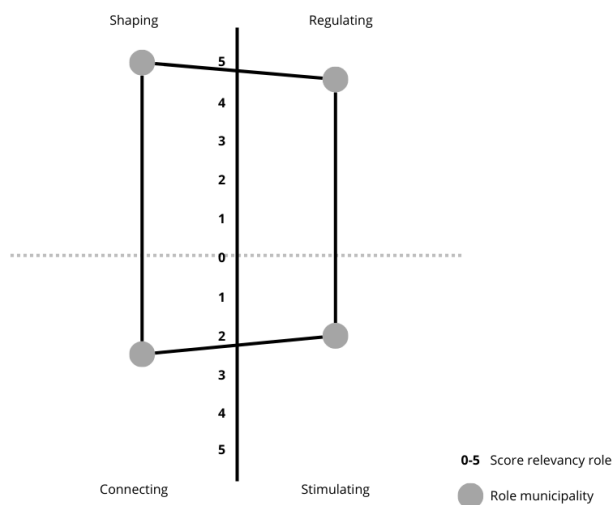


Figure 13: Division average scores management tools public in private-led participation of Cruquius eiland (Own illustration, 2024)

The increasingly intertwined roles of both developers and municipalities in management tools and processes within private-led participation were emphasized (int11). However, there's a notable gap highlighted between theoretical expectations and practical application. The municipality's regulatory contributions were visible, such as through zoning plan adjustments and the 'spelregelkaart,' providing structure to participation in decision-making (Int1). Shaping the participation process was also notable, with guidelines established by the municipality, including the use of the 'participatieladder'. Stimulating initiatives in practice were almost absent, but capacity building efforts were acknowledged, albeit to varying extents (figure 13). Int2 and Int11 note the municipality's guidance on contacting relevant parties, reflecting their recognition of the importance of capacity building and stimulation, given their responsibility due to their public connecting role. This capacity-building role became particularly crucial when a conflict arose within the project, forcing the municipality to shift from a facilitative role to an active participant in negotiations. Engaging on equal terms with developers and community groups required the municipality to adapt to collaborative processes to effectively represent the public interest.

“Instead of playing a regulatory role towards such a project developer, we (the municipality) sat down next to the developer and looked at how we could come up with a common plan with shared benefits” – Int2

“The municipality of Amsterdam faced a conflict that required it to take a more active and collaborative role in negotiations, rather than its usual detached approach. Unlike its typical one-on-one discussions with stakeholders, the municipality had to sit at the table with multiple parties on an equal footing to find a joint solution—a new experience for all involved, but one they managed well” - Int11

Management tools private

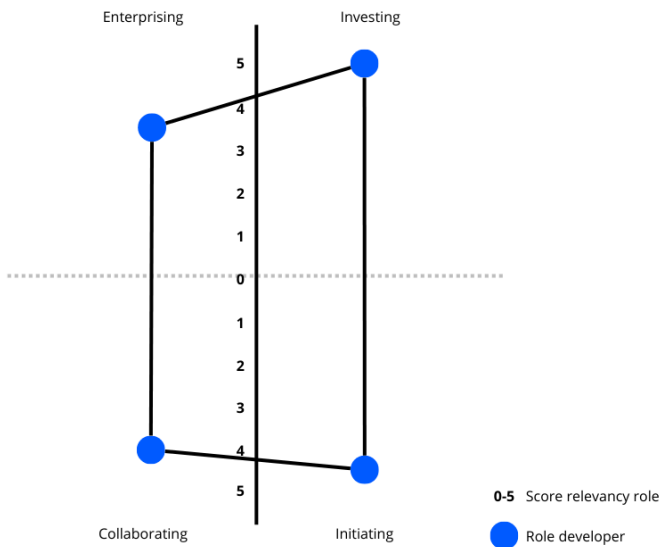


Figure 14: Division average scores management tools private in private-led participation of Cruquius eiland (Own illustration, 2024)

Amvest's active role in the private-led participation process showcases their enterprising approach, as evidenced by their long-term engagement and investment in studies for future exploration (figure 14). Their commitment to preserving heritage beyond regulatory requirements indicates a dedication to value creation. Moreover, their collaborative efforts, particularly in seeking dialogue with all relevant stakeholders and contributing to the development of planning frameworks and the 'spelregelkaart', underscore the developer's significant role in shaping the private-led participation process and promoting community involvement from the start. It is acknowledged that this enterprising and initiating role Amvest employed is also due to increase the value of its assets.

"I think Amvest is a good example of that (the management resources private roles), precisely because they are involved for such a long time" – Int2 (project manager from the municipality)

Management resources

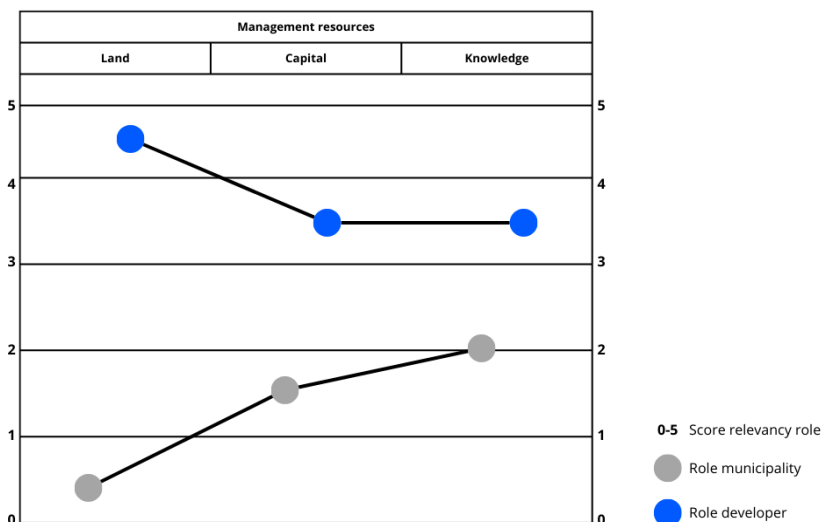


Figure 15: Division average scores management resources in private-led participation of Cruquius eiland (Own illustration, 2024)

Amvest’s ownership of the land provided them with considerable influence in the project, shaping the dynamics of the private-led participation process (figure 15). The municipality had to employ a facilitative land policy. While the municipality desired more control over land due to its public role and functions, the developer’s ownership led to a collaborative approach between developer and municipality rather than a traditional process. Capital investment leaned more towards the developer. In terms of knowledge, Amvest had higher scores due to their long-term engagement and deep understanding of the area, while the municipality faced challenges with changing project managers and lacked consistency regarding involved key players. Amvest’s strong connection and consistent involvement of key players with the area further underscored their expertise and influence in the private-led participation process. It is underscored that even though Amvet has high knowledge of the area, the municipality still holds from their respective role a lot of knowledge regarding municipal matters.

“That works again from different roles. So the municipality has knowledge about municipal things, but not about project development. What happened on Cruquius is that precisely because Amvest developed a lot there, their knowledge of the neighborhood is very good” – Int2

Barriers and enablers

When analyzing the barriers and enablers that influenced the private-led participation process in the Cruquius case, it becomes clear that many of the factors typically associated with state-led participation are still relevant, though their impact varies in this context. This section highlights the key barriers and enablers specific to the private-led process, offering insight into how these dynamics played out in practice. For a comprehensive overview of all the identified barriers and enablers within this case, refer to appendices L, M, and N.

Private-led barriers:

- 1. Unclear role division developer and municipality
- 2. Municipal public role
- 3. Adapting to changing roles
- 4. Relationship developer and municipality
- 5. Informal collaboration developer and municipality
- 6. Unclear preconditions

1. Unclear role division developer and municipality

A recurring issue in private-led participation was the ambiguity surrounding the roles of the developer and the municipality. Interviews (Int1 and Int5) revealed that residents often had difficulty distinguishing who was responsible for various aspects of the participation process or project, leading to confusion and sometimes suspicion. In participation meetings led by the developer, some residents mistakenly assumed that the municipality was leading, and concerns were often directed at the government even when the developer held responsibility. This lack of clarity risked fostering the perception that the developer and the municipality were colluding.

“It’s often unclear to residents—many assume it’s a municipal event, and only later realize it’s developer-led” – Int5

2. Municipal public role

Interview 5 recognizes that a considerable portion of the responsibility for participation is delegated to the market. While acknowledging the prevalent involvement of private entities in participation processes, Int5 pointed out the ongoing struggle within the government regarding its role in facilitating participation. Despite

the potential for private sector involvement, the municipality remains the primary point of contact for citizens and businesses. Int5 emphasized that citizens typically look to the government for concerns, rather than reaching out to private entities directly. This underscores the important role of the municipality in managing public discourse and necessitates careful consideration of its position within private-led participation, but as well within the public debate.

“For citizens and companies, the primary point of contact remains the government, regardless of private-led participation. Thus the municipality must carefully consider its role in public debate” – Int5

Int11's statement emphasizes that even when developers take the lead in participation initiatives, the government still retains important roles and responsibilities. It clarifies that assigning the organization of participation to private entities doesn't imply the municipality is relinquishing all of its powers and duties. Instead, it suggests that while private parties may handle the organization, the government still maintains significant oversight and authority in ensuring that private-led participation processes are conducted effectively and in accordance with public interests. This highlights the importance of clear communication and delineation of roles between the government, private entities, and other participants to avoid misunderstandings and ensure transparency in the participation process.

“Even when you work with a rule card and with the developer leading participation, the municipality retains essential roles and responsibilities, which should be clearly communicated to the community and participants” - Int11

3. Adapting to changing roles

The barrier of adapting to changing roles is evident. Initially, the Municipality of Amsterdam was heavily involved in the execution of urban projects. Recently, the municipality has sought to shift more responsibility to private developers. However, this transition has not always been smooth, with the municipality occasionally attempting to reassert control over project details. For developers, this evolving role requires constant adjustment to shifting expectations and responsibilities. This adds complexity to managing participation processes, as developers must navigate both changing municipal oversight and the demands of engaging with stakeholders, such as participating citizens.

“The municipality has traditionally been involved in all sorts of implementation details. Now, even as they delegate more to developers, they still occasionally try to reclaim control” – Int11

4. Relationship developer and municipality

Interview 5 highlighted a potential barrier stemming from the interplay between private developers and the municipality: the issue of mutual trust. Int5 emphasized that private parties may easily deflect concerns raised by residents, directing them to address issues with the municipality instead. Conversely, the municipality, as a public entity, may shift responsibility back to the developer. Such finger-pointing can escalate when there is a lack of trust between the parties involved, posing a risk to collaborative efforts and to the private-led participation process. However, Int5 noted that in case of Cruquius, collaboration between developers and municipalities progresses smoothly, allowing them to address challenges jointly. In the context described, Int5 mentioned that their organization, in collaboration with Amvest, maintained an open dialogue regarding community concerns, facilitated by the understanding that Amvest held a long-term interest in the location.

“Developers generally hesitate to organize participation due to the associated risks, and this reluctance is also shared by many within the municipality” - Int5

5. Informal collaboration developer and municipality

The collaboration between the developer, Amvest, and the municipality of Amsterdam often involved informal arrangements and adjustments that are not fully documented or formalized. The reliance on informal collaboration mechanisms between developers and the municipality can be a barrier, complicating interactions with residents who may demand more formal and transparent processes.

“The flexibility of the rule card allowed developers to deviate from the guidelines, enabling the municipalities role to focus on guiding them. This informal process relies on trust and shared interests. However, local residents tend to take a formal stance, demanding clarity in the rules, which complicates the situation” - Int2

6. Unclear preconditions

An essential barrier in private-led participation is the lack of clearly defined preconditions. When expectations are unclear, the process can become disorderly, leaving participants uncertain about their roles. In the Cruquius case, a “spelregelkaart” (rules card) was used to set clear guidelines upfront, which prevented confusion and set a more structured tone for the participation process.

“Lack of clear preconditions often leads to poorly managed private-led processes, but in Cruquius, we used a rule card to prevent this.” – Int11

Private-led enablers:

1. **Separate municipal and developer participation**
2. **Clear preconditions**
3. **Participation for the preconditions**

1. Separate municipal and developer participation

The deliberate separation of municipal and developer participation processes acts as an enabler, fostering transparency and trust among stakeholders by avoiding any perceived conflicts of interest or undue influence between the municipality and developers.

“Separating our participation processes was deliberate; we didn’t want residents thinking that the municipality had already curry favor with the developer” – Int2

2. Clear preconditions

Establishing clear conditions, or "spelregelkaarten" (rules cards), was crucial for effective participation in the Cruquiseiland project. By setting these conditions upfront, the process avoided confusion and ensured that all parties were aware of their roles and responsibilities. Clear conditions provided a solid foundation for participation, helping to prevent misunderstandings and ensuring that all stakeholders understood the expectations and requirements from the beginning.

“Setting clear preconditions from the beginning is vital. This ensures everyone knows the parameters they’re working within, reducing the chance for conflict or misunderstanding” – Int11

“Preconditions for development are the responsibility of the public party. Participation introduces an additional democratic process alongside formal democracy through elected representatives. It is crucial to establish clear agreements on decision-making, preconditions, and the roles of politicians in the participation process. By making these agreements, participation can proceed smoothly; otherwise, unresolved issues may arise and lead to complications” – Int11

3. Participation for the preconditions

An important enabler in the Cruquius case was involving stakeholders in discussions about preconditions before starting the private-led planning and participation process. By engaging participants early on to review and agree on these foundational requirements, it could provide a clearer understanding of expectations and roles, which facilitated a more organized participation process.

“Bringing stakeholders into the conversation early on to discuss preconditions proved invaluable. This ensured that all voices were heard from the start” – Int11

Collaboration between developer and municipality

The collaboration between the developer and municipality in the Cruquius Eiland project highlights key aspects of private-led participation dynamics. Both parties, represented by the developer Amvest and the municipality, engaged deeply throughout the process. Their interactions shed light on several collaboration factors consistent with findings in related literature. For a complete overview of collaboration tools referenced, see Appendix O.

"Amvest is a unique partner here because of its high level of involvement. Even in our own municipal participation processes, they were actively engaged. It was truly a collaborative effort" - Int5

Trust and mutual understanding

Trust was fundamental in the collaboration, allowing both parties to navigate the project’s complexities and the private-led participation process. This trust was built on shared intentions to create a high-quality residential area and was reinforced by Amvest's commitment to long-term engagement rather than a short-term, "hit-and-run" approach. Building trust through consistent engagement, especially with large and influential parties, fosters smoother collaboration and strengthens confidence among all stakeholders. Amvest’s long-term vision and active involvement in various phases of the project, including participation processes, further underscored their dedication to achieving enduring quality, according to the municipality.

“Trust and good intentions. The intention to do well and work together to create a good residential area” - Int1

"Amvest’s intention to stay long-term and ensure lasting quality made a significant difference; they aren't simply moving on after completion" - Int2

The trust developed allowed for streamlined collaboration. Although not all municipal development staff were present during participation processes, a consistent area manager was available, which underscored the depth of trust and facilitated ongoing communication.

“Making agreements about how you deal with each of those participation processes helps a lot in your trust, but also in trust with the environment” - Int5

"Trust was strong, so even when the municipality’s project development team wasn’t always present, the area manager was consistently available" - Int5

Clear roles

Defined roles for both the municipality and the developer, Amvest, facilitated collaboration and participation. By establishing and respecting distinct responsibilities, confusion and overlap were minimized, which

streamlined interactions and decision-making. Both parties were well-prepared to address questions relevant to their roles, reinforcing the importance of clarity. Even with Amvest leading the participation processes, the municipality maintained its own defined roles, ensuring a balanced and organized collaboration. This clarity in roles not only supported the project’s smooth execution but also enhanced overall stakeholder understanding and cooperation.

"Sticking to our roles is essential. Each party—municipality and developer—has clear responsibilities, and we try not to blur the lines. This clarity helps us answer questions within our roles effectively" - Int2

It is acknowledged that key individuals involved play a significant role within the collaboration. As formal agreements are important, eventually personal engagement and individual approaches can shape outcomes significantly.

"As with these situations, much depends on who is involved. You can formalize everything on paper, but each person will still bring their own interpretation" - Int5

Communication and transparency

Communication was crucial in this private-led participation process. Open and transparent dialogue helps establish shared interests and clarify roles, fostering mutual understanding among parties. Regular consultations with advisors and sharing pertinent information—such as political desires and preliminary process insights—enhance collaboration. Maintaining transparency among all involved parties, including developers, local stakeholders, and the municipality, ensures that interactions are clear and productive. Int11 highlights that effective collaboration requires openness about interactions and decisions among all parties involved. This includes clear communication within a triangular relationship between the developer, the environment, and the government.

"We maintained openness in communication, sharing political priorities and preliminary insights, and occasionally the municipality helped them reach out to specific stakeholders as needed" - Int11

Transparent, well-coordinated communication is needed between the developer, community, and government, ensuring all three parties stay involved and aligned" - Int11

Informal collaboration

Informal collaboration played a crucial role, often bridging gaps left by formal agreements. The project relied heavily on frequent, informal interactions between the municipality and developer, which facilitated ongoing adjustments and negotiations. These interactions—often conducted through regular meetings, phone calls, and emails—allowed for flexible problem-solving and quick resolution of emerging issues. Despite the presence of structured steering committees and formal meetings, it was the informal, day-to-day communication that enabled collaboration and progress. This informal dynamic was influenced by individual working styles and long-standing relationships, which contributed to smoother interactions and a more adaptive project process. Overall, the balance between formal and informal collaboration was key to addressing challenges.

"There was a lot of informal collaboration because of the rule card, as not everything was agreed upon beforehand, and thus a lot of discussions and negotiations took place to come to agreements" - Int2

"Much of the collaboration occurred informally, with regular meetings, phone calls, and emails that kept both sides on track." - Int5

Flexibility and adaptability

The ability to adapt throughout the process was a crucial enabler in this project. Flexibility allowed both parties to navigate new policies, modify approaches, and reach agreements that weren't always initially planned, ultimately leading to more effective outcomes. The project benefited from the ability to adjust the rule card and engage in ongoing discussions, which facilitated effective collaboration and problem-solving throughout the development process. The flexibility inherent in the project, including the ability to adapt and negotiate details as the project progressed, was a direct result of trust. The mutual understanding and respect facilitated smooth collaboration and allowed for adjustments that were not initially agreed upon.

"The project's flexibility, with room for ongoing discussions and adjustments, was possible because of the strong trust and shared interests." - Int2

"Being open for suggestions and discussions on the participation process, also aligning the diverging interests throughout the process and finding a solution"- Int11

Shared values and goals

Shared goals and interests played an important role in the Cruquiuseiland project. The collaborative approach, centered around mutual interests, allowed the municipality and developer to work together effectively, reducing the need for constant oversight. The development of the rule card and the proactive stance of the municipality in supporting the developer's vision exemplified this shared commitment. However, many aspects of this collaboration were informal and not explicitly documented, reflecting a more organic process in achieving shared objectives.

"The rule card was developed based on shared interests, promoting collaboration rather than the traditional opposition between the municipality and developers. The municipality adopted a proactive role, focusing on possibilities and cooperating with developers" - Int2

"Since we shared the same interests, we could trust that Amvest would uphold the goals we set together. This eliminated the need for us to constantly oversee every detail" - Int2

Aligning expectations between developers and municipalities is essential for a smooth participation process. Early discussions and clear agreements on roles and responsibilities help prevent misunderstandings and ensure that both parties are prepared. Long-term involvement requires ongoing coordination to address any issues that arise. Clear communication about expectations from both the council and project development teams further facilitates effective collaboration.

"Clear agreements on goals, roles, and responsibilities at the start of the process led to a much smoother progression, highlighting the importance of thorough preparation and coordination" - Int5

Conflict resolutions

An independent process facilitator plays a critical role in resolving conflicts and disagreements during collaboration. By remaining accessible and solution-oriented, they help parties identify issues and negotiate solutions effectively. This facilitator is particularly valuable in guiding discussions, ensuring all perspectives are considered, and suggesting adjustments to roles, such as a more active involvement of the municipality when necessary. Their impartiality and focus on facilitating discussions contribute to the problem-solving process.

“In conflicts, the independent facilitator was crucial. They helped assess the issues and encouraged everyone to sit down and discuss solutions constructively” - Int11

Case conclusion

The Cruquiseiland project highlights the critical role of clearly defined roles and preconditions in private-led participation processes. Early involvement of both Amvest and the municipality in establishing preconditions enabled smoother project progression. The collaboration was underpinned by mutual trust, a shared commitment to long-term quality, and the municipality's facilitative land policy. This policy shift required the municipality to adopt a more collaborative stance, which was supported by the development of the “rule card.” The rule card provided a flexible, adaptable framework that allowed Amvest to take on more responsibility also in regards to organizing the participation process. It also allowed the municipality of Amsterdam and Amvest to navigate evolving needs while maintaining alignment on key objectives, demonstrating the potential of well-defined, trust-based collaboration in private-led participation processes.

Case 2 - Barrio lobi



History

The Barrio Lobi project is located in the E-buurt Oost neighborhood of Amsterdam Zuidoost, a historically challenged area now undergoing transformation. Wonam, the developer, sees potential in Amsterdam Zuidoost, aiming to enhance its value and community (Int6; Int10).

The E-buurt area, part of Bijlmer East, is targeted for development under Amsterdam's *Gebiedsplan Bijlmer Oost 2019*, which promotes a comprehensive, inclusive approach involving spatial, social, and economic interventions. E-buurt East has a diverse population, with 70% from migration backgrounds—predominantly Surinamese (34%), Ghanaian (12%), and Antillean (6%)—and a high number of families living close to the poverty line (*Gebiedsplan Bijlmer Oost 2019, 2019*).

Previously, E-buurt housed honeycomb flats that were demolished in the mid-1990s, leaving the area vacant for years. Collaborative planning by the municipality and housing corporation Nieuw Amsterdam began in 1992, leading to a 2002 neighborhood plan and ongoing housing construction since. The area was further shaped by a 2005 Urban Planning Program of Requirements (SPvE), but planning paused during the 2008–2012 economic crisis before resuming in 2016 (*Stedenbouwkundig plan E-buurt Oost, 2019*).

Municipally owned, E-buurt East's urban plan was approved in 2018, with the final zoning plan greenlit in April 2021. In August 2021, the municipality announced a public selection process, awarding the development tender to Wonam in July 2022 (Amsterdam, n.d.).

Development

The "Barrio Lobi" project, translating to "love your neighborhood," is being developed by Wonam in collaboration with a design team for plots 1A, 3, and 5 in the E-buurt Oost of Amsterdam Zuidoost (Wonam, n.d.). This initiative aims to create a green, car-free residential neighborhood on the grassy field between the E- and G-buurt, offering a mix of housing options tailored to various income levels. The development will include a

total of 550 residences: 120 social housing units, 274 mid-range rental and ownership units, and 138 higher-end homes. Rochdale will be responsible for constructing the social housing units, specifically for tenants in Zuidoost whose existing homes will undergo renovations (Gemeente Amsterdam, n.d.). Additionally, there will be a plot designated for self-build initiatives, enabling local building groups to engage in collective private commissioning projects (Gemeente Amsterdam, n.d.).

