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Public participation in heritage redevelopment projects

An improvement of public participation in the planning phase of heritage redevelopment projects in the Netherlands



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An improvement of public participation in the planning
phase of heritage redevelopment projects in the Netherlands

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Summary

Heritage resources are tangible and intangible resources that have been inherited from the past, have been created by humans or the interaction between humanity and the environment over time (Department of Education Culture and Science, 2015a). Heritage resources are resources from the past that have value for the present or the future. Heritage resources have numerous cultural values for previous, present or future generations (e.g. aesthetic, historic, and scientific). A need to preserve values and to take advantage of the past is recognized (UNESCO, 2011b). Successful public participation in heritage redevelopment projects (HRPs) is crucial. State-of-the-art methods like the historic urban landscape approach (HUL) also recommend public participation for sustainable management of heritage resources.

Methodology

A literature study will be conducted to find the state-of-the-art concepts in the fields of heritage management and public participation. The concepts form the basis of this research. Secondly, a multiple-case study will be conducted to find important factors and moments for successful public participation. A list of critical success factors for public participation in construction projects will be created. Thirdly, Fuzzy Delphi Method (FDM) will be used to achieve consensus among the experts about the critical success factors that are relevant in HRPs. Besides that, FDM will be used to determine what critical success factors are most important on what level of public participation.

Results

Literature review

Public participation is an umbrella term for all initiatives to engage local residents, local communities and local organizations to a project by involving them in the decision-making process. Public participation has grown in three waves (1970's: democratic decision-making, 1990's: public consultation, 2010's: public initiatives). The participation ladders of various studies (Arnstein, 1969; Edelenbos & Monnikhof, 2001; Pröpper & Steenbeek, 2009) can be summarized in five levels of public participation: citizen informing, citizen consultation, citizen advice, citizen collaboration, and citizen initiative. Public participation in HRPs has major advantages:

- Larger sense of ownership, increasing chances of acceptance among citizens;
- It can improve the quality of decisions;
- It can speed up the process;
- Local citizens and organizations know best what is needed in the neighborhood, creating a more interesting project outcome for both the neighborhood and the owner;
- It can contribute to democratic principles of society.

However, public participation in HRPs also has some disadvantages:

- If badly executed, public participation can threaten democratic principles;
- Ordinary people sometimes do not have the capacity or resources (e.g. knowledge) to participate;
- Poorly organized public participation will lead to more distrust and more resistance.

Multiple-case study

Five redevelopment projects between 2006 and 2016 have been analyzed. The projects are Watertoren Heuveloord (Utrecht), De Hallen (Amsterdam), Broerenkerk (Zwolle), Cereolfabriek (Utrecht), and Werk aan het Spoel (Culemborg). A list of 13 critical success factors for public participation in construction projects has been identified from the case studies and literature. However, it is still unclear whether or not these factors also apply to public participation in HRPs.

Survey with Fuzzy Delphi Method

69 experts (among them participating citizens, governmental employees, built environment students, contractors, project developers and architects) have provided insight in the relevance of the 13 factors that were identified in literature and the multiple-case study. 12 of the 13 factors were identified as relevant. The five most important critical success factors have been presented to the experts again, with the question to argue how important these five factors are in the five different levels of public participation that were identified from literature. 39 respondents were counted. The following critical success factors were most important, according to the experts:

1. Constructive stakeholders;
2. The presence of a leader during the entire project;
3. Informing the public well;
4. All stakeholders have to trust each other;
5. Good management of expectations.

The data showed that, in general, the critical success factors get more important when the level of public participation is higher. Citizens think that ‘informing the public well’ and ‘good management of expectations’ become less relevant when the level of public participation is higher (probably because citizens are able to protect their own interests in higher levels of public participation).

Conclusion and discussion

The critical success factors and the levels of public participation have been used to create a heritage participation matrix. The matrix can be used in practice to find out what critical success factors should be taken care of for the desired level of public participation. The matrix can also be used to determine what level of public participation is possible with the available factors.

This research has made a contribution to current practice by providing insight in the relevant factors that are important for successful public participation in HRPs. The factors are also relevant for future scientific research.

