

GIVING CIVIL PARTICIPATION A FAIR SHOT





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THE POTENTIAL OF CO-PRODUCTION AND CO-DECISION WITH CITIZENS IN URBAN DEVELOPMENT

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01 INTRODUCTION

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1.1 Context

The scene on the right shows the life of a city street in the 19th century in the Netherlands. There is something tangible to it that makes it very appealing. It is a place that embeds the speed of the human and is fully centred on the basic needs of a human; a roof above your head, social interaction, making an income to get around. Most places in our time do not feel this tangible anymore and are focused on the other things besides basic needs.

Many architects and urbanists are trying to bring this tangible human centred feeling back to our streets and cities. But, where can one start? Richard Sennet's "Building and Dwelling: Ethics for the City (2018) presents a way to look at the city in terms of closed and open practices. Open cities embrace the complexity and richness of the human habitat. Whereas closed cities try to manage and steer.

The foundation of his work starts with the difference between "cité" and "ville". He defines the cité as a collective place-consciousness, shaped by all the things that happen and done in a certain place. It is the collective feeling of all the elements combined (Image 1); The salesman who transports his good, the boy with the ball who is on his way to his friends and the man with his hat and case. The ville as the physical form of a city that shapes and interacts with this consciousness; the height of the buildings and the streets' structure.

Since cities grew organically for the longest time, the cité and ville were acting and reacting to one another. This resulted in places imbued with both concepts, leading to a rich and complex human habitat.

The organic interaction between

the ville and cite faded away at the beginning of the 20th century. Most of all, to counter the backlashes of this organic growth. There has been a reason that people decided to change to way cities were orchestrated after all - Cities were filthy and dangerous places. The design of the ville became dominant in the way we approached cities: steering, controlling, measuring, making it efficient and profitable. With this approach, we seem to have traded the richness and depth of our habitats with efficiency and serving the economy

With the focus on the human scale and the natural world, we are trying to shift the focus back to the interaction between the cite and the ville.

Are we able to find the right balance and create perhaps a sort of improved natural habitat?

This research focuses on direct forms of citizen participation in urban development, like co-creation and co-decision. It could be considered a part of the human scale shift in our cities. This time it is quite literally to bring back citizens into the development and shape of everyone's direct environment.

The hope is to reconnect citizens with their spatial and social direct environment and to celebrate life in the places that we inhabit.

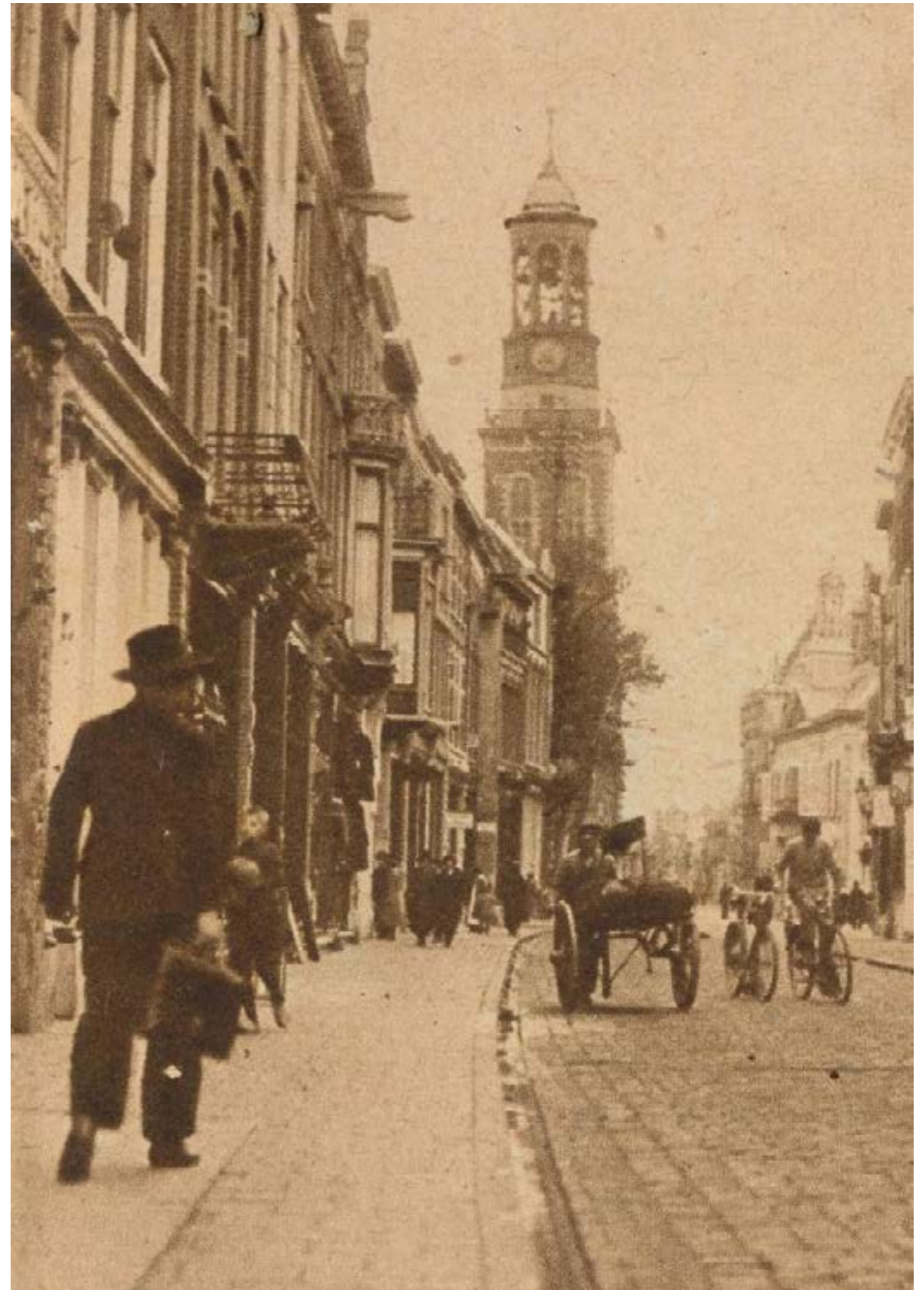


Image 1: Photo of a dutch street in the 19th century. Licensed under CC BY-NC-SA 2.0 / A derivative from <https://www.flickr.com/photos/8725928@N02/8661951920>

1.2 personal motivation

The answer to the question “how to bring back the tangible human centred feeling” starts for me with reflecting on our desire to measure and control everything as planners, politicians and designers. I think it has led to a shallow understanding of the richness of human habitats. The missing element for me is partly the connection people have with their direct environment.

When I moved into my new apartment in the Heliport in Rotterdam, I met a group of people who decided to regenerate their own direct environment some years ago. Claiming back their connection, ownership and responsibility for the place they inhabit. It made for a highly contextual, good looking and supported plan. And at the same time has it strengthened the cohesion. Many people are now actively connected via a Facebook group, and there are recurring plastic collection days, among many other events throughout the year; movie night, markets, and live music.

At the same time, I heard about a project in Heerlen, where people took things into their own hands and decided to start restoring facades in the city to their original state. It was a wholesome project that brought a big group of people together and made them feel connected to their city in a new way.

Both projects inspired me to look into the role of citizen participation in the light of the human centred shift in urbanism. And also which role it can play in cohesion, especially in the strongly heterogeneous neighbourhoods of Rotterdam. Some questions started this research; What are the implications of successful participation? Are we giving it our best shot? What potential is there? Do we trust each other and believe in this collaboration between citizens and the government?

1.3 project location

Although my research will be relevant for understanding citizen participation in any given location, my focus will be on Rotterdam. The main reason is that I live in Rotterdam. This makes it accessible to talk to organisations, citizens, companies and the municipality. Part of this research is also an experiment in the north of Rotterdam (the southern part of the Tollensstraat). This location was chosen because of its accessibility as well, among other reasons that will be discussed later.

1.4 Terms and scopes

Participation is a broad term. For example, it can imply participation in the job market, but also doing groceries for your neighbour. In this research, the term participation is aimed at participation in urban development. This can be the whole ladder described in the theoretical framework (Table 1).

There is, however, a particular focus on more influential forms of participation in this research. That would be co-production and co-decision. This will be validated in the section about the benefits of participation.

It is also important to mention that participation as a word and concept is approached differently in the text. A few examples; civic participation, civil participation, citizens participation, participatory processes, public participation, citizens engagement, involvement of citizens. In general, and also in this text, these terms are interchangeable.