The Barrio Lobi project, under Wonam's development, will encompass 350 residences across three plots, incorporating a diverse range of housing options, including mid-range and market-rate rental and ownership units, as well as a mix of detached houses and apartments. Community facilities, such as a homework school and a neighborhood living room, will be integrated into one of the plots, reinforcing the project's commitment to community engagement (Int7; Wonam, n.d.). This initiative seeks to accommodate residents at various life stages, promoting the possibility of transitioning to different homes within the neighborhood. A key focus is on providing housing primarily for current Bijlmer residents, which is facilitated by active participation from local residents and entrepreneurs throughout the planning process (Wonam, n.d.). However, a representative from the municipality notes the challenge in achieving this goal, as some residents from outside the immediate area will likely move in. Nonetheless, Wonam has made concerted efforts, aligned with municipal goals, to create homes specifically for the Bijlmer community (Int6).

E-buurt Oost is only a part of the broader E-buurt area, which has already seen significant development. Located to the south are two apartment complexes, Geldershoven and Gravenstein, where construction is currently underway. The residents of these G flats are primarily below the poverty line, with many facing literacy challenges, while the existing homes in the E-buurt are predominantly owner-occupied and home to more financially stable families. This juxtaposition of socio-economic backgrounds presents challenges in fostering cohesion within the new neighborhood (Int6). Recognizing these social dynamics is critical to addressing the area's issues, as overlooking these factors can lead to misalignment in development efforts (Int10). With this understanding, Wonam initiated a participatory process early on, prior to the official tender launch, to better align with community needs (Int10).

Private-led participation process

Participation has been integral to this project from the beginning. Reports indicate that the developer, Wonam, initiated the co-creation process during the tender phase (Wonam, n.d.). A participant from Wonam noted that they recognized the importance of community participation before the tender announcement, prompting proactive engagement with the community even prior to the public tender (Int10). Participation was a crucial criterion in the tender selection process, where multiple parties submitted proposals. Wonam's preliminary design was evaluated based on various criteria, including its alignment with resident preferences (Int6). A participation plan was included in their submission, with comprehensive reports generated from all participation sessions (Int7).

The municipality's emphasis on participation influenced the early stages of the tender process, aiming to ensure the project resonated with the neighborhood, particularly as Zuidoost had experienced years of stagnation, leading to resident uncertainty about future developments (Int7). Consequently, Wonam enlisted two local experts: a participation advisor from Sabo Advies, specializing in community engagement, and an urban planner familiar with the area (Int8). Sabo began involving residents in the summer of 2021, having been part of the project since 2020 (Team Stadszaken.nl, 2022). Sabo Advies played a significant role in organizing participation efforts on behalf of Wonam, utilizing their knowledge of local residents and community groups (Int6).

To engage citizens, Wonam and Sabo focused on low-threshold methods to encourage participation in an advisory group. They held multiple sessions during both the pre-selection and definitive selection phases to maintain resident engagement (Int10). During the initial participation afternoon, flyers were distributed, and targeted invitations were sent to key figures in the community—individuals who play significant roles in local social structures (Int10). A survey was conducted to gauge residents' willingness to engage, resulting in a list of approximately 25 residents, supplemented by additional key figures identified by Wonam and Sabo (Int10).

Throughout the tender process, Wonam engaged the neighborhood by asking questions about their desires and expectations for the area (Int7). They made several visits to gather feedback, ensuring connections with local organizations like Elixir and Lifeskills, which provide community services (Int7). Wonam also recognized the importance of maintaining community activities even amid new residential developments (Int7). To facilitate resident engagement, a methodology was implemented, utilizing the Barrio Lobi approach introduced by Sabo Advies. This method involved discussions with residents, local businesses, and other partners to identify neighborhood-specific needs and align them with urban planning goals (Team Stadszaken.nl, 2022). Various forms of participation were employed throughout the process (Int7).

A Wonam employee noted that the diverse cultural backgrounds of residents in Amsterdam Zuidooost influenced the neighborhood's development, emphasizing the preference for informal social interactions (Van Den Bossche, 2016). The participation process began with an open day at the bike path near Elixir, where key figures and passersby could share their thoughts. A game afternoon was also organized to involve children in planning discussions (Int8). Following the initial activities, two sessions were held: one during the pre-selection phase and another after winning the tender (Int10). These gatherings focused on meaningful conversations about residents' desires, including dinner to create an inviting atmosphere (Int10). Discussions were organized by themes, covering topics such as neighborhood cohesion, building functionalities, green spaces, and sustainability, with participants contributing ideas on post-its (Int10).

Wonam intends to maintain consistent communication and actively seek feedback throughout the development process (Wonam, n.d.). However, interviews with the Municipality of Amsterdam indicate that Wonam has participated less frequently recently due to project-related challenges, although plans to resume engagement activities are underway (Int6). Stakeholders are to be kept informed during the construction phase, even during delays, highlighting the importance of communication (Int10). The municipality did not impose additional participation obligations beyond the tender requirements. Wonam is continuing participation after the Definitive Design phase to gauge residents' reactions, although plans will proceed regardless (Int8). This indicates a shift from collaborative participation to primarily informing residents about project developments (Int7). Initially, participation was more intensive before and during the tender selection, but post-tender, the focus has shifted toward informing residents after the Definitive Design phase (Int7).

Roles of developer and municipality

The roles of the developer and municipality will be further explored in the context of the private-led participation of the Barrio Lobi case. Below an overview of the roles is given based on the themes identified in the literature review. For a more detailed breakdown of the roles and responsibilities of both the developer and the municipality, refer to the table in appendices I and J.

The roles of the developer and municipality during Wonam's participation process were clearly defined. Initially, as part of the tender, Wonam was solely responsible for organizing the participation activities, with the municipality only needing to be informed if permission was required for an event. After winning the tender, the responsibility for participation remained with Wonam, though it involved regular consultations with the

municipality. Int7 noted that while Wonam managed both the development and participation processes, they provided updates to the municipality every two weeks and addressed any questions as needed. This collaborative approach allowed Wonam to lead both the development and participation processes while keeping the municipality informed.

"Considering collaborating and initiating, we (the developer) do coordinate the participation process with the municipality beforehand, but it's all on our plate" – Int7

Project management

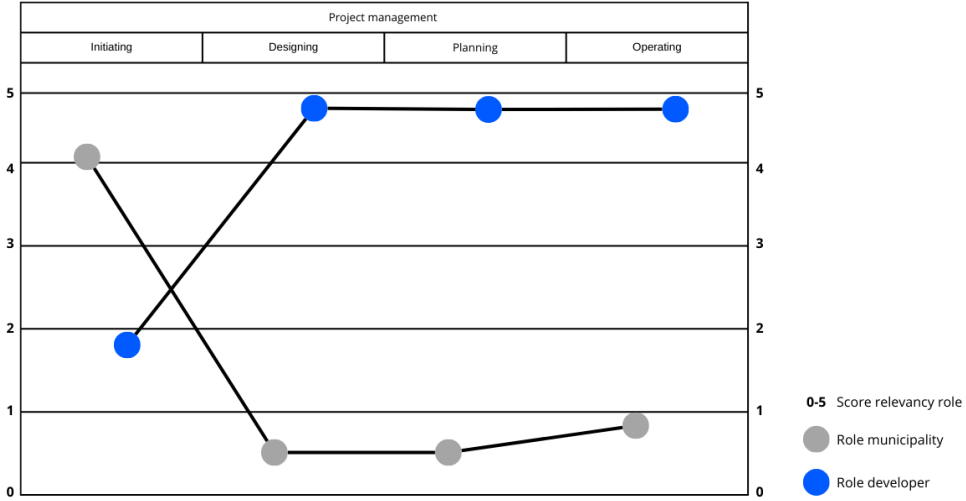


Figure 16: Division average scores project management roles in private-led participation of Barrio Lobi (Own illustration, 2024)

There was a general agreement among interviewees regarding the significant role of the municipality in initiating private-led participation, nuanced perspectives emerged (figure 16). Nevertheless, both parties demonstrated substantial investment in the initiation phase, indicating their dedication to the project. As the project progressed, roles shifted, with developers assuming a leading role in designing, planning, and operating during the tender phase. The municipality's involvement was primarily evaluatory during this stage. However, following tender selection, the municipality's engagement heightened, indicating a transition to a more collaborative phase. Moving forward, there are expectations for continued and increased collaboration between developers and the municipality within the private-led participation process of the Barrio Lobi project.

"(about initiating) I think the role of the municipality here is very big. And for the role of the developer as well. They obviously have a lot to gain from winning that tender, so they really did invest in it" - Int6

"The municipality was hardly involved in the implementation of participation" - Int10

Process management

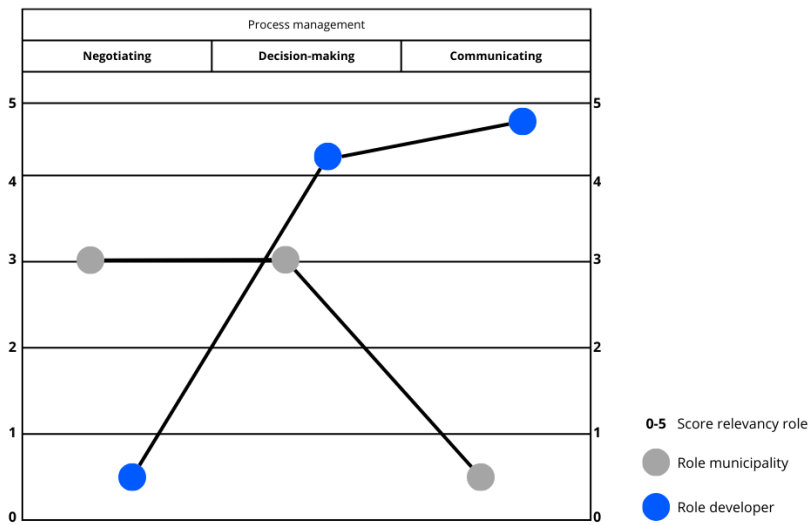


Figure 17: Division average scores process management roles in private-led participation of Barrio Lobi (Own illustration, 2024)

The process management roles in the private-led participation process of the Barrio Lobi project involved visible participation from both the developer and the municipality across negotiating, decision-making, and communication aspects (figure 17). While both parties played a role in negotiating and decision-making, the developer scored higher in these areas. Regarding communication, the developer predominantly took the lead in previous project phases, with the municipality refraining from communication on private-led participation to avoid citizen confusion, given their separate participation initiatives. However, moving forward, there's a recognized need for collaborative communication efforts between the developer and the municipality in this phase, particularly due to overlapping subjects.

"For Barrio Lobi, we (the developer) really did the communication for all three plots ourselves" – Int7

"They (municipality) have organized their own participation but within our privately-organized participation, they haven't communicated, and that's a conscious choice" – Int10

Management tools public

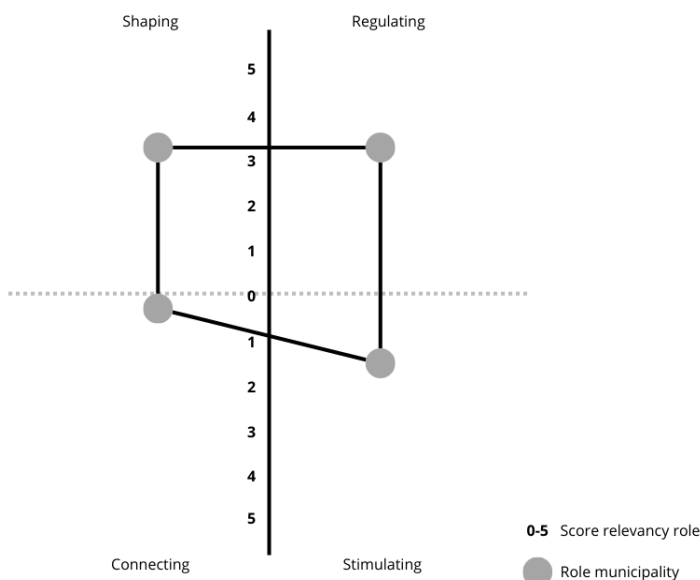


Figure 18: Division average scores management tools public in private-led participation of Barrio Lobi (Own illustration, 2024)

In this specific case of private-led participation, the municipality had a significant influence in regulating and shaping roles (figure 18). This influence is exerted through the tender selection criteria, participatieladder frameworks, and guidelines. However, challenges were highlighted by one interviewee who assigned low scores due to unclear regulation and shaping criteria (figure 18). Stimulating participation is not pursued. Additionally, capacity building efforts scored low, with the municipality attributing the responsibility to the developer, Wonam, who independently sought collaborations and engaged stakeholders. The necessity for clearer guidelines and proactive facilitation of capacity building efforts, despite the municipality's limited involvement in this specific private-led participation process, is highlighted.

“(Steering) This is where we (the municipality) had a big role. It was part of the selection criteria of the tender, so a kind of means of the municipality to steer the private-led participation” - Int6

“(Capacity building) I feel that Wonam (the developer) really did reach out to the right people themselves. So low score for the municipality” - Int6

Management tools private

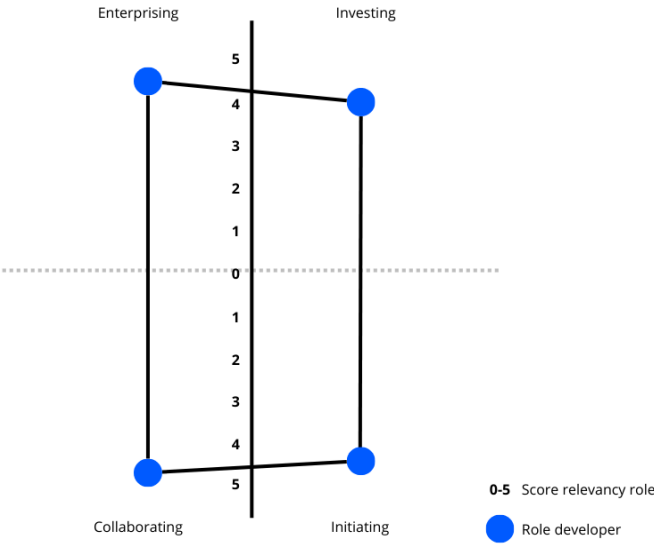


Figure 19: Division average scores management tools private in private-led participation of Barrio Lobi (Own illustration, 2024)

Wonam demonstrated a high level of enterprising initiative by embarking on the participation process before the tender. Their proactive investment in participation activities further underscores their commitment to community engagement and placemaking (figure 19). By collaborating with local key stakeholders and entrepreneurs, and enlisting the expertise of participation advisors such as SABO, Wonam ensured a local approach to participation. While the initiating role received a high score, it is noteworthy that the municipality also recognized its inclusion in the tender criteria.

“(Entrepreneurship/collaboration) They (the developer) did this well for Barri Lobi in the tender” - Int6

“(Initiating and taking the lead in participation is tricky. Because the municipality had participation as a criterion. So they had to do it anyway. As you just can’t escape it anymore. The question is: if we

hadn't included it as a criterion, would they have participated so intensively? You'll never know”
Int6

“We knew for a long time that that tender was coming and part of it was participation. So we really started the dialogue ahead of time” - Int8

Management resources

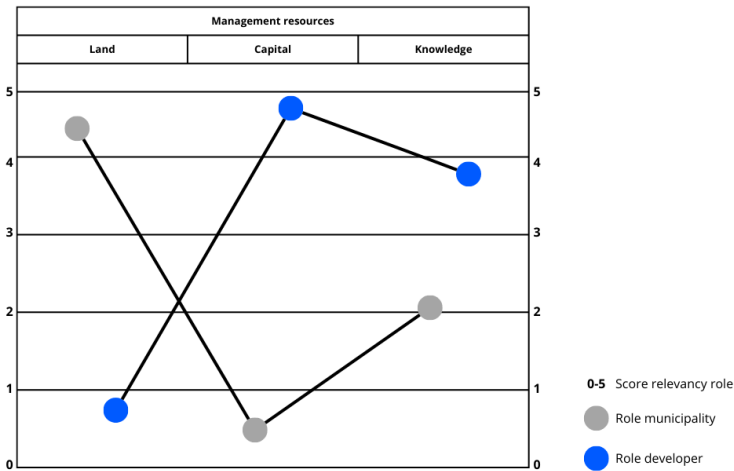


Figure 20: Division average scores management resources in private-led participation of Barrio Lobi (Own illustration, 2024)

In this private-led participation process, the municipality's ownership of the land necessitated close collaboration with the developer, who consistently informed and sought permission for participation activities on municipal land. The developer's sole responsibility for the financial aspect of the participation was underscored (figure 20). Knowledge was higher for the developer, given their active involvement in leading the participation process, collaborating with local stakeholders, and engaging with various community groups and entrepreneurs. While the municipality provided background information through its communication manager, the developer took the lead in driving the participation process.

"At the end of the day, it is leasehold, so it is land of the municipality... Ultimately the municipality just says neighborhood participation is up to you. So the whole finances also lie with us (the developer)" – Int7

"They (the municipality) have a communications manager running around there with background information... it's nice if you can wrap that up in a neighborhood participation" – Int7/Int10

Barriers and enablers

When examining the barriers and enablers influencing private-led participation in the Barrio Lobi case, it becomes evident that many factors relevant to state-led participation also apply, albeit to varying degrees. This section highlights the key barriers and enablers specific to the private-led process, offering insight into how these dynamics played out in practice. For a comprehensive overview of all the identified barriers and enablers within this case, refer to appendices L, M and N.

One notable observation is the perception of budget and capacity as a barrier. While Interviewee 6 from the municipality deemed it non-relevant for the developer, three interviewees from the developer (Int7, Int8, Int10) emphasized its significant impact, particularly concerning budget constraints. This disparity highlights differing perspectives on the financial resources available to developers, with budget concerns being a

substantial hurdle for the private-led participation. Additionally, the ambiguity surrounding rules, conditions, and intended goals emerged as another noteworthy barrier. While Interviewee 6, 7, 8 did not perceive it as a significant barrier, Interviewee 10, a former employee of the developer, rated it relatively high, suggesting its presence as a barrier. This discrepancy may stem from differing experiences and interpretations of the criteria set by the municipality, indicating the need for clearer guidelines to facilitate smoother private-led participation processes.

Private-led barriers:

- 1. Double rol developer**
- 2. Participation by multiple developers during tender**
- 3. Communication regarding different stakeholders**
- 4. Unclear planning content**
- 5. Relationship developer and municipality**
- 6. Informal municipal participation evenings and politics**
- 7. Contrast developer and poor neighborhood**

1. Double rol developer

From the perspective of residents, developers often play a dual role. Developers don't create policy themselves but operate within frameworks established by the municipality. This can make it challenging for developers to clearly communicate the distinction between their role and that of the municipality during participation sessions (Int10). Residents and local business owners often struggle to differentiate between what falls under municipal responsibility and what does not. However, for developers, this distinction is much clearer. For example, when Wonam attended municipal participation sessions, they took on a more passive role, listening and observing, as this aligns with their professional responsibilities (Int10).

“As a market party you have a bit of a dual role from the residents' point of view. Because you don't make the policy and so you can really only work within a number of frameworks. And that of course is quite difficult to get clear with residents and then participate”- Int10

2. Participation by different developer during tender

One of the barriers experienced when the developer organizes participation is related to participation as part of the tender selection process. In the tender, multiple developers are involved, and each is required to organize participation as part of the selection criteria. This can create confusion for residents as they are being approached by differing developers to participate. As noted by Int6, residents would often approach the municipality, expressing uncertainty about who would ultimately carry out the project after being contacted by different developing parties.

“That was sometimes confusing for residents, like: huh, different parties are coming to us, but who is going to build? Yes, then the municipality was undoubtedly also looked at, like: Three parties are talking to us, what is this?” - Int6

3. Communication differing stakeholders

A significant barrier in the participation process, as highlighted by Int7, involved communication with residents when multiple private parties were developing projects within the same area. Each party focused on communicating about their specific plot, leading to confusion in the neighborhood. Int8 further pointed out that the building sector is too fragmented, which becomes especially apparent in large-scale developments with multiple stakeholders handling different projects.

A potential solution could be for the municipality to coordinate the communication with the neighborhood. When several developers are involved, unified communication becomes crucial, fostering a sense of teamwork. This lack of coordination can also be challenging for developers, who often wish to align their communication with other parties but find it difficult.

The municipality could have taken on the role of coordinating communication, with input and financial contributions from the initiators. As Int7 noted, while leaving communication to one initiator works for a single project, when multiple parties are involved across a larger area, it would be beneficial for the municipality to take control. This would ensure clearer communication and provide more consistent information for residents (Int8).

“(On communication) If it's one project, you can very easily leave it with the initiator. But if it is a somewhat larger area, pull the control towards you (the municipality), but still leave the bill with the initiator” - int7

4. Unclear about planning content

When Wonam gathered input from residents, the primary concern was the height of the building. However, Wonam had limited ability to address this issue since regulatory frameworks, such as building height, are determined by the municipality. As a result, Wonam directed residents to engage with the local government, emphasizing that decisions regarding these parameters fell within the municipality's jurisdiction (Int6).

Moreover, there was a lack of clarity about the municipality's role in shaping planning regulations. According to Int8, the municipality's engagement with residents regarding these regulations seemed minimal. Many questions were raised during privately-led participation sessions, even though the regulatory frameworks had already been finalized. The municipality, however, asserts that it was involved in establishing urban planning frameworks, including the creation of an urban development plan and consultation with residents during decision-making (Int6).

“The municipality can also just be clear: there are going to be 200 homes on this building site, so we are not going to change anything about that. So you can argue up to our ears, but it will be there” - int8

Int8 stresses the importance of the municipality being clear about the planning frameworks that are established before private participation begins. Once these frameworks are set, they are non-negotiable and should not be subject to further debate during later participation sessions. This clarity is essential so that residents understand which aspects of the project are open for input and which decisions have already been made.

5. Municipal and developer relationship

Another barrier to private-led participation arises from the perceived perception of municipalities towards developers. Negative attitudes from municipal authorities towards developers organizing the participation process can influence participants' attitudes and views. For instance, during an interview, concerns were raised about the municipal perspective on developers: Participants highlighted the tendency for municipalities to show disdain towards initiators, often labeling market parties as profiteers. This negative perception, echoed by both government and consequently also community members, can hinder constructive engagement in private-led participation processes (Int8).

“There is a tendency for people, including those in government, to be skeptical of initiators, often viewing them as profiteers. This mindset can affect participation processes, putting developers at a disadvantage from the start” - Int9

6. Informal municipal participation evenings and politics

Not in relation to this specific case, however in the scenario described by int8, another barrier can be when residents are dissatisfied, and often turn to a local political party, which can create significant noise. This prompts a city council member to see an opportunity for political gain. Instead of considering dialogue with the developer, they immediately join the outcry. This reactive approach puts the developer at a significant disadvantage from the start of the participation, hindering constructive engagement and potential solutions (int10).

“If citizens don't like it, they go to a local political party” - Int8

With private-led participation being organized alongside municipal-led participation for public matters, Int10 observed an increase in participation fatigue among residents. Participants were invited to engage in multiple, often parallel, participation processes, including both private and public-led sessions. While participation fatigue is a common issue, in this case, it was exacerbated by the sheer number of different processes taking place simultaneously. The overlap of private-led and municipal-led participation sessions placed an additional burden on residents, leading to diminished enthusiasm and engagement (Int10).