Samenvatting

Erfgoed bestaat uit tastbare en ontastbare bronnen die de maatschappij heeft geërfd uit het verleden en is gemaakt door menselijk toedoen of de interactie tussen de mensheid en de leefomgeving over een tijdsperiode (Department of Education Culture and Science, 2015a). Erfgoedbronnen hebben grote waarde voor de huidige samenleving en toekomstige generaties (onder andere op esthetisch, historisch en wetenschappelijk vlak). Er bestaat een grote behoefte om de waarde van gebouwd erfgoed te beschermen en te bewaren (UNESCO, 2011b). Succesvolle burgerparticipatie in erfgoedherontwikkelingsprojecten (EHP) is cruciaal. State-of-the-art methodes zoals de historic urban landscape aanpak (HUL) raden ook burgerparticipatie aan om erfgoed duurzaam te managen.

Methode

Een literatuurstudie zal worden uitgevoerd om de state-of-the-art concepten in de vakgebieden erfgoedmanagement en burgerparticipatie te identificeren. Deze concepten vormen de basis voor dit onderzoek. Daarnaast zal een multiple-case study worden uitgevoerd om de belangrijke succesfactoren en momenten voor succesvolle burgerparticipatie in een EHP te ontdekken. Een lijst van succesfactoren voor bouwprojecten zal worden samengesteld. Ook zal er een enquête met Fuzzy Delphi Method (FDM) worden uitgevoerd. Experts zullen worden gevraagd om aan te geven welke van de factoren die belangrijk zijn voor burgerparticipatie in bouwprojecten ook belangrijk zijn voor EHPen. Met behulp van FDM zal de lijst van succesfactoren worden verbeterd en aangepast.

Resultaten

Literatuurstudie

Burgerparticipatie is een paraplubegrip voor alle initiatieven om lokale bewoners, lokale gemeenschappen en lokale organisaties te betrekken bij het beslissingsproces in een project. Burgerparticipatie is opgekomen in drie grote golven (jaren 70: democratisering, jaren 90: burgerconsultatie, jaren 10: burgerinitiatieven). Een participatieladder is geïdentificeerd op basis van literatuur (Arnstein, 1969; Edelenbos & Monnikhof, 2001; Pröpper & Steenbeek, 2009) en bestaat uit vijf niveaus van burgerparticipatie: informeren, consulteren, adviseren, samenwerken en burgerinitiatief. Burgerparticipatie heeft belangrijke voordelen voor EHPen:

- Groter gevoel van eigenaarschap om de kans van acceptatie bij burgers te verbeteren;
- Het kan de kwaliteit van beslissingen verbeteren;
- Het kan het herontwikkelingsproces versnellen;
- Lokale bewoners en organisaties weten het beste waar behoefté aan is in de buurt, waardoor er een kwalitatief beter eindproduct wordt gecreeérd wat makkelijker te verhuren of verkopen is;
- Het kan bijdragen aan de democratische principes van de maatschappij.

Echter, burgerparticipatie in EHPen heeft ook een aantal nadelen:

- Bij een slechte uitvoering kan burgerparticipatie democratische principes bedreigen;
- Leken zouden mogelijkwijs niet de juiste capaciteiten en middelen (denk aan kennis) kunnen hebben om goed te kunnen participeren;
- Slechtgeorganiseerde burgerparticipatie leidt juist tot meer wantrouwen en meer verzet onder bewoners en organisaties.

Multiple-case study

Er zijn 5 herontwikkelingsprojecten tussen 2006 en 2016 geanalyseerd. De geanalyseerde projecten zijn Watertoren Heuveloord (Utrecht), De Hallen (Amsterdam), Broerenkerk (Zwolle), Cereolfabriek (Utrecht), en Werk aan het Spoel (Culemborg). Een lijst van dertien successfactoren voor burgerparticipatie in bouwprojecten is samengesteld op basis van de multiple-case study en de literatuurstudie. Echter, het is nog altijd onduidelijk in hoeverre deze succesfactoren ook van toepassing zijn op EHPen.