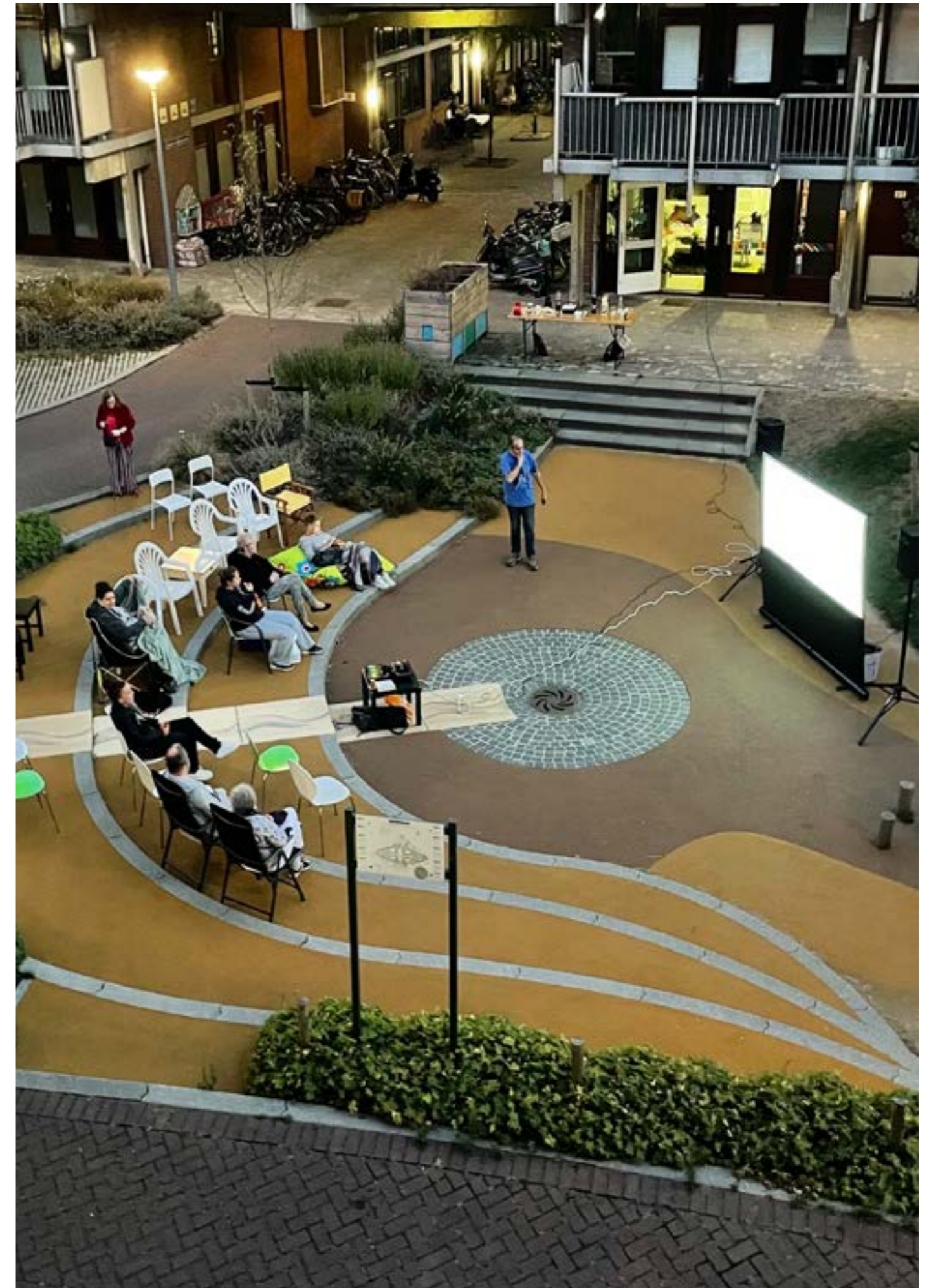


Image 2: Heliport's square at the start of a cinematic evening (Robert van Overveld, taken on August 18, 2022)

02 THEORETICAL FRAMEWORK

- 2.1 Introduction to participation
- 2.2 The objectives and benefits of citizen participation
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2.1 Introduction to participation

Participation can be understood differently, and there is a difference in how researchers conceptualise the term (Uittenbroek et al., 2019). Figure 1 shows the different types of civil participation in urban development on a time and purpose scale (Based upon Walraven, 2013). Participation can be more temporary, like a workgroup that organises an event in the main square or a street that wants to integrate water storage somewhere. On the other hand, it can also be more long-term and organised, just like the 39 new neighbourhoods councils (wijkenraden) in Rotterdam or OpZoomeren that provides and organises a diverse set of smaller scale initiatives. Both will be discussed further at a later stage.

Participation can also be understood by the well-known steps of the participation stepladder. Table 1 shows this ladder and the tools for urban development (Based upon Sok et al. (2009)). The steps from least influential to most influential: Inform, consult, advise, co-production/design and co-decide.

There is also a difference between bottom-up participation in cities and top-down organised participation. Participation in cities is always structured, organised or granted by the municipality. Still, there is a difference between whether a citizen is an initiator or a firm/municipality. Often this is connected to scale. Bigger scale project participation will primarily be initiated top to down. It also influences which step a citizen will enter participation.

Citizen participation is an often discussed topic nowadays, but it is nothing new. In the last centuries, has participation existed as political participation (Heater, 2004). Back then, mainly your wealth and background would determine if you could be part of the

group. Besides participation connected to politics and law, has societal and cultural participation been acknowledged as part of the concept in the 20th century (Walraven, 2013). It is not to say that civil participation did not already exist in some of its forms. It is arguably as old as human life itself, but as a defined concept, it is relatively new. Especially, the way we (try to) approach it nowadays.

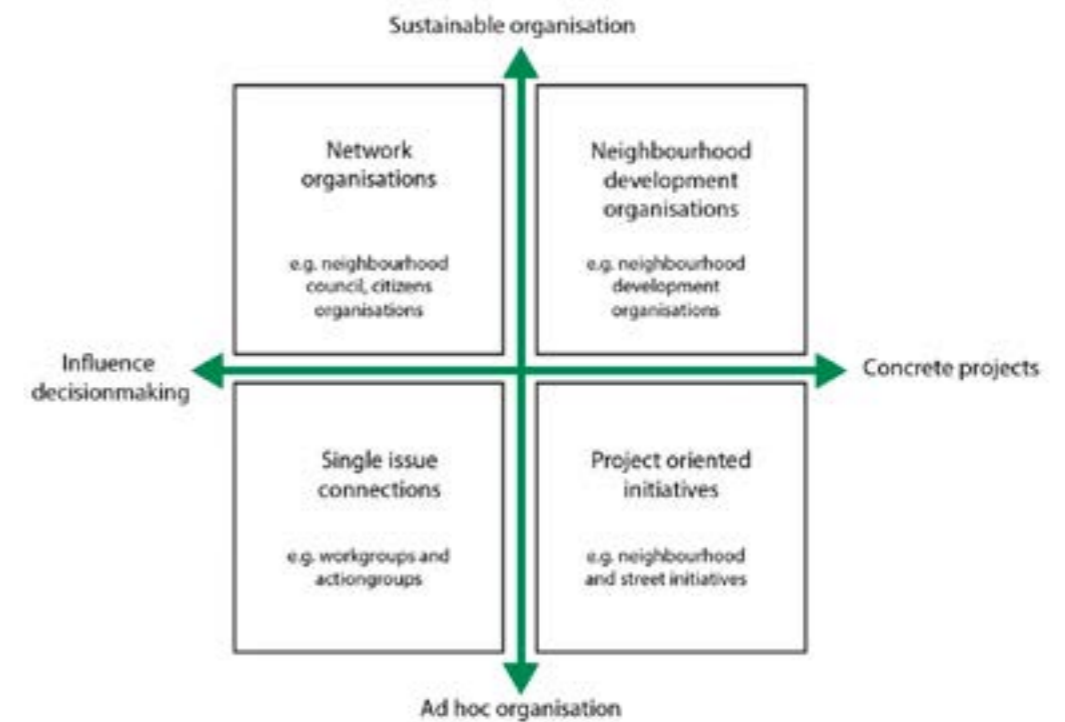


Figure 1: Participation on a time and purpose scale (Based upon Walraven, 2013)

Steps on the participation stepladder	Tools and methods	Approach
Inform	Informal gatherings, hotlines, concept meeting	Informal and formal Top-down initiated
Consult	Surveys, satisfaction research, group discussion, individual conversation	Informal and formal Top-down initiated
Advise	advisory boards, interactive dashboards and forums, participation boards	Formal Top down and Bottom-up initiated
Co-production Co-design	Workshops, collaborations, drawing sessions, tactical urbanism	Formal Top down and Bottom-up initiated
Co-decide	Steering group, citizen jury, referenda	Formal Top down and Bottom-up initiated

Table 1: Steps on the participationladder. Based upon Sok et al. (2009)

2.2 The objectives and benefits of citizen participation

Glucker et al. (2013) (in Uittenbroek et al., 2019) have brought conceptual clarity into the objectives and benefits of participation. They structured the objectives of participation into nine objectives, which they categorized into: normative, substantive and instrumental (Table 2). The grouped benefits will be discussed further to clarify their benefits.