“Participation fatigue increases as different participation processes are ongoing, from the municipality, from the developer etc.” - Int10

7. Contrast developer and poor neighborhood

A significant barrier in the private-led participation process could arise from the contrast between developers and neighborhoods facing social issues such as poverty. When developers engage in participation efforts in areas with social problems, the gap between the two parties can create tension. Therefore it is important for developers to approach the participation process as equals to establish trust, communication and transparency.

Private-led enablers:

- 1. Collaborative development of communication plan**
- 2. Involvement of local key stakeholders**
- 3. Better translation of citizen input into plans**

1. Collaborative development of communication plan

The municipality and developers are currently working together to formulate a communication plan, facilitated by a neighborhood communication manager. This plan aims to establish communication objectives and events, ensuring residents are informed about upcoming developments and activities. By coordinating communication efforts, the parties aim to reduce the frequency of individual resident inquiries and provide clearer and more structured information to the community.

“Because if you don't do that, then every week we (the developer) get a call from one of the local residents. Then it's better to cluster it together” - Int7

2. Involve local key stakeholders

Wonam invited local key stakeholders from the Zuidoost area who had deep knowledge of the community and strong personal connections, having been engaged in the area for many years. These individuals acted as bridges between the developer and the community, helping to address the social challenges present in the

neighborhood. By involving trusted local figures, Wonam was able to foster better understanding, build trust, and create a more inclusive participation process that resonated with the residents, thereby easing the contrast between the developer and the poor area.

“We also involved two people who have knowledge of the neighborhood during the whole participation process. We went into the neighborhood several times to gather information” - Int8

“The steering of the participation was with us (the developer). We always like it when our own people are present at those gatherings. Otherwise you only get a report afterwards” - Int8

3. Better translation of citizen input into plans

When developers organize participation, it is believed that citizen input is translated more quickly into actionable plans, allowing for timely responses and adjustments. This contrasts with the perceived slower responsiveness of municipalities, where comments may be merely noted without immediate action (Int7, int8).

“We see quickly and we translate when someone makes a comment more quickly to the project and can give a response. I think the municipality would be more likely to say: well, I'll make a note of it” - Int8

Collaboration between developer and municipality

The collaboration between the developer and municipality in the Barrio Lobi project offers valuable insights into the dynamics of private-led participation. This section delves into the elements of collaboration observed in the Barrio Lobi case. For a comprehensive overview of all the collaboration indicators referenced, refer to appendix O.

In the Barrio Lobi case, collaboration between the developer and the municipality evolved over time. Initially, the participation process was largely developer-led, with minimal intervention from the municipality beyond setting the tender selection criteria. However, as noted by Interviewee 8, collaboration became more essential in later phases as overlapping topics emerged. According to Interviewee 6, the collaboration between Wonam and the Municipality of Amsterdam was generally positive. However, uncertainties within the project occasionally strained collaboration, leading to a degree of reservation from both parties. Despite this, Interviewee 8 acknowledged the existence of a contractual relationship between the developer and the municipality, recognizing that complete transparency may not always be feasible or practical.

Trust and mutual understanding

The developer emphasized the importance of mutual understanding of each other's circumstances as a crucial aspect of collaboration. This understanding extends to why one party may choose to communicate or withhold information from participants. The municipality echoed this sentiment, expressing understanding regarding Wonam's decision not to communicate certain aspects during periods of project uncertainty. Int6 acknowledged the sensitivity of making significant announcements and the need for caution in such situations. The municipality recognized the complexity of communicating and engaging with stakeholders when a project is still in a tentative phase, questioning the value of providing updates when the project's status is uncertain. This illustrates the challenge of balancing transparency with the need to manage expectations.

“We have an understanding of each other's situation and of when to participate and when not to participate. We can just be very open and honest about that. I think that's why it works very well in this project, because one asks a question and the other responds, and then we make a choice together: are we going to do it or not?” - Int7

Communication and transparency

The interviewee highlighted a commitment to transparency in their collaborative efforts, emphasizing the importance of mutual awareness of challenges. The significance of adhering to contractual agreements when addressing such challenges, particularly in assigning responsibility was mentioned. For instance, if the contract designates a task to the municipality, it was expected the municipality to resolve it accordingly. While acknowledging the practice of informing Wonam about ongoing difficulties the municipality had regarding participation, it was cautioned against expecting problem-solving assistance from them or vice versa (Int6). Int7 noted that the developer could be very open and honest about when participation occurs and when it doesn't. It was believed this aspect works very well in this project because the decision was made together: to proceed with the participation or not. This dynamic made collaboration very enjoyable according to int7. Furthermore, the interviewee noted instances where they felt communication could have been timelier, both from the municipality end and from Wonam. Despite these occasional lapses, these experiences were viewed as part of the collaborative dynamic.

Information sharing regarding the participation process was emphasized by both Int6, Int7, Int8, and Int10. int8 states that setting clear expectations beforehand and understanding the different expectations from each party for the participation is essential. Int6 from the municipality emphasized the need for openness regarding the purpose, method, and requirements of participation. The importance of communication was stressed, even when the developer may not require anything from the municipality, to ensure alignment and avoid scheduling conflicts with the municipality's own participation sessions. Int7 echoed this sentiment, highlighting the importance of clarity and proactive communication with the municipality regarding the structure and expectations of participation sessions. An important factor is being clear on what the themes are for the participation sessions and also that the municipality and developer align this beforehand otherwise such a participation session will go in all directions (Int7). Additionally, Int6 highlighted the significance of sharing the outcomes of participation sessions afterward. They emphasized that the information gathered during these sessions is valuable for both the municipality and the developer. Int8 stated that the developer kept the municipality up to date on the participation sessions.

“Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties” - Int6

Clear expectations

Interviewee 7 acknowledges that private-led participation must indeed be mandated by the municipality, as is happening now with the new environmental and planning act. However, Interviewee 7 underscores the importance of clear expectations in private-led participation, particularly emphasized through their remarks on how crucial it is for the municipality to enforce such clarity. They noted that having predefined frameworks, like the participation ladder seen in another municipality, helps developers understand the expected level of engagement upfront. This proactive approach ensures that developers know their responsibilities and what is required of them, fostering better collaboration. Additionally, Interviewee 7 highlights the significance of setting clear expectations to prevent post hoc criticisms about the adequacy of participation efforts. They suggest that such clarity avoids situations where developers believe they have met the requirements, unaware of unspoken expectations, ultimately preventing misunderstandings and promoting smoother collaboration.

“(On private-led participation) I do think that it should really be imposed by the municipality. And of course you see that happening more now with the Environment and Planning Act. Only I think it is good that you are very clear in advance” - Int7

“It is nice that you know what you have to comply with and deliver as a developer, so having clear expectations of each other beforehand. And that afterwards it is never said: the participation did not go well. That's actually always a bit of a waste, because then we believe that we all did well” - Int7

Clear responsibilities and consistency

Int8 states that establishing clear accountability is important. It's crucial to define who is responsible for what, as shared responsibility often results in no one taking ownership. Also, identifying and involving relevant stakeholders. Additionally, the interviewee emphasized the importance of understanding the roles and contributions of each party, including what the developer and the municipality can offer. According to int10, while jointly setting goals and objectives isn't always necessary, clarity regarding each party's responsibilities and boundaries is deemed crucial. Defining these boundaries is a significant factor in ensuring collaboration.

“Make very clear who is responsible, because if you say we have shared responsibility, no one is responsible” - Int8

An important aspect of collaboration, according to interviewee 10, is maintaining consistency and continuity in the individuals involved. This ensures predictability and fosters stakeholder engagement. Furthermore, interviewee 10 emphasizes the importance of following through on commitments.

Shared values and goals

Communication is crucial for collaboration, as emphasized by interviewee 10, the ability to engage in informal discussions proved valuable in ensuring alignment of objectives. Having everyone on the same page facilitated smoother interactions. This alignment was driven by a shared goal: project realization. Thus, having a common objective for the participation emerged as a significant factor contributing to the cohesion of the collaboration, alongside communication.

“Setting goals jointly does not necessarily have to be done. As long as it is clear who does what, so the demarcation of tasks is an important factor” - Int10

Case conclusion

The Barrio Lobi case highlights the complexities of private-led participation, particularly shaped by the distinct roles of the municipality and the developer, Wonam. The municipality's active land policy established a clear demarcation of roles, positioning it in a controlling rather than collaborative stance. This approach created barriers for residents, who often found it challenging to understand the developer's role and expected more involvement from the municipality. The presence of multiple developers within the area further complicated communication, leading to confusion among residents. Additionally, the unique demographic of the neighborhood, characterized by vulnerable groups, necessitated a context-specific participation approach.

Case 3 - KPN Centrale



History

The KPN Centrale Building, Amsterdam's 6th telephone exchange, was constructed in 1928 in the Admiralenbuurt. Situated within the courtyard bordered by Filips van Almondestraat, Witte de Withstraat, Admiralengracht, and Lodewijk Boisotstraat, with its main entrance on Filips van Almondestraat (Historie, 2020). The building was designed during a time of increasing demand for telephone connections and limited space in the city. As part of the expansion of Plan West, this telephone exchange was planned to be located in the middle of a residential block in De Baarsjes (Van de Vliet, 2021). Originally commissioned by the Dutch state for KPN, the building spanned over 3000 m², accommodating a workforce responsible for connecting callers (Int4).

The building's design traces back to the years 1923-1925, followed by construction from 1926 to 1928, with completion in November 1928. This expansion became necessary due to the inadequate capacity of the existing central offices in the North and South to handle the increasing traffic. In response to evolving needs, the building underwent several renovations and expansions during the 1960s (Van de Vliet, 2021). Recognizing its cultural-historical significance, it received designation as a Municipal Monument in 2009. Operating as a telephone exchange until 2015, the former KPN building on Filips van Almondestraat saw a reduction in its operational capacity due to digitization, shrinking from over 3000 square meters to less than 100 square meters (Int4). Subsequently, the building underwent redevelopment into starter homes (Wikipedia contributors, 2022).

Development

When GPS purchased the building in 2016, they acquired it from a portfolio belonging to a private enterprise, which had previously acquired numerous KPN buildings across the Netherlands a few years prior (Int4). The initial plans for the building were submitted to the municipality as early as 2013 by the former owner. It is likely that between 2013 and 2015, discussions took place between the former owner and the municipality to assess feasibility and regulatory constraints regarding potential transformations, particularly into residential units.

Given that the KPN central offices were still located within the building, internal relocations were necessary, indicating that the former owner did not feel an immediate pressure to start development efforts. Nonetheless, they began exploratory steps towards development (Int9).

In 2015, the previous owner submitted a preliminary application for the transformation of the building into 53 residential units (Int9). This plan consisted of studios targeting starters (Int4). However, upon presentation to the neighborhood, significant opposition arose due to concerns over potential noise and privacy disturbances. Moreover, the building's location within an inner area, there is a risk that it acts as a sound box. The complexity led the former owner to sell the property to GPS in 2016 (Int4). GPS, with expertise in redeveloping such properties, particularly in Amsterdam, subsequently engaged with the municipality (Int4). By July 2017, when the property was transferred to GPS, progress had already been made in the development process. A residential plan had been devised by the previous owners, outlining various housing units. Additionally, a community consultation group, referred to as the klankbordgroep, had already been established (Int9).

Following this, GPS, in collaboration with the community consultation group (klankbordgroep), initiated new discussions and introductory meetings with the municipality and a new project manager. Simultaneously, the city of Amsterdam introduced a new housing policy known as the 40-40-20 policy in which new developments were required to allocate 40% of units to social housing, 40% to mid-range rental housing, and 20% to the private sector. In 2018, during a meeting with the community consultation group, a new procedural proposal was presented, suggesting that GPS would develop a new design proposal. This proposal would first be reviewed by the municipality and the governing body to gauge initial approval, not for definitive consent on the construction plan but to signal support for further exploration. Subsequently, the revised construction proposal would be discussed again with the community consultation group (Int9).

As a result, GPS initially developed three different variants: one featuring 10 units, another with 40 units, and a third with 42 units. These were discussed with the governing body, which expressed a preference against 10 larger units and further development within the inner courtyard, as apparently one of the plans included. Consequently, two new variants were devised, focusing solely on the transformation of the central building. Subsequently, these alternatives were reviewed, leading to the decision to engage with the local community once again. The aim was to gather feedback on these two variants to ascertain community sentiment. This marked the beginning of GPS's participatory process with the community, ultimately culminating in the current development plan (Int9).

Private-led participation process

In October 2015, the previous owner organized an information session for local residents, during which they presented the plan for the 53 residential units (Int4). At this event, various aspects of the plan were explained, prompting numerous questions and suggestions from attendees. The idea of accommodating a large number of students, potentially up to 100, within the inner courtyard was particularly concerning for residents living in the surrounding blocks. Consequently, residents advocated for considering alternative demographics such as seniors or middle-class families to mitigate potential noise disturbances. Notably, it was during this session in 2015 that the formation of a community consultation group, consisting of several residents, was initiated (Int9).

In the initial stages, the community consultation group conducted a survey among local residents, sharing the results during a residents' meeting. The survey revealed significant concerns regarding noise pollution, the number of people, congestion, and privacy (Int9). There were also previous discussions and exchanges between the community consultation group and the property owner. In 2016, indications surfaced that the community preferred not to have residential functions within the building. However, it's important to note that these

discussions occurred under the previous owner's tenure, spanning 2015-2016. The community consultation group voiced their objections, expressing concerns to both the commission and the governing body. Ultimately, the municipality expressed support for the transformation into residential units but emphasized the need for careful consideration due to its location and characteristics, ensuring a thorough evaluation process (Int9).

When the building was sold to GPS, the participation was continued by GPS Vastgoed. At the beginning of GPS's participation process, in continuation of the first presentation, the district council had put together a residents' group/platform group in consultation with the surrounding residents (Int3, Int4). The group of representatives consisted of 7 people (Int4). This core group would sit at the table every time and be included in the plans. This was active in the beginning and there were many meetings (Int3). According to int4, the initiative for this group originated from the neighborhood itself, reflecting their desire to be involved given the fear that a plan will be introduced that will cause a lot of inconvenience (Int4).

Throughout the period, GPS presented plans to the platform group for several months. Once a plan gained support from the platform group, it was then presented plenary to the neighborhood. This process involved creating a total of 25 different variants. According to an interviewee from GPS, the reason for the numerous variants was the diverse demographics surrounding the area. Toward Witte de Withplein, there's more social housing and a higher proportion of ethnic minorities. Conversely, around Filips van Almondestraat, where the KPN central is located, there's a higher proportion of privately-owned and rented properties. This diversity means that people have different interests. For example, property owners may anticipate an increase in their property values with the redevelopment of luxury homes, while long-time residents may be more concerned about potential noise disturbances (int4).

During the project timeline, the central local government introduced a new policy guideline known as the 40-40-20 rule, significantly impacting the ongoing planning and participation for the building. This guideline, however, was not communicated to the community by the central local government but was imposed. As a response to this new policy, the architect produced approximately 20-25 variants to accommodate the new directive. Despite the lack of communication from the central local government, the project manager explained the 40-40-20 rule during private-led participation presentations to the community. So that overlapped, as the local residents reacted to the 40-40-20 and to the plans of the developer (Int4).

The feedback from the advisory group indicated acceptance of variants with a maximum of 20 dwellings or a preference to retain the commercial designation. Consequently, three variants with 18 or 19 dwellings were developed and evaluated, meeting the advisory group's criteria (Int4). The municipality and developer stated to the residents potential increased noise disturbance if the building retained its commercial function due to attracting more employees (Int3, Int4). The advisory board group agrees in principle with a construction plan for a maximum of 20 homes and maintaining the existing function. First, there were a number of discussions with that sounding board group and then a residents participation evening was organized for everyone to inform (Int9). Ultimately, the residents expressed a preference for a maximum of twenty free-market dwellings during the participation evening, stating opposition otherwise (Int4).

The residents' preferences resulted in the responsible councilor returning from the district council to the central municipality, as the proposed plan conflicted with the general policy principles of 40-40-20. To proceed with the project, approval needed to be obtained (Int3, Int4). This all occurred in 2019 and approval was granted for a plan comprising twenty dwellings, partly as a result of neighborhood participation (Int9). Additionally, the building's status as a municipal monument played a role, as it deviated from typical new construction standards (Int4).

Construction was also halted for a considerable period, primarily due to initiated procedures that could have potentially been avoided (Int3). Even after all the permits were obtained, legal proceedings continued. There was an ongoing objection process that lasted a significant amount of time. However, later when the objection concluded, one of the objectors who disagreed lodged an appeal. This appeal ultimately ended in a settlement through mediation between the parties involved, allowing them to proceed further (Int9). The municipality had limited involvement in this mediation process (Int3, Int9). However, during the objection process, the municipality had to provide a substantive consideration to the objection committee, but no further decisions regarding the content were necessary (Int9).

Given the uncertainties on the project's progress, participation with residents decreased and was replaced with occasional updates via letters. While a few residents persistently sought updates beyond the letters, expressing dissatisfaction (Int3). Since 2020, there have been minimal changes or adjustments noted (Int9). Construction has commenced, leading to a diminishing interest from residents, who seem to adopt a more passive attitude. Nonetheless, there are plans for a final presentation to the neighborhood showing the end result, marking the conclusion of the participation process (Int3).

Int9 concluded that the project has been interesting and serves as an example of how participation can significantly contribute to project development, garnering support from a large portion of stakeholders. There was careful consideration of the interests and input of the participants, particularly the residents surrounding the KPN central block. Significant adjustments to the plan were made based on this input, requiring the municipality to compromise on its policies. Despite diverging from its initial stance, all parties managed to reach a reasonable consensus. While the resulting plan may not be ideal, given the municipality's preference for affordable housing, it was deemed unattainable due to negotiations and the preservation concerns associated with the municipal monument. Int9 believes that this project exemplifies a successful participation process, ultimately enhancing the transformation project as a whole (Int9).

Roles of developer and municipality

Within the context of the KPN Centrale case, this section explores the roles played by developers and municipalities in the private-led participation process. For a more detailed breakdown of the roles and responsibilities of both the developer and the municipality, refer to the table in appendices I and J.

As highlighted by insights from interviews (Int3, Int10), the traditional paradigm where municipalities took the lead in organizing participation has shifted towards greater responsibility for developers in organizing participation. Under this framework, municipalities primarily assume a supervisory role, actively steering participation processes, ensuring clarity and accuracy in communication with stakeholders, and elucidating the municipality's stance and procedural aspects during private-led participation sessions. In contrast, Interviewee 4 suggests that little substantial change is occurring, indicating that municipalities primarily formalize the initiative on paper for the market. This underscores the nuanced perspectives surrounding the evolving roles of municipalities and developers in private-led participation, which will be delved into further in this section.

“(On participation) The municipality used to organize it, but nowadays the project is in the interest of the developer. So they have to organize and facilitate it, and we then control and monitor” - Int3

“The municipality plays an active role in steering participation by guiding the process, considering the influence of participants, ensuring clarity and accuracy in communication, and explaining its position and upcoming procedures during meetings” - Int10

Project management

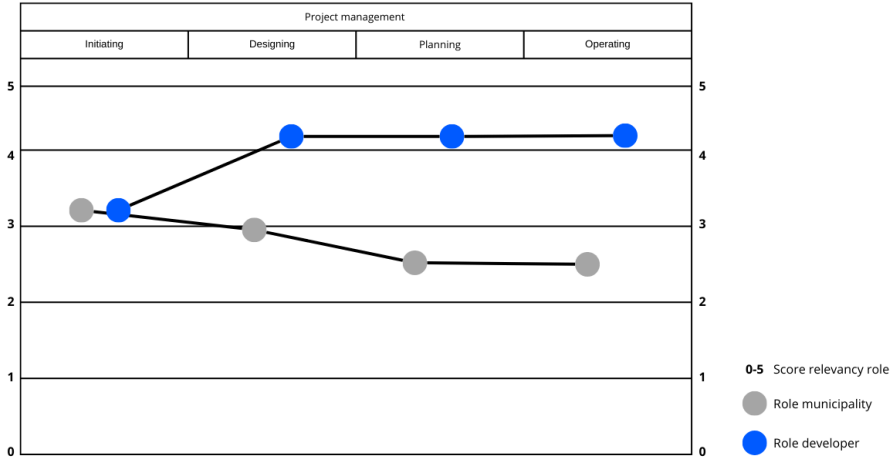


Figure 21: Division average scores project management roles in private-led participation of KPN Centrale (Own illustration, 2024)

The interviews reveal a nuanced distribution of project management roles within private-led participation, with the municipality typically assuming an equal initiating role (figure 21). Here, it sets the framework and policies, often prompting the developer to initiate participation based on its requests. Conversely, the developer tends to take on a more substantial role in designing, planning, and operating participation. While the municipality remains involved in these phases by providing advice and monitoring progress, the developer typically leads the execution. These varying perspectives on the extent and allocation of responsibilities highlight the complexity inherent in navigating the roles of municipalities and developers in private-led participation.

“The municipality has established a framework for participation, known as the participation ladder, which outlines their approach. As developers, we build upon this pre-existing framework to elaborate and design the participation process, as the municipality has already developed the participation plans” - Int4

“The municipality placed a high value on initiating participation, driven by established guidelines. It was essential for the board that the neighborhood was involved in the process, with community feedback integrated into the final assessment of the plans, making participation a key request from the municipal board” - Int10

Process management

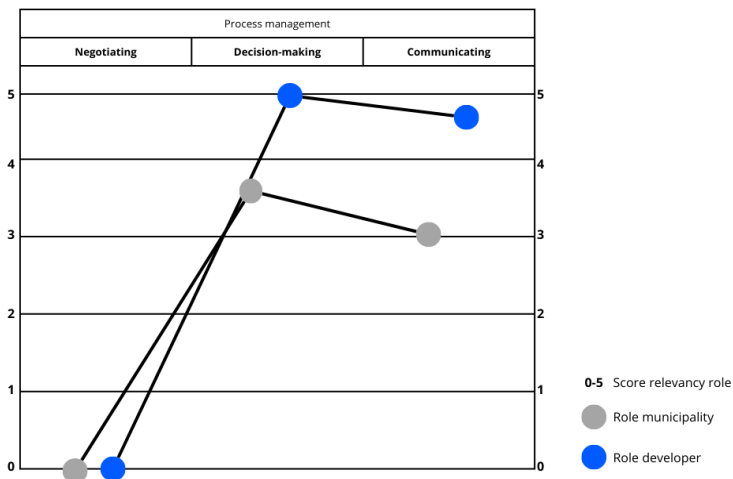


Figure 22: Division average scores process management roles in private-led participation of KPN Centrale (Own illustration, 2024)

Both the municipality and developer are integral to negotiation and decision-making in private-led participation projects (figure 22). Decision-making occurs collaboratively, involving input from both stakeholders. While communication is primarily expected to be led by the developer, significant input and guidelines are provided by the municipality, indicating a relatively involved role from the municipality in communication related to private-led participation.