Enquete met Fuzzy Delphi Method

69 experts (onder hem participerende bewoners, ambtenaren, studeeten in de gebouwde omgeving, aannemers, projectontwikkelaars en architecten) hebben inzicht vergaard in de relevantie van de 13 factoren die in de literatuurstudie en multiple-case study zijn geïdentificeerd. 12 van de 13 factoren zijn relevant gebleken. De vijf meest belangrijke succesfactoren zijn opnieuw aan de experts voorgelegd met de vraag in hoeverre deze belangrijk zijn op de 5 niveaus van burgerparticipatie. 39 respondenten reageerden op de tweede enquête. De volgende successfactoren waren het belangrijkst volgens de experts:

1. Constructieve belanghebbenden;
2. De aanwezigheid van een leider gedurende het hele project;
3. Burgers voldoende informeren;
4. Wederzijds vertrouwen van alle belanghebbenden;
5. Management van verwachtingen.

De data heeft aangetoond dat, over het algemeen, succesfactoren belangrijker worden naarmate het niveau van burgerparticipatie hoger wordt. Burgers denken dat ‘burgers voldoende informeren’ en ‘management van verwachtingen’ juist minder belangrijk worden naarmate het niveau van burgerparticipatie hoger wordt (mogelijk omdat burgers op hogere niveaus van burgerparticipatie beter in staat zijn op te komen voor hun eigen belangen).

Conclusie en discussie

De succesfactoren voor succesvolle burgerparticipatie in EHPen en de niveaus van burgerparticipatie zijn gebruikt om een erfgoedparticiatematrix te ontwerpen. De matrix kan worden gebruikt om uit te zoeken welke succesfactoren met zorg moeten worden benaderd bij een gekozen niveau van burgerparticipatie. De matrix kan ook andersom worden gebruikt: als methode om op basis van de aanwezige factoren een passend niveau van burgerparticipatie te selecteren.

Dit onderzoek heeft een bijdrage geleverd aan de huidige praktijk in EHPen door inzicht te verschaffen in de relevante factoren voor succesvolle burgerparticipatie in EHPen. De factoren zijn ook relevant voor toekomstig wetenschappelijk onderzoek.

Abstract

The conservation of heritage resources in the built environment is challenging. Heritage redevelopment projects (HRP) often have many stakeholders with lots of different interests. Involvement of local citizens and local communities, also known as ‘the public’, is essential for the long-term success of a HRP and as a consequence also for the long-term conservation of heritage resources.

It is difficult to implement public participation successfully. Badly-organized public participation can lead to more citizen resistance and a decrease of public support, resulting in project delay or even the shutdown of a HRP. This research aims to enhance public participation in HRPs.

A literature study and a multiple-case study have been used to create a list of critical success factors for public participation. The Fuzzy Delphi Method (FDM) has been used to determine which of the listed factors do also apply to HRPs. Furthermore, the FDM has been used to identify how important the five most important factors are on each level of public participation (1 – informing, 2 – consultation, 3 – advice, 4 – collaboration, 5 – citizen initiative).

Based on the research, a heritage participation matrix has been developed. The matrix provides a checklist for HRPs that can be used to assess the quality of planned public participation. The matrix can also be used to assess what level of public participation fits the project best. Although the matrix does not provide a guarantee for successful public participation in HRPs, the use of the matrix can reduce the risk of citizen resistance, the risk of the loss of public support, or a project shutdown.

Preface

I thoroughly believe that heritage conservation is essential for the creation of a sustainable and livable environment. Because of my desire to make a contribution to the improvement of heritage conservation practices, this research was born. The adaptive re-use of our built heritage is an important task for our generation and the generations to come. With our heritage, we can identify ourselves and explain how our contemporary society emerged. Heritage resources can and are even used to create a world for future generations.

I would like to thank Maarten Oerlemans for his engagement, honest comments and genuine interest. He has proven to be an invaluable sparring partner. I also would like to thank Iris van Weersch for her unconditional support and enthusiasm. Thank you to my supervisors at the university – Ms. Han, Ms. Pereira-Roders and Ms. Dane – for their support, knowledge and laughs. Last but not least, I would like to thank Bas van Winkel for sharing his own graduation troubles, making mine feel much smaller.