The first one is inducing social learning and cohesion (normative). By meeting and working with new and different people on the same task, you learn from one another, create trust, make new friends, and understand different perspectives (Putnam, 2000; Foley & Edwards, 1996). This is especially interesting since it can happen in your direct environment, making it more likely that you feel at home in the place you live and expand your socioeconomic chances in this country. The consequences of the latter will be discussed later in this research.

The second one is collecting local knowledge and expertise (substantive). No one knows a place better than the people who have been living in a particular place. Gaining knowledge from this group can strengthen the plan by making it more contextualized and embedded. Additionally, every neighbourhood is filled with creative and knowledgeable people on a vast array of topics. Unlocking this existing potential in a neighbourhood can strengthen the project, arguably, our whole society.

Thirdly, acceptance, understanding and support for decisions (instrumental). If done correctly, citizen participation can heighten the support and acceptance of a plan—this can smoothen the process overall. Furthermore, by bringing in citizens in the right stages, trouble along the way can be avoided. This way, you can strengthen citizens' connection with their direct environment, heightening their chance to function well in our society (Backx & Doosje 2014).

Overall is civil participation essential in good functioning democracy (Nieuwenhuijzen & Steur, 2005). Participation is an expression of democratic engagement. It has an intrinsic value. This appreciation makes people want to participate even more and longer. Van Gunsteren explains that the development of the society and norms, values and virtues of its citizens stagnate when they do not actively participate (1998).

Lastly, there is a more formal argument on why we should integrate citizen participation in urban development. At the moment, municipalities are integrating the "omgevingswet" in their planning and design frameworks. Participation is a central element in de omgevingswet, and municipalities will need to integrate the new way of doing.

It is important to note that more benefits in participation can be gained in more influential forms of participation: co-production and co-decision. A survey will not have the same power as a workshop in creating more cohesion. It is important to make this distinction. Not all participation is created equal.

The quality of the participation is a significant factor in this as well.

(Nevertheless is the consensus that citizen participation is beneficial for citizens as well as for politicians, planners and designers (Stewart and Sinclair 2007).) --> Dit kun je alleen zeggen als je ook de negatieve kanten van participatie bekijkt.

The objectives and benefits of participation vary per process and domain. This has also brought some confusion to the debate about participation (Uittenbroek et al., 2019). The wrong objectives and benefits connected to the a certain project could lead to the wrong conclusions about the outcomes of the process.

Objectives of public participation

Category	Objective	Description
Normative	1. Influencing decisions	Public participation will enable those who are affected by a decision to influence that decision.
	2. Enhancing democratic capacity	Public participation will enable participants to develop their citizenship skills (such as interest articulation, communication and cooperation) and, at the same time, provide participants with an opportunity to actively exercise citizenship.
	3. Social learning	Public participation will enable deliberation among participants and thus lead to social learning.
	4. Empowering and emancipating marginalized individuals and groups	Public participation will alter the distribution of power within society, thus empowering formerly marginalized individuals and groups.
Substantive	5. Harnessing local information and knowledge	Public participation will enhance the quality of the decision output by providing decision-makers with environmentally and/or socially relevant information and knowledge.
	6. Incorporating experimental and value-based knowledge	Public participation will increase the quality of the decision output by providing decision-makers with relevant experimental and value-based knowledge.
	7. Testing the robustness of information from other sources	Public participation will increase the quality of the decision output by testing the robustness of information from other sources.
Substantive	8. Generating legitimacy	Public participation will legitimize the decision-making process, thus providing legitimacy to the authority and facilitating project implementation.
	9. Resolving conflict	Public participation will contribute to the identification and resolution of conflict before final decisions are made and thus facilitate project implementation.

Table 2: The objectives of public participation (Glucker et al., 2013)



Image 3: Group photo of a workshop in the Tollensstraat (Robert van Overveld, taken on June 29, 2022)

2.3 Who is participating?

Not everyone participates, which is unfortunate, knowing the many benefits discussed in the previous section. Whether people participate is in the first place depending on their (il)legal citizens status, their language and cultural knowledge, safety and stability (Figure 4). The second level is social capital; the amount of connection with the people around you. This can be either social contact with a homogeneous group (social bonds) or people from a heterogeneous group (bridging). Someone's social capital and the chance of participating are linked. The more social capital, the more likely someone is to participate (Walraven, 2013). Lastly, your employment status, housing situation, education and health play a role. If you are employed, own a house, have a good education, and are healthy, you are more likely to participate.

The participating group

Of the group that participates in some way, can we mainly find higher educated, religious, native and older people (Edelenbos & Monnikhof, 2001). This is one of the most heard complaints about participation. Participation processes are often not socially representable (Nieuwenhuijzen & Steur, 2005). This aspect will extensively be further discussed in the problem section.

The following data about the number of people participating in Rotterdam is retrieved from the wijkprofiel of Rotterdam (figure 2 & 3). In 2020, 20% of the citizens had been active in citizen participation in some way. In the north of Rotterdam (where the experiment of this research will take place), this percentage is only 14%. Why the north of Rotterdam scores this low, and the other city parts relatively high, is unclear. Since the averages of each part are not weighted by the amount of citizens living in a city part, the overall average remains constant.

29% of the citizens in Rotterdam have been part of plan-making in Rotterdam. In the north, this is a bit higher with 33%. Both are a collection of participation in different domains.

Another important aspect is that it does not say anything about the quality of participation or the amount of influence. Maybe someone just filled in a survey at some point. Therefore, the representability of the society in this particular survey is not guaranteed either. It is likely a group that does not mind participating in the first place (they already filled in this survey).

It leads to the conclusion that only a small percentage is participating in a way that is enhancing their social learning and is adding value to the embedding and depth of projects.

The not participating group

Verba et al. (1995) make three categories in the not-participating group;

1. The people that can't
2. The people that do not want to
3. The people that nobody asked.

Which is translated into: resources, recruitment, and engagement. Resources and engagement are two aspects that will be intensively discussed in this research. In the engagement group are people who could be active if the conditions are right, and people who will remain very unlikely to participate. The former is mainly depending on recruitment. Engagement is therefore discussed in the next paragraph and not further in the problem section

The lack of interest can make people decide not to participate (Denters et al., 2002). A citizen with little interest in their direct environment is simply not likely to participate. This is also connected to priorities. If someone works a lot and has a family, then there is not much time for participation. Other reasons could be previous bad experiences, not trusting experts/politicians, a lack of time or satisfaction

Satisfaction is another argument for the lack of engagement. Since problems are reasons to participate, it is not surprising that satisfied people are less active in participatory processes...