“Typically, communication about these processes is led by the developer, but many local resident questions, objections, and consultation responses ultimately reach the municipality, which must address them. While the developer's role in communication is significant, the municipality also engages internally and externally, particularly when discussing objections and collaborating with the sounding board group and municipal administrators” - Int9

Management tools public

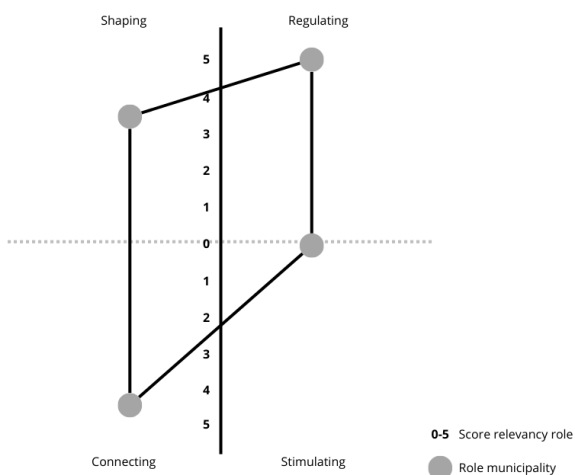


Figure 23: Division average scores management tools public in private-led participation of KPN Centrale (Own illustration, 2024)

The municipality played key roles in regulating and shaping the private-led participation process (figure 23). Through the establishment of regulatory frameworks, issuance of permits, and provision of participation guidelines, the municipality significantly influenced the direction and execution of the process. Moreover, its cooperation in adapting to changing plans demonstrated adaptability and responsiveness to evolving dynamics. Although stimulating roles were not actively pursued, capacity building initiatives were evident, indicating recognition of its relevance in private-led participation. Overall, the municipality's central role in guiding, regulating, and adapting private-led participation underscores its importance in facilitating the process.

“The municipality is more directive. However, ultimately it has to explain to participants what the spatial planning and environmental permit procedures are, and what the possibilities for objection are, so the municipality still retains that role” - Int4

“The municipality plays a vital role in uniting various interests and parties, leveraging its knowledge of the neighborhood and its stakeholders. While not completely neutral, it can act as a mediator in escalating situations to foster communication and collaboration” - Int9

Management tools private

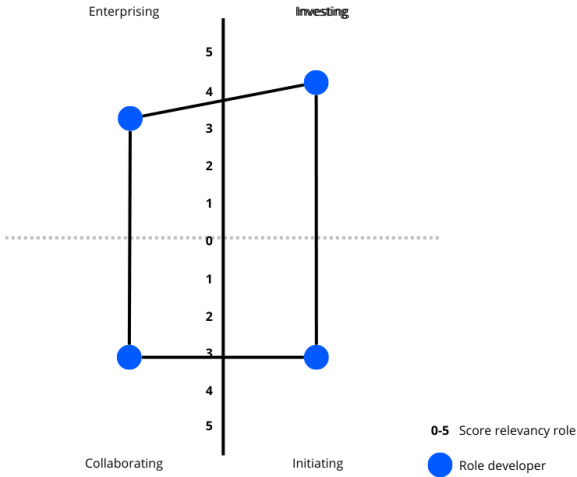


Figure 24: Division average scores management tools private in private-led participation of KPN Centrale (Own illustration, 2024)

While the essence of project development remains constant, the roles of enterprising, investing, and collaboration are increasingly visible within the developers role in this private-led participation process (figure 24). This visibility is not only driven by regulatory mandates but also by commercial considerations, as the developer recognizes the importance of engaging with stakeholders. However, initiating participation still primarily falls within the role of the municipality, prompting questions about the extent of the developer's proactive involvement in the absence of external mandate.

“Enterprising: Throughout the whole process, from the start until now, the market has also changed... It is very much up to the developer and that is also with a commercial thought” - Int3

“(Initiating) My feeling is that ultimately, if these people did not have to organize participation, they would not have done it...” - int9

Management resources

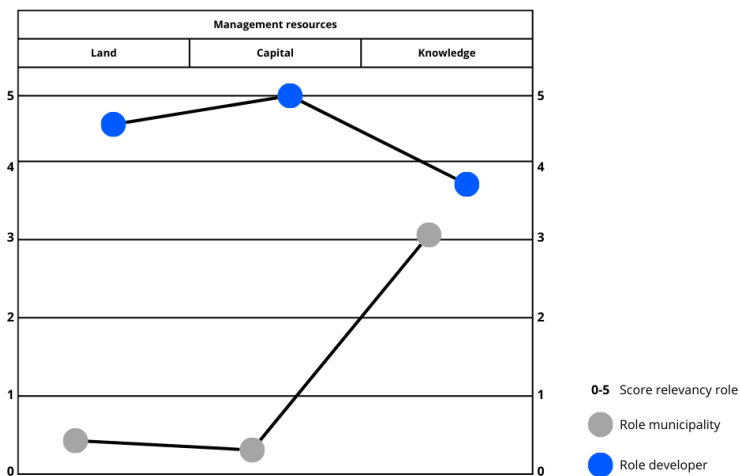


Figure 25: Division average scores management resources in private-led participation of KPN Centrale (Own illustration, 2024)

Management instruments such as land and capital were entirely the role of the developer. Knowledge, on the other hand, was shared between the developer and the municipality (figure 25). Although opinions varied among interviewees regarding the distribution of knowledge, it was evident that both parties played significant roles in contributing expertise to the private-led participation process. While management resources like land and capital may not directly influence the private-led participation process, their allocation has effects on other aspects of the management tools, project and process management roles. These resources serve as foundational elements that shape the strategies employed by the developer and municipality.

“We (the municipality) didn't have that land, it's private land, so it's not a leasehold, so the municipality had no role in that either” - Int9

“I gave the availability of expertise and knowledge to effectively design participation processes a high score, because the municipality really did think along actively” - Int9

Barriers and enablers

Within the KPN Centrale case, this section delves into the barriers and enablers encountered in the private-led participation process. While many of these factors are common across both state- and private-led participation, there were notable barriers and enablers specific to the developer-led process, which will be further discussed within this section. For a comprehensive overview of all the identified barriers and enablers within this case, refer to appendices L, M and N.

Int9 stated that their level of involvement in the project was not sufficient enough to provide scores for the barriers and enablers for this specific case. Therefore, they completed the scorecard based on their experience with private-led participation processes in Amsterdam in general, making the results irrelevant for the private-led participation of KPN. From two other interviews for the KPN centrale project, it was evident that almost all presented barriers and enablers, based on the literature review on state-led participation, were relevant for this private-led participation process. A low scoring barrier for the private-led participation was Budget and Capacity. According to Int3 and Int4, this was not a relevant barrier for this process. Similarly, a low

scoring enabler was the diversity in participation techniques, as this was not used for this private-led participation, as noted by Int3 and Int4.

Private-led barriers:

1. **New policy guidelines during ongoing process**
2. **Traditional role municipality**
3. **Informal municipal consultation moments**
4. **Relationship developer and municipality**

1. New policy guidelines during ongoing process

In this specific case of private-led participation, a notable barrier emerges when the private developer presents plans during the participation process, only for the municipality to introduce new policy guidelines for the realization of new buildings midway through. This sequence highlights a nuanced aspect of the evolving governmental role, initially delegating initiative to the private sector but later imposing new municipal standards, thereby overlooking the relationship between private initiators and community participation (Int4). These new principles in isolation are understandable. However, these changes directly impact an ongoing participation process. The government issues new guidelines and policy frameworks for participation, but residents, with their existing perceptions, continue to view the government in its traditional role (Int4).

“During the process, the local government introduces new starting points for new development projects, which are understandable in itself. Only those new points have direct meaning for an ongoing process of private-led participation. So the question is, how do you deal with that?” - Int4

“The government draws up new memoranda with new policy guidelines in the field of participation. But the residents with the frame of reference that they have, see the government in the traditional role” - Int4

2. Traditional role municipality

Another barrier observed within the private-led process pertains to the dynamics of an informational meeting involving the platform group and various attendees, including the district councilor. In such settings, the counselor introduces herself and explains her presence. Traditionally, residents attribute a directive role to local government officials, expecting them to offer opinions and guidance. However, amidst the evolving participatory landscape where the developer holds initiative, the counselor assumes a listening stance. This discrepancy in roles presents challenges for residents, who persist in viewing the councilor through traditional expectations, anticipating her to exert a directive influence despite her stated passive role (Int4).

“That is very difficult for local residents. They hear that, but they still continue to think from the traditional role of the alderman. They also expect her to play a steering role” - Int4

3. Informal consultation moments

During the project, another barrier emerged as the private-led participation predominantly followed formal procedures, including meetings of the developer, platform discussions, and resident information sessions. However, residents also actively engaged informally by attending the councilor's office hours to voice their opinions, either individually or in small groups, which occurred regularly. This informal engagement proved influential, impacting formal processes led by the developer (Int4).

“Participation influence takes place through formal channels, consultation with project developers, the platform, residents' information evenings, but residents also attend the consultation hours of the alderman concerned” - Int4

4. Relationship developer and municipality

Another barrier identified by Int3 stems from the perceived mediating role adopted by the municipality, particularly concerning the project manager. Some residents accused the project manager of advocating for the developer, despite his intention to represent both the development interests and the neighborhood. However, this dual representation was perceived differently by some residents, who felt the project manager favored the developer (Int3).

“The (project manager municipality) was sometimes accused of talking for the developer, while he was actually talking for the development and the neighborhood. But that is how it is experienced by some residents” - Int3

Private-led enablers:

- 1. Expressing municipality neutral role**
- 2. Capacity building by municipality**

1. Expressing municipality neutral role

Int3 mentions that it is important and enabling for trust to clearly articulate the role of the municipality in a private-led participation process, and in this case especially their neutral role. In this role, municipalities can be informative and advisory and not directive. However, it is recognized that this advisory role sometimes may require an assertive approach. If issues arise during a private-led participation process, intervention may be necessary. A municipality has a major role to play when a developer organizes participation to continue to monitor it properly.

“Trust is essential, as the municipality must clarify its neutral role as an informative and advisory entity rather than a directive one. If issues arise during the participation process, the municipality should be able to intervene, ensuring proper monitoring when a developer organizes participation” - Int3

2. Capacity building by municipality

An enabler can be the municipality's proactive communication regarding zoning regulations. In the case of KPN, by highlighting the potential for alternative uses, such as a fitness center, the municipality addresses residents' concerns about noise disturbance from residential units. This communication demonstrates the potential drawbacks of other industrial uses and empowers citizens to consider other perspectives. This approach, initiated by the municipality, facilitates constructive dialogue between the developer and the community. Moreover, the municipality's authoritative role in guiding the conversation lends credibility to the information presented, enhancing residents' receptiveness to alternative proposals. This proactive stance from the municipality contrasts with the challenges faced by the developer, who encounters skepticism from some residents regarding profit motives for housing preferences (Int4). This aligns with the importance of the capacity building role by the municipality expressed by Int9.

“...within a zoning plan it falls within a certain description... Well, then it is also good that the municipality indicates this to the neighborhood... Because it is difficult for a private developer to explain” - Int4

Collaboration between developer and municipality

The collaboration between the developer and municipality within the private-led participation process of the KPN Centrale, as described by Int4, was intense. Some important elements highlighted from the collaboration between developer and municipality and deemed important for facilitating the private-led participation process are listed below. For a comprehensive overview of all the collaboration indicators referenced, refer to appendix O.

Trust and mutual understanding

Trust was deemed important. According to Int3, this was manifested through the explicit articulation of one's role.

Relationships

The municipality, including the project manager, district councilors, and other stakeholders, were accessible, solution-oriented, persistent, and positive. Despite policy developments that can sometimes be complex for a developer to navigate, as this is how politics work according to Int4.

According to Int4, a key takeaway regarding private-led participation is the necessity to invest in relationships from the outset. This involves cultivating relationships with civil servants, officials, and residents, prioritizing quality in all aspects. Only by investing in the quality of all components can trust be established, leading to positive outcomes. Thus, dedicating time and energy to building connections with people is essential from all perspectives - government, community, and the initiator. Eventually, a new project manager joined and remained involved throughout the entire participation process. The consistent presence proved essential for maintaining continuous communication and collaboration.

“Consistency is essential... Contacts with people are essential from all sides, the government, the neighborhood, and the initiator” - Int4

“From the start you have to invest in relationships with civil servants, administrators, and residents. Only when you invest in quality in all components, you get trust, and it leads to a positive result” - Int4

Individual competencies

Throughout the entire project, a municipality project manager with extensive experience in realizing projects of this nature was involved. This individual possessed significant expertise in resident participation and demonstrated a solution-oriented mindset, which proved highly valuable for the developer. The role, quality, and motivation of both the executive and the project manager are deemed essential (Int4).

“The role, quality, and motivation of the municipal director and project manager are essential” - Int4

“The municipality was easily accessible, solution-oriented, persistent, and positive. Despite developments in the field of policy, which are sometimes complex for a project developer, but that's how it works in politics” - Int4

Communication and transparency

At the outset, turnover in project managers disrupted continuity, with three consecutive changes causing disruptions in communication and information sharing. Each new manager introduced their own perspectives and ideas, hindering the flow of communication (Int4).

“And it is also very nice for a developer to be told in a timely manner to adjust something or that it is better to do it a certain way” - Int3

Clear expectations

Int9 noted that the municipality should clearly outline their expectations for the private-led participation process for project initiators. While the municipality of Amsterdam managed this reasonably well, it was acknowledged that many other municipalities did not. It was emphasized that municipalities need to be open to closely collaborating with developers on such projects. They should not leave everything to the developer, as it is also in their own interest for things to go well. It was considered essential for municipalities to be able to explain why they find a development desirable and to have clear conversations with both developers and residents about this. Despite the organization of such participation processes lying with developers, it was suggested that municipalities should still be involved (Int9). Int3 emphasized the importance of developers receiving timely feedback, such as being advised to consider alternatives or adjustments to the participation process.

“I think the municipality should clearly state what it expects from initiators” - Int9

“Good communication is vital, with the municipality explaining the importance of participation and being willing to collaborate with developers on participation strategies. Developers should leverage the municipality's local knowledge, including awareness of neighborhood dynamics and other ongoing participation processes. It's essential to consider the interests of both parties and define the frameworks for discussion while reviewing participation plans, reports, and residents' letters together” - Int9

Shared values and goals

Another important element was about maintaining a positive attitude. All parties worked towards the same objective and considered what was needed for that. The connections, atmosphere during discussions, and willingness to reach a resolution together were emphasized. Despite having two different interests, efforts were made to reconcile them. Making money was acknowledged as necessary, with emphasis on ensuring it was done in an orderly manner, without causing any disruption or creating tensions in the neighborhood (Int3).

“We are all working towards the same goal and a positive attitude is needed for that” - Int3

“The success of collaboration hinges on good communication, a positive atmosphere, and a willingness to work together despite differing interests. While financial goals must be met, it's essential to approach these objectives orderly to avoid causing nuisance or damaging relationships within the neighborhood” - Int3

“Starting participation at an early stage of redevelopment allows for open discussions about initial ideas and neighborhood opinions, providing everyone with the opportunity to consider the project's direction before any concrete plans are set in motion” - Int3

Presence of municipality

Int9 highlights the importance of the municipality's presence during the private-led participatory process. The rationale is grounded in the understanding that relying solely on participation reports without direct involvement, particularly for significant developments, may lack accuracy. Therefore, the presence of a neighborhood manager or project manager from the municipality is seen as essential to have a sense of the

atmosphere during the private-led participatory process. A nuanced aspect int4 considers crucial for informing decision-makers tasked with assessing the participation process.

“In larger developments, the accuracy of a participation report is uncertain without firsthand experience. Having an area manager or project manager from the municipality present is crucial to gauge the atmosphere and understand local residents' opinions. These nuanced, qualitative insights, though harder to document, are essential for decision-makers to consider” - Int9

“The municipality must actively engage in participation processes with developers, rather than leaving everything to them, as successful participation aligns with municipal interests. It is crucial for the municipality to clearly communicate why a development is desirable and to have open discussions with both developers and local residents” - Int9

Conflict resolution

A recommendation for developers, particularly those with limited experience in participation processes, is to collaborate with a specialized participation agency. This approach significantly enhances communication regarding the project's frameworks, processes, timelines, and the scope of possibilities. While hiring experts may involve additional costs, the investment leads to smoother participation processes, ultimately benefiting all parties involved. By leveraging the expertise of professionals, developers can navigate complex participation dynamics, ensuring that goals are met and stakeholder interests are adequately addressed, but as well conflicts are resolved (Int9).

“When developers hire a participation agency, the communication about the frameworks, the process process, and the planning simply goes much better” - Int9

Case conclusion

The KPN Centrale case exemplifies a private-led participation model that achieved a balanced outcome, accommodating both developer goals and resident input, while also intending to adapt to new municipal policies. The facilitative land policy, with the developer's ownership of the land, played a pivotal role in positioning the municipality in a collaborative, supportive role rather than a directive one. This allowed the developer to take the lead in orchestrating the participation process, with the municipality providing oversight, guidance, and resources to enhance stakeholder engagement.

This dynamic brought both strengths and challenges. On one hand, the neighborhood actively voiced preferences, including a preference for housing types that diverged from newly introduced municipal policies. On the other hand, residents sometimes struggled to understand the municipality's less traditional role. The municipality addressed this by being visibly present at participation sessions, clearly explaining its advisory stance and fielding questions from community members to foster transparency and trust. The case thus highlights how private-led participation, when supported by municipal collaboration and facilitative policy, can enable a participatory process that meets diverse interests. This approach required flexibility, mutual understanding, and clearly communicated roles.

Discussion

This section contains a cross-case analysis of the private-led participation process of Cruquiseiland, Barrio Lobi, and KPN Centrale. The overall lessons will be combined to draw conclusions and work towards answering the sub-research questions. First, an overview is presented of the three cases and their specific context in relation to the participation process (Figure 11).

Project	Cruquius eiland	KPN Centrale	Barrio Lobi
Location	Amsterdam-Oost	Amsterdam-West	Amsterdam-Zuidoost
Citizen participation	Private-led	Private-led	Private-led
Neighborhood residents	High-income households.	High- and middle income households.	Multicultural population, with significant low-income households.
Neighborhood characteristics	Industrial estate where high-end housing is developed.	Industrial building within a densely populated, mid- to high-end neighborhood.	Development area with lots of social and middle-rent housing.
Main stakeholders	Developer, Cruquius-2015, Municipality	Developer, Municipality	Developer, SABO-advies, Municipality
Project scope	Large-scale urban redevelopment	Redevelopment of monumental building of company	Urban redevelopment
Land ownership	Amvest (developer)	GPS (developer)	Municipality of Amsterdam
Projects phase	Partly-finished, construction	Construction	Plan development
Development type	Private land acquisition	Private acquisition	Public tender
Developer type	Investor	Risk bearing- developer	Investor

Table 11 : Comparison of the three cases (own figure, 2024)

From the three cases, the main lessons learned can be summarized in table 12. The lessons learned coincide with the topics of the sub research questions, which will be used to structure the discussion.

Cruquius eiland	Barrio Lobi	KPN Centrale
The municipality plays an essential intermediary role, even in private-led participation, ensuring public interests are considered.	Active land policy enables the municipality to regulate private-led participation.	The municipality can take on an advisory role to guide developers during private-led participation.
Both the developer and municipality must collaborate on project and process management, as their roles are increasingly intertwined.	Incorporating private-led participation into tender selection criteria can serve as a means for the municipality to steer the process.	While the developer leads communication, the municipality still handles many resident inquiries, explaining spatial planning, permits, and objection procedures.

Knowledge from both the developer (project expertise) and municipality (public matters) is crucial during the private-led process.	Unclear or changing requirements from the municipality in regards to the private-led participation can lead to confusion for the developer.	The municipality plays a crucial role in bringing different interests together and mediating conflicts if necessary, acting as a relatively neutral party.
Clear understanding for the participants of the division of roles between the municipality and developer is important for meaningful private-led participation.	The municipality's local communication manager brings a lot of background knowledge for the private-led participation process, which the developer may lack.	Local residents often find the roles unclear, particularly the evolving role of the municipality, as they expect a traditional approach.
Even with the developer leading participation, the municipality retains some responsibilities, which must be communicated clearly.	When multiple private-led participation processes occur in the same area, the municipality should coordinate communication.	Resident participation occurs through formal channels, but their informal contact with the municipality can become a barrier to the private-led process.
The municipality must carefully define its public role in private-led participation, as citizens still see the government as their main point of contact.	Clear planning frameworks from the municipality are crucial to ensure residents understand which decisions are open to input during the private-led sessions.	The municipality should collaborate closely with developers and not leave everything to them, as successful participation benefits both parties.
Clear preconditions should be set before starting private-led participation to avoid poorly managed processes.	The relationship between the developer and municipality is important for the success of the private-led participation.	Clear expectations from the municipality regarding the developer's role are crucial.
Clear roles for the municipality and developer must be established upfront to avoid confusion. Be prepared to address questions about each role.	Municipal participation sessions can hinder private-led participation, as it can lead to increased participation fatigue among residents.	The role, quality, and motivation of the municipal director and project manager are key to the private-led process's success.
Open communication between the developer, government, and local community is crucial. All three parties should interact transparently.	Setting clear expectations and sharing information throughout the process benefits both developers and municipalities.	For developers, strong relationships with civil servants, administrators, and residents, as well as a focus on quality, build trust and lead to positive outcomes.

Table 12: Lessons learned from the three cases (own figure, 2024)

This section will analyze the three cases with regard to each other and combine the overall lessons learned to draw conclusions and work towards answering the research questions.

1. What are the roles that private developers and municipalities play in private-led citizen participation processes?

This part will discuss the managerial roles of developers and the municipality in the private-led participation processes of the case studies. These roles were pre-identified through the literature review (appendix A and B) and validated through the interviews with developer and municipal stakeholders. The theoretical framework suggests that in such private-led processes, the developer is typically the primary driver, while the municipality

assumes a more facilitating or mediating role (Heurkens, 2012). This pattern has been confirmed by interviews across three case studies—Cruquiuscase, Barrio Lobi, and KPN Centrale—although variations in these roles were observed, depending on the context, stakeholder perspectives, and evolving dynamics.

When examining the sub-roles - project management, process management, management tools and resources - within the broader category of managerial roles, differing perspectives emerged regarding the specific responsibilities and influence of each party. For certain sub-roles, most interviewees provided similar responses regarding which actor—developer or municipality—was in the lead. There are variations in perspectives about who played a larger role —the developer or the municipality - and the extent of each role played. These variations did not always align strictly with whether the interviewee was from the municipality or the developer. This suggests that individual experiences, phase of the project and the specific context shaped these outlier perspectives, rather than institutional biases alone. As the process unfolds, responsibilities for specific tasks such as initiating, operating, negotiating, decision-making, or communicating shift depending on project needs, stakeholder interactions, or evolving challenges. The outlier views among interviewees further support findings by Collins & Ison (2006), who emphasize the complexity of relationships in ongoing participatory situations where roles are less clear-cut and responsibilities emerge during the process. Furthermore, the variation in responses and scores given around the sub-roles reflects the dynamics of private-led citizen participation processes.