With this master thesis, my career as a student is completed. Hopefully, five years of being a student will make new opportunities emerge. I also hope that this master thesis will create new opportunities, this time for the conservation of built heritage in the Netherlands.

Onno James

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Glossary

Cultural heritage – Tangible and intangible sources that have been inherited from the past, have been created by humans or the interaction between humanity and the environment over time. People identify cultural heritage as a reflection and expression of continuously developing values, beliefs, knowledge and traditions. Cultural heritage provides reference framework for the current and future generations (Ministry of Education Culture and Science, 2015, p. 2).

Citizen initiative – A collective term for all type of plans and developments that are initiated by a citizen, a group of citizens, or a community organization driven by citizens.

Heritage redevelopment project (HRP) – A redevelopment project that includes heritage resources and consists of the adaptive re-use of heritage resources. The re-use of heritage resources makes a redevelopment project more complex than it already is (Baarveld & Smit, 2011, p. 2).

Historic urban landscape approach – “The Historic Urban Landscape (HUL) is an approach to the management of heritage resources in dynamic and constantly changing environments. It is based on the recognition and identification of a layering and interconnection of natural and cultural, tangible and intangible, international and local values present in any city. According to the HUL approach, these values should be taken as a point of departure in the overall management and development of the city.” (Tongji University, 2014).

Local citizen – A citizen that lives nearby, or in the same neighborhood as the project in question.

Monument – Building or construction that is part of a cultural heritage area (Ministry of Education Culture and Science, 2015, p. 2) which has important value (e.g. aesthetic, historic, or social) for past, present or future generations.

Project decision – A decision that provides all required permits for the construction of a complex project in the field of the built environment (De Brauw, Van Amstel-van Saane, & De Cock Buning, 2013). A project decision (Dutch: projectbesluit) can only be made for important projects in regional or national interest.

Public participation – A collective term for all initiatives to engage local residents, local communities and local organizations to a project by involving them in the decision-making process. Rather than consulting citizens after most of the fundamental decisions already have been made, public participation involves local stakeholders during the entire decision-making process.

Stakeholder – “Those groups without whose support the organization would cease to exist” (Freeman & Reed, 1983). Stakeholders are those people or organizations that have directly or indirectly interest in a certain phenomenon.

1 Heritage management with public participation – the research plan

Public participation is getting increasing attention in the field of the built environment. Citizens become more demanding, or take the lead in developments in their neighborhood. Creating successful public participation is not an easy task, especially in the field of heritage management. This chapter provides an introduction to the research problem, presents the research question and describes the research design.

1.1. Introduction

Problem definition

Redevelopment projects are often very complex (Baarveld & Smit, 2011, p. 2). The involvement of heritage resources in a redevelopment project make these kinds of projects even more complex. The various stakeholders (e.g. municipality, landowners, developers, citizens) all have their own interests. These opposing interests often conflict. It is hard to involve all stakeholders in the planning phase of a heritage redevelopment project (HRP). Because of this, local communities and citizens often do not get much influence in these projects. Effective public participation is therefore recognized as an implementation challenge to the adaptive re-use of heritage buildings (Yung & Chan, 2012).

However, the use of public participation has major benefits for a project's long-term success to implement public participation (Bartsch & Wells, 2003; De Brauw et al., 2013; Mostert, 2003). Public participation can make local citizens and organizations more accepting, saving time and money. Besides that, local citizens can contribute unique knowledge and make the outcome of the project more interesting. Public participation is currently recognized as an important tool for successful urban development and sustainable heritage management (Landorf, 2009; UNESCO, 2011b, 2011c).

Public participation in the context of the Historic Urban Landscape (HUL)

Nowadays, the importance of heritage conservation for social, cultural and economic developments is widely recognized (e.g. Yung & Chan, 2012). The historic urban landscape (HUL) approach is a response to the rapid growth of urban areas worldwide. The very fast growth of urban areas threatens heritage resources in these areas. Sustainable development requires a holistic and comprehensive approach of the urban context, rather than the traditional limited view on monuments (Landorf, 2009). The HUL approach integrates heritage conservation in urban development processes in order to contribute to sustainable urban development (UNESCO, 2011b). Rather than focusing on a monument primarily, the HUL approach is a method "for identifying, conserving and managing historic areas within their broader urban contexts" (UNESCO, 2011b, p. 2).