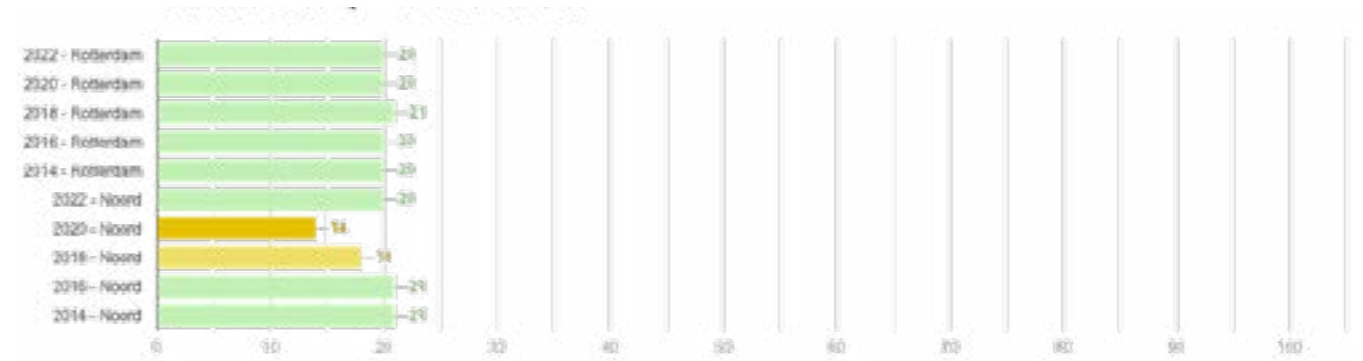


Figure 2: Citizens who are active in a citizen initiatives (retrieved from: <https://wijkprofiel.rotterdam.nl/nl/2022/rotterdam/noord/noord/sociale-index/participatie-objectief>)

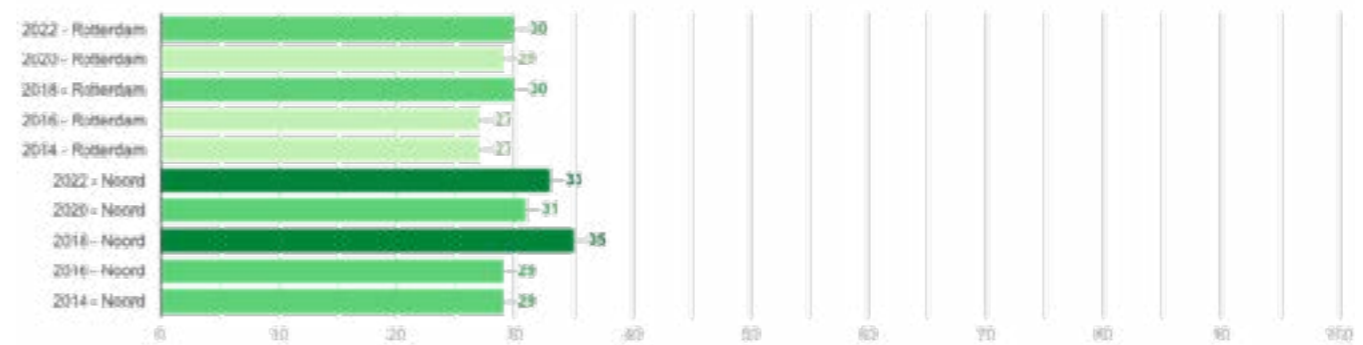


Figure 3: Citizens who have been part of planmaking for the neighbourhood or city (retrieved from: <https://wijkprofiel.rotterdam.nl/nl/2022/rotterdam/noord/noord/sociale-index/participatie-objectief>)



Image 5: Language as well as culture differences can imply that people are less likely to participate. (Robert van Overveld, taken on January 15, 2023)

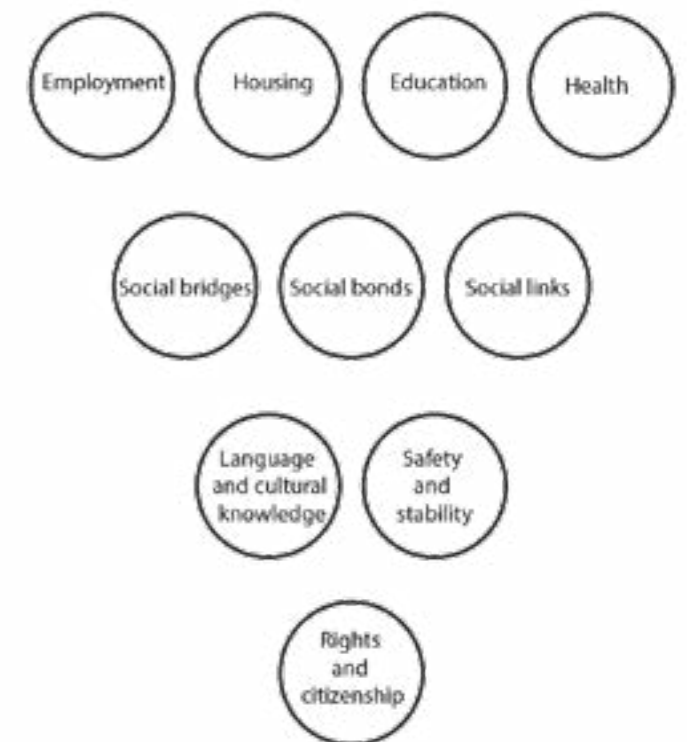


Figure 4: parameters for participation (Based upon Walraven, 2013)

2.4 Participation society

Citizen participation in urbanism is part of a more significant movement in the Netherlands. The well-fare state known from the 20th century has made space for more privatisation and citizen involvement (Knibbe & Horstman, 2018). The latter is better known as the participation society.

There have been a few reasons for this shift (Knibbe & Horstman, 2018). One of them has been that the well-fare state proved to be not financially sustainable. Another interpretation has been that the well-fare state created complaining and spoiled citizens. The state instead wanted to strengthen self-sufficiency and collective resilience. Thirdly, the bureaucracy that it resulted in. The shift would make bring back the human scale in our society. Besides, would the welfare state not be viable in a context of deindustrialisation, globalisation, slow economic growth, and changing family demographics (Esping-Andersen, 1996).

The term participation society fell most notably during the King's speech in 2013:

"The welfare state that we live in is slowly changed towards a participation society. Everyone who can, is asked to take responsibility for their own life and environment."

The participation society sounded like a new concept back then, but this is not the case (SCP, 2014). In 1974, the government already spoke about the importance of participation as a new part of our welfare state (Hurenkamp 2013). In 1991, Wim Kok, the prime minister at the time, repeated this.

Not the concept of participation nor the participation society is new. Nevertheless, are both terms more often mentioned in public debate and news articles (SCP, 2014). At this point, it is generally assumed that we are transitioning into a participation society (Wijdeven, de Graaf en Hendriks, 2013). The central question: which role can, must, want or are citizens allowed to take? Furthermore,

how much and which responsibility is the government taking?

The participation society does have its drawbacks. Snel and Engbersen (2015) warn for the Matthew effect, which implies that it mainly benefits people with social and material capital—resulting in a situation where the other will be excluded. This would amplify the already existing gap between people concerning wealth and chances in our society.

If the society becomes more liberal, which is what participation might be doing, then this effect should strongly be taken in consideration. Consequences of this will be discussed in the problem section.