Project management

In cross-analyzing the project management roles within the private-led citizen participation processes across the three cases—Cruquiuscase, Barrio Lobi, and KPN Centrale—a clear pattern emerges: while municipalities consistently played a significant role in initiating the processes, the subsequent roles of designing, planning, and operating were primarily led by developers. This observation aligns with the insights of Bishop and Davis (2002), who emphasize that uniqueness of policy problems may require varied levels and types of involvement, highlighting a complex and dynamic relationship between public and private actors in managing private-led participation. Though developers were primarily responsible for leading the project management roles of the participation processes, their and the municipal degree of autonomy differed across the cases. In the Cruquius case, the municipality maintained a close, collaborative relationship throughout, despite the expectation that the developer would operate independently. The municipality's continued presence and involvement in addressing participants' questions during the process underscores the blurred boundaries between public and private roles, particularly in cases where public concerns are integral to the project (Creighton, 2005; Verheul et al, 2021; XXX). This contrasts with the Barrio Lobi case, where the developer initially operated with minimal municipal involvement due to the tender process and there is a shift toward greater collaboration over time. This case demonstrates that while the private sector may have operational control in the early stages, cooperation with public authorities remains necessary (Spiering and Dewulf, 2006, p.20; Heurkens, 2020). In the KPN Centrale case, the municipality played a guiding but less active role, also being present during the private-led sessions as an observer. The clear division of roles, where the municipality set parameters and the developer executed the process, reflects a more formalized form of collaboration. These different divisions of project management roles across the cases reflect the evolving dynamics of local governance and its interactions with various stakeholders in urban development, as highlighted by Heurkens (2012) and Wolting (2006).

Process management

The three cases—Cruquius, KPN, and Barrio Lobi—highlight different approaches to process management in private-led participation. Negotiation and decision-making were approached equally by both the developer and the municipality within the Cruquius case, highlighting the collaborative dynamic. Within Barrio Lobi and KPN

decision-making was higher for the developer, with high involvement from the municipality. In both the Cruquius and KPN cases, the municipality took an active role in supporting communication, providing local knowledge, contact information, and using its channels to reach the community. This highlights the value of municipalities as facilitators, leveraging their established networks and authority to ensure that information reaches the intended audience (Heurkens, 2020). In contrast, the Barrio Lobi case presents a deviation, where the developer handled all communication independently. Due to unclear preconditions from the municipality and various developers operating in the area, there was confusion among local residents. This shows the challenges of fragmented communication in urban development projects. This supports the argument that municipalities, given they are intricately involved in shaping market environments, should recognize their role mediating stakeholder relations through involvement in communication, even in privately-led participation (Adams & Tiesdell, 2012).

Management tools public

In analyzing the role of the municipality in regulating, shaping, stimulating, and capacity-building in private-led participation across the three cases—Cruquius, KPN, and Barrio Lobi—distinct patterns emerge. These variations provide a basis for reflection on the balance between public involvement and private initiative. A common thread across the cases is the municipality's reliance on regulation as a primary tool to enforce private-led participation. As Leemstra et al. (1996) and Verheul et al. (2021) argue, regulatory frameworks can serve for ensuring realization of social goals in private-led participation. The methods by which regulation is enacted differ, suggesting a degree of flexibility that accommodates the unique needs and challenges of each project (Bishop and Davis, 2002). For example, the Cruquius project required the developer to organize participation as part of the necessary zoning plan changes, illustrating a decentralized approach where private actors bear a significant portion of the responsibility. In contrast, KPN followed municipal guidelines, indicating a more centralized control, while Barrio Lobi embedded private-led participation directly into the tender process. Scholars such as Arnstein (1969) have long debated the nature of participation, emphasizing the risk of 'tokenism' when public involvement is mandated but not genuinely integrated. Moreover, the municipality's role in shaping the process, through guidance, sharing knowledge, and providing documents, supports developers in meeting participation requirements, yet it stops short of taking an active role in stimulating. This raises the question of whether a more interventionist approach might enhance the quality of private-led participation. Capacity building is recognized as crucial across all three cases, however, the extent to which the municipality actively fosters capacity among private actors and residents appears inconsistent. Private-led participation necessitates a strong mediating role from the public sector to bridge the gap between private interests and public good, aligning with Heurkens (2023). The municipality's unique understanding of local contexts positions it as an important arbiter of diverse interests, but this mediating role needs to be more clearly defined and consistently applied.

Management tools private

The analysis of the Cruquius, Barrio Lobi, and KPN cases reveals significant insights into the evolving role of management tools used by private developers. A key point of discussion is the varying degrees of initiative demonstrated by developers and the influence of external forces, such as municipal requirements and market conditions, on their behavior. In the Cruquius case, Amvest is lauded for its proactive and entrepreneurial involvement, which aligns with Heurkens (2023) and with the municipality's recognition of long-term commitment as an important factor. This suggests that developers with sustained interests are more likely to adopt innovative and collaborative approaches, motivated by both financial and reputational gains. In contrast, within the Barrio Lobi and KPN cases questions were raised about the authenticity of developer initiative, particularly when such involvement is a formal requirement imposed by the municipality. The debate here centers on whether developers would engage in such processes without regulatory pressure. The Barrio Lobi

case complicates this question: despite initial doubts about the developer's motivation, the competitive tender process incentivized a more entrepreneurial and collaborative role (Heurkens, 2023). This suggests that while regulatory frameworks may initially drive private-led participation, market dynamics—such as competition—can enhance developers' commitment to innovation and community engagement, aligning with Bresser-Pereira's (2009) view on the private sector. A common thread across all cases is the increasing use of management tools by developers to align their strategies with both market trends and municipal expectations, actively shaping their projects in response to evolving commercial and social imperatives (Heurkens, 2023). This raises an important academic debate: to what extent are developers motivated by civic responsibility and collaboration, and how much of their involvement is driven by profit-oriented strategies shaped by competitive and regulatory landscapes? The cases suggest that while commercial motivations undoubtedly play a significant role, the growing emphasis on long-term investment and community engagement indicates a complex interplay between profit and public good.

Management resources

The three cases—Cruquius, KPN, and Barrio Lobi—offer valuable insights into how land ownership and resource allocation shape private-led participation processes. In the Cruquius case, the land ownership by Amvest reduced the municipality's direct leverage in the process, leading to a more collaborative stance based on mutual interests. This aligns with literature on private-sector dominance in land development, where municipalities often adopt cooperative strategies when they lack ownership or regulatory power (Heurkens, 2013; Adams & Tiesdell, 2010). However, this also raises questions about the municipality's ability to safeguard public interest when dependent on developer cooperation. The KPN case, despite the developer's ownership of the land, presents an interesting counterpoint. Here, participation guidelines empowered the municipality to influence the process more actively. This suggests that formal regulatory frameworks can compensate for the power imbalance created by private land ownership. In contrast, the Barrio Lobi case, although the municipality owned the land, the tendered nature of the project resulted in a private-led process with minimal collaboration. Across all three cases, financial responsibility consistently rested with the developer, aligning with theoretical expectations of the developers responsibilities (Van der Flier & Gruis, 2004). A key thread across all three cases is the role of knowledge as a critical resource. In Cruquius, long-term engagement gave the developer an advantage in expertise, while in Barrio Lobi and KPN, the municipality's local knowledge was important in guiding the private-led process. This underscores the importance of knowledge parity between the developer and municipality in private-led participation, supporting theories that emphasize challenges arising within the participation process from information gaps and knowledge asymmetry (Ianniello et al., 2019).

Implications for theory and practice

Private-led participation within the cases - Cruquius, KPN, and Barrio Lobi - have shown that there is no fixed set of roles; as the role of the developer and municipality involved may vary based on the participatory context, this aligns with (Hofer & Kaufmann, 2022). In theory, private-led models suggest that developers take the lead in operational aspects and the municipality facilitates the process (Heurkens & Hobma, 2014), yet in practice, as seen in Cruquius and KPN case and, later, Barrio Lobi, municipalities often retain or reassert their influence, particularly when public interests are directly affected, indicating a more collaborative approach. The variation in municipal involvement across the cases illustrates a key point in academic debates about public-private collaboration: the extent to which power and responsibility shift between the two actors as the process unfolds. This fluidity of roles points to the complexity of governance in urban projects, where participation processes cannot be neatly divided into public and private responsibilities. The cases support the idea that private-led participation even when led by the developer, is a co-production process, where public and private

actors must constantly negotiate their roles and responsibilities (Hofer & Kaufmann, 2022). The Cruquiuscase highlights this co-production, where initial expectations of private leadership were tempered by ongoing municipal involvement. Similarly, Barrio Lobi demonstrates that the private sector's dominance in the tender phase is not static, and closer collaboration is often necessary as the project progresses. In KPN Centrale, while the separation of roles was more distinct, the municipality's guidelines suggest that even in more developer-led processes, public oversight and interference remains integral.

The findings challenge assumptions that private-led participation processes are largely dominated by developers. Instead, the cases show that municipal involvement can persist or even grow, reflecting a more collaborative or hybrid model of governance (Heurkens, 2020). The dynamic nature of these roles highlights the importance of flexibility and ongoing negotiation in managing private-led participation processes, as responsibilities may shift depending on the stage of the project, stakeholder demands, and external challenges (Huijsmans et al., 2017). Developers and municipalities must navigate these processes together, recognizing that power dynamics can shift and that both actors play critical roles in ensuring private-led participation.

2. What are the barriers and enablers encountered by developers in private-led citizen participation processes?

This section synthesizes recurring barriers and enabling factors for the private-led participation process from the three cases - Cruquius eiland, Barrio Lobi, and KPN Centrale. The general barriers and enablers that were presented to the interviewees have been assessed by a scorecard in how much they are relevant for the specific private-led participation process. An overview of the given scores and the averages are presented in appendix C. These general barriers and enablers are further categorized based on the relevancy based on the average scores given by all interviewees. It is evident that general participation barriers and enablers all apply to private-led processes as well, and challenges identified in literature remain whether participation is public-led or private-led. However, for this discussion the focus will be on barriers and enablers identified in the cases specific to private-led participation. Although some barriers and enablers were unique to individual cases and will not be the focus of this discussion, the overlapping barriers and enablers across all cases provide valuable insights.

Barriers

In the private-led citizen participation processes examined, several barriers have emerged, both common barriers across all cases and case specific ones. Figure 26 shows an overview of the barriers encountered within the cases, with the big circles being barriers identified across all cases, the middle circles being barriers identified within two cases, and the smallest circles are barriers specific to one case. Appendices L and M show an overview of all the barriers identified within the cases. The discussion will focus on the barriers in the big circles.

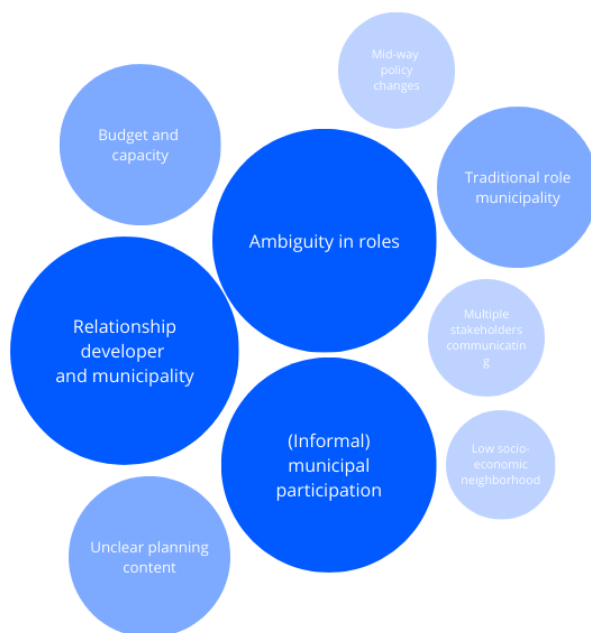


Figure 26: Barriers in private-led participation identified in case studies (Own illustration, 2024)

Ambiguity in roles

A recurring barrier identified in the private-led participation process across all cases was the ambiguity in roles and responsibilities between the municipality and the private developer. This barrier is well-documented in the

literature, as Bovaird (2007) highlights that unclear role divisions frequently result in conflicts between stakeholders. In these cases, residents often struggled to differentiate between the responsibilities of the municipality and the private developer, which led to confusion and misaligned expectations. This issue is particularly significant because it touches on a fundamental challenge of contemporary governance models: the shifting nature of public-private partnerships. In the Cruquius case, a key challenge stemmed from the municipality's need to adapt to its changing role—from being the primary executor of projects to acting as a facilitator in the private-led project and participation process. The transition was not always smooth, and there were instances where the municipality of Amsterdam found it difficult to fully step away from its traditional role of oversight and direct involvement. This reflects a broader institutional challenge of shifting governance structures, where public bodies are transitioning from direct service providers to enablers of private initiatives (Birch and Siemiatycki, 2015). This adaptation challenge was less pronounced in the KPN Centrale and Barrio Lobi cases, which were more recent developments. This suggests that the municipality had become more accustomed to its new facilitator role over time, likely benefiting from lessons learned in earlier projects. Nonetheless, in all three cases, residents continued to face difficulties in understanding the division of responsibilities between the municipality and the developer. This can be tied to the enduring traditional perception of the municipality as a directive authority—an expectation that some residents continued to hold, despite the shift to a more private-led participation process. This echoes findings in the literature, where traditional governance structures and resident expectations can clash with the demands of modern participatory and privatized planning frameworks (Hofer & Kaufmann, 2022). The ongoing private-led participation processes exposed a deeper tension in public-private partnerships: residents often reverted to viewing the municipality as a source of guidance and intervention, even in situations where the private developer held primary responsibility. This phenomenon underscores a disconnect between evolving governance frameworks and public perceptions, which has been observed in other studies examining the changing roles of public institutions in urban development (Swyngedouw, 2005). Ultimately, these findings highlight the importance of clear communication and role delineation in private-led participation, as well as the need for municipalities to manage public expectations more effectively in light of their evolving role.

Relationship developer and municipality

The relationship between the developer and the municipality was highlighted in all three cases as a critical factor in the success of private-led participation across all three cases. A strong, collaborative relationship between these two parties significantly contributed to the smooth running of the process. When both parties worked well together and demonstrated mutual trust, this cooperative dynamic was reflected in the participation sessions, helping to create a positive atmosphere for participants. However, in cases where the relationship between the developer and the municipality was strained—whether due to distrust or preconceived negative judgments—this tension was noticeable to participants and often negatively impacted the process. This aligns with Gabry (2015), which stated that a negative attitude of initiators can create distance between initiators and citizens, hindering meaningful engagement. Such dynamics could hinder the progress of the private-led participation sessions and set a less collaborative tone for the remainder of the project. People's attitudes and level of trust in the process and towards other roles, as highlighted by Nabatchi & Leighninger (2015), are crucial for understanding micro-level dynamics of participation. Addressing potential distrust, particularly between the community and the initiators, is emphasized (Bergeijk et al., 2008). In the context of private-led participation, it is equally important to manage any distrust between the developer and the municipality, as their collaborative relationship significantly influences the atmosphere of the participation process. This highlights that successful private-led participation relies not only on structural arrangements but also on the interpersonal relationships between key actors, as stated in literature by Heurkens & Hobma (2014), emphasizing the need for ongoing communication and trust-building efforts throughout the process.

Informal municipal participation and politics

In addition to the private-led participation sessions, municipal-led participation sessions were held in all three cases, addressing broader public matters. These municipal sessions created confusion for residents, as they often found it difficult to distinguish between the private-led and municipal-led sessions. This overlap was perceived as a barrier to effective participation, as it blurred the lines between the two processes. In the KPN Centrale case, informal municipal-led participation sessions—held outside the formal private-led procedures—were seen as a disruption to the private-led process. Citizens frequently raised their complaints and concerns with municipal authorities and political parties during these sessions, bypassing the formal channels of the private-led framework. This diverted attention from the specific goals of the private-led sessions and created a parallel dialogue, weakening the impact of the private initiative. Similarly, in the Cruquius case, despite efforts by both the municipality and developer to clearly differentiate the two processes, residents frequently attended private-led sessions with questions about public matters, and vice versa. This confusion not only disrupted the focus of each session but also highlighted the challenge of managing expectations in participatory processes where multiple actors are involved. In the Barrio Lobi case it was noted that there was increased participation fatigue at having to attend both types of sessions and reported that the distinction between the private-led and municipal agendas was not always clear, leading to misunderstandings about the goals and responsibilities of each session. This issue aligns with broader critiques of participatory processes in urban planning, where poorly coordinated or excessive engagement efforts can lead to what Fung (2015) terms ‘participation fatigue’, ultimately undermining the very goals of citizen participation. Overall, the confusion between private-led and municipal-led sessions in these cases demonstrates the importance of clearly delineating roles and processes in private-led participation (Laniello et al., 2019; Callahan, 2007). To mitigate these issues, scholars suggest improving coordination between public and private actors and providing clearer communication to participants about the distinct purposes and scopes of different participation channels.

Enablers

Figure 27 provides an overview of the enablers identified across the cases. The larger dark blue circles represent enablers that were highlighted in all three cases, indicating their significance and will be further explored. Three primary enablers have been identified: role clarity, capacity building, and the establishment of clear preconditions. These enablers are essential for overcoming barriers to participation, conflicting goals and unequal capacities, and unclear preconditions.



Figure 27: Enablers in private-led participation identified in case studies (Own illustration, 2024)

Clarity about developer and municipal role division

The literature suggests that role clarity is essential for effective participatory processes (Ansell & Gash, 2008). Thus, while role ambiguity represents a significant barrier, proactive clarification and communication can transform this challenge into an enabler of participation. Establishing clear definitions of responsibilities from the outset, for both developers and municipalities. This needs to be explicitly communicated to all stakeholders, particularly residents, so they understand the boundaries of influence and who to approach for specific concerns. Furthermore, ongoing changes in roles should be communicated transparently to prevent further confusion. As seen in the KPN case, the proactive clarification of roles—particularly the neutral role of municipalities—can transform this barrier into an enabler of participation. Role clarity ensures that all stakeholders understand the boundaries of their influence and know who to approach with specific concerns. This clarity fostered trust and allowed for more transparent and structured dialogue, aligning with academic perspectives that emphasize the significance of clearly defined roles in participatory processes (Callahan, 2007). Moreover, the Cruquius Eiland case demonstrated the positive impact of early and consistent communication about roles. By establishing clear boundaries and responsibilities at the outset, the municipality and the developer were able to manage stakeholder expectations. This reflects the argument by Callahan, (2007) that defining institutional roles from the beginning provides stability, preventing role confusion and conflict throughout the participatory process.

Capacity building by municipality

Municipalities play an important role in capacity building. Resolving conflicts in advance and ensuring a positive, collaborative relationship between the developer and municipality is essential. Capacity building by the municipality goes beyond addressing knowledge imbalances between residents and developers. It also involves supporting and guiding the developer while serving as a mediator between the two. In both the KPN Centrale and Cruquiseiland cases, the municipality played a proactive role in enhancing the capacity of all stakeholders, including the developer, by fostering collaboration and ensuring that communication was effective. Bovaird (2007) argues that empowering stakeholders through capacity building is crucial to equitable and effective participation, and this was evident in how the municipality helped bridge the gap between the developer and residents. In the KPN Centrale case, the municipality not only provided residents with the information they needed to engage with the process but also guided the developer in navigating local concerns and maintaining trust with the community. Acting as a connecting force, the municipality facilitated dialogue and helped prevent misunderstandings, which enabled the developer to focus on addressing residents' concerns rather than managing conflicts. This proactive stance enabled residents to engage more effectively with the process, mitigating the skepticism they initially held toward the developer's profit motives. This capacity-building role aligns with Healey's (1997) view that municipalities can act as mediators who support both sides, ensuring that the participatory process remains constructive and balanced. In contrast, the Barrio Lobi case highlighted the consequences of insufficient capacity building, particularly for the developer. The lack of municipal support in communicating clear preconditions and planning frameworks led to confusion among residents about what aspects of the project were open to influence. This underscores the importance of capacity-building mechanisms to support both residents and developers in maintaining constructive engagement. An additional enabler suggested in the interviews for the Barrio Lobi case was the need for the developer and municipality to collaboratively develop a communication plan. Although this was not implemented, it was recommended as a way to ensure aligned communication and reduce confusion among residents about what aspects of the project were open to influence. This proactive coordination could have helped prevent misunderstandings.

Clear preconditions from the municipality

One of the most significant enablers identified in the cases is the establishment of clear planning conditions by municipalities. When planning conditions were transparent and well-communicated, it helped align

expectations between developers, municipalities, and residents. The importance of this is underscored by literature, which suggests that clarity in planning and scope-setting is crucial to avoid misunderstandings and conflicts in private-led participatory processes (Verheul et al., 2021). Establishing clear conditions, as was done with the rule card, was crucial for effective participation in the Cruquiseiland project. By setting these conditions upfront, the process avoided confusion and ensured that all parties were aware of their roles and responsibilities. Clear conditions provided a solid foundation for participation, helping to prevent misunderstandings and ensuring that all stakeholders understood the expectations and requirements from the beginning. An important enabler in the Cruquius case was involving stakeholders in discussions about preconditions before starting the private-led planning and participation process. By engaging participants early on to review and agree on these foundational requirements, it could provide a clearer understanding of expectations and roles, which facilitated a more organized participation process. This aligns with the literature, which suggests that a well-defined scope can serve as an anchor for participation, providing a clear framework within which stakeholders can operate (Healey, 1997). In the Barrio Lobi case the preconditions from the municipality were not clearly communicated to the residents, thus the developer had to resolve much of the uncertainties around it. For the KPN Centrale and Cruquius cases, where municipal preconditions were more explicitly communicated, residents were able to engage with the private-led participation process, as it was more clear what is open to influence. Conversely, in the Barrio Lobi case, the lack of clear preconditions from the municipality led to confusion among residents regarding what could be influenced. This lack of transparency placed undue pressure on the developer to clarify the planning framework and scope of the participation. In the KPN Centrale case, however, the municipality's proactive communication of zoning regulations served as an effective precondition, fostering a constructive dialogue between residents and the developer. This clear delineation of what was and wasn't negotiable contributed to the overall success of the participatory process, reinforcing the academic consensus that clear preconditions are essential for structuring and stabilizing participation (Gabry, 2015).

3. What practices facilitate collaboration between private developers and municipal authorities in private-led citizen participation processes?

The cases clearly demonstrate that collaboration between the developer and the municipality is crucial for the success of private-led participation processes. As expressed by the interviewees, while developers typically assume a leading role in organizing and driving participation, municipalities still play a key part in shaping and guiding the process. The effectiveness and efficiency of private-led participation, particularly in terms of minimizing delays and achieving positive outcomes, heavily depend on collaboration between these key stakeholders. The collaborative relationship between the developer and the municipality helps to streamline the private-led participation process, ensuring that each party can fulfill its role effectively.

A more collaborative dynamic was observed in cases where the municipality did not own the land and followed a facilitative land policy, such as in the Cruquius project. In this instance, the municipality, in order to meet its public objectives and influence the course of private-led participation, adopted a more cooperative approach (Heurkens, 2013). The relationship between the developer and the municipality was grounded in mutual goals, with both parties working together to ensure the success of the project, thus more reliance on public and private management tools than traditional role divisions. In contrast, the Barrio Lobi case, where the municipality pursued an active land policy, presented a different dynamic. In this scenario, the developer, Wonam, won the project through a tender process and was required to organize the participation process independently in the beginning. This differs from cases like Cruquius or KPN Centrale, where the municipality's active involvement was more evident, facilitating a more collaborative approach. These variations highlight the importance of context and land policy in shaping the collaboration between developers and municipalities in private-led participation processes.

