

Stakeholder Management

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Topic 1: Introduction Stakeholder Management

Learning outcomes:

- To distinguish between different actors, including stakeholders, and to describe their roles in planning and decision-making;
- To describe and distinguish between different reasons for stakeholder participation;
- To distinguish participation and collaboration
- To recognize the basic building blocks of collaboration
- To recognize the basic components of the IAD framework

Study materials

- Section 1.1 and 1.3 in Coenen ([2009](#)); Section 3.2 and 3.3 in Krywkow ([2009](#)); Section 1 and 2 in Warbroek et al. ([2023](#))
- Lecture slides

1.1 | Distinguishing different actors (and stakeholders) and the description of their role in planning and decision-making

Actors in area development

Can be similar to object development (small version of area development) but there are multiple actors involved because:

- There exists a fragmentation of knowledge, resources and interests but this creates mutual dependencies

What makes area development complex?

1. Each actor has own interests/objectives
2. Each actor has its own perception of a situation.

Why stakeholder management?

- Stakeholder management helps to navigate overlapping/clashing interests, knowledge and resource fragmentation.
- Stakeholder management is active within the area development (the switch between outdated area to desired area).

Stakeholder participation

Design processes can be:

1. *Expert-driven or analytical process*: decisions are primarily based on rational analysis;
 - a. experts define the challenge, provide knowledge, and prepare solutions.
 - b. There are strict procedures and steps;
 - c. Societal stakeholders are informed or consulted
2. *Communicative, interactive or participatory process*: Focus on stakeholders needs and mutual learning;
 - a. experts facilitate and support an interactive process;
 - b. societal stakeholders advise, co-produce or co-decide > open-ended process

Actor or stakeholder?

Actor

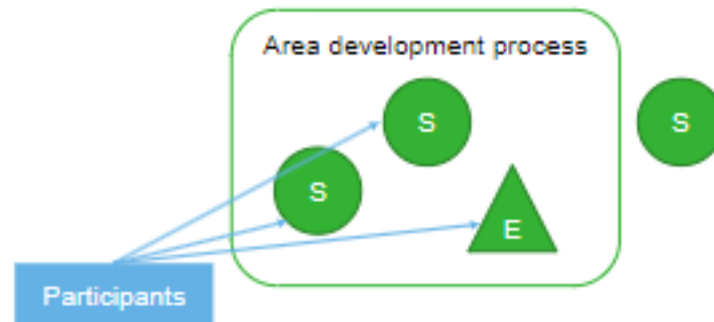
- A social entity, an individual, or an organization which is able to act on or exert an influence on a decision

Stakeholder

- Any person, group or organization with an interest or “stake” in an issue, either because they will be affected or because they have some influence on its outcome
- Can be quite diverse; individual, collective, spokespersons, unions, etc.
- Stakeholder **can be an actor**
 - Stakeholders which are not an actor are: the public, or a group of citizens
 - A stakeholder does not have to be an actor or participant.

Participant

- Not all participants are a stakeholder
- But overall, participants can be either stakeholder, actors, or experts.
- There are different types of participants in an interaction process:
 - Those who affect a decision or action (active participants);
 - Responsible authorities (e.g., governments)
 - Experts (usually employed by authorities)
 - Those who are affected by a decision or action (passive participants);
 - Public (individuals and groups with a general or particular interest)
 - Stakeholders such as NGOs, landowners, companies, etc.



Do not confuse participation of stakeholders with participants!

Public participation: a broad range of interactions between government and civil society to design, implement and evaluate policies

Stakeholder participation is much more specific and therefore differ with the public because they:

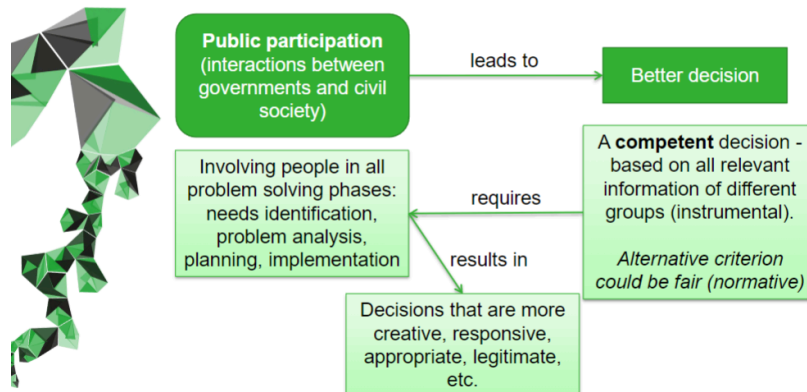
- Have goals that relate to project goals
- Have an interest in achieving these goals in project timeframe
- Have knowledge about the project plans
- Have some degree of organization

1.2 | Description of and distinguishing different reasons for stakeholder participation

True participation

- Due to participation, there exists a redistribution of power and forms a part of a shift towards ‘polycentric’ governance (multi-actor setting)
- A participatory process means that experts (e.g. planners, ecologists, engineers) interact with lay people (non-experts, people with an interest) throughout a planning process with the aim of including the perspectives and views of these lay people to support a decision making process.
 - Participation is not voting or lobbying

PUBLIC PARTICIPATION ACCORDING TO COENEN (2009)



Pros and cons of participation:

- Pros:
 - Substantive quality of decisions
 - Quality of analysis
 - Project will receive public support
- Cons:
 - A level of conflict might occur
 - From government perspective:
 - Causes time delays
 - A bias towards vested interests is created
 - Lack of knowledge/expertise of the public distorts the 'real' view of the civil society
 - From civil society's perspective:
 - There are costs such as time investment
 - It is difficult to protect own interests
 - Input is non-representative

Why participate (normative; what is right?):

- It shows the functioning of a democracy
- It supports emancipation, particularly for certain groups
- It empowers people and supports learning about societal problems
- It creates shared responsibilities and legitimacy of decisions

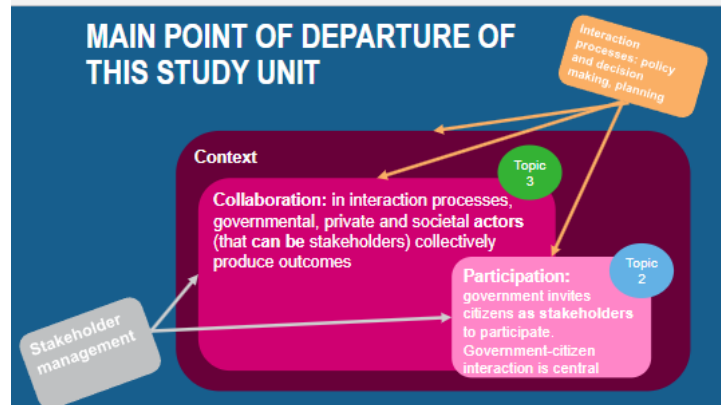
If people have no formal expertise and/or decision-making authority, why include them?

Participation will:

- Increase legitimacy (here: about conforming to laws/rules) and reduce conflicts, which means a higher potential for action and implementation
- Contribute to the quality of decisions because there is a better access to information → meaning that there can be improved assessment of alternatives and allows room for more creativity
- Facilitate social learning by raising awareness and changing behavior, which means higher potential for achieving desired impacts

1.3 | Distinguishing participation and collaboration

Collaboration (regarding this course) knows a different point of perspective than participation. **However, they overlap (see slide 44 of lecture 1)!** After all, stakeholders participate in collaborative processes. Still, regarding this course, when talking about collaboration, it is more meant as the collaboration between different actors. In this course, participation is more about the inclusion of citizens by the government.



In practice, professionals refer to collaboration if it is about professional stakeholders (and often actors) and participation when it is about citizens.

1.4 | Recognizing basic building blocks of collaboration

Collaboration (building blocks of...)