"The historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of 'historic centre' or 'ensemble' to include the broader urban context and its geographical setting." (UNESCO, 2011b, p. 3).

The urban landscape approach (HUL) is designed to identify and manage historic urban landscapes, ensuring the conservation of the heritage resources available in this layered landscape (UNESCO, 2011b). The introduction of the HUL approach has led to a shift from protecting monuments convulsively to creating a balanced sustainable environment by integrating urban developments and heritage conservation. In other words, the HUL approach is emphasized on the conservation of urban values, rather than the conservation of architectural moments. The HUL approach acknowledges that heritage over time will lose its original function, making a transformation essential for the conservation of the heritage resources. The HUL approach offers tools in this process to manage and mitigate impacts on heritage.

The HUL approach argues that community participation should be used in heritage preservation projects (UNESCO, 2011b). Involvement of local communities and citizens in the process is considered to be necessary for the creation of a sustainable environment (UNESCO, 2011b; Veldpaus, 2015). According to

Veldpaus (2015), the HUL approach is the first approach that recommends a level playing field for both experts and community members. The HUL approach recognizes the importance of public engagement tools for the success of heritage management. Sustainable heritage conservation can only be achieved with involvement of the local community. It can be concluded that for a successful and sustainable historic urban landscape, public participation is required.

Research aim

The aim of this research is to provide tools in order to be able to structurally improve the quality of heritage redevelopment projects (HRPs) in the Netherlands, by enhancing the implementation of public participation in these kinds of projects. Public participation is getting increasingly more attention in the field of the built environment. However, little research is available about the relationship between heritage-related redevelopment projects and public participation.

1.2. Research questions

The leading question in this research is:

How can the application of public participation in the planning phase of heritage redevelopment projects (HRPs) be improved in order to enhance a project's quality?

The following subquestions have been formulated in order to answer the leading question that is described above:

1. To what extent should the public be involved in heritage redevelopment projects?
 - 1.1. What are generally the key stakeholders in a heritage redevelopment project?
 - 1.2. What are generally the interests and power of these key stakeholders?
 - 1.3. What criteria are generally used to determine to what extent the public should be involved in a heritage redevelopment project?
2. What are the critical moments to implement public participation in the planning phase of heritage redevelopment projects?
 - 2.1. How, when and why is public participation implemented in the case studies?
 - 2.2. At what moments in the planning phase of heritage redevelopment projects is public participation recommended, and why?
3. What are the critical success factors for public participation in heritage redevelopment projects?
 - 3.1. To what extent do the success factors for the 'public' and the local governments meet?
 - 3.2. To what extent are the critical success factors present in the case studies?
 - 3.3. What steps should be taken – and by who – in order to meet these critical success factors in heritage redevelopment projects?
4. How can governmental organizations be stimulated to implement public participation in heritage redevelopment projects?

4.1. What relevant policies do currently exist regarding public participation in the field of the built environment?

4.2. To what extent do policies and regulations contribute to better public participation?

A matrix will be designed to select the right level of public participation for the planning phase in HRPs. The matrix should give guidance on what level of public participation suits best during the project or during a part of the project. The matrix can be seen as a recommendation for key stakeholders at (semi-) governmental organizations or initiative organizations in order to improve HRPs.

1.3. Research importance

Although public participation is not new, public participation was seen as something that only would cost time and effort, instead of improving the quality of the project (Chess & Purcell, 1999). However, nowadays public participation is recognized as an important factor that has major advantages (Bartsch & Wells, 2003; Bott, 2011; Chess & Purcell, 1999; McCarthy, 2002; Sapu, 2003). In more and more development projects, public participation is used.