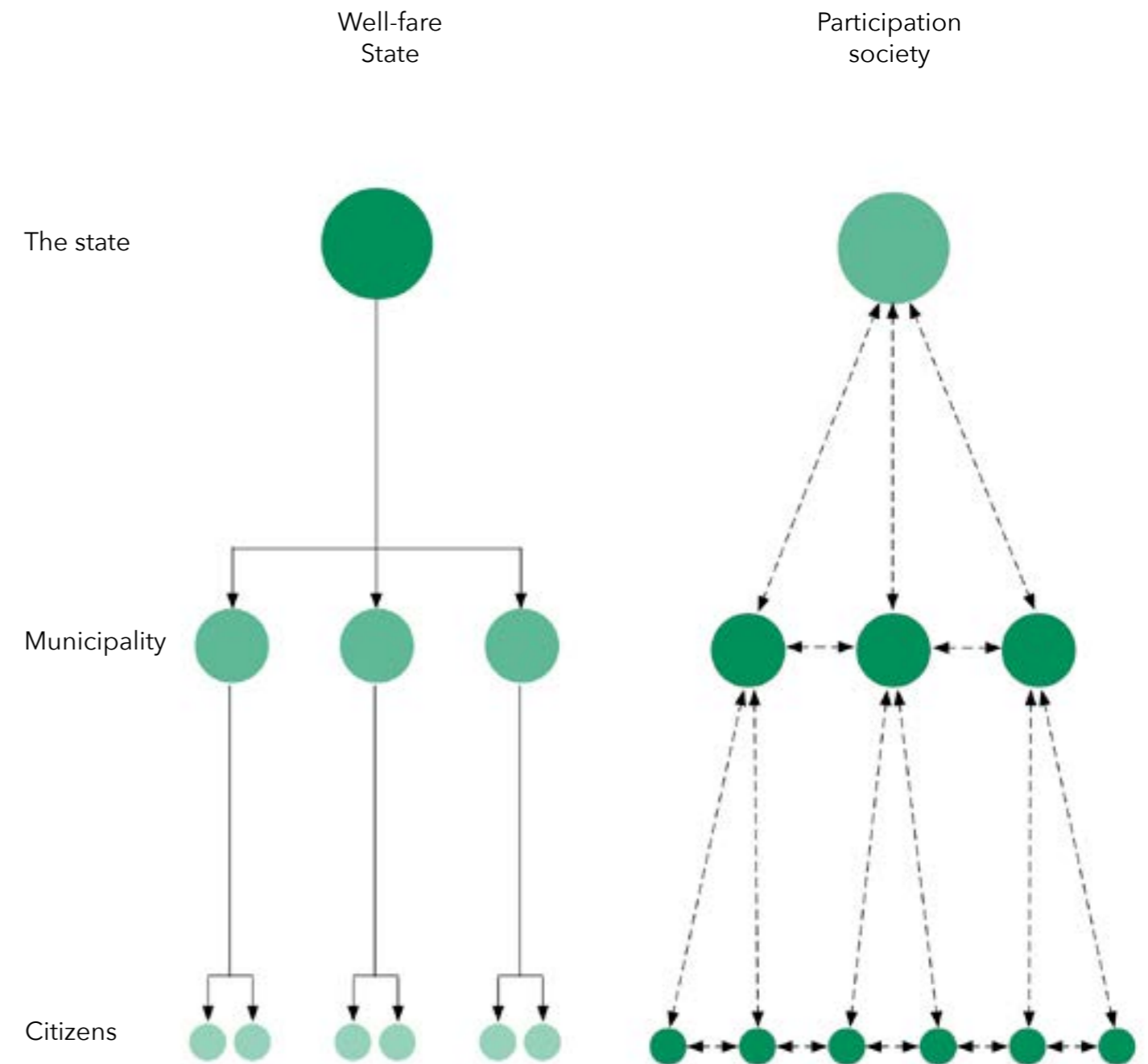


Figure 5: Representation of the well-fare state and the participation society (Based upon Putters, 2014)

Civil participation can be seen as a collaboration between the state or municipality and the citizen. As with any relation, can this collaboration not function without trust in one another. In the last years, this trust has been put to the test with multiple affairs, untransparent choices and mistakes by the government. The following two chapters will look into the state of our democracy and the amount of trust it gains these days.

2.5 The state of our democracy

The general belief is that our democracy is crumbling, a belief that has existed since the 70s. However, trust in our democracy is not weakening. Over 90% of the people still believe that democracy is the best system, and more than 70% are still satisfied with its overall functioning (Dekker & Den Ridder, 2015). However, there is critique on the practical execution of our democracy, mainly on our politicians. The main arguments are that politicians do not listen and just do what they want, that there is too little influence for citizens to change anything, that politicians are not decisive and that people are dissatisfied with overall policy (Dekker & Den Ridder, 2015)

Still, is the level of trust in politicians not going down overall. From 2002 to 2017, every new coalition in our government started with the same amount of trust (Van der Meer, 2017). The economic crisis in 2008 has put a blanked of distrust in politics in Europe in general, but should be considered conjunctural (van der Meer, 2017). As with the corona crisis, the level of institutional trust seems polarised. People with a lower socioeconomic status (SES) have lower levels of trust, and people with a higher SES have a higher amount of trust (Snel, Farisi, Engbersen & Krouwel, 2022).

What did change is that people would like to see more forms of direct democracy: referenda and choosing your major (Ridder et al., 2015). This would not imply that direct democracy is replacing the current representative democracy. It would rather be a new layer on top of it. Therefore, we can conclude that more an influential form of citizen participation in urban development is a

wanted development.

2.6 Trust

Trust can be categorised into three categories regarding citizen participation; (dis)trust in: government/politics, experts and distrust in other people (Meer, 2021). The amount of trust in something will differ per citizen, but also per topic and per day (R. V. H. O. & Raad voor het openbaar bestuur [RR], 2018).

Still, a few characteristics of someone can tell something about the expected levels of trust in each category, therefore, their chance of participating. For example, only 39% of the group that received the lowest education have trust in other people. For higher education, that is 84% (figure 6). Even the city you live in can make a difference (Figure 7).

Schmeets concludes that age and education bring the most significant differences in trust between people (2018). Younger people trust more, as well as more educated people. Income seems less relevant overall but does show a 20% difference in trust between low and high.

This data on trust is linked with the people that are most active in participatory processes. The exception is the youth.

Whether there is a downward trend overall in the amount of trust is difficult to say. The average person and the news will tell you that the amount of trust in all aspects is degrading, but many sources conclude differently. Neither the trust in the institutions, nor the trust in other people is degrading (Schmeets, 2013; 2017). So the question remains whether this feeling of a downward trend influences the way people act.

It is important to note that these are averages and that there are differences between groups. Some groups might show a downward trend in overall trust. The latter will later be discussed.

There will always be groups that trust and groups that do not trust. Besides, trust seems something cyclical. Therefore, a lack of trust

from time to time is unavoidable (Meer, 2021). However, this does not imply that we, as a society, should not strive to keep this level of trust as high as possible (Meer, 2021):

“A less trusted governance is at risk(due to its loss of moral authority) for less cooperation from its citizens. This cooperation by the society is vital for the organisation of the public good”.

Giving people access to more direct forms of democracy could prove to be a vital element in rebalancing the relation between citizens and the government.

How Rotterdam will develop in the years to come will partly depend on the amount of trust/resistance in the society. Rebuilding and maintaining the trust relationship between the citizen and the municipality should probably be priorities for both sides.

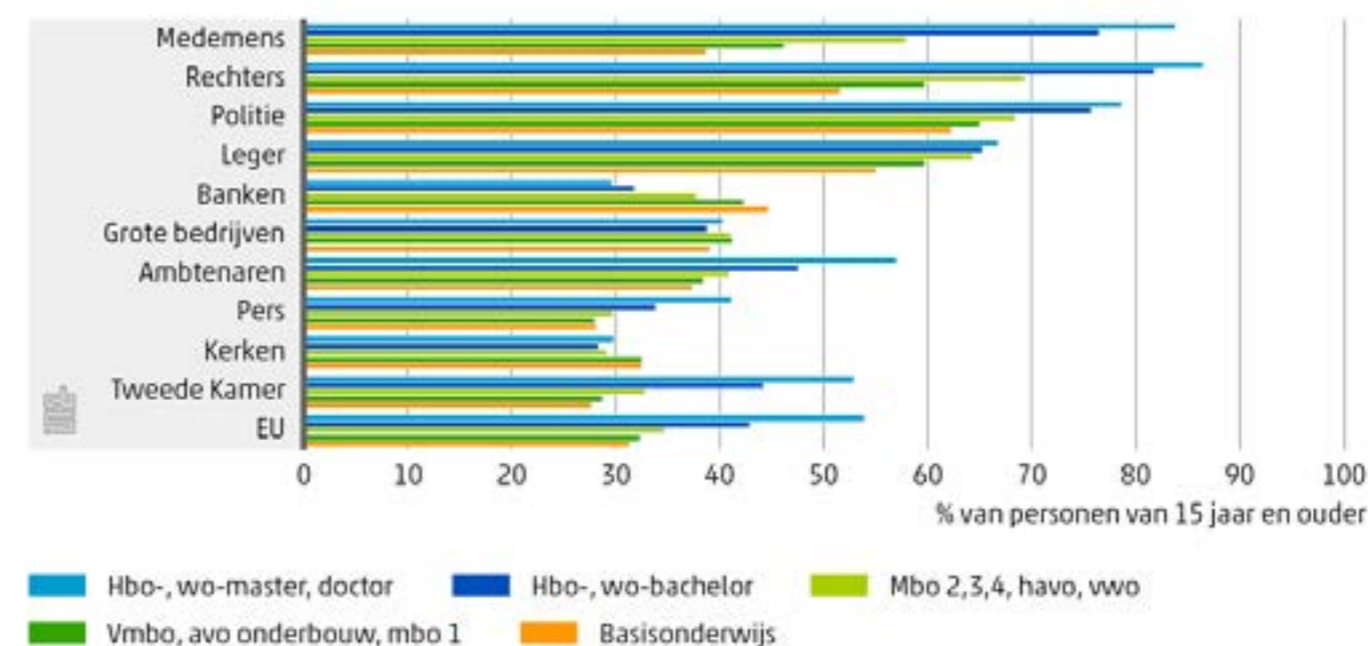


Figure 6: Trust categorised by level of education (CBS, 2018)