Within the cases - Cruquius, KPN, and Barrio Lobi - similar themes emerged regarding the collaboration dynamics between private developers and the municipality in private-led participation processes. These themes had already been pre-identified within the literature studies, thus the sub-themes emerging from the interviews were categorized within these themes. The overlapping themes in all cases were trust and mutual understanding, communication and transparency, and shared goals and values. Flexibility and adaptability, and conflict resolution have been discussed within all cases, but more focused within the Cruquius case. So all collaboration factors identified in the literature review are relevant to the private-led participation process. However, the discussion will highlight the overlapping and diverging perspectives surrounding these factors. For conflicting interest, an independent process facilitator has been suggested by the Cruquius case, managing different interests and finding consensus, without predetermined prejudices, while in the KPN case, developers are encouraged to hire a participation firm to help them throughout the process.

Trust and mutual understanding

Intentions and long-term engagement

In both Cruquius and KPN, trust was built on a foundation of shared intentions. In Cruquius, trust was essential due to the novel nature of the private-led participation process, and it was strengthened through the developer's long-term involvement and commitment. Similarly, in KPN, the developer's focus on investing time and energy into building relationships from the beginning reinforced mutual trust. This aligns with Bryson et al. (2016), who argue that stakeholder trust is shaped by the perception of shared goals and ongoing engagement, which was evident in both cases. In contrast, Barrio Lobi faced challenges due to the tentative phase of the project. While trust was still present, the uncertainty of the project's status made it harder for the developer and municipality to foster a sense of shared purpose as clearly as in the other two cases. Nevertheless, both

parties demonstrated an understanding of each other's situations, illustrating that even when shared intentions are not fully articulated, mutual understanding can still help build trust.

Clear roles and responsibilities

Clarity of roles and responsibilities, which has also been mentioned as an enabler, played a crucial role in fostering trust and facilitating collaboration. In Cruquius, despite the complexity and novelty of the private-led participation process, both the developer and municipality made efforts to clearly delineate their roles from the outset. This clarity ensured that each party knew what was expected of them, which helped manage expectations and minimize confusion throughout the project. Similarly, in KPN, the consistent involvement of stakeholders, such as a project manager from the municipality provided continuity and reinforced clear communication about responsibilities. This aligns with Callahan, (2007), who argues that clearly defined roles are essential for trust and collaboration in citizen participation settings. In Barrio Lobi, while there was some uncertainty regarding project updates, the relationship was strengthened by a clear delineation of roles. This reflects how even in uncertain contexts, clarity about roles can support trust.

Personal engagement and individual competencies

The role of individual competencies and personal engagement was another significant factor in building trust across all cases, though it manifested differently. In KPN, the experienced and solution-oriented project manager played a key role in ensuring effective communication and maintaining trust throughout the process. This is consistent with the literature, which highlights the importance of individual leadership and expertise in fostering collaboration (Bryson et al., 2016). Similarly, in Cruquius, while formal agreements were in place, the personal engagement of individuals from both sides significantly shaped the positive outcomes, reinforcing the idea that trust is not just institutional but also relational. In Barrio Lobi, although there was a strong understanding of each party's situation, the uncertainty made it difficult for both the developer and the municipality to fully engage in the way that occurred in KPN and Cruquius, where clearer project structures allowed personal leadership to take a more central role.

Communication and transparency

Open and continuous dialogue

Across all cases, open and continuous dialogue played a crucial role in facilitating collaboration. In Cruquius, the open communication between the developer, municipality, and other local stakeholders helped establish shared interests. Regular consultations and the transparent sharing of relevant information—such as political intentions and early insights into the process—is important. The triangular relationship between the developer, government, and the local community was central to the participation process. This aligns with the concept of the welfare triangle, which highlights the interdependence of the state, market, and society. Literature stresses the importance of collaboration within this triangle, where open dialogue among these entities is crucial to governance and collaboration (Evers, 1995; Pestoff, 1998; Evers and Laville, 2004). Similarly, in KPN, continuous dialogue was considered essential for ensuring that both developers and municipalities were aligned prior to and throughout the participation process. Municipal officials are encouraged to provide timely feedback to developers, ensuring they are well-informed and can make necessary adjustments to the process. The importance of open dialogue is also reflected in Barrio Lobi, as it allowed for better navigation through the uncertainties of the project and strengthened the relationship between the developer and the municipality. These practices underscore the need for ongoing communication, where both parties actively engage in discussions to maintain alignment.

Clear expectations

In Barrio Lobi, clarity in expectations was highlighted as essential for collaboration, with the developer emphasizing how important it was for the municipality to enforce these expectations early on. Predefined frameworks, such as the participation ladder used in other municipalities, provided developers with a clear understanding of the expected level of engagement. This proactive approach gave developers a sense of direction, ensuring they knew their responsibilities and could fulfill them effectively. Similarly, in KPN, aligning expectations was considered crucial. The municipality was expected to clearly outline what it required from the developers in terms of private-led participation. This alignment helped developers understand what was needed upfront, preventing misunderstandings later in the process. The literature states the need for early expectation alignment in participation, as clearly communicated objectives are essential for avoiding conflict and poorly managed citizen participation (Ianiello et al., 2019; Verheul et al. 2021; Edelenbos, 2001). In Cruquius, clear expectations were tied to the regular consultations and shared information that enabled all parties to remain on the same page. The clarity provided through this continuous exchange allowed developers to adjust their strategies according to the municipality's needs and expectations. This mirrors the emphasis in the literature on the importance of clear expectations (Bryson et al., 2016).

Shared goals and values

Positive attitude

A positive attitude was emphasized in KPN, where the developer and municipality worked toward the same objective and sought to reconcile differing interests. The connections and atmosphere during discussions were critical for reaching resolutions together, and reflected the overall private-led participation process. In Barrio Lobi, the ability to engage in informal discussions proved valuable in ensuring alignment of objectives, further reinforcing a positive collaborative environment. In Cruquius, the collaborative approach based on mutual interests allowed the municipality and developer to work without constant oversight, further highlighting the informal nature of many interactions.

Municipal presence

In KPN and Cruquius, the municipality's presence at the private-led sessions were seen as essential for accurately capturing the process atmosphere. Relying solely on participation reports from the private developer was seen as insufficient in the KPN case, emphasizing the importance of direct involvement during the sessions. Similarly, in Cruquius, the municipality's proactive presence to the developer-led sessions illustrated a shared commitment to the process. Both cases highlight that active municipal participation is crucial for fostering collaboration and achieving shared goals.

Conclusion

What are the changing roles of private developers and municipalities, and how can they collaborate to enable private-led citizen participation processes in urban redevelopment projects?

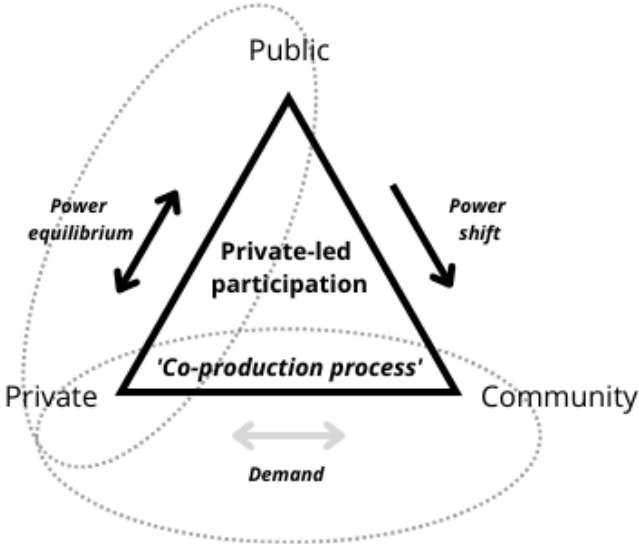


Figure 28: Co-production in private-led participation (Own illustration, 2024)

The roles of private developers and municipalities in urban development projects are evolving in response to changing regulatory frameworks, community expectations, and project requirements. This is also the case for the participation process within the project, as developers are taking on a more leading role in project development, so are they assuming a more leading role in the participation process, manifesting in private-led participation. Understanding the changing roles of both developers and municipalities is important to enable private-led citizen participation processes.

In the past, private developers primarily focused on project management and financing, often viewing community engagement as a regulatory requirement. However, their role has shifted towards a more proactive approach, where they now increasingly lead participation processes. This change reflects a growing expectation for developers to address local concerns and integrate community feedback into project planning actively. As developers increasingly take ownership of participation, they must also commit to fostering dialogue with stakeholders rather than merely fulfilling compliance obligations. In contrast, municipalities have moved from organizing participation themselves and a traditional regulatory function to a more active role in facilitating private-led participation. They are no longer just passive overseers; instead, municipalities are expected to engage collaboratively with developers and communities. This shift involves providing strategic oversight, ensuring alignment with public interests, and offering guidance on community needs and regulatory frameworks. By establishing clear expectations and supporting developers in navigating participation processes, municipalities can help create an environment conducive to collaboration.

From the three practical cases examined, it is clear that while developers take the lead in managing private-led participation processes, collaboration with municipalities remains essential. The municipality's role is not limited to a passive regulating or shaping function; instead, it necessitates active participation at times, particularly in regards to its public role and ensuring the process aligns with public interests. Despite the Environmental and Planning Act placing the responsibility for organizing participation on developers, in practice, the municipality of Amsterdam plays a significant collaborative role. Developers manage the project and participation process, but municipal involvement and intervention when needed is crucial, particularly for process management and conflict resolution. The municipality is also expected to contribute to capacity building, connecting stakeholders.

Private developers have traditionally been primarily responsible for driving the redevelopment process through project management and financing. Their role has increasingly expanded to include citizen participation, addressing local concerns, and integrating feedback into project planning. Developers are now expected to demonstrate a commitment to participatory practices beyond mere compliance with regulatory requirements. On the other hand, municipalities are now needed to shift from being primarily regulatory bodies to playing more active roles in facilitating and supporting private-led participation through providing strategic oversight, ensuring alignment with public interests, and offering guidance on community needs and regulatory frameworks. Municipalities play a role in setting the stage for private-led participation, through providing historical and contextual knowledge to the developer, and sometimes intervening in cases of conflict or misalignment.

Thus, while developers lead private-led participation processes, the municipality's involvement—though varying in extent—remains critical. Thus responsibility is shared between both the developer and the municipality, as the process and outcomes depend on the collaboration between both parties, with each contributing their expertise and resources, within their own respective roles. This dynamic reflects a practical balance where developers manage and drive the process, while municipalities support and guide as necessary, ensuring a more integrated private-led participation process. Thus the changing roles of private developers and municipalities in urban redevelopment projects, and specifically in participation processes, reflect a shift towards more collaborative approaches. By embracing shared responsibilities, maintaining transparent communication, and supporting each other through capacity building and conflict resolution, developers and municipalities, together with the community can navigate the landscape of private-led citizen participation processes.

Looking ahead, the evolving roles of private developers and municipalities signal a shift toward more collaborative urban development practices. By embracing shared responsibilities, maintaining transparent communication, and supporting each other through capacity building and conflict resolution, developers and municipalities can navigate the complexities of private-led citizen participation processes. In the following recommendations section, we will explore specific strategies for enhancing collaboration between developers and municipalities, ultimately shaping the future of private-led participation.

Recommendations

As a result of the research results and the discussion, several recommendations can be made to support both private and public entities as they adapt to their evolving roles in private-led participation processes, particularly in light of the new Environmental and Planning Act of 2024. These recommendations outline preferred actions for fostering collaboration between developers and municipalities during private-led citizen participation efforts. The proposed implementations focus on improving the relationship between professional stakeholders and their collaboration with citizens, addressing the identified private-led participation barriers, enablers, and best practices for collaboration. Finally, a number of practical activities are suggested to enhance these collaborative processes.

1. **Clarify roles and responsibilities:** Ensure clear delineation of roles and responsibilities between developer and municipal authorities. Clarity is important to avoid confusion and enhance transparency throughout the process. Develop guidelines or agreements outlining the specific tasks and expectations of each actor involved and also communicate this with the participants.
 - a. Practical role and responsibility agreement: To avoid confusion and ensure collaboration between developers and municipalities, roles must be clearly defined and communicated at the outset. A simple role and responsibility agreement could be developed for both the developer and municipality. This document can include a breakdown of tasks assigned to each party throughout different phases of the project. It can include provisions for how role adjustments will be handled if circumstances or stakeholders change over time. This agreement could in a simplified form be distributed to citizens during early participation meetings, providing transparency regarding who will manage which aspect of the process.
 - b. Role-playing sessions: Incorporate role-playing exercises during pre-engagement workshops where municipal officials, developers, and citizen representatives assume each other's roles. For example: Developers act as citizens and express concerns about a project. Municipal officials play the developer's role, balancing technical constraints with public opinion. This will allow all stakeholders to better understand each other's challenges, and refine expectations in the role guidelines.
2. **Establish clear preconditions**
 - a. While developers take the lead in managing the participation process, municipalities should acknowledge the shared responsibility and play a supportive role in setting clear preconditions, facilitating capacity building, connecting stakeholders, and providing ongoing guidance. Developers should proactively seek municipal input and work collaboratively to address community concerns and regulatory expectations. Establish clear preconditions beforehand by the municipality on what they expect from the private-led participation. This can be stated in a document, which can be handed to the developer beforehand, so that the developer in case of questions can communicate this.
 - b. Establishment of preconditions and alignment of expectations by the developer and municipality of what they expect of the process. It is also important for the private developer and municipality to come together and align their expectations beforehand and how to deal with challenges or changes, so that misunderstandings could be avoided.
 - c. Furthermore, alignment of goals and expectations between developer, municipality, and the citizens participating is crucial. Thus, at the beginning making sure citizen expectations are taken into account and managed.

- d. Developers should initiate discussions with municipal authorities at the outset to align objectives, understand regulatory requirements, and incorporate municipal insights into the planning process.
3. **Invest in capacity building:** Recognize the importance of building capacity within both developers, municipal authorities, and community to manage and facilitate private-led participation processes. This includes offering training, resources, and tools to help key individuals from both developer, municipality, and the residents engage with each other and address concerns.
 - a. Training sessions for developers and municipal officials: It is important that both developers and municipalities are equipped to handle participation processes effectively by enhancing their skills in communication and citizen engagement. Thus, for both the developer and municipality it is important to invest in capacity building of their personnel.
 In order to develop a collaborative relationship that facilitates private-led participation it is important to have separate, but also joint sessions regarding skills training. An example could be conflict resolution workshops to handle challenges that arise during private-led participation. or pre-project workshops can be conducted where both developers and municipal authorities can role-play various citizen participation scenarios, ensuring they are prepared for common challenges.
 - b. Resource and knowledge sharing for the community.
 4. **Foster trust and communication:** Important throughout the participation process, not only towards the citizens participating, but as well between the developer and the municipal authorities involved. Prioritize open and transparent communication channels between developers and municipal authorities. Also establish regular meetings or moments for dialogue to address concerns and share updates on the participation process.
 - a. Open, consistent communication channels can be established through a joint communication plan between the developer and the municipality outlining how and when each party will engage with participants. The plan should specify regular updates on the project's status, through for example monthly newsletters.
 - b. Clear, accessible contact information for both the developer and the municipality to handle public queries.
 - c. The collaboration between developer and municipality in such a process requires transparent and consistent communication. Developers should keep municipalities informed about participation activities, progress, and challenges. Similarly, municipalities should provide clear feedback and support to ensure that both parties are working towards common goals for private-led participation.
 - d. Consistency is very relevant for private-led citizen participation processes. Especially regarding the many involved public and private actors, and in regards to adaptation to the changing roles, clarity and consistency in who is involved and what to expect is important for the relationship between developers, municipality, and with the citizens
 5. **Adopt collaborative problem-solving approaches:** Encourage collaborative problem-solving approaches that involve joint decision-making and shared problem-solving between developers and municipal authorities. Emphasize the identification of shared interests and mutually beneficial outcomes.
 - a. Joint problem solving: Check-in moments between the developer and municipality before and after each private-led session, and sharing of all relevant information.
 - b. Mediators of independent process facilitator: Incorporate mediators or independent process facilitators when needed to ensure fair, unbiased problem-solving, especially in contentious situations.

6. **Commit to long-term engagement:** Recognize the importance of sustained engagement beyond project completion. Encourage developers to demonstrate a commitment to long-term quality and community well-being, even after the project is finalized.
 - a. Developer and municipality post-project collaboration

These are recommendations suitable for private-led participation in order to foster collaboration between developer and municipality for the process. However, it is important to ensure the private-led process is flexible and tailored to the unique context of each project and community. Pre-participation context analysis can be conducted to identify community needs, socioeconomic conditions, and local sensitivities that will influence participation. Stakeholders who may require tailored approaches, such as marginalized groups or specific socio-economic demographics. In diverse communities, ensure multilingual support and culturally sensitive approaches to public consultation. Adapt participation mechanisms accordingly, ensuring that feedback channels are accessible and inclusive.

Recommendations for further research

Comparison of private-led participation across different municipalities

This research focused on the municipality of Amsterdam. Several interviewees implied that the municipality of Amsterdam has different ways of working than other municipalities. Potentially due to its size, budget, and governance structure. Future research could explore how private-led participation differs across municipalities with carrying characteristics such as capacity, financial resources, and governance models. This could provide insights into whether certain municipalities are more conducive to private-led participation and how these structural factors impact private-led participation processes or outcomes. Possible avenues for future research could include conducting case studies that vary in size, political leadership, and budget. Another possible focus could be analyzing how the governance framework, including regulations, political culture, and public service capacity, influences the scope of private-led participation. Furthermore, this could also provide insight into whether smaller or less resourced municipalities face unique challenges or opportunities in facilitating private-led participation.

Impact of political landscape on private-led participation

One interviewee highlighted the importance of examining the role of political contexts. Participation, as an extension of democratic decision-making, is likely to be shaped by the political leadership and ideological leanings of municipalities. Future research could investigate how the political composition of a local government impacts the level of private-sector involvement in the participation process. This could include exploring how political priorities influence the structure of participation, or examining how the political landscape shapes the public private relation within private-led participation mechanisms.

Residents' experience of private-led vs. public led participation

One interviewee suggested that distrust in the government has increased among residents. This could lead to an interesting contrast with how residents experience participation organized by private parties. The interviewee implied that this distrust may not be directed at private entities in the same way, as citizens tend to expect much more from public institutions. Thus, another interesting point of further research could be how private-led participation is experienced by residents participating. This could also be explored in relation to how they experience public-led participation, whether residents encounter the same enablers and barriers in both contexts, or if their experiences differ. This comparative approach could provide a more nuanced understanding of the interdependencies between the state, market, and civil society in participatory processes.

Reflection

1. What is the relation between your graduation project topic, your master track (A, U, BT, LA, MBE), and your master programme (MSc AUBS)?

My graduation project on private-led participation processes closely aligns with the core objectives of my master track in Management in the Built Environment, particularly its focus on governance, spatial planning, and the involvement of various stakeholders in urban development. The investigation of private-led participation offers insights into how private actors, such as developers, can shape urban spaces, a critical topic in the field of urban planning. Within the MSc MBE programme, which emphasizes interdisciplinary approaches to solving complex urban issues, my project contributes by analyzing the intersection of public and private sectors in urban development processes and private-led participation processes. The study of participatory frameworks also connects with broader academic discussions in the programme about sustainable urban growth, equitable development, and governance models.

2. How did your research influence your design/recommendations and how did the design/recommendations influence your research?

The relationship between my research and design/recommendations evolved throughout the project. Initially, my research shaped my understanding of developers and municipal roles, and the challenges and enablers of general participation processes, informing the development of targeted interview questions and case study selection. The insights I gathered through my interviews influenced my discussion, which influenced the recommendations, particularly regarding the roles of municipalities and developers and the mechanisms required to facilitate private-public collaboration within private-led participation.

Conversely, the design of my recommendations—especially the suggestion to enhance communication and clarify roles within private-led participation frameworks—fed back into my research approach. After receiving feedback from my mentors, I realized the need to refine my interview questions to focus more on role distribution and the barriers/enablers of the participation process. This refinement helped to generate clearer data, which ultimately enhanced the recommendations I proposed. As a result, my research and design influence each other in an iterative process.

3. How do you assess the value of your way of working (your approach, your used methods, used methodology)?

Reflecting on my approach, the decision to use a multi-case study method was valuable for understanding the diverse experiences within private-led participation processes. The combination of semi-structured interviews and scorecards allowed me to capture both qualitative and a bit quantitative data, providing an understanding of the dynamics between municipalities and developers. However, I encountered some challenges that revealed the limitations of this approach. For instance, the rotation of project managers and professionals involved in the cases made it difficult to gather consistent insights, as some key actors were no longer available. Additionally, the initial broad scope of my sub-research questions created some difficulties during the analysis phase, as I had to condense and prioritize numerous variables.

4. How do you assess the academic and societal value, scope and implication of your graduation project, including ethical aspects?

The academic value of this research lies in its contribution to the growing body of literature on participatory governance in urban development. By focusing on private-led participation, I have expanded on existing research that tends to focus on public-led or community-driven initiatives. This study provides a nuanced perspective on participation led by private actors and how municipalities can balance public interest with private initiative.

Societally, the project holds value as it sheds light on the potential of private-led participation, while also highlighting the need for greater transparency, communication, and accountability in such processes for both developers and municipality. The insights gained from this research could help urban planners and policymakers design frameworks that foster better collaboration between private and public sectors. In terms of ethical considerations, the confidentiality of interviewees was a key concern, especially given the professional roles of the participants. I ensured that all interview data were anonymized to protect the privacy of individuals and the organizations involved. Additionally, ethical questions arose regarding the potential bias in selecting cases that were heavily dependent on private involvement. I tried to select diverse cases and approached the analysis mindful of the power dynamics at play in private-led processes.

5. How do you assess the value of the transferability of your project results?

The findings from this study are transferable across Dutch contexts, especially in the context of participation processes where private actors play a significant role. Although the research focused on specific cases within the Dutch context, specifically Amsterdam, the principles identified—such as the need for clear role definitions, the importance of transparency, and the challenges posed by stakeholder turnover—are relevant in other contexts where similar private-led participation processes are being implemented. However, the specific legal and governance frameworks of the Netherlands may limit the direct transferability of some findings to other countries with different regulatory environments. Despite this, the general insights related to participation and the roles of private actors can be adapted to fit different local contexts, provided that appropriate adjustments are made to account for local governance structures. The two reflection questions would be: *What are the potential long-term impacts of private-led participation on urban governance, and how can municipalities ensure that such initiatives remain aligned with public interests?* and *To what extent does the flexibility in private-led participation processes contribute to project success, and how can this flexibility be balanced with the need for clear, structured guidelines?*

Product

The choice of a multi-case study method was deliberate, aiming to capture the unique experiences within private-led participation processes in specific contexts. By conducting semi-structured interviews with municipalities and developers involved, I sought to understand their roles, as well as the challenges and opportunities they encountered. This approach captured the nuances of participants' experiences, allowing them to reflect on their involvement and the factors influencing it. In response to feedback from mentors, I refined my interview questions to be more focused, incorporating key variables from relevant literature. This adjustment aimed to elicit clearer and more targeted responses, facilitating a deeper exploration of private-led participation processes. Overall, the methodology employed enabled a comprehensive investigation of private-led participation processes while highlighting the importance of precise questioning techniques.