According to Ansell & Gash, 2007: *A governing arrangement (decision- or policy making process) where (1) one or more public agencies (2) directly engage (3) non-state stakeholders in a (4) collective decision-making process that is formal, (5) consensus-oriented, and deliberative (with careful consideration and discussion) and that (6) aims to make or implement public policy or manage public programs or assets.*

1. A governing arrangement: The interaction process is initiated by public actors as they have the authoritative responsibility
2. Public agencies → Societal stakeholders are involved in the process
3. Directly engage: They are not just informed/consulted but they have an influence over the outcome.
4. Formal collective decision-making process: There is **no** lobbying, but rather a formal organization and structure of the interaction process.
5. Consensus-oriented: Consensus is not necessary, but deliberation is
6. Aiming to make/implement public policy or manage programs/assets: the interaction process is about a public problem

Integrated approaches require a great deal of interaction between actors

Why collaborate?

Next to the fact that challenges in the built environment demand a collaborative, integrative approach, collaboration between actors should also be understood as the shift from government-oriented approach (top-down policy) towards polycentric governance processes (involves interdependent actors that collectively engage in policies). For this learning outcome, you need to be able to recognize the basic building blocks in a practical case.

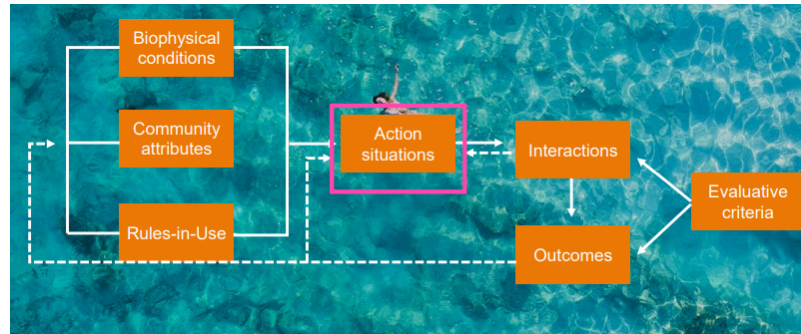
1.5 | Recognizing basic components of the IAD-framework

There exist many applications of the Institutional Analysis and Development (IAD) framework (which is an integrative approach to interconnected societal challenges in urban and rural areas), such as in energy transition and urban water management.

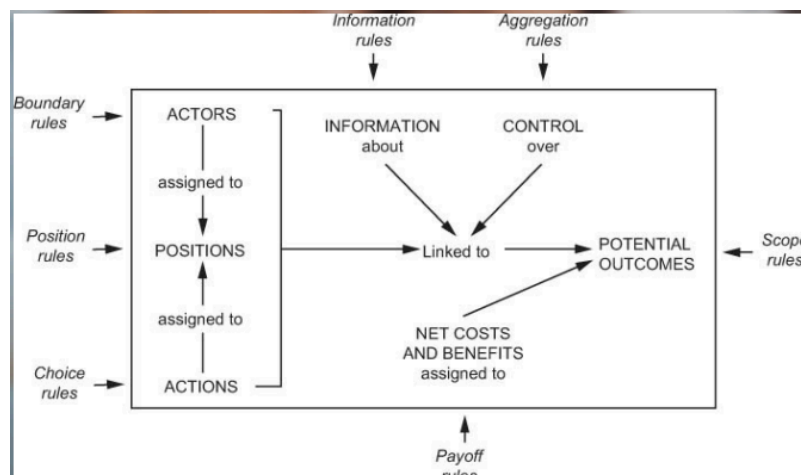
- The IAD-framework helps to analyze and design collaboration between actors.

More of this in topic 3!

IAD-framework



Participation rules in an action situation



- Position rules:
 - Prescribe positions of actors (citizen, expert, neighborhood rep.)
 - Welke rol kunnen stakeholders nemen in het planvormingsproces?
- Boundary rules:
 - Prescribe how actors can participate in an action situation ('wie kan er participeren?')
- Choice rules:
 - Prescribe what actions each actor should or is allowed to take
- Information rules:
 - Prescribe which information is available to each position holder, and how information is shared.
- Payoff rules:
 - Prescribe how costs and benefits of the outcome are distributed
- Aggregation rules:
 - Prescribe how decisions are made (majority? authority? unanimity?)
- Scope rules:
 - Prescribe the possible content outcome of an action situation, and the status of the outcome of the action situation in relation to the entire process.

1.6 | Sample question

As stakeholder manager you decide to classify the same nature organization in two road widening projects as follows: stakeholder in project 1 and expert in project 2. Explain a) the difference between both roles; and b) provide two possible differences between the scope of both projects (8 points).

- a. An expert is a participant of an area development process in every case. However, stakeholders do not always have to be a participant, as they might not be included in the process. Next to that, if the nature organization is included as a stakeholder, they have a more passive role and are more affected by the decision, whereas if they pose as experts (who are employed by authorities), they would have a more active role meaning that they are merely affecting the decision (instead of being affected).
- b. Two possible differences might be for example that in project 1, regarding the nature organization, the focus would likely be more at engaging with the nature organization (such as meetings, gathering feedback, addressing concerns, and possibly negotiating agreements) to ensure that their interests are considered in the project. However, in project 2, where the nature organization functions as an expert, the focus would lie more in utilizing the organization's knowledge. The organization could be consulted for advice, feasibility studies or environmental assessments.

Another difference in the scope of the projects might lie in the level of influence. In project 1, the organization has most likely (almost) no authority to decision-making, and the project owner might decide to not include the organization's concerns.

However, in project 2, the nature organization would have more influence because of their role as an expert. Their analyses, assessments and final recommendations will most likely be the base of the decision which will be made.

Topic 2: Participation levels, goals and methods

Learning outcomes

- To distinguish between different levels of participation and to explain what kind of participation they involve.
- To select participation methods that can be used to achieve a certain participation objective.

Study materials

- Section 1.5 in Coenen (2009) and sections 3.4, 3.5 and 3.6 in Krywkow (2009)
- Lecture slides

2.1 | Distinguishing different levels of participation and explaining what kind of participation they involve

There are multiple levels of participation, which are:

1. Social learning (few people per intervention / high level of engagement)
 - a. Possible goal:
 - i. Useful when tackling complex problems
 - ii. Empowerment
 - b. May be seen as a process to collectively examine, analyze and modify individual beliefs of all involved social entities with the aim of achieving planning goals with the greatest level of approval among the participants, and the results of this process should dominate the decision.
 - c. Imply intensive activities which result in changing behavior of those involved.
2. Active involvement
 - a. Possible goal:
 - i. Co-financing
 - ii. Long-term use and maintenance
 - iii. Win-win plans
 - b. Is the active cooperation of lay people (non-experts/professionals) in a planning process (this may involve data collection, monitoring, system identification, plan design, voluntary work, implementation and maintenance).
 - c. Hence, members of the public or stakeholders consciously and voluntarily choose for an active role in the design or implementation of project goals.
 - i. This is not necessarily part of a social learning process, but can certainly contribute to such a process.
3. Consultation
 - a. Possible goal:
 - i. Knowledge
 - ii. Information
 - b. A two-way process where planners introduce the public or stakeholders to the problems at stake as well as to proposed measures to solve these problems. At the same time, a response from stakeholders is expected, and should be processed with the help of appropriate participatory methods.
 - c. This process enables planners to elicit both local knowledge as well as problem analysis.
 - i. Consultation must be distinguished from active involvement since lay people are strictly speaking not yet involved in the policy process and related activities. Only knowledge and opinions are exchanged that may impact policy processes in the form of active involvement or social learning in a later stage of the process.
4. Information provision (many people per intervention / low level of engagement)

- a. Possible goal:
 - i. Public awareness raising
- b. A one-way communication process: planners provide info for the public or stakeholders (such as maps, brochures, flyers, etc.).
- c. It is a one-way process, because there is no sort of interaction among the social entities.
 - i. However, it is an essential part of the participatory process and directly contributes to the transparency of the process.