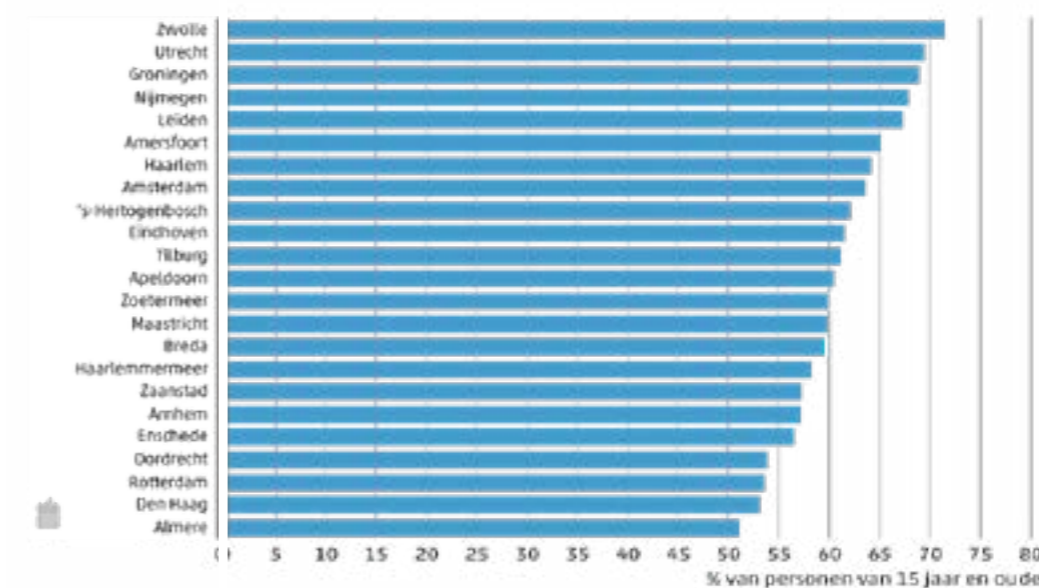


Figure 7: Trust in other humans categorised per city (CBS, 2018)

3 Problem definition

3.1 Problem statement

3.2 Research aim and objectives

3.3 Knowledge gap

3.4 Research questions

3.1 Problem statement

In this research, three main problems in participation will be addressed: Exclusion in participation, the quality of the environment and the distrust that stakeholders have in one another.

Exclusion in participation

Currently, one of the main problems in citizen participation in urban development is the divide between the group that wants to participate and the group that does not... Mostly higher educated, religious, older and native people participate. The majority are not. The people that participate happen always to be the same group - the so-called participation paradox (Nieuwenhuijzen & Steur, 2005). More commonly known as the participation of the usual suspects. It means that most people participate very little, and very few participate a lot. Partly, the participation paradox might not be a problem, but overall it is. To understand why this divide is a problem, one must ask why people are not participating.

There are several barriers in the current participation culture for a part of the non-participating group. This part consists of people who lack skill, competence, money, social capital and knowledge (Keygnaert, 2005, p. 10-12) and are known as the vulnerable group. Some of these characteristics of someone can be addressed in a way that participation becomes more accessible. Other characteristics are more difficult to address, which is problematic (Wetenschappelijke Raad voor het Regeringsbeleid [WRR], 2005, p. 162-163). It entails people with a low SES, immigrant citizens, mentally vulnerable, elderly, physically disabled, healthcare avoiders, lonely people and the chronically ill (Loyens & Walle, 2006, p. 10). It has resulted into participation processes that are mainly attended by people already well-known with management processes and with the right skills.

The vulnerable group is vulnerable in many domains, and each domain has the task of overcoming barriers for this group if we, as a country, want to be inclusive and give people

equal chances in life. The design of public space can make it easier or more difficult for this group to function well in our society (Backx & Doosje 2014). The fact that they, due to various reasons, do rarely participate in urban design hinders the chance that their needs and wishes are not translated into the design of the built environment. In this way, the barriers in other domains will also become bigger, weakening this group's and people's resilience.

A part of the vulnerable group already lives in social housing, of which it is not theirs to decide which apartment they want. It is a group that cannot decide where to live and at the same time is not, and often does not feel, capable enough to participate in projects that change their direct environment. It is also a group that struggles to get around and does not have the energy or motivation to spend their free time in meetings about a public square (Milikowski, 2021). Therefore, it is not surprising that this group probably does not have much intrinsic motivation to participate.

Their house and direct environment are a given, not an expression of identity. They focus on things they control, have a connection to or improve their situation in this society. It is a group that is more connected to family and friends, especially with our currently retreating government (Milikowski, 2021). One starts to understand how difficult it must be to be resilient toward the broken cohesion due to gentrification in these so-called "deprived areas".

The quality of the environment

Part of citizen participation is the environment that the government creates and the recruitment of people in participation—so-called "government participation". If the government, or municipality, does this right, many people will know about participatory processes and have access to it. People also need to get the feeling that they have the necessary political support to change something (Gurtner-Zimmerman, 1996).

One of the main drivers of the participation society has been saving money. The financing

of the government in different domains has been stopped (Vrieling & Verhoeven, 2011). The government is retreating. People need to become more self-sufficient. The idea has been that public initiatives and participation would fill these holes. However, successful participation can never be reached without a strong government commitment (Beierle & Konisky, 2000). This is especially the case for the vulnerable group.

Part of that environment is also the recruitment of participants. Every project is different, and each time the principal needs to see how citizens can be integrated. There are currently no rules on how citizens should be involved. This has led to the situation that some see participation as a box that needs to be checked. In such a case, the quality of the process will remain low, and they do not try to engage people.

My personal experience is that you often need to be actively involved and connected to the right channels in the city to know about participatory processes. For example, the consultation evening about the development of Pompenburg, one of the most significant developments of Rotterdam at the moment, has not been able to reach me. Whereas I live 50 meters away from the project, I have been a far above average active citizen, and I was researching citizen participation in Rotterdam.

The quality of the process

There are a few pillars to successful participation (Beierle & Konisky, 2000):
1) the quality of the deliberative process
2) the quality of communication with government
3) the commitment of the lead agency
4) the degree to which jurisdiction over the process was shared

If people fail to meet these criteria, there is a risk that participation starts to be connected to bad experiences and memories. The result is that people stop participating and distrust more (Hanson, 2018).

As we have seen in chapter 2.6, the group with a lower SES and education is already lower

in trust towards others and the government. At the same, this group is also already challenging to get involved due to various other reasons. These people can distrust the government and people's intentions even more due to low-quality processes. There are many examples of times this has been the case (Milikowski, 2021). To give a few examples of poor quality in processes:

- A monologue, instead of dialogue: a focus on technical information, but participants have little opportunity for feedback about their concerns. The decision is often already made, and the participation is a formality (Window dressing)
- An evening for public comments on a project, but participants never see any feedback on their input. They feel unheard, even if something has been done with the input.
- Not being clear about expectations, people roles and influence.

What the overall quality is currently of the participation processes in, for example Rotterdam, is difficult to tell. But since the complaints seem to be omnipresent in every conversation about this topic, does it seem safe to say much can be gained when the quality would be improved.

Distrust by the different stakeholders

Not only citizens can distrust participatory processes after a bad experience. The principals can be distrusting as well. This will mainly be a distrust in citizens' value and quality of input. An often heard comment is that politicians (in this regard, it also applies to planners, architects and urbanists) are alienated from the ordinary citizen. The "top" rarely walks in neighbourhoods and talks informally to the people they plan and design for.

Distrust seems to be a barrier stopping the participation society from blossoming. It is likely the reason why co-production and co-decision are not the norm. In most cases, participation remains a monologue instead of the wanted dialogue. Planners and public actors have a vital role in facilitating more

3.2 Research aim

The aim is to reflect on the connection between citizens and politicians, planners and designers. More direct influence in people's direct environment is a wanted and beneficial development, and this research aims to see to what extent this can be realised. This will be done by inventarising what is already done, after which experiments and case studies will come to possible suggestions for planning frameworks.

3.3 Knowledge gap

This thesis aims to extend the knowledge on civil participation in urban development in relation to exclusion, distrust and embedded quality. The goal is to set up different experiments, identify existing good practices and research how new ways of participation can potentially play a role in overcoming these problems. Whereas most research in this domain and topic looks through a politician, planner and designer lens, will this research include a sociological and psychological lens.

influential forms of citizen participation (Pestoff, 2014). Building relations with citizens via more personal and informal contact can significantly change this.