Throughout the research process, I received consistent feedback to refine and focus my work. This feedback was particularly evident during the literature review phase, where I sometimes delved too deeply into topics that were not directly relevant to my research objectives. This tendency to stray from the main focus made it

challenging to maintain clarity and coherence in my work. I attribute this challenge in part to my inclination to include all interesting findings and explore multiple relevant themes, which sometimes resulted in information overload.

Acknowledging this tendency, I realized the importance of filtering and prioritizing information to maintain focus. With the guidance and support of my mentors, the thesis writing center, and external thesis writing support, I undertook the task of rewriting, restructuring, and narrowing down both the literature review and the subsequent case studies and interview questions. This process involved careful consideration of what was truly essential to address my research questions effectively.

Process

One significant barrier I encountered during my research was the search for suitable cases that aligned with my research criteria, particularly focusing on private-led participation. Despite setting clear case criteria based on my research scope and literature review, finding cases that met these specifications was challenging. Often, it was not explicitly stated on project websites whether participation had occurred, who participated, or who led the participation process. To address this challenge, I reached out to several professionals in the field for potential case recommendations. Additionally, I contacted the Municipality of Amsterdam, providing them with my case criteria and inquiring about possible suitable cases. However, initiating contact with the municipality proved difficult initially due to the sheer size of the organization, making it challenging to identify the appropriate contacts.

Furthermore, I initially contacted several area managers (*gebiedsmakelaar*) working within the Municipality of Amsterdam who directed me to various project managers. However, the process of identifying suitable cases involved extensive emailing, calling, and messaging. Despite these efforts, I faced difficulties in locating the right individuals to interview for my research. This was compounded by the fact that project managers and professionals involved in the projects often rotated roles once every few years or moved to different organizations, making it challenging to establish contact or secure their participation in interviews.

Ultimately, after significant effort and persistence, I identified three cases for empirical research. However, even at this stage, securing interviews with the relevant actors posed additional challenges. Some key stakeholders who had been involved in the projects were no longer accessible or willing to participate in interviews. Following the identification of three cases where private-led participation was prominent, encountering complexities within one of the projects posed an unforeseen challenge. These complexities significantly impacted the attention given to participation within the project, rendering it unsuitable for research purposes. Consequently, I was compelled to find an alternative case, initiating a renewed search process and necessitating contact with new public and private actors. This endeavor proved to be a time-consuming and continuous process, unfolding concurrently with the ongoing task of writing the thesis and preparing interview questions.

I had to revise the semi-structured interviews after conducting the first two interviews. It was noticeable during the interviews that interviewees found it challenging to fill in the scorecard, even after asking multiple times. Therefore, I reviewed the scorecards and approach. Within the scorecard of the roles I made the description of the roles more specific in relation to the participation process. This showed to be more effective, as during all the interviews that followed, everyone filled in the scorecards. Another remark on the interview protocol, which was not noticed during the period of interviewing, was the length of the interviews. This was noticed when writing down the overview of interviews and adding the duration. The interviews were around one hour

and sometimes even longer. When conducting the interviews it was noticed that even though many relevant answers had been given, especially the first two interviews, they were leading the interview themselves. Answering the questions more in general than specific to the actual case it was about. This could also be because of the way I formulated the questions or because involvement of the interviewees was not enough to answer specifically for the case.

During the process of writing the results I encountered challenges regarding the variables. Initially, I believe that there were too many variables used within the interview protocol. This also indicates a broad focus of the sub-research questions, as there were many themes and sub-themes, and codes that emerged. So summarizing these and gaining overview of the outcomes proved to be time consuming and difficult. Also, when analyzing the scorecards, the deviations in scores depending on individual perspectives made it challenging to analyze the scores. However, with the accompanying explanation it became more clear.

Planning

Reflecting on my planning process, I initially anticipated encountering more significant challenges due to my occasional struggles with time management. My tendency to underestimate the time required for tasks, coupled with a habit of overloading my schedule, often posed obstacles to effective planning. Despite these potential pitfalls, I was pleasantly surprised to find that I did not encounter major time-related issues during the research process. Although my time management skills are not always optimal, I was able to mitigate potential setbacks by proactively working on tasks ahead of schedule. This proactive approach proved invaluable, particularly when unforeseen circumstances, such as illness before a crucial presentation, arose. Considering I get motivated and focused when I feel pressured and this usually happens before a deadline. At times I would be late with sending my mentors my research draft in advance of a meeting. This occurred because at the very last minute I always got motivated to work a bit harder on my thesis. I do realize that working ahead and also leaving space for unexpected things is important.

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Appendices

Appendix A: Overview operationalization managerial roles

Managerial roles	Variables	Explanation	Examples
Project management	Initiating	Initiation of project, exploring possibilities Specification of project objectives and plans including delineation of scope, budgeting scheduling, setting performance requirements and selecting project participants (Chan et al, 2004)	Issuing development tenders, planning briefs and setting development conditions
	Designing	Maximization of efficient resource utilization through procurement of labour, materials and equipment according to the prescribed schedule and plan	Designing schemes
	Planning	Implementation of various operations through proper coordination and control of planning, design, estimating, contracting and construction in the entire process.	Planning project realization
	Operating		Operating (the process).
Process management	Negotiating	ability to address diverse concerns, contract formations, negotiations over development agreements joint or separate decision-making And inclusion of stakeholders such as local businesses and communities in plan decision-making	
	Decision-making	Internal and external communication on expectations and plans to influence projects.	
	Communicating		
Management tools (planners)	Shaping	Shape decision environment of development actors by setting borad context for market actors and transactions	indicative spatial plans, spatial policy, development visions, public investment plans, frameworks, strategies and guidelines
	Regulating	Constrain decision environment of development actors by regulaing or controlling market actions and transactions	public regulations, private law, contracts land-use plans, planning permissions, property rights, and contractual arrangements
	Stimulating	Expand decision environment of development actors by facilitating market actions and transactions Enable development actors to operate more effectively within their decision environment and so facilitate the operation of other policy instruments	land acquisition, financial incentives/interventions, subsidies, grants, bonuses, tax incentives, policy certainty, place management
	Capacity building		loan guarantees, funds, partnerships organizing collaboration, networking, process facilitation, conflict resolution, and enabling partnerships with other public, private and civil stakeholders)
Management tools (Market)	Enterprising	Broadening area potential	socially responsible, sustainable value creation, exploitation, management
	Investing Collaborating	Enlarging area potential Exploring area pontential	networking, coalitions, ppp-forms
	Initiating	Determining area potential	private proposals, placemaking, business case
Management resources	Land	land ownership and land lease financial resources utilized such as private investment or public funding, development investor, or ownership of completed real estate	
	Capital Knowledge	expertise and experience	

Appendix B: Overview revised managerial roles participation

Managerial roles	Variables	Explanation + examples
Project management	Initiating	Take initiative to promote participation. Specification of participation objectives and plans including delineation of scope, budgeting scheduling, setting performance requirements and selecting participation participants.
	Designing Planning	Developing a participation schedule and plan. Implementation of participation process through proper coordination and control of planning and design in the entire participation process.
	Operating	
Process management	Negotiating	Joint agreements, negotiating contract formation, development agreement, which includes participation.
	Decision-making	Joint or separate decision-making on project plans, in which input regarding the participation process is taken into account. Internal and external communication about the participation process, communication channels, feedback and responsiveness to questions arising from participation.
	Communicating	
Management tools (planners)	Shaping	Availability of guidelines or instruments and monitoring of compliance. Formulating development visions and spatial policy that emphasizes encouraging participation. Extent to which regulatory measures have been established to regulate participation, such as public regulations, private law, contracts, zoning plans, building permits, property rights and contractual arrangements.
	Regulating	Financial and other incentives to encourage participation, such as land purchases, grants, scholarships, tax breaks, policy certainty, place management, loans, guarantees, funds and partnerships.
	Stimulating	Organization of collaboration, networking, process facilitation, conflict resolution and partnerships with other public, private and civil actors to support developers in participation.
	Capacity building	
Management tools (Market)	Enterprising	Undertaking initiatives to promote participation by embracing sustainable and socially responsible development practices. Investing in resources and expertise in creating value, exploiting opportunities and managing risks in participatory development projects.
	Investing	Work with local groups, government agencies and civil society organizations to promote participatory development processes.
	Collaborating	Takes the lead in initiating participation-oriented projects and activities, identifying and integrating stakeholder needs and wishes into the development process.
	Initiating	
Management resources	Land	Use of land ownership to influence participation-oriented development.
	Capital	Availability of financial resources and investments to facilitate the participation process. Availability of expertise and knowledge to effectively design and implement participation processes.
	Knowledge	

Appendix C: Overview general barriers and enablers participation

Barriers	Enablers
Budget and capacity	Variety of activities
Traditional methods	Careful selection of tool and engagement methods
Single method	Varied levels and types of involvement
Ambiguous definitions activity	Emphasizing transparent communication about goals and participation levels from the start
Lack of understanding of method	Accesible at the start of process
Uniqueness of policy problems	Clearly defining roles of stakeholders
Complexity of relationships and emergence of responsibilities	Start participation at project start integrate goals
Power dynamics	Alignment with public values
Resource considerations	Differentiate between intended goals and actual outcomes
Differences in values or unclear role divisions	Actor analysis
Diversity of roles, power relations, reputation, perspectives, goals, and values.	Acknowledging power dynamics
Conflicting values	Careful alignment and management of values
Information gaps and knowledge asymmetry	Establishing dialogue among actors
Limited understanding of other stakeholders' goals	Axknowledging differing values
Differing expectations	Aligning expectations and project definitions
Poorly managed citizen participation	Mutual expectations and building relational capital
People's attitudes and level of trust in the process and towards other role	Transparency through convergence of goals, criteria, and knowledge
Accessibility and representativeness	Active involvement from all actors to formulating an overarching project definition
	Giving continuous updates
	Addressing potential distrust
	Involving affected actors
	diverse needs of different groups, urging local governments to critically assess who participates and why
	proactively decide how to incorporate diverse preferences
	determining suitable participants

Appendix D: Overview operationalization collaboration factors

Variables	Explanation	Tools
<i>Trust and mutual understanding</i>	Trust can comprise interpersonal behavior, confidence in organizational competence and expected performance, and a common bond and sense of goodwill (Chen and Graddy 2005).	sharing information and knowledge and demonstrating competency, good intentions, and follow-through; conversely, failure to follow through and unilateral action undermine trust. Stakeholder trust perception. Understanding of diverse perspectives and objectives (Bryson et al., 2016)
<i>Communication and transparency</i>	Communication practices increase the potential impact of cross-sector collaborations by shaping public perception as well as member perspectives on issues and providing accounts. communication is a constitutive of collaborations, of intellectual, social, and organizational capital transformation (Bryson et al., 2015). Coordination requires effective communication or exchange of information (Driskell et al., 2018).	Adequate communication channels, effective feedback, Frequency of communication, diverse communication methods, feedback mechanisms, exchange of information, maintaining relations (chan et al. 2004). Exchanging information in a timely manner, acknowledgement of information, closed-loop communication , clarifying ambiguity (Salas et al., 2009).
<i>Flexibility and adaptability</i>	Adaptability includes stages of (a) situational assessment, or recognition of the need for change, (b) plan formulation, (c) plan execution, and (d) team learning, or incorporation of these adjustments into knowledge to guide future behavior (Driskell et al., 2018).	Adaptability to stakeholder feedback, willingness to modify strategies, learning from demonstrated challenges (Driskell et al., 2018).
<i>Shared values and goals</i>	Careful articulation of mission, goals, and objectives; roles and responsibilities; and phases or steps, including implementation, are often cited as an important key to success (Mattessich, Murray-Close, and Monsey 2001).	Mission analysis, formulation, and planning, refers to the process of analyzing the team's goal(s) and identifying constraints and resources to achieve task success (Marks et al., 2001). Identification and alignment of shared values, consistency in project goals, collaborative development of shared vision
<i>Conflict resolutions</i>	Conflict in a collaboration emerges from the differing aims and expectations that partners bring to a collaboration, from differing views about strategies and tactics, and from attempts to protect or magnify a partner's control over the collaboration's work or outcomes. Furthermore, Gray (1996) has found that power issues, as prime sources of conflict, vary by phases.	Wise for collaborators to use their resources to put all participants on a more equal footing — for example, by educating participants about the concepts, information, and tools that are key to its work (Keast et al. 2004). Addressing conflict, commitment to solutions, use resources and tactics to equalize power and manage conflict effectively (Bryson et al., 2016).

Appendix E: Consent form

Beste [naam interviewee],

Dit interview is onderdeel van een afstudeeronderzoek van de Master Management in the Built Environment aan de Technische Universiteit Delft naar de veranderende rol van gemeenten en ontwikkelaars, en hun onderlinge samenwerking bij privaat-georganiseerde participatieprocessen bij herontwikkelingsprojecten. Het doel van dit onderzoek is om inzicht te verkrijgen in hoe deze rollen veranderen en hoe gemeenten en private partijen hiermee kunnen omgaan in participatieprocessen, met name die door private partijen georganiseerd worden. Het onderzoek heeft als uiteindelijke doel het formuleren van richtlijnen voor samenwerking in deze veranderende context van participatie.

Door deel te nemen aan dit interview draagt u bij aan dit onderzoek. Het interview zal vragen naar uw werk, het specifieke project waarbij participatie plaatsvindt, uw rol binnen dit proces en andere relevante aspecten. Verzamelde data worden vertrouwelijk behandeld en alleen gebruikt voor dit onderzoek. Na afronding worden ruwe data verwijderd en alleen geanonimiseerde resultaten blijven bewaard. Uw deelname is vrijwillig en u heeft het recht om te stoppen of vragen niet te beantwoorden. Door te ondertekenen stemt u in met het volgende:

- (1) *Dat u de informatie hebt gelezen en begrepen. Daarnaast heeft u de mogelijkheid gekregen om vragen te stellen, waarop u naar tevredenheid antwoorden hebt ontvangen.*
- (2) *Dat u vrijwillig deel neemt aan dit onderzoek en u behoudt te allen tijde het recht om vragen te weigeren of uw medewerking stop te zetten zonder opgave van reden. Door deel te nemen stemt u ermee in dat uw antwoorden worden bewaard.*
- (3) *Dat het interview wordt opgenomen, op voorwaarde dat de opname na afloop van het onderzoek wordt gewist. Het geluidsmateriaal en andere verzamelde gegevens worden uitsluitend gebruikt voor analyse, wetenschappelijke presentatie en publicaties.*
- (4) *Dat informatie die uw identiteit kan onthullen niet zal worden gedeeld. Verzamelde gegevens worden opgeslagen onder een code en anoniem verwerkt voor het specifieke doel van dit onderzoek.*
- (5) *Dat letterlijke uitspraken in het interview anoniem kunnen worden gebruikt in het onderzoek. Geanonimiseerde resultaten worden opgeslagen binnen de dataopslag van de TU Delft en kunnen mogelijk worden gebruikt voor toekomstig onderzoek.*

'Ik heb dit formulier gelezen en ik stem in met deelname aan het onderzoek.'

Plaats:

Datum:

(Naam geïnterviewde, in blokletters)

(Handtekening geïnterviewde)

'Ik, als onderzoeker, beloof mij ervoor ingezet te hebben om de geïnterviewde bewust te maken van hun rechten bij ondertekening van dit document, en sta klaar om eventuele vragen over het onderzoek te beantwoorden.'

Plaats:

Datum:

(Naam onderzoeker, in blokletters)

(Handtekening onderzoeker)

Met vriendelijke groet,

Thif Tahtah | +31 6 319 27 530 | T.T.Tahtah@student.tudelft.nl

Appendix F: Interview protocol example

Interviewer's Name: Thif Tahtah

Interviewer's Position: Student, researcher, Management in the Built Environment, Delft University of Technology

Interviewee's Name: -

Interviewee's Position and/or Role: -

Company (if applicable): -

Project: [Cruquius Island, Barrio Lobi, KPN Central]

Relationship to Project: -

Interview Category (A/B): -

Date of interview: -

Preparation:

The interview will not follow a fixed questionnaire, only a semi-structured conversation. When scheduling the interview, the researcher will explain the purpose of the research to the interviewee via email or phone, as well as what the interviewee can prepare for. The informed consent form and interview questions will also be shared with the interviewee in advance for review.

Beginning of the interview

Introduction:

Hello [Name],

Firstly, I would like to express my appreciation for your willingness to participate in this interview. The interview will take approximately one hour, and if there are any questions you prefer not to answer, that's perfectly fine. I will be taking notes during the interview, and with your permission, obtained through the signed informed consent form, the conversation will also be recorded for review purposes. These recordings will be transcribed if necessary. The recordings, notes, and transcriptions will not be shared externally and will be deleted after the designated period determined by TU Delft. You may indicate if you wish to review the notes for accuracy.

Your verbal confirmation and signature on the informed consent form will allow me to start the recording. Let's proceed once everything is clear.

Start recording and note-taking

I have just started recording. Could you please confirm again that you have read and signed the informed consent form, and that you agree to the recording of this interview?

The purpose of the interview:

The purpose of this interview, and thus of this research, is to gain insight into the changing roles of municipalities and developers in privately organized participation processes, and how municipalities and private parties can collaborate to improve these processes. The ultimate goal of the research is to formulate guidelines for collaboration in this changing context of participation. This interview is a part of the research to understand whether collaboration in changing roles can contribute to a smoother process, thereby preventing unnecessary delays. In this specific development, developers, municipal officials, and participation experts will be interviewed to paint a comprehensive picture of the privately organized participation process and to learn from it.

Introduction to the interview:

The changing roles of private and public parties in urban development, as well as participation, are both widely researched topics, but their relationship to each other is still relatively unknown. The experiences and insights of municipalities, developers, and participation experts regarding the changing roles in privately organized participation processes can contribute to this knowledge. The insights from this interview are therefore important and can contribute to valuable lessons on how municipalities and private parties can deal with changing roles and collaborate to improve participation processes, especially those organized by private parties.

In this research, a role, which denotes the collaboration between actors, is defined based on Heurkens' description (2012): *"A coherent set of organizational tasks and associated management measures performed by actors involved in urban development projects."* To understand the roles of private developers and municipalities in privately organized participation, the influence spectrum of actors is examined through organizational and management aspects.

General questions:

Could you briefly share something about your background and your job description?

What can you tell me in general about [name of the project]?

Could you briefly share something about your involvement in [name of the project], when did you become involved, and what was your role in the process?

How would you describe the participation process?

Theme 1: Role within the privately organized participation process (20 min)

Role of the Municipality of Amsterdam:

- What tasks did the Municipality of Amsterdam perform in the context of the participation process?
- The list below suggests possible roles based on literature research. How does this reflect in your own role in the participation process? Could you also assign a score to the different roles based on their relevance to your participation in this participation process?
- Can you provide specific examples of situations in which you fulfilled the roles with the highest scores, as indicated by you below, during the participation process?
- Does the role change in the participation process? Or is the role the same when the project begins and progresses further in the process?

Role of developer:

- What tasks did the developer, perform in the context of the participation process?
- Based on the list below, could you also indicate what you believe the developers role was in the participation process?
- Can you provide specific examples of how the developers indicated roles were reflected in the participation process? Did these roles change, or did they remain the same throughout the process?

For each of the following roles, you are asked to assign a score from 0 to 5, where 0 represents 'not relevant at all' and 5 represents 'highly relevant'. These scores are based on your own experiences and observations in the participation process.

Management rollen	Variabelen	Voorbeelden	Score voor rol Gemeente (0-5)	Score voor rol ontwikkelaar (0-5)
Project management	<i>Initiëren</i>	<i>Initiatief nemen om participatie te bevorderen. E.g. ontwikkelingstenders, ontwikkelingsvoorwaarden, en private voorstellen.</i>		
	<i>Ontwerpen</i>	<i>Ontwerpen van het participatieproces, de activiteiten, communicatiemiddelen, actoren, en beoogde doelen.</i>		
	<i>Plannen</i>	<i>Ontwikkelen van participatieplan.</i>		
	<i>Uitvoeren</i>	<i>Uitvoering participatieproces en activiteiten.</i>		
Proces management	<i>Onderhandelen</i>	<i>Gemeenschappelijke overeenkomsten. Onderhandelen over contractvorming, ontwikkelingsovereenkomst, waarin participatie is meegenomen.</i>		
	<i>Besluitvorming</i>	<i>Gezamenlijke of afzonderlijke besluitvorming over projectplannen, waarin input met betrekking tot het participatieproces wordt meegewogen.</i>		
	<i>Communicatie</i>	<i>Interne en externe communicatie over het participatieproces, communicatiekanalen, feedback en responsiviteit op vragen vanuit participatie.</i>		
Management instrumenten (Publieke partij)	<i>Richting geven</i>	<i>Beschikbaarheid van richtlijnen of instrumenten en toezicht op naleving. Formuleren van ontwikkelingsvisies en ruimtelijk beleid waarin de nadruk ligt op de aanmoediging van participatie.</i>		X
	<i>Reguleren</i>	<i>Mate waarin regelgevende maatregelen zijn vastgesteld om participatie te reguleren, zoals openbare voorschriften, privaatrecht, contracten, bestemmingsplannen, bouwvergunningen, eigendomsrechten en contractuele regelingen.</i>		X

	<i>Stimuleren</i>	<i>Financiële en andere incentives om participatie te stimuleren, zoals grondaankoop, subsidies, beurzen, belastingvoordelen, beleidszekerheid, plaatsbeheer, leningen, garanties, fondsen en partnerschappen.</i>		X
	<i>Verbinden</i>	<i>Organisatie van samenwerking, netwerken, procesfacilitatie, conflictoplossing en partnerschappen met andere publieke, private en civiele actoren om ontwikkelaars te ondersteunen bij participatie.</i>		X
Management instrumenten (Markt partij)	<i>Ondernemen</i>	<i>Ondernemen van initiatieven om participatie te bevorderen door duurzame en maatschappelijk verantwoorde ontwikkelingspraktijken te omarmen.</i>	X	
	<i>Investeren</i>	<i>Investeren in middelen en expertise in het creëren van waarde, het exploiteren van mogelijkheden en het beheren van risico's in ontwikkelingsprojecten waarin participatie centraal staat.</i>	X	
	<i>Samenwerken</i>	<i>Samenwerken met lokale groepen, overheidsinstanties en maatschappelijke organisaties, om participatieve ontwikkelingsprocessen te bevorderen.</i>	X	
	<i>Initiëren</i>	<i>Neemt het voortouw bij het initiëren van participatiegerichte projecten en activiteiten, waarbij de behoeften en wensen van belanghebbenden worden geïdentificeerd en geïntegreerd in het ontwikkelingsproces.</i>	X	
Management middelen	<i>Grond</i>	<i>Inzet van grondbezit om participatie gerichte ontwikkeling te beïnvloeden.</i>		
	<i>Kapitaal</i>	<i>Beschikbaarheid van financiële middelen en investeringen om participatieproces te faciliteren.</i>		
	<i>Kennis</i>	<i>Beschikbaarheid van expertise en kennis om participatieprocessen effectief te ontwerpen en uit te voeren.</i>		

Theme 2: Barriers and enablers of the privately organized participation process (10 min)

- Zooming in on the participation process, could you describe it? Who were involved? When did it start? How was it organized and what was done? Who did what and when? How were people selected and involved? Who were the participating citizens?
- Below are some barriers and facilitating factors that may occur in a participation process. These barriers and facilitating factors have been discussed in the literature, and various studies have shown them to be quite important. I am very curious about what the main barriers and facilitating factors were when you were involved in the participation process. Could you please position them below using a score?