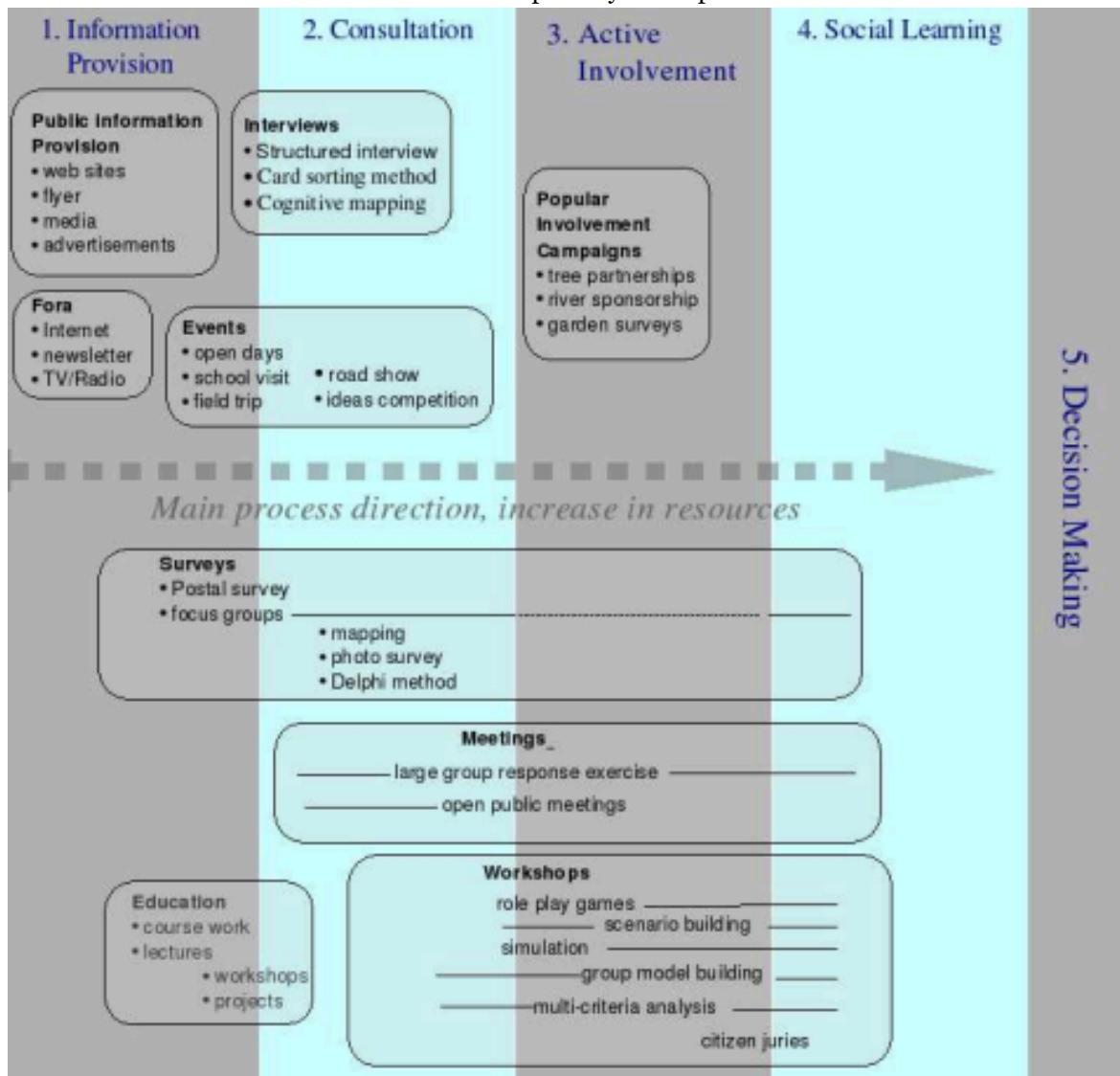


Figure above: levels & classes of participation (→ increasing level of interactions).

Arnstein's Ladder of Citizen Participation (table 3.2 on PDF's page 71; Krywkok, 2009) is the base of the levels of participation. There, with increasing steps on the ladder, the power of citizens increases. In this model, the ideal is to strive for citizen power.
(not specifically relevant, but using this is also allowed)

Citizen control	Citizen power
Delegated power	
Partnership	
Placation	Tokenism
Consultation	
Informing	
Therapy	Non-participation
Manipulation	

More methods can be found in Coenen (2009):

More on the next page...

Table 1.4 Participation methods used in this book and their characteristics

Type of participation	Who can participate and why?	What is the mechanism for processing the public's input?
Focus groups	Small group (5–12) – representative of the public	Open discussion on the general topic with little direction from the facilitator. Used to assess opinions and attitudes
Citizen advisory committees	Small group – selected by the sponsor	Sounding boards to measure community acceptance. Representation of major organised interests
Planning cells	Small group – selected by the sponsor	Randomly selected groups of citizens temporarily released from work to discuss certain issues in seminar form. Citizens are apprised of the situation and presented with certain alternatives
Citizen juries/citizen review panels	12–20 members of public – selected by stakeholder	Panel consisting of a randomly selected group of citizens studies a certain issue. Citizen juries are representative of the community at large
Regulatory negotiation	Small number – representatives of stakeholder groups	Representatives of various affected interests are brought together to agree on the content of regulations
Mediation	Representatives of stakeholder groups	Voluntary attempt by parties involved to resolve their dispute. Normally assisted by a mediator
Consensus conference	10–16 members – selected as representative of general public	A lay panel with an independent facilitator questions expert witnesses chosen by the stakeholder panel
Public hearings	Interested citizens	Loosely structured open forums where members of the public can listen to proposals and respond
Public surveys	Large samples – representative of the population	Questionnaires for obtaining a representative impression of public opinion
Referenda	Potentially all members of national or local population – should at least be a minimum proportion	Vote cast by population on issue. Outcome is binding

E-participation

- Another participation method which makes use of modern information and communication technologies.
 - This method makes participating more accessible for newer generations or people who do not have time/resources to join traditional participation methods.
 - Some eParticipation tools are already commonly used, however the range of tools and how to effectively implement them is unclear for stakeholder managers.
 - The effectiveness of methods can only be examined, when the applied method is related to the achievement of goals.
- **Is more a sort of a way of implementing methods instead of it being a method of its own.**

2.2 | Selecting participation methods that can be used to achieve a certain participation objective

What fits which goal?

	Public Information Provision	Education	Interviews	Surveys	Events	Popular Involvement Campaigns	Fora	Meetings	Workshops
Public awareness raising	✓	✓		✓	✓	✓	✓	✓	
Knowledge for decision-making		✓	✓	✓		✓	✓	✓	✓
Development of win-win plans			✓	✓			✓	✓	✓
Co-financing					✓	✓	✓	✓	✓
Long-term use and maintenance	✓	✓	✓	✓		✓	✓	✓	✓
Increased involvement	✓	✓			✓	✓	✓	✓	✓
Social learning						✓		✓	✓
Empowerment	✓	✓				✓		✓	✓
Satisfaction of stakeholders	✓				✓	✓	✓	✓	✓

The elaboration on the text in the columns can be found in the earlier [picture](#).

2.3 | Sample question

As part of efforts to adapt to climate change, the government is using public information campaigns to change the behavior of inhabitants. Use the levels of participation to explain why these efforts fail (5 points).

The use of those campaigns can be classified as the 'information provision' level of participation. This means that the goal is probably to raise awareness around the public.

However, the goal to change the behavior of inhabitants lies in a different level of participation namely; social learning.

These efforts will fail because the levels of participation are not the same. The information provision is a one-sided communication process where the planners only provide information for the public and while there are many people per intervention, there is a low level of engagement. On the other hand, the goal to change behavior does not require a lot of people per intervention, but does require a high level of engagement. Since this will not be the case with giving the public information, the efforts will fail.