3.4 Research questions

Main research question: How can Rotterdam facilitate and structure civil participation in the build environment in an inclusive, supportive, human oriented and meaningful way?

SRQ 1 - What is and what isn't being done successfully in the current situation regarding participation in urban development in Rotterdam?

1. The historical and current approach towards urban participatory processes in Rotterdam
2. Which NGO's, organisation and initiatives are currently existing that are occupied with citizen participation?
3. Firms: Urbanism, architecture and developers.

SRQ 2 - What can Rotterdam do to overcome segregation in participatory processes, while at the same time build trust and strengthen cohesion among stakeholders?

1. Exclusion, distrust and segregation
2. A personal approach
3. Role models
4. The quality of process
5. Tactical urbanism
6. The potential of digital participation

SRQ 3 - In which ways can Rotterdam implement missing elements within the current planning framework?

1. Active support and human-orientation
2. Inclusion
3. Digital participation

4 Methodology

4.1 conceptual framework

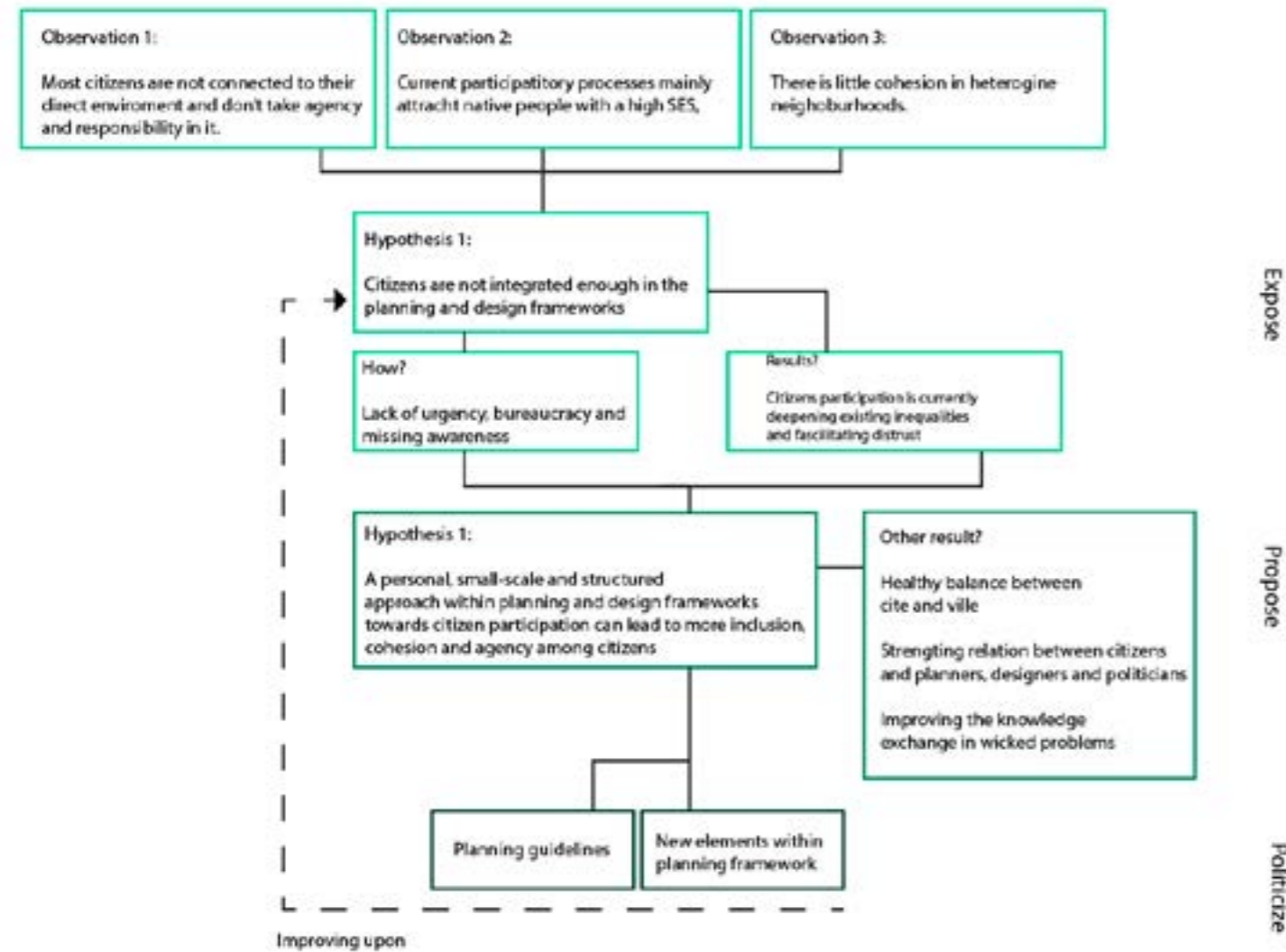
4.2 research approach

4.3 research structure

4.4 methods & techniques

4.1 Conceptual framework

Figure 8 shows the conceptual framework of this research. Three observations have led to an hypothesis, which exposes the main problem of this research. The propose part shows the bases for the design and expected results. The final part entails the politicizing of the outcomes in the planning frameworks.



4.1 Research approach

The bars below show the position towards applied vs fundamental, deductive vs abductive and analytical vs explorative. Each position will shortly be explained.

The research is based upon fundamental research about Inequality, distrust and participation processes. The research will also embed itself in this context, but the method towards it applied. The experiment will generate new solutions that will be used as input.

Applied Fundamental

Again, the research starts with a theoretical underpinning, but uses an experiment to get to new data. The outcome will not lead to a clearly defined answer, but is rather a part of an answer. This is opposing a deductive method, in which a more clear theory or answer can be formulated.

Deductive Abductive

The research is a good mix between analysis and exploration. Different case-studies will be used as input, as well as already conducted research on the topic. The explorative part of this studies entails the experiment and the testing of the digital participation tool.

Analytical Explorative

4.3 Research structure

4.4 Methods and techniques

RQs	Parts	Purpose	Method	Outcomes	Method	Technique	Intended outcome		
1,2	Analysis	Understand the development of citizen participation in Rotterdam	Historical review Literature review Stakeholder analysis Case-study analysis Fieldwork	Synthesis Participation in Rotterdam Participatory processes participation and scales	Historical review	Read books and research, interview	Written context description & Historical timeline		
		Identify current participation processes in Rotterdam				Literature review		Read and take position	Written context description & Structure Diagram
		Understand participatory processes, the different approaches and the current backlashes				Stakeholder analysis		Spatial mapping Power-interest chart	Overview of stakeholders & Map of initiatives
		Understand citizen participation in different scales				Fieldwork		Interviews, photos, observing, collaborating	Input for framework, transcriptions, visualisations
		Identify good practice examples				Case-study analysis		Interviews and read	Input for framework, transcriptions,
		Identify possible methods and tools				Surveys		Interviews and digital questionnaire	Input for citizen's voice & data
		Conclude on the found overview				Strategic planning		Planning framework	Planning framework Spatial framework Stakeholder framework
2,3	Experiment	Conduct an experiment to understand the potential of a personal approach	Fieldwork Surveys Experiment based design	Pilot project Perception of users Results on the process Results on the citizen's voice Result of personal approach	Experiment based design	Design by doing, observing, altering	Input for framework		
		Conduct an experiment to understand the potential of digital participation				Evaluation		Reflect on potentials, outcomes and further research	Evaluation
3	Implementation	Show the benefits of new approach and the reason its innovative	Strategic-planning	Scaling strategy Planning recommendations					
	Framing and formalizing the found potentials for Rotterdam.								
	Reflect on financial implications								
3	Reflection	Reflect on the results	Evaluation						

5 Reflection

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

My project reflects upon the relationship between urbanists and the citizen. Urbanism is a constantly evolving field, and public participation is a wave that the field needs to relate to. This research aims at extending the knowledge on public participation, therefore, deepening the understanding of the integration of public participation in the field of urbanism.

As for the master, the number of wicked and complex problems in every domain is growing. Design research has a lot of potential to contribute to solving these problems. In this case, will an experiment, where design plays a significant role, be used to go about some of the wicked problems existing in our cities. E.g. the missing cohesion in heterogeneous neighbourhoods, spatial segregation by socioeconomic status and the distrust in experts.