Voor elk van de onderstaande barrières en faciliterende factoren wordt u gevraagd een score toe te kennen van 0 tot 5, waarbij 0 staat voor 'helemaal niet relevant' en 5 staat voor 'zeer relevant'. Deze scores zijn gebaseerd op uw eigen ervaringen en waarnemingen in het participatieproces.

<i>Barrières</i>	<i>Score (0-5)</i>	<i>Faciliterende factoren</i>	<i>Score (0-5)</i>
<i>Budget en capaciteit</i>		<i>Diversiteit in participatietechnieken</i>	
<i>Informatietekort en kennisasymmetrie</i>		<i>Timing van participatie in een vroeg stadium van het proces</i>	
<i>Onduidelijke regels, voorwaarden en beoogde doelen</i>		<i>Afstemming van doelen, verwachtingen en projectdefinitie</i>	
<i>Wantrouwen en tegenstrijdige belangen tussen actoren</i>		<i>Het opzetten van een dialoog tussen diverse actoren gedurende het proces</i>	
<i>Dominantie en invloed van vocale en georganiseerde groepen</i>		<i>Voorafgaande analyse van actoren</i>	

- Zijn er nog belemmeringen en faciliterende factoren, die niet hierboven zijn voorgesteld, maar wel relevant voor het project? Onderaan de lijst is een leeg vakje aangegeven, hierin kunt u andere

barrières en faciliterende factoren aangeven die niet zijn voorgesteld, maar wel zijn ervaren in het participatieproces.

- Hoe zijn de ervaren barrières aangepakt en door wie? Hoe zijn de ervaren faciliterende factoren aangepakt en door wie?
- *Ervaart u verschillen in de barrières en faciliterende factoren, afhankelijk van of de ontwikkelaar participatie organiseert of wanneer de gemeente dit doet?*

Thema 3: Beste werkwijzen voor samenwerking bij privaat-georganiseerde participatieproces (15 min)

- Kunt u beschrijven hoe de samenwerking tussen de ontwikkelaar en de Gemeente Amsterdam verliep tijdens het participatieproces?
Hoe ziet u de belangen en doelen van de ontwikkelaar?
Wat waren de formele en informele manieren om informatie uit te wisselen? Hoe vaak werd dat gedaan?
Hoe is er omgegaan met feedback en benodigde aanpassingen?
Waren er gedeelde waarden en consistentie in de beoogde doelen? Wanneer en hoe zijn deze vastgesteld?
Waren er gezamenlijke uitdagingen onderling, zo ja, hoe zijn deze aangepakt?
Was er genoeg informatie beschikbaar en waren beide partijen voldoende betrokken? Hebben jullie voldoende feedback ontvangen en vice versa?
- Wat zijn volgens u belangrijke factoren voor samenwerking tussen ontwikkelaar en gemeente tijdens privaat-georganiseerde participatieprocessen?
Hebben zachte relationele aspecten in de samenwerking (zoals vertrouwen en wederzijds begrip, betrokkenheid, flexibiliteit en aanpassingsvermogen, gedeelde waarden en doelen, duidelijke verwachtingen, transparantie en communicatie, sociaal kapitaal, en conflictresolutie) bijgedragen bij het aanpakken van de vooraf genoemde barrières?
Welke lessen heeft u geleerd van de samenwerking in het participatieproces van dit project, die van toepassing kunnen zijn op toekomstige projecten? Zijn er aspecten van het proces dat u in de toekomst zou verbeteren of anders zou aanpakken?

Algemene afsluiting:

Uw observaties en ervaringen zijn waardevol, en ik waardeer uw tijd en openheid.

- Voordat we afsluiten, is er nog iets dat u wilt delen? Zijn er nog inzichten die relevant zijn voor het participatieproces, die niet aan bod zijn gekomen?
- Wat waren enkele belangrijke bevindingen of indrukken uit ons gesprek?
- Zijn er nog andere betrokkenen vanuit Wonam of vanuit de Gemeente Amsterdam, die ik zou kunnen interviewen en zou u hiervan de contactgegevens willen delen?

Nogmaals, wil ik u bedanken voor uw waardevolle bijdrage aan het onderzoek. Ik zal de datum, tijd en eventuele opmerkelijke observaties direct na het interview verwerken. Door uw ervaringen te delen, draagt u bij aan het begrip van hoe de rollen veranderen en hoe gemeenten en private partijen hiermee kunnen omgaan in privaat-georganiseerde participatieprocessen. Mocht u in de toekomst nog vragen hebben, dan sta ik hiervoor open.

Ter afsluiting zal ik mijn contactgegevens verstrekken voor het geval u na het interview nog verdere gedachten of vragen hebt. Bovendien wil ik vermelden dat er mogelijk een

vervolgcontact is. Dit kan zijn om informatie te verduidelijken, aanvullende vragen te stellen of zelfs om uw feedback te vragen over mijn bevindingen. Als onderdeel van het onderzoeksproces bent u uitgenodigd voor mijn (online) afstudeerpresentatie in juni 2024. U ontvangt tegen die tijd ook het afgeronde onderzoek. Ik kijk uit naar uw aanwezigheid bij de eindpresentatie.
Dank u wel, [Naam], en een fijne dag verder!

Stopt opname

Einde gesprek met mogelijkheid tot nabespreken

Appendix G: Overview explorative interviews + meetings

Code	Name	Involvement goal	Relation	Profession	Company	Date of interview	Location
1		Feedback	-	Professor	Tu Delft	13-09-2023	Teams
2		Feedback	1st mentor	Professor	Tu Delft	14-09-2023	TU Delft, MBE Department
3		Explorative interview	Interviewee	Project developer	MRP Development	15-09-2023	Teams
4		Feedback	Theme 04	Professors	Tu Delft	21-09-2023	Teams
5		Feedback	-	Professor	Tu Delft	22-09-2023	Teams
6		Feedback	1st mentor	Professor	Tu Delft	25-09-2023	TU Delft, MBE Department
7		Feedback	1st mentor	Professor	Tu Delft	06-10-2023	TU Delft, MBE Department
8		Feedback	-	Professor	Tu Delft	13-10-2023	Teams
9		Feedback	1st mentor	Professor	Tu Delft	13-10-2023	TU Delft, MBE Department
10		Feedback	Theme 04	Professors	Tu Delft	16-10-2023	TU Delft, MBE Department
11		Feedback	1st mentor	Professor	Tu Delft	26-10-2023	TU Delft, MBE Department
12		P1 Feedback	1st mentor///	Professors	Tu Delft	07-12-2023	TU Delft, MBE Department
13		P2 preparation	1st mentor	Professor	Tu Delft	06-11-2023	Teams
14		Feedback	-	Professor	Tu Delft	09-11-2023	Teams
15		Explorative interview	Interviewee	Concept developer	VORM Development	14-11-2023	Teams
16		Feedback	2nd mentor	Professor	Tu Delft	17-11-2023	TU Delft, MBE Department
17		Feedback	Theme 04	Professors	Tu Delft	01-12-2023	TU Delft, MBE Department
18		Feedback	1st and 2nd mentor	Professors	Tu Delft	05-12-2023	TU Delft, MBE Department
19		Explorative interview	Interviewee	Advisor and founder	-	12-12-2023	Teams
20		Explorative interview	Interviewee	Communication advisor	De Wijde Blik Communicatie	21-12-2023	Teams
21		Explorative interview	Interviewee	Advisor and founder	DutchPartners	21-12-2023	Teams
22		Explorative interview	Interviewee	Project developer	MRP Development	21-12-2023	Teams
23		P2 preparation	1st mentor	Professor	Tu Delft	25-12-2023	Teams
24		Explorative interview	Interviewee	Spatial development, urban renewal and participation advisor	ROSYIP	03-01-2024	Teams
25		Explorative interview	Interviewee	Project developer	AM Gebiedsonwikkeling	04-01-2024	Teams
26		P2 preparation	1st and 2nd mentor	Professors	Tu Delft	09-01-2024	TU Delft, MBE Department
27		Explorative interview	Interviewee	Senior environmental law advisor	BRO	11-01-2024	Teams
28		P2 preparation	1st mentor	Professor	Tu Delft	16-01-2024	Teams
29		P2 presentation	1st, 2nd mentor, delegate	Professors	Tu Delft	29-01-2024	TU Delft, MBE Department
30		Feedback	1st mentor	Professor	Tu Delft	09-02-2024	Teams
31		P3 preparation	1st and 2nd mentor	Professors	Tu Delft	15-02-2024	TU Delft, MBE Department
32		P3 preparation	1st and 2nd mentor	Professors	Tu Delft	11-03-2024	TU Delft, MBE Department
33		P3 presentation	1st and 2nd mentor	Professors	Tu Delft	04-04-2024	TU Delft, MBE Department
34		P4 preparation	1st and 2nd mentor	Professors	Tu Delft	13-06-2024	Teams

Appendix H: Overview results scorecard roles

Managerial roles		Results																						
Roles	Variables	C(1)		C(2)		C(5)		C(11)		B(6)		B(7)		B(8)		B(10)		K(3)		K(4)		K(9)		
		M	D	M	D	M	D	M	D	M	D	M	D	M	D	M	D	M	D	M	D	M	D	M
Project	Initiating					4	3	3	4	4	4	5	0	5	0	2	3	1	4	5	4	4	2	M>D (almost same)
	Designing			3	4	2	5	1	4	0	5	0	5	1	5	1	4	5	4	3	5	5	D>M	
	Planning			3	3	2	5	0	5	0	5	0	5	2	4	1	4	5	4	2	5	5	D>M	
	Operating			2	5	2	5	2	4	0	5	0	5	1	5	1	4	5	4	2	5	5	D>M	
Process	Negotiating			-	-	5	5	2	2	5	0	5	0	0	0	2	3	-	-	-	-	-	Both	
	Decision-making			-	-	5	5	2	2	5	5	5	0	5	0	2	2	5	5	4	4	4	Both	
	Communicating			-	-	4	5	2	4	0	5	0	5	0	5	1	4	5	5	3	5	5	D>M	
	Regulating	x	x	4	x	5	x	4	x	4	x	4	x	1	x	5	x	-	x	5	x	5	High	
Instruments (Public)	Shaping	x	x	5	x	5	x	5	x	4	x	4	x	0	x	3	x	-	x	4	x	4	High	
	Stimulating	x	x	0	x	4	x	0	x	3	x	3	x	0	x	0	x	-	x	0	x	0	Low, less frequent	
	Capacity building	x	x	2	x	3	x	1	x	-	x	-	x	-	x	0	x	4	x	-	x	5	Low, less frequent	
	Enterprising	x	x	x	x	4	x	3	x	4	x	-	x	-	x	5	x	4	x	5	x	1	High	
Instruments (Private)	Investing	x	x	x	x	5	x	5	x	4	x	-	x	-	x	4	x	5	x	5	x	3	Highest	
	Collaborating	x	x	x	x	4	x	4	x	4	x	5	x	5	x	5	x	4	x	5	x	4	High	
	Initiating	x	x	x	x	5	x	4	x	3	x	5	x	5	x	5	x	3	x	5	x	2	High	
	Land			-	-	4	1	5	5	0	5	1	5	1	3	1	4	1	-	5	-	-	Depends on project (Only in Barrio Lobi M owns land)	
Resources	Capital			3	3	0	4	0	4	1	5	1	5	0	5	-	5	-	5	-	5	1	5	D High
	Knowledge			3	3	1	4	0	4	3	3	3	3	2	5	-	4	5	5	4	2	2	D>M, or equal	

Appendix J: Overview results scorecard barriers and enablers

Relevancy	Participation Barriers	C(1)	C(2)	C(5)	C(11)	B(6)	B(7)	B(8)	B(10)	K(3)
1.	Distrust and conflicting interest between actors	-	-	3	2	2	0	0	4	1
2.	Information deficiency and knowledge assymetry	-	-	3	4	1	0	0	4	3
3.	Unclear rules, conditions and intended goals	-	-	2	1	0	0	0	4	3
4.	Budget and capacity	-	-	0	4	0	3	3	4	0
5.	Dominance and influence of vocal and organized groups	-	-	4	1	1	0	0	3	1
	Participation Enablers									
1.	Aligning goals	-	-	3	5	3	5	5	4	4
2.	Timing	-	-	3	4	5	3	3	3	5
3.	Establish dialogue	-	-	3	4	0	4	4	3	4
4.	Diversity in participation techniques	-	-	2	4	5	5	5	3	0
5.	Actor analysis	-	-	3	4	5	0	0	3	5

Appendix K: Overview literature and results expressed barriers and enablers

Participation Barriers	Specific-barriers
Distrust and conflicting interest between actors	Power dynamics
	Differences in values or unclear role divisions
	People's attitudes and level of trust in the process and towards other role
	Contrast ontwikkelaar en wijk met sociale problematiek
Information deficiency and knowledge assymetry	Unclear municipal role
	Limited understanding of other stakeholders' goals
	Poorly managed citizen participation
Unclear rules, conditions and intended goals	Diversity of roles, power relations, reputation, perspectives, goals, and values.
	Conflicting values
	Differing expectations
	Participation by multiple developers in the same area
Budget and capacity	Confusion regarding m and d participation sessions
	Traditional methods
	Single method
	Ambiguous definitions activity
	Lack of understanding of method
Dominance and influence of vocal and organized groups	Resource considerations
	Accessibility and representativeness
	Participation fatigue
Participation Enablers	Specific-enablers
Aligning goals	Alignment with public values
	Careful alignment and management of values
	Aligning expectations and project definitions
	Mutual expectations and building relational capital
	Active involvement from all actors to formulating an overarching project definition
	proactively decide how to incorporate diverse preferences
Timing	Clarity of municipal and developer role
	Accessibility at the start of process
	Start participation at project start integrate goals
Establish dialogue	Giving continuous updates
	Emphasizing transparent communication about goals and participation levels from the start
	Differentiate between intended goals and actual outcomes
	Acknowledging differing values
	Transparency through convergence of goals, criteria, and knowledge
Diversity in participation techniques	Addressing potential distrust
	Presence of municipality in participation sessions
	Variety of activities
	Careful selection of tools and engagement methods
Actor analysis	Varied levels and types of involvement
	Collaborating with participation experts and advisors
	Clearly defining roles of stakeholders
	Acknowledging power dynamics
	Involving affected actors
	determining suitable participants

Appendix L: Overview results expressed private-led barriers and enablers

Barrier	Cruquiseiland	Barrio Lobi	KPN Centrale
Ambiguity about roles	X	X	X
(Informal) municipal participation	X	X	X
Relationship developer and municipality	X	X	X
Budget and capacity for developer	X	X	
Multiple developing stakeholders communicating		X	
Unclear planning content	X	X	
Mid-way policy changes			X
Socio-economic challenging neighborhood		X	
Enabler			
Clarity about developer and municipal role division	X	X	X
Capacity building by municipality	X	X	X
Seperate developer and municipal participation	X		
Clear preconditions from the municipality	X	X	X

Appendix M: Overview results expressed factors for collaboration

Variables	Tools	Quotes	Frequency
Trust and mutual understanding	Sharing information and knowledge	<p>Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties (Int6)</p> <p>"Trust and good intentions. The intention to do well and work together to create a good residential area." (Int1)</p> <p>We have understanding of each other's situation. We also have an understanding of when to participate "Het uitspreken van je rol is belangrijk voor vertrouwen" (Int3)</p> <p>Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties - Int6</p> <p>"From the start you have to invest in relationships. Relationships with civil servants, administrators, with residents, and investment in quality. Only when you invest in quality in all components, you get trust, and it leads to a positive result. So you have to invest time and energy in people." (Int4)</p> <p>"I think the municipality should clearly state what it expects from initiators." (Int9)</p> <p>"Being open for suggestions and discussions on the participation process, also aligning the diverging interests throughout the process and finding a solution." (Int11)</p> <p>"Flexibility and not everything was agreed in advance, only possible because there was trust and shared interest." (Int2)</p> <p>"De contacten. De sfeer tijdens de gesprekken. De wil om er samen uit te komen. En natuurlijk hebben wij wel twee verschillende belangen, maar om die toch bij elkaar te krijgen." (Int3)</p> <p>"Shared interests are established through communication. As parties will understand where others stand regarding their role and interests" (Int2)</p> <p>De spelregelkaart is ontwikkeld op basis van gedeelde belangen, waarbij het proces is gericht op samenwerking in plaats van een traditionele tegenstelling tussen de gemeente en ontwikkelaars.</p> <p>The municipality plays a crucial role in bringing different interests together and mediating conflicts if necessary, acting as a relatively neutral party.</p>	28
	Demonstrating competency		
	Good intentions		
	Follow-through		
	Stakeholder trust perception		
	Understanding of diverse perspectives and objectives		
	Explicit articulation of one's roles		
	Relationships		
	Long-term engagement		
	Adequate communication channels		
Communication and transparency	Frequency of communication	<p>Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties - Int6</p> <p>"From the start you have to invest in relationships. Relationships with civil servants, administrators, with residents, and investment in quality. Only when you invest in quality in all components, you get trust, and it leads to a positive result. So you have to invest time and energy in people." (Int4)</p> <p>"I think the municipality should clearly state what it expects from initiators." (Int9)</p> <p>"Being open for suggestions and discussions on the participation process, also aligning the diverging interests throughout the process and finding a solution." (Int11)</p> <p>"Flexibility and not everything was agreed in advance, only possible because there was trust and shared interest." (Int2)</p> <p>"De contacten. De sfeer tijdens de gesprekken. De wil om er samen uit te komen. En natuurlijk hebben wij wel twee verschillende belangen, maar om die toch bij elkaar te krijgen." (Int3)</p> <p>"Shared interests are established through communication. As parties will understand where others stand regarding their role and interests" (Int2)</p> <p>De spelregelkaart is ontwikkeld op basis van gedeelde belangen, waarbij het proces is gericht op samenwerking in plaats van een traditionele tegenstelling tussen de gemeente en ontwikkelaars.</p> <p>The municipality plays a crucial role in bringing different interests together and mediating conflicts if necessary, acting as a relatively neutral party.</p>	34
	Diverse communication methods		
	Feedback mechanisms		
	Exchange of information in a timely manner		
	Acknowledgement of information closed-loop communication		
	Clarifying ambiguity		
	<i>Investing and maintaining relations</i>		
	Clear expectations for process		
	Regular contact		
	Adaptability to stakeholder feedback		
Flexibility and adaptability	Willingness to modify strategies	<p>Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties - Int6</p> <p>"From the start you have to invest in relationships. Relationships with civil servants, administrators, with residents, and investment in quality. Only when you invest in quality in all components, you get trust, and it leads to a positive result. So you have to invest time and energy in people." (Int4)</p> <p>"I think the municipality should clearly state what it expects from initiators." (Int9)</p> <p>"Being open for suggestions and discussions on the participation process, also aligning the diverging interests throughout the process and finding a solution." (Int11)</p> <p>"Flexibility and not everything was agreed in advance, only possible because there was trust and shared interest." (Int2)</p> <p>"De contacten. De sfeer tijdens de gesprekken. De wil om er samen uit te komen. En natuurlijk hebben wij wel twee verschillende belangen, maar om die toch bij elkaar te krijgen." (Int3)</p> <p>"Shared interests are established through communication. As parties will understand where others stand regarding their role and interests" (Int2)</p> <p>De spelregelkaart is ontwikkeld op basis van gedeelde belangen, waarbij het proces is gericht op samenwerking in plaats van een traditionele tegenstelling tussen de gemeente en ontwikkelaars.</p> <p>The municipality plays a crucial role in bringing different interests together and mediating conflicts if necessary, acting as a relatively neutral party.</p>	5
	Learning from demonstrated challenges		
	Analyzing the team's goal(s)		
	Identifying constraints and resources to achieve task success		
	Identification and alignment of shared values		
	Consistency in project goals		
	Collaborative development of shared vision		
	Positive attitude		
	Addressing conflict		
	Commitment to solutions		
Shared values and goals	Use resources and tactics to equalize power and manage conflict effectively	<p>Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties - Int6</p> <p>"From the start you have to invest in relationships. Relationships with civil servants, administrators, with residents, and investment in quality. Only when you invest in quality in all components, you get trust, and it leads to a positive result. So you have to invest time and energy in people." (Int4)</p> <p>"I think the municipality should clearly state what it expects from initiators." (Int9)</p> <p>"Being open for suggestions and discussions on the participation process, also aligning the diverging interests throughout the process and finding a solution." (Int11)</p> <p>"Flexibility and not everything was agreed in advance, only possible because there was trust and shared interest." (Int2)</p> <p>"De contacten. De sfeer tijdens de gesprekken. De wil om er samen uit te komen. En natuurlijk hebben wij wel twee verschillende belangen, maar om die toch bij elkaar te krijgen." (Int3)</p> <p>"Shared interests are established through communication. As parties will understand where others stand regarding their role and interests" (Int2)</p> <p>De spelregelkaart is ontwikkeld op basis van gedeelde belangen, waarbij het proces is gericht op samenwerking in plaats van een traditionele tegenstelling tussen de gemeente en ontwikkelaars.</p> <p>The municipality plays a crucial role in bringing different interests together and mediating conflicts if necessary, acting as a relatively neutral party.</p>	19
	Put all participants on a more equal footing		
	Educating participants about the concepts, information, and tools		
	Use resources and tactics to equalize power and manage conflict effectively		
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Conflict resolutions	Use resources and tactics to equalize power and manage conflict effectively	<p>Also very important is sharing outcomes with each other, so that's after the participation. Actually everything you pick up during participation is valuable for both municipalities and market parties - Int6</p> <p>"From the start you have to invest in relationships. Relationships with civil servants, administrators, with residents, and investment in quality. Only when you invest in quality in all components, you get trust, and it leads to a positive result. So you have to invest time and energy in people." (Int4)</p> <p>"I think the municipality should clearly state what it expects from initiators." (Int9)</p> <p>"Being open for suggestions and discussions on the participation process, also aligning the diverging interests throughout the process and finding a solution." (Int11)</p> <p>"Flexibility and not everything was agreed in advance, only possible because there was trust and shared interest." (Int2)</p> <p>"De contacten. De sfeer tijdens de gesprekken. De wil om er samen uit te komen. En natuurlijk hebben wij wel twee verschillende belangen, maar om die toch bij elkaar te krijgen." (Int3)</p> <p>"Shared interests are established through communication. As parties will understand where others stand regarding their role and interests" (Int2)</p> <p>De spelregelkaart is ontwikkeld op basis van gedeelde belangen, waarbij het proces is gericht op samenwerking in plaats van een traditionele tegenstelling tussen de gemeente en ontwikkelaars.</p> <p>The municipality plays a crucial role in bringing different interests together and mediating conflicts if necessary, acting as a relatively neutral party.</p>	6
	Put all participants on a more equal footing		
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