Topic 3: Institutional design of collaboration and participation

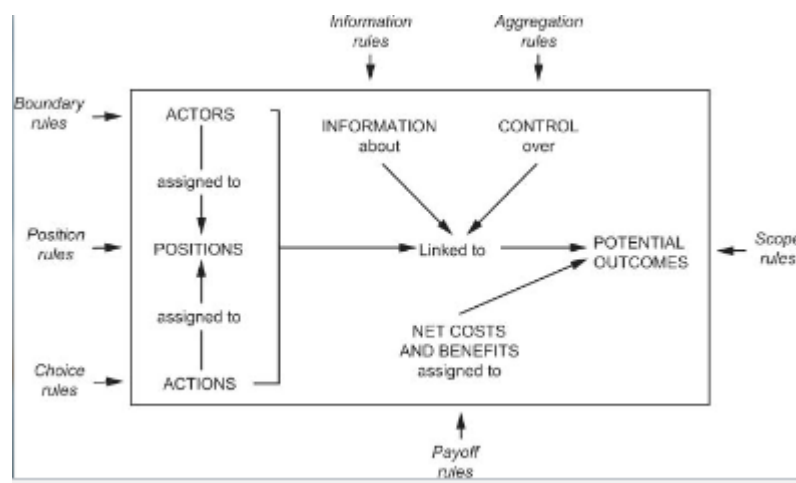
Learning outcomes

- Het gaat erom dat je regels kan herkennen uit praktische voorbeelden en zelf een idee kan vormen voor hoe regels eruit kunnen zien om een bepaalde uitkomst te behalen. In het vak gaat het dan vooral om een integrale uitkomst ten opzichte van meer sectorale uitkomsten. De IAD regels geven weer hoe stakeholders precies betrokken zijn bij een besluitvormings- of planvormingsproces. De methodes uit Topic 2 geven een algemeen vertrekpunt (i.e. public information campaigns informeren burgers. Met IAD kan je specifiek benoemen dat burgers geen positie hebben in een planvormingsproces → burgers hebben geen positie in besluitvormingsproces en de boundary rule van het besluitvormingsproces is dus gesloten).

Study materials

- Section 1.4 in Coenen (2009)
- Warbroek et al. (2023)
- Lee et al. (2024) from “An institutional analysis of the second phase subway development in Seoul” all the way to the conclusion
- Neef et al. (2023) only “theory: rule directions”
- Lecture slides

3.1 | Discussing the role of IAD-rules and action situations in the context of integrated area development



3.2 | Analyzing integrative collaborative and participative processes using IAD-rules

PDF p. 9-10 from Coenen (2019).; *what limits and what enables information in public participation to lead to better decisions?*

Referring to the [IAD-framework in 1.5](#):

Action situation = a social space in which actors interact and make decisions. Examples are:

- A meeting to discuss the budget for the implementation of a heat grid.
- A meeting to formulate the ambitions for climate adaptation for Zwolle.

Action situations are influenced by 3 categories of external variables:

- I. Biophysical conditions:
 - A. The physical environment in which an action situation is situated
- II. Attributes of community:
 - A. Relevant aspects of the social and cultural context; for example, the Dutch 'polder culture' influences the way (Dutch) actors interact.
- III. Rules in use
 - A. Referring to the [participation rules of 1.5](#).

EXAMPLES

Contextual factor	Rule
20.000 houses to be built	scope rule: there will be a specific target for how many houses need to be built
Taking climate change, the water and soil systems as starting points	scope rule: whatever development is planned, project developers need to make sure that the plan takes the principles of the local water and soil system into account. Payoff rule: the proposed development cannot disadvantage the soil/water system.
Located in between two rivers	boundary rule: this requires the involvement of the water authority
Collaboration in Region of Zwolle	boundary rule: perhaps this means that other actors that are not directly stakeholders are involved
The new Environment and Planning act	position and boundary rule: citizens have a role in planning processes and could to participate in the action situation Choice rule: in area development plan making, municipality needs to involve citizens and show how they dealt with their input Information rule: information needs to be shared with citizens

Rules and action situations can be analyzed at three different levels which all interact with each other:

1. The collective choice level: involves groups of actors engaging in policy-making → governance
 - a. Rules and action situations (policies) on this level determine how decisions on the operational level are made.
 - b. The collective choice level output are the relevant policies and strategies that influence your area of development
2. The operational level: concerns individual actor day-to-day decision making -- management
 - a. Actors interact over projects and policy implementation
 - b. Operational level interaction processes are the planning and decision-making processes related to your area development project.
3. The constitutional level: revolves around actor groups setting rules on how decision-making ensues.
 - a. Rules on how other rules are made at the collective-choice level.
 - b. Not important for this module

Governance

Is a multi-actor interaction process between public and societal actors that shape public goals and the means (policies/rules) to achieve those goals.

⇒ Collective choice level

- Governance context influences your area of development and stakeholder management approaches

Management

Is applying policies and rules. Typically concerns organizations and operational level interaction processes, such as an area development project.

⇒ Operational level

- Stakeholder management is collaboration and participation

Rules may differ in action situations (stated after the number below). Critical questions for those rules would be:

1. Project proposal:
 - a. Is the public involved in the initial proposal phase?
2. Detailed planning and design:
 - a. How are decisions being made in the planning phase?
3. Implementation:
 - a. The envisioned outcome is different in the planning than in the implementation phase
 - b. Is actor X involved in the planning AND implementation phase?

These action situations and their output influence (the rules) of each other, which is why multi-level governance is called: Network of action situations:

- Any action situation that you analyze, sits in a wider network of action situations.
- The action situation(s) that is the most important to you is the 'focal' action situation
- The boundary of action situations are determined by the key tasks that take place in them (e.g., planning, area design, implementation)

Evaluating outcomes (which is done by decision-makers) of action situations will lead to new contexts. The different criteria for the evaluation are:

1. Efficiency in use of resources
2. Equity in distributional outcomes and processes
3. Legitimacy as seen by participants in decision processes
4. Degree of participation
 - a. More participation tends to positively influence legitimacy (see p. 3)
5. Accountability
 - a. Especially to direct uses of the resources
6. Fiscal equivalence = the extent to which the ones who benefit from a public good/service are expected to contribute towards its production.
7. Consistency with the moral values prevalent in that community
8. Adaptability, resilience, robustness or sustainability
 - a. In short: the capacity to sustain a shock, recover, and continue to function and, more generally; cope with change
 - b. *Robustness* is the most appropriate term for use as a performance criterion for human-designed systems.

3.3 | Formulating relevant IAD-rules for interaction processes to lead to an envisioned outcome (sectoral or integrative)

Can be a sectoral outcome or an integrative outcome (like in the project). A sectoral outcome has 1 intervention and most likely solves 1 problem, while integrative is looking at more problems and tries to cover them all with the least amount of interventions.

Position rules:

Which positions can be taken in the action situation?

- Is the position rule divergent?
 - → The rule allows for a diverse mix of responsibilities and resources. A diverse mix helps to achieve the task at hand.
 - *Local government project manager is responsible for planning the heat grid, and the energy supplier expert is responsible for technical design and implementation.*
- Is the position rule convergent?
 - → The rule pushes for a narrow mix of responsibilities and resources which helps to align interests. However, it might not be enough for the task at hand.