Unfortunately, there is just a limited amount of research available about the role of public participation in heritage redevelopment projects (HRPs). Therefore, research about this particular topic can be quite valuable for both urban planning and heritage management. The introduction of new laws and regulations for the built environment in the Netherlands is a great moment to find a way to structurally implement public participation in the planning phase of HRPs. A successful implementation of public participation in heritage redevelopment can be useful and effective in many years to come.

1.4. Research design

For this research, a combination of various research methods has been selected. The graduation research will consist of 3 research methods: literature review, multiple-case study, and the Fuzzy Delphi method. In the next paragraphs, each of the research methods will be described. The relationship between the selected research methods is visualized in *Figure 1*. In the figure, the four parts are shown (the literature review, multiple-case study, survey with Fuzzy Delphi Method, and the matrix development). In dark grey, it is described to what subquestions (SQ) each part of the research contributes.

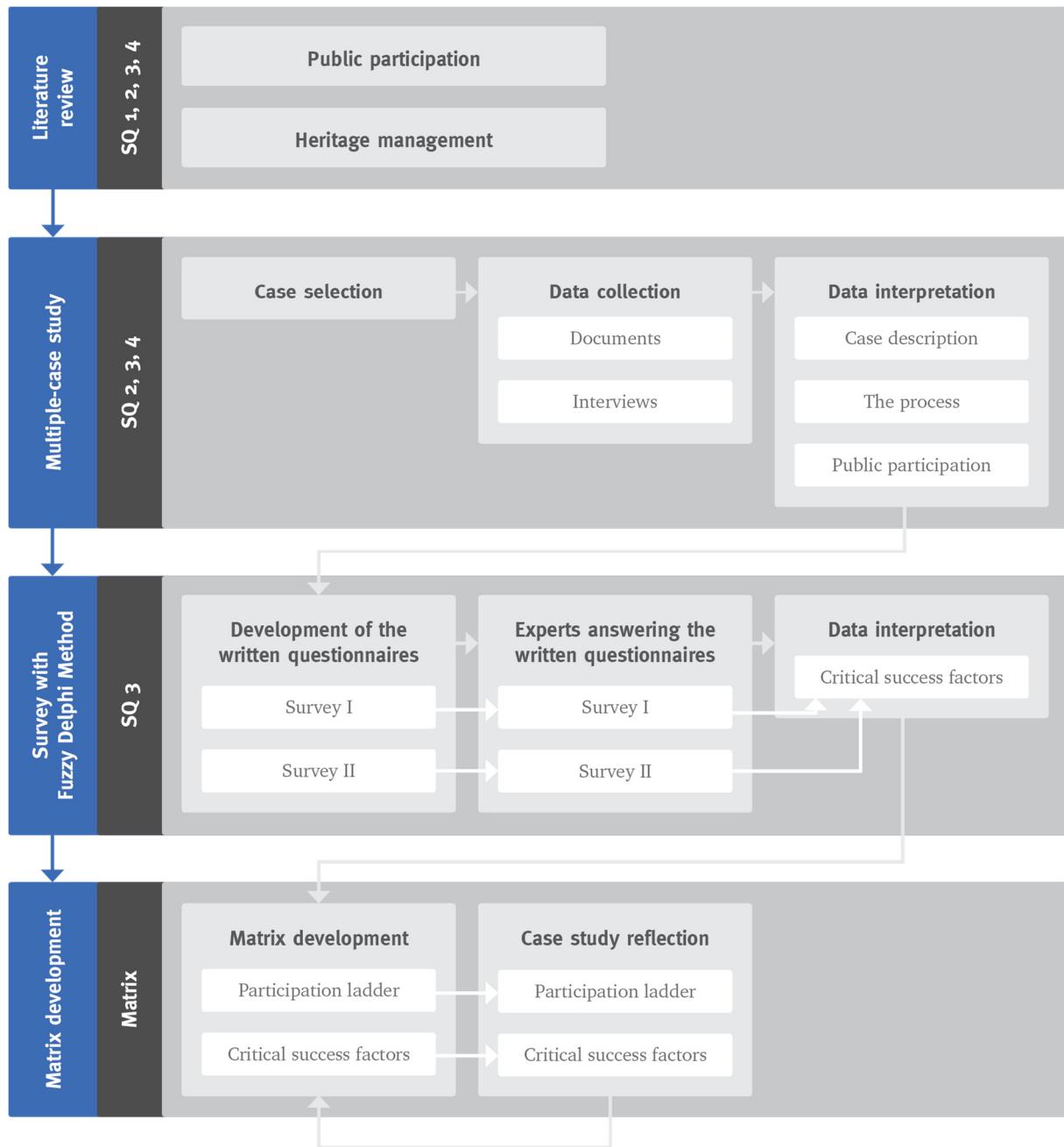


Figure 1. The research model.