2. What is the relation between research and design in your graduation project?

Initial research on the topic has given input for the experiment's set-up. This has been input on the most recurring problems, cohesion, societal and neighbourhood problems, and the essential elements for good processes. The experiment will give input for the research, but the ongoing research also input for the experiment—an iterative process. The experiment will be the bases for the recommendations and iterations in the design framework.

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

The real world is full of unexpected barriers. Thinking and writing about a topic will never let you conflict with reality. Especially in a topic like civil participation, you have to conflict with unforeseen barriers to realise where to go next. You have two options in facing reality; either you implement new ways of working straight away or start with some pilot projects. I'm personally a big fan of experiments since the complexity of implementation is much lower and, therefore, the implementation time. Consequently, I think the experiment can become a precious asset in this research.

For me, the current approach is a good starting point. I expect that new elements will come in which will finetune the quality of the output. I also hope that I can do more than 1 experiment. It could extend the understanding if it proves feasible in the given time. The methods used; fieldwork, case studies, literature review, and experimental design, are the best ways I could think of to research the current situation and reflect on new ways of doing.

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

Scientific and professional relevance: There is little research on the implications of the current exclusion in civil participation in urban development. Possible solutions are, therefore, also missing at this point. The research aims to extend knowledge considering these matters.

Since the topic and research are highly connected to real-world practice, this research is directly relevant to the professional world.

Societal relevance: We are shifting towards a participation society, but as a society, we still need to reflect on the required support from the government. This has led to more inequality of opportunity in different domains. By including the excluded in urban development, will these people be able to extend their social capital. Therefore, improving their chances in this society.

Ethical aspects: By focussing on inequalities in our cities and hope to avoid most ethical dilemmas. The one ethical question remaining is whether civil participation is of value. In the end, I'm not sure either if this is the way to go. Maybe it is indeed better to let people do what they do best. In justifying what I do, I think of it as an experiment as well (the participation society). We have to see what it implies and to what extent it creates value for anyone.

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

This research will create an overview of the current situation in Rotterdam; the current possibilities for participation, existing (slightly invisible) initiatives in the city, and the spirit and support towards the topic. This way, it gives insight into the city's functioning, which can be useful for various topics. The results of the experiment can be used as a basis for more (improved) experiments.

6. How do you assess the value for the municipality?

In the end, it is not much one person can do in a year. Understanding different aspects of the city and its planning culture takes time. And even if I can make a solid case for change or further experiment, will I still need to convince some lead figures in the municipality. The first interviews with people from the municipality already showed some signs of rigidity. The latter is not surprising, knowing that some have been doing this work for 30 years. Conclusion; I think it's valuable, but I also think it's only the potential start of something new.

7. How do you reflect on your progress so far?

Overall, I think I'm doing okay. A lot of time went into finding an appropriate street and talking to everyone. It was essential to find a group willing to participate in my experiment. This has also led me meet many people that could potentially help me in executing the experiment. In doing so, I started my design already in this first phase, which had implications for the amount of time left for the theoretical framework.

The progress in the theoretical research had not the kick start I was hoping for, but in the end, I managed to find a decent collection that enabled me to write the report. However, I think that I need and want to extend the theoretical basis further. This will be done towards the P3.

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Again, this aspect is connect to priorities. This research focusses on participation in urban development, but the participation society asks from citizens to participate in many way. People need to work longer and longer, take informal care for their mother and father, (re) educate themselves (e.g.). If you want these people to care and participate about their living enviroment, then they should be given time to care about it. Unless the government introduces some form of basic income, this will remain a problem.

Heteroginous neighbourhood are already poorly connected socially and participation is broadening this divide.

E

Verba et al. (1995) makes three categories in the non-participating group; people that can't, people that don't want to and the people that nobody asked. Which is translated into: recources, recruitment, and engagement. These three categories will be used to walk trough the three main problems in participatory processes.

On a more human level, participation will lead to an overall increase in people's experienced level of happiness (Hoff et al., 2021; Den Ridder et al., 2020). Being part of something, being seen, being heard makes for a better connection with one's inner self. This is also connected to the cohesion that participation leads to. The latter will be discussed later in this research.

Schattenberg (vlg. De Paus, 1998) concludes in his research about the connection between citizens with a migration background and participation, that minorities are generally easier satisfied with their direct living environment

Menno van der veen

10 Participatienormen	
1. RECHTDOEN AAN VERWACHTINGEN	<ul style="list-style-type: none"> Zijn er eerder verwachtingen gecreëerd bij de (beoogde) deelnemers die een rol spelen? Zijn teleurstellingen uit het verleden van invloed op hun houding?
2. AANSLUITEN OP DE LOKALE CULTUUR	<ul style="list-style-type: none"> Past het participatietraject bij de sfeer en de gewoonten van de (beoogde) deelnemers?
3. EVENWICHTIGE PLANNING	<ul style="list-style-type: none"> Houdt de planning voldoende rekening met de (beoogde) deelnemers?
4. VERDELEN EN BESCHIKBAAR STELLEN VAN MIDDELEN	<ul style="list-style-type: none"> Hebben de (beoogde) deelnemers voldoende middelen tot hun beschikking om mee te kunnen doen?
5. ROLINTEGRITEIT	<ul style="list-style-type: none"> Zijn er rollen van (beoogde) deelnemers die met elkaar conflicteren? Voelen de (beoogde) deelnemers zich thuis in hun rollen?
6. FLEXIBILITEIT	<ul style="list-style-type: none"> Biedt het participatietraject ruimte om op verschillende manieren tot een einddoel te komen? Kunnen (beoogde) deelnemers het op hun eigen manier invullen
7. WEDERKERIGHEID	<ul style="list-style-type: none"> Wat verwachten de initiatiefnemers van de (beoogde) deelnemers? Hoe worden hun inspanningen beloond/ erkend?
8. CREËREN EN INPERKEN VAN INVLOED	<ul style="list-style-type: none"> Creëert het plan beslismacht voor de (beoogde) deelnemers of kent het op een andere manier invloed toe?
9. PROJECT SOLIDARITEIT	<ul style="list-style-type: none"> Hoe creëert het proces een gevoel van eigenaarschap/ solidariteit voor de (beoogde) deelnemers. Hoe wordt het hun project?
10. VOORTDURENDE INSTEMMING	<ul style="list-style-type: none"> Is het voor de (beoogde) deelnemers helder waar zij uiteindelijk 'ja' tegen kunnen zeggen? Werkt het proces toe naar een eindmoment, biedt het ruimte om vaker ja/nee te zeggen (open einde)?

One could argue that everyone in our society participating is a utopia. Therefore, we should be thankful for every person participating, since it's mostly someone's generosity and willingness that made them participate. Besides, most participants are trying to give back to the world around them. It's not a group who is likely to act selfish. Plus, this is the group that truly wants to actively participate. Are people that you have to convince in some way, sustainable and active participants? Concluding; this is the group of people that participates out of an intrinsic motivation, who are likely to think about the people around them.

Cohesion and heterogeneity of neighbourhoods & Segregation

SHOULD BE IN THE INTRO

1.1 Aanleiding

De naderende Omgevingswet biedt nieuwe kansen voor gemeenten. Een van deze kansen is het betrekken van kwetsbare burgers binnen het fysieke domein. Met de Omgevingswet bundelt de overheid de regels voor ruimtelijke ontwikkeling. Het kabinet maakt het omgevingsrecht eenvoudiger en voegt alle regelingen samen in één Omgevingswet (Rijksoverheid, 2017). Het beoogde resultaat van deze bundeling is: minder en overzichtelijke regels, meer ruimte voor initiatieven, lokaal maatwerk en vertrouwen. Daarbij geldt het principe 'ja, mits' in plaats van 'nee, tenzij' (Aan de slag met de Omgevingswet, 2017). Een cruciaal punt binnen de Omgevingswet is dat gemeenten verplicht zijn om inwoners te betrekken bij ruimtelijke plannen en projecten. Dit houdt in dat burgerparticipatie verplicht is binnen de Omgevingswet (Loketgezondleven, 2016.). Omdat burgerparticipatie een veelzijdig begrip is wordt in dit onderzoek aangesloten bij de definitie van burgerparticipatie zoals beschreven in de Omgevingswet: 'Het in een vroegtijdig stadium betrekken van belanghebbenden (burgers, bedrijven, maatschappelijke organisaties en andere overheden) bij het proces van de besluitvorming over een project, plan of activiteit in het fysieke domein (Rijksoverheid, 2013, p.389). In de wet staat niet omschreven hoe de participatie moet plaatsvinden, omdat participatie wordt gezien als maatwerk.