- *Local government project manager is in charge of making urban district X climate resilient.*

Boundary rule

- Is the boundary rule closed for entry and exit?
 - A closed rule helps to align interests, but could have consequences for the acceptance of outcome by actors/stakeholders that were not involved. A closed exit helps to build commitment.
 - *Only actors with a stake can enter the action situation and stay in the action situation until outcome is achieved, or;*
 - *Only public actors can enter the action situation*
- Is the boundary rule open for entry and exit?
 - An open rule welcomes a diversity of actors and allows actors to flexible exit of action situations. This allows actors to leave the action situation in case it is no longer in their interest.
 - *All stakeholders can enter/leave the situation as they desire*

Choice rules

- Is the choice rule rigid?
 - Actors follow procedures and processes as they are expected to, which builds legitimacy (more about this on p.1622 of Neef et al 2023.)
 - *Housing corporation only focuses on renovating their houses to achieve their own individual goal*
- Is the choice rule flexible?
 - Actors can change procedures and processes for the task at hand, which enhances the adaptivity capacity of actors.
 - *Planning procedure of road maintenance can be adjusted to accommodate climate adaptation measures*

Information rules

- Is the info rule restrictive?
 - Information sharing is restricted to prevent disruptions in the interaction process.
 - *The grid operator does not provide energy usage information on the user-level.*
 - *Maintenance and investment portfolio of housing corporations is not actively shared*
- Is the info facilitative?
 - Information sharing is open which promotes joint fact finding and helps actors to find the best solution alternatives
 - *Actors actively share info on their planning and investments for a certain area to explore win-win situations*

Aggregation rules

- Is the aggregation rule non-symmetric?
 - Actors have unequal influence over the decisions being made. For instance, the municipality has the highest word.
 - *The municipality decides if the area development plan is approved*
- Is the aggregation rule symmetric?
 - Actors have equal influence over the decisions being made. Actors accept the idea that they partially give up autonomy/accountability for the sake of the envisioned outcome.
 - *All involved stakeholders aim for consensus when approving the area development plan*

Payoff rules

How are the costs and benefits of the outcome distributed?

- Is the payoff rule distal?
 - Actors make use of more dispersed (spread) sources that aren't specifically earmarked (designating for a particular purpose).
 - *Because of the used subsidy, it's important to have a sound business case for the heat grid, measured by monetary costs and benefits*
- Is the payoff rule proximate?
 - Actors use earmarked budgets, which ensures effective budget spending and direct costs and benefits.
 - *Area development plans should take into account their impact on the water and soil system; whatever developments are proposed, the water retention capacity of the area should be enhanced.*

Scope rules

- Is the scope rule narrow?
 - The boundaries of the outcome are explicit; the number of outcomes are delineated and limited. Narrow scope rules foster commitment and alignment.
 - *500 houses connected into the heat grid in Oosterenk/Noorderkwartier/Windesheim*
- Is the scope rule broad?
 - The boundaries of the outcome are flexible, making them also less clear and precise. Broad scope rules could invite a broader range of actors and stimulate adaptiveness.

3.4 | Sample question

The Municipality of Enschede has the objective to make an urban area climate-resilient within 5 years. The municipality plans for a heat grid and green and blue infrastructure measures. You are asked to give advice to the municipality about how to organize the planning process. Describe the payoff and position rule and their direction for a) an integrative action situation and b) for a sectoral action situation and explain why the rules are suitable for the action situation in concern (10 points).

- a) For an integrative action situation:
 - i) The position rule for an integrative action situation would mean that the position rule would be divergent, meaning that the rule allows for a diverse mix of responsibilities and resources.
 - ii) The payoff rule for an integrative action situation is distal, meaning that actors make use of more dispersed sources which are not specifically designated for a particular purpose.
 - iii) In the action situation from an integrative approach, diverse responsibilities and resources from the divergent position rule which helps to achieve the task at hand. Moreover, given the long-term and multifaceted nature of the action situation, the distal payoff rule enables tapping into dispersed sources which is vital because of the need for a sound business case measured by costs and benefits.
- b) For a sectoral action situation:
 - i) The position rule for a sectoral action situation would mean that the position rule is convergent. This means a narrow mix of responsibilities and resources which helps to align interests.
 - ii) In a sectoral action situation, the payoff rule would be proximate meaning that actors use earmarked budgets (which ensures effective budget spending and direct costs and benefits).
 - iii) In the action situation from a sectoral approach, the convergent position rule helps for aligning interests. Moreover, with a proximate payoff rule, effective budget spending is ensured and there are direct costs and benefits.

Topic 4: Differentiating public values & identifying potential value conflicts

Learning outcomes

- To explain the concept of public value, various types and competing values in developing the built environment
- To identify various value categories and characteristics in the built environment
- To analyze potential competing values in relation to stakeholder interests

Study materials

- Complete article of Kuitert et al ([2018](#))
- Lecture slides

4.1 | Explaining the concept of public value, various types and competing values in developing the built environment

Public values

- Are a reflection of what society believes are important values in the production of certain products/services and whose provision is the responsibility of the government
 - → provides direction for governmental decision-making
- For a value to be called *public*, there needs to be a collectivity and a public value is about meeting shared expectations.
- Public values experience value pluralism, meaning that not all values can be achieved at the same time causing public values to be:
 - Incommensurable ('onvergelijkbaar')
 - Incompatible
- Public values are also ambiguous by nature (it does not have one obvious meaning)
 - Public values are pursued by different types of organizations and may change over time, which causes a public value to be ambiguous.

4.2 | Identifying various value categories and characteristics in the built environment

Types of public values (staat ook op p. 264 van Kuitert et al)

1. Procedural values:
 - a. *The way the public sector should act and which standards of government action should be met* → a.k.a. "values about the rules of the game" which are:
 - i. Honesty: is generally seen as a value that is 'absolute' and should be protected from trade-offs ('afwegingen').
 - ii. Integrity: is defined as the relevant moral norms and values of governance
 - iii. Equality: is generally seen as a typical process value of governance, distinguishing public from corporate governance
 1. Government should treat equals equally (equality is a process value expected of public service providers)
 - iv. Transparency: Is another procedural value few public administrators would go on record as being against; the goal in transparency is for e.g. policy processes to be traceable and open
 1. Patrick Birkinshaw (2006) warns about conflicts in governance between being transparent and efficient.

- v. Lawfulness: is a part of any definition of good governance → there is value in following everything according to set standards.
2. Performance values:
 - a. *State is responsible for safeguarding and realizing public goals, works and interests*
 - i. Efficiency: defined as the relationship between the amount of resources and the results
 - ii. Effectiveness: points to the work actually carried out and the impact of the actions undertaken.
 3. Product values:
 - a. *An attitude or judgment made by a person or some object (e.g., product/service/process) at issue against some resource*
 - b. Also a substantive value
 - i. Quality: In what degree excels a product
 - ii. Functionality: The value which is attached to on what level the product functions
 - iii. Beauty: A value which is connected to giving pleasure to the senses (fucking raar)
 - iv. Integrity: The value which is in relation with the product's unity and in what way and degree it unites with other parts.

In conclusion, there must be searched for the right balance in safeguarding the quality of our built environment:

Political responsibilities, social interests and control over process vs. profitability and outcomes (products, services, etc.)

4.3 | Analyzing potential competing values in relation to stakeholder interests

Considering projects as public private partnerships (PPP)

PPP: A PPP assumes that the government yet takes on another role, namely that of an equal partner. Therefore, we (van Ham & Koppenjan) define PPP as co-operation of some durability between public and private actors in which they jointly develop products and services and share risks, costs and resources which are connected with these products/services.

- PPP is attractive for any type of economy, but especially among developing countries with a huge backlog (inventory) of social infrastructure requirements and dwindling ('fading') budgets.
- For more economically developed countries, PPP causes for both parties to commit to share risk and innovative skills in providing public services more efficiently.

Arguments for public private cooperation:

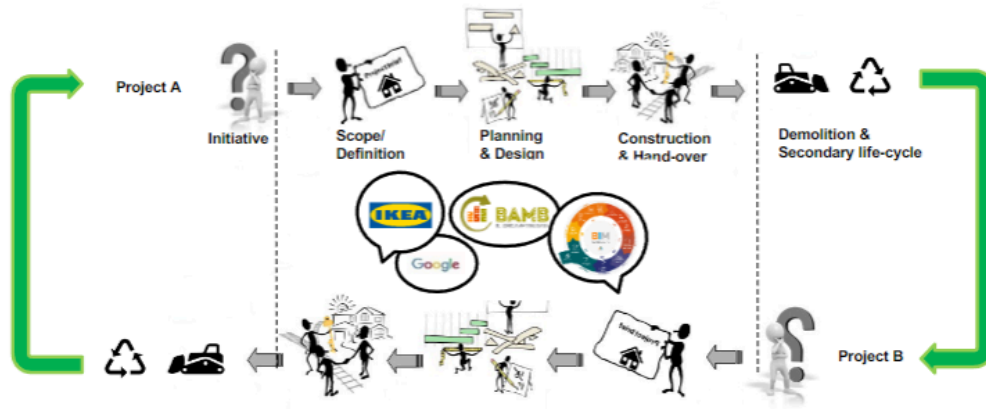
Table 1 Arguments for public private co-operation.

PUBLIC PARTIES	PRIVATE PARTIES
Private Investments	New investment opportunities in new markets
Increased efficiency	Reduction of long-term uncertainties
Input of private market experience	Public contributions to uneconomic investments
Creation of surplus value and innovative solutions	

In short: for public parties, the reason to initiate such partnerships is the opportunity to create projects with a surplus value in relation to public projects. For private parties, PPP offers new investment opportunities and opens new markets.

Executing construction plans

Goal is to switch from the traditional way of building, where there is a separate procurement ('inkoop') per phase, towards a circular economy (a wider vision on project delivery):



Project Delivery Models

There exist different ways to collaborate with actors from the supply chain and deliver construction services (=> project delivery models). These different ways are characterized by their level of integration in the supply chain. The most familiar types are:

- Traditional models: Design-bid-build (DBB), maintenance
- Integrated models:
 - Design-build (DB)
 - Design-construct (DC)
 - Engineering-construct (EC)
 - Design-build-maintain (DBM)
 - Design-build-finance-maintain (DBFM)
- Collaboration-based models:
 - NEC3
 - ECI
 - IPD (Integrated project delivery)

Initiate (I)

Design (D)

Engineer (E)

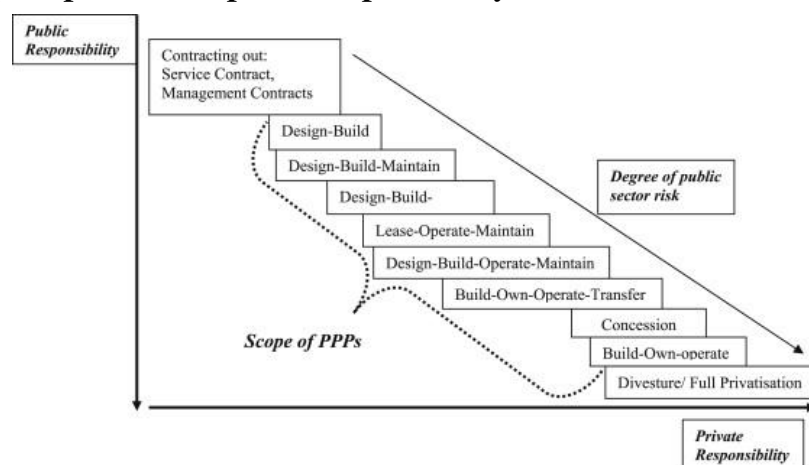
Construct (C)

Maintain (M)

Operate (O)

Demolish (D)

Scale and scope of private and public responsibility



“If you outsource more tasks to private parties, those parties would get more construction responsibilities”

4.4 | Sample question

The City of Groningen would like to develop a new public pool. What type of client would the municipality be in the project and explain why? Also identify 2 private stakeholders in this project and describe the role of these stakeholders in the development process. (6 points).

The municipality would be the initiating/operating client, as they started with wanting to develop a new public pool. However, 2 other private stakeholders would be an architectural bureau which acts as a design/engineering client for the project. The other private stakeholder could be the construction company which acts as construction client as they will build the pool.

Topic 5: Safeguarding public values with private partners

Learning outcomes

- To reflect on whether public values are safe in private hands
- Discuss how and to what extent public values can be safeguarded

Study materials

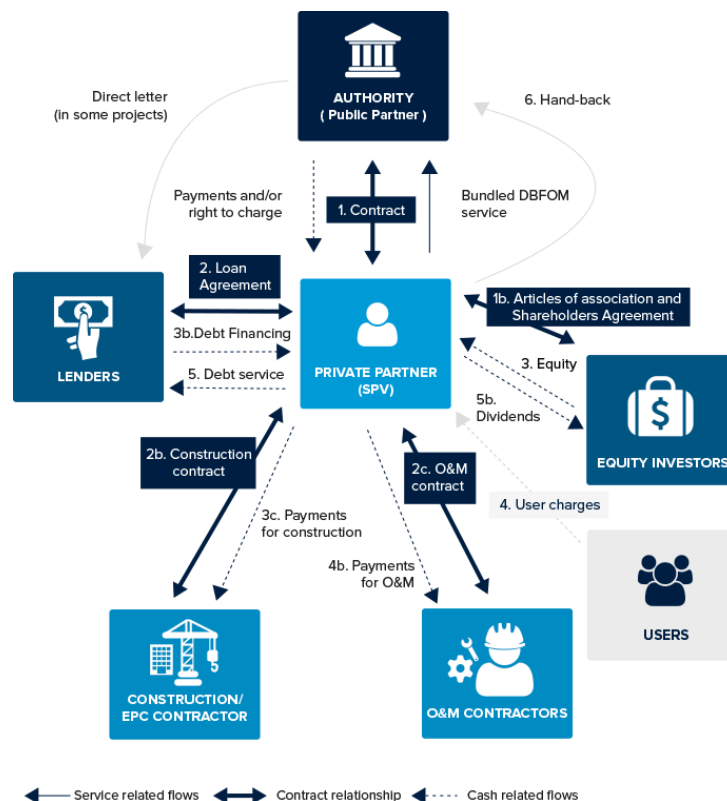
- Complete article of De Bruijn et al (2006)
- Lecture slides

5.1 | Reflecting on whether public values are safe in private hands

Impact of privatization in infrastructure

- Liberalization and privatization have been important trends in past decades.
- Also, the belief in ‘value for money’ by PPP has been significantly high which created a network of interdependent actors instead of sole producers.
 - This also affects client organizations who aren’t involved in the production process anymore.
- So the question is: how can we safeguard public values in these situations?

How PPP’s are generally organized



5.2 | Discussing how and to what extent public values can be safeguarded

Safeguarding mechanisms for public service delivery

- Hierarchy: *imposing public values, for example, by regulation (governments can impose fines in the event of failing reliability of supply, but also aim for equality with policies)*:
 - Public values are not always regulated by public organizations (in the NL; regulation is coupled with self-regulation by powerful trade associations)
 - A strong government translates the value into clearly delineated standards and formulates clear rules for the protection of these standards.
 - However;
 - Hierarchy cannot cope with the ambiguous nature of public values. Instead, the choice is between definition of a public value or a trade-off between public value and efficiency or between two distinct public values.
 - Public values and the trade-off between public values may change in the course of time and for the most part, hierarchy is unable to cope with this dynamic.
 - Hierarchical instruments often do not reach the operational level due to the wrong assumption in the arrangement (the framework of requirements and contracts to companies), which is that rules and agreements about public values steer operational execution more or less unambiguously ('is not open to more than 1 interpretation').
 - Still, in the technically complex utility sectors, this tends not to be the case, because the rules (drawn up by the government) have to be interpreted in thousands of decisions every day. In all those decisions, a balance has to be struck between conflicting values that are public-, sector-, and company-specific
- Network:
 - (Under conditions of privatization and liberalization;) Service provision by utility companies takes place in a network of (highly) interdependent parties which include producers, distributors, etc. This implies that no party is able to impose its own views on others. Consequently, decision-making results from interaction (consultation and negotiation) between these parties.
 - In order to safeguard public values in this interaction-process, a government must create 'rules' for this to happen. So the government may facilitate the creation of a structure (an instrument) for negotiations.
 - → such rules might stipulate who is to take part in the negotiations, when they take place, and how the agenda will be drawn up, etc.
 - The essence is that all parties agree about the rules of the 'game' to be observed, thus creating a 'negotiated environment'.
 - An important aspect of this process to protect public values is to ask the question of how the outcome of societal decision-making (from societal parties which are involved) relates to the specific position and responsibility of the government.
 - A government therefore should indicate how the outcome of the negotiating process (between companies/consumers) relates to the formal-decision making:
 1. Under what conditions will it corroborate the outcome of the negotiations?
 2. Under what conditions does it want to be able to deviate from this outcome?

- Market: *The essence of putting in place market arrangements to protect public values is that companies differentiate themselves from their rivals by presenting themselves as safeguarding public values.*
 - Governments use market forces to protect public values rather than opposing and trying to mitigate such forces. Thus, companies compete on public values, trying to win the favor of consumers by considering the protection of public values to be of paramount importance.
 - *How can the government ensure the promotion of competition between companies on public values?*
 - Easy answer: (the introduction of) competition means that companies have to differentiate themselves from each other more than they used to do, so the incentive for competition on public values is already present in principle.
 - From an instrumental perspective:
 - When there are auctions or tenders, a government can lay down special conditions regarding public values (e.g., putting standards to the license to operate a railway system; 90% of trains have to be on time) → trade-offs based on demand/supply.
 - A government can stipulate conditions as to the transparency of a sector.
 - For example, stipulating that electricity providers must provide numbers of public values (affordability, reliability and sustainability), which promotes transparency → it improves the consumer's insight into the degree to which the various providers protect public values, allowing them to base their choice on this insight.
 - A government can subsidize companies who propagate public values (e.g. subsidize those companies who offer energy derived from sustainable sources).

Objection to hierarchical instruments:

- Those kind of instruments;
 - 'set' public values
 - are static
 - fail to reach the operational level
 - provide the relationship between government and companies
- When public values are protected by negotiation or competition, these objections either don't apply or apply to a lesser extent for the following reasons:
 1. Networks and markets allow negotiation and competition, facilitating flexible trade-offs between public values and efficiency. In network settings, parties negotiate agreements, adapting to changing circumstances. In market settings, companies compete, offering trade-offs that appeal to consumers.
 2. Hierarchical mechanisms may struggle to reach operational levels, while network and market dynamics evolve from the bottom-up, either through negotiation or by offering solutions directly to consumers/government.
 3. Hierarchical instruments lead to legalistic ('too much attention to laws/rules') relationships, contrasting with the partnership and transparency inherent in network and market dynamics.

5.3 | Sample question

Please explain two measures that the central government takes to make the construction industry more circular? Be explicit about the safeguarding mechanisms that the government applies to these measures. (6 points)

The government is able to subsidize construction industries who reuse materials in order to produce new products. This is a form of safeguarding mechanisms based on market mechanisms. By subsidizing those who protect public values, there is an incentive to keep doing this as it will earn them more money.

Another safeguarding mechanism which is based on market mechanisms would be to stipulate conditions as to the transparency of the construction industry, meaning that the industry must provide numbers of public values. This improves the consumer's insight into the degree to which the various industries protect public values, which has an impact on demand of the product and can change the way of working in the particular industry.

Stakeholder Exam Module 7 (2021)

Question 1

- a. Give two examples of public or semi-public asset owners and two examples of public or semi-public asset managers in the context of urban area development. Explain the main responsibilities and tasks of these actors.**
- i. (Semi-)public asset owners are:
 - 1. Municipal government which owns various public assets within urban areas, including infrastructure. Their main responsibilities is protecting the public values within societies and from individuals as much as possible.
 - 2. Housing authorities or agencies which have the main responsibility to provide affordable housing options and to address housing-related issues within urban areas.
 - ii. (Semi-)public asset managers are:
 - 1. Urban development corporations are entities established by governments and have the responsibility to manage and oversee urban development projects and initiatives, but also to interact in PPP's.
 - 2. Transportation authorities which are responsible for the planning, operating, and maintaining of transportation infrastructure and services (operations) within urban areas.
- b. Identify two product values and two procedural values for each of the actor groups identified in the previous question. Explain why these values would be of importance for them using examples from daily practices.**
- i. For (semi-) public asset owners, two product and procedural values are:
 - 1. Quality and functionality: providing qualitative and functional public services such as waste management are key product values for the municipal governments.
 - 2. Accountability and collaboration are two procedural values as accountability forms trust among residents and stakeholders (which is valued by the government), whereas collaboration is valued by the municipal government because of the feedback and concerns which can be gathered.

- ii. For (semi-)public asset managers, two product and procedural values are:
 - 1. for example sustainability. Urban development corporations prioritize sustainable development practices to minimize environmental impact and promote resilience. Another product value is functionality for transportation authorities. Ensuring that transportation services are functional to all residents, is a key product value for the transportation authorities.
 - 2. Safety and collaboration. Especially for transportation authorities are those procedural values prioritized. Safety in design and operation is paramount to minimize accidents, injuries, and fatalities. Also, collaboration with governments, agencies, and stakeholders is vital for the transportation authorities to coordinate investments and address needs (to achieve mutually beneficial outcomes).
- c. **Give an example of a value dilemma of a public asset manager when reconstructing a dike. Explain which two values potentially conflict and provide a solution to deal with this conflict.**
 - i. *Two values which could potentially conflict with each other are efficiency and transparency. The public likes to know what is going to happen when the dike will be reconstructed. For the public, it is important to know if personal land has to be given up for reconstruction, and if so, through the concept of transparency, they are able to give their opinions (which most likely have to be considered). However, if all people are able to have a voice in the project about their concerns, efficiency might have to be given up for the manager as it costs time and resources. A possibility is to involve the public values earlier in the project, to prevent time-stalling processes (being efficient) in later phases of the project, while still being transparent.*
- d. **Think of two activities a contractor can undertake to manage stakeholders when repaving a road. For each activity you propose, be explicit about the stakeholders and the impact of the action on the performance values of the project.**
 - i. One stakeholder-group which has to be managed are local residents. By actively involving them in the project (in the form of meetings), delays that arise from stakeholders feeling uninformed or neglected can be avoided which has a positive effect on the efficiency of the project. Furthermore, by actively involving this group of stakeholders, the contractor can upgrade the effectiveness of the project as the stakeholders can give input that lead to better-informed decisions within the project.
 - ii. Another activity which can be undertaken is the implementation of noise reduction barriers, which have a positive impact on the stakeholders; in this case still the local residents. If this mitigation measure is implemented directly, complaints from stakeholders can be avoided as well as new disruptions (because the barriers would then have to be constructed at a later moment). The avoidance of those disruptions has a positive impact on the efficiency of the project. Additionally, by minimizing negative impacts on the surrounding community (in this case the local residents), the effectiveness lies higher because of the smaller number of negativities of the project.

Question 2

- a. **The Dutch government wants the construction industry to be circular by 2050. Identify three stakeholder groups who according to you should contribute to reaching this goal. Explain why they should be involved and what they could do.**
- Construction industry companies: They are the ones who will be affected and it is therefore useful to involve them in the project. They can change the way they use their materials within their company, making the company more circular.
 - Dutch government: This is the client which wants something and it is important to have knowledge about that. The government has the power to implement safeguarding mechanisms (such as subsidies) to force/push companies to be more circular.
 - Environmental organizations: This kind of groups can explain the importances of circularity to the construction industry companies, stimulating them to think about their current way of production.
- b. **Explain how 'hierarchy' safeguarding mechanisms can be used to reach the aim of a circular construction industry in 2050. Give 2 examples of possible measures the Dutch government can take and explain the possible impact of such measures.**
- One hierarchy safeguarding mechanism is the imposing of fines to companies who are not doing anything to be more circular. By fining those who are not helping towards the goal of the government, they can be stimulated to change their way of use of materials in production.
 - Another hierarchy safeguarding mechanism is to implement regulations and policies which enforce waste management hierarchy, with a focus on reducing waste generation and/or reuse of disposed materials. By mandating the use of materials which support circularity, the government can drive systemic changes towards their goal of circularity.
- c. **What would the role of a municipality be in reaching this aim for a circular construction industry? What possibilities does the municipality have in which phase of the project to stimulate sustainability?**
- The municipality can supply money to stimulate sustainability, which is a market safeguarding mechanism. This can be done in the business case and development/financial phase. Also, the municipality can provide people with knowledge about sustainability to help companies which is more a network safeguarding mechanism. This is done in the planning and designing phase.
- d. **Which project delivery models would create the most impact on sustainable housing production in redevelopments such as the IJsselhallen in Zwolle? Explain why this is the case in reaction to other delivery models.**
- Design-Build-Operate or IPD: this involves a single entity responsible for the entire project life cycle, from design & construction to operation & maintenance. It fosters accountability and continuity throughout the project, ensuring that sustainability considerations are integrated seamlessly from design through to operation. Compared to other methods like the traditional project delivery models (like DBB), it prioritizes sustainability to a larger extent. Because these traditional methods are more sequential and consist of fragmented decision-making processes, which limits the opportunity for collaboration and innovation.

Question 3

Participation levels and methods

In the Stadsbeek project in Enschede, the municipality has two participation goals that focus on inhabitants: to develop win-win plans and to satisfy inhabitants. All questions below relate to this example project.

- a. **To achieve the two participation goals (win-win plans and stakeholder satisfaction) certain levels of participation are required. For each goal, provide and explain which participation level(s) are required.**
 - i. For win-win plans, active involvement is required as a level of participation. If members of the public or stakeholders consciously and voluntarily choose for an active role in the design, their inputs can contribute to the process in the form of popular involvement and support from the public/stakeholders.
 - ii. For stakeholder satisfaction, the consultation level of participation is required. This is because this level of participation allows for planners to elicit both local knowledge as well as problem analysis.
- b. **Continuation of the previous question: The province wants to radically rethink its approach to citizen participation. Use the perspectives on high-quality decision-making to propose an alternative perspective and propose three alternative participation from this alternative perspective.**
 - i. An alternative perspective is the argumentative perspective. Here, the idea is that people need to interact. The use of city advisory groups are ideal for this, but meetings and fora are also useful for this. This is because all of these three alternatives are using people from the area and to achieve a lot of information from them. Also, in these alternatives, there can be discussion and input from the citizens.
- c. **Name another group of stakeholders that might be relevant for climate adaptation in the Stadsbeek project. Think of a participation goal that the municipality might want to reach by engaging this group and explain your choice.**
 - i. Another group of stakeholders which might be relevant are nature organizations because they have the participation goal of raising public awareness.
- d. **For your chosen stakeholder and goal (previous answer), pick two participation methods that fit to reach this goal. Do not reuse methods that you mentioned before. For each method, briefly explain which three implementation criteria should be considered to successfully implement the method.**
 - i. Raising public awareness can be done through public information provision such as flyers, media, and advertisements. By raising public awareness through campaigns from nature organizations, climate adaptations might be more accepted if people are more aware of the consequences (when adaptations are not made).
 1. (slide 24 Topic 2) Three criteria are that there needs to be access to information, but also active dissemination. Next to that, public information provision requires a clear entity which provides the information for the public.

Question 4

- a. **According to the Province, housing problems are best solved by experts and decision-makers. Propose one online and offline method to obtain input from inhabitants. Make sure that the methods fit the perspective of the Province on decision-making and briefly explain how and why you propose to apply these methods.**
- An online method to obtain input from inhabitants is a digital feedback platform. These online platforms provide residents with a convenient way to share their perspectives on housing problems. The Province's expert-driven approach can benefit from the efficient collection of resident input for analysis and consideration.
 - An offline method would be community workshops: These offline gatherings facilitate direct interactions between residents, experts, and decision-makers. While experts lead decision-making, workshops allow for inclusive dialogue, providing decision-makers with valuable resident insights and enhancing policy acceptance.
- b. **The province wants to radically rethink its approach to citizen participation. Use the perspectives on high-quality decision-making to propose an alternative perspective and propose three alternative participation methods from this alternative perspective.**
- An alternative perspective is the argumentative perspective. Here, the idea is that people need to interact. The use of city advisory groups are ideal for this, but meetings and fora are also useful for this. This is because all of these three alternatives are using people from the area and to achieve a lot of information from them. Also, in these alternatives, there can be discussion and input from the citizens.
- c. **The municipality of Enschede wants to upgrade an existing road. Citizen participation in this case involves: (1) informing the neighborhood; and (2) involving inhabitants that live next to the road. Provide and explain two participation rules that are likely to be different.**
- One participation rule that is likely different, is the proximity rule which involves inhabitants that live next to the road. This rule states that stakeholders who are directly affected by a project/decision, should have a higher level of involvement. In this case, the people living next to the road would cause the rule to prioritize their active participation in the decision-making process to receive more support in the project.
 - Another participation rule is the boundary rule. This rule describes how actors can participate in an action situation, determining who has the right to participate. In the context of informing the neighborhood about the project, the rule should define the boundaries of the neighborhood and specify which residents/stakeholders are included.

Question 5

- a. **According to Krywkow (2009), participatory processes generally include four types of actors. Use these insights to explain why “Albert nature”, who works as an expert for a nature organization, is classified in one area development project as general public, and in another project as stakeholder. Include two potential differences between both projects.**
- The four types are: public, stakeholders, experts, and responsible authorities. Stakeholders are organizations and individuals with a particular interest in the project. Public are mostly inhabitants of the project region, but can also include stakeholders. So the potential differences could be that one of the project's about an area where nature would be really affected. In this case, he would be a stakeholder because the nature organization would have interest in the project. And the other

project could take place in his neighborhood and the nature will not be changed, which means he is in the public. The second difference is that one of the project defines stakeholders also as the general public, and in that case, Albert would be indeed the public.

- b. The municipality wants to design climate adaptation measures for a neighborhood. Provide and explain 1 instrumental and one normative reason for involving the inhabitants of that neighborhood.**
 - i. Instrumental reason: where the focus is on better outcomes and robust knowledge bases. By broadening the public, they get more support for environmental related decisions.
 - ii. Normative reason: the focus lies on involving actors and empowerment. Because of the functioning of democracy in the Netherlands, people have a voice and thus it is obligated that you also involve actors.
- c. The municipality invites inhabitants to a design workshop, but no one signs up. Provide and briefly explain four possible reasons why inhabitants didn't sign up.**
 - i. People might not have the time for the design workshop, and therefore do not sign up.
 - ii. Another reason would be that there is a lack of awareness due to ineffective communication efforts by the municipality.
 - iii. There could also be barriers to participation, such as language barriers. This might be an incentive for inhabitants to ignore the workshop.
 - iv. Lastly, a reason for inhabitants not signing up is because they might know the issue but do not understand it, which makes it some kind of a barrier for them to sign up.
- d. The municipality asks you to identify stakeholders for an area development project. The municipality suggests conducting a semi-structured interview. Propose two alternative methods and explain why you propose these instead of semi-structured interviews.**
 - i. Focus groups and expert opinions could also work because with these methods, you can select people who are willing to help and they (might) have more knowledge about the area. Moreover, experts have useful knowledge, whereas focus groups are representative for the area and creates a better image of the project. This is proposed instead of the interviews because you get better and more concise information.
- e. As a next step, the municipality asks you to analyze relevant stakeholders in collaboration with the stakeholders. Propose two methods for this analysis and briefly explain how and why you apply them.**
 - i. Another method to analyze stakeholders would be through online surveys and feedback mechanisms. By doing so, input can be gathered on relevant stakeholders and their interests, by including residents, businesses, community organizations, and government agencies.
 - ii. Second, a method would be to have focus group discussions with representatives from key stakeholder groups to explore their perspectives and priorities regarding the project. This provides an opportunity for in-depth exploration and dialogue among stakeholders, allowing for a deep understanding of their interests.