Literature review

Firstly, a literature review will be conducted. In the literature review, the state-of-the-art regarding the fields of heritage management and public participation will be reviewed. The literature review provides an overview of existing research and knowledge in these two fields. Literature may provide insights that have to be validated for the field of heritage management later.

The literature study is also used to describe the planning phase of construction projects in detail. For the boundaries of this research, it is important to have a clear definition of the planning phase in construction projects.

Multiple-case study with interview

After that, a multiple-case study will be executed. A case study approach is difficult to define, because of its varying use and appearance in research. According to Swanborn, “a case study refers to the study of a social phenomenon carried out within the boundaries of one social system (the case) in the case’s natural context” (Swanborn, 2010, p. 13). Case studies can be conducted to answer a *how* or *why* question about a contemporary phenomenon, over which the researcher has little or no control (Yin, 2013).

The case studies hopefully will provide insight in daily practices in heritage developments projects. In particular, the use of public participation in the process is interesting for this research. Therefore, the case studies will be focused on the process. How was the project organized, who was involved, when, and why. The case studies can provide information about critical factors and critical moments in heritage redevelopment projects (HRPs).

The case study projects will be chosen to represent redevelopment projects in urban areas consisting heritage objects. Preferably, the projects do not only consist of heritage objects, but also consist of other constructions that are not heritage-related. The projects that will be selected will be located in the Netherlands. Data will be collected by reading available documents (e.g. plans, reports, letters, and websites) and conducting interviews. Key stakeholders of the project, preferably the initiators of the project, will be interviewed. A semi-structured interview offers - because of its flexibility – the opportunity to go in-depth on aspects that emerge during the interview, making interviews well-suited for answering *why* questions (Miles & Gilbert, 2005; Swanborn, 2010).

Survey with Fuzzy Delphi Method

To find out what the critical factors and critical moments of public participation in heritage developments projects are, the Fuzzy Delphi Method (FDM) will be applied. According to Yu-Feng and Hsiao-Lin (2008) “the Fuzzy Delphi Method is an analytical method based on the Delphi Method that draws on the ideas of the Fuzzy Theory”. By conducting a written questionnaire among both professionals in the heritage redevelopment field and citizens related to HRPs (e.g. because of their proximity to a project, or their involvement in a local community) will be asked to give their opinion on the critical success factors and critical success moments of HRPs in relation to public participation. The FDM is used to achieve consensus among the respondents. The stakeholders identified in the case studies will be approached to fill in the written questionnaire. Because FDM can be adapted to a large extent to a particular study (Delbecq, Van de Ven, & Gustafson, 1975), it is very useful for this research. According to Delbecq et al. (1975), for successful Delphi studies the following criteria have to be met:

1. Adequate time;
2. Participants skill in written communication;
3. High participant motivation.

These criteria are less applicable to FDM than to ordinary Delphi techniques. FDM has managed to reduce the required time and participation motivation to participate in written questionnaires over and over. Because of the given limitations regarding time and the nature of this study (a research conducted by a student will trigger less motivation among participants), FDM is considered to be the best suiting approach for this study.

The results of this study will be used to get insight in what problems arise in HRPs in relation to public participation and what the critical factors are for successful public participation in a HRP. The results will

also be used to get insight in the possible gap between the views of the ‘public’ (local communities and local citizens) and the experts.

Matrix development

The gathered data will be used to develop a matrix for the selection of the level of public participation in the planning phase of HRPs. The matrix will consist of various critical aspects that influence the selection of the right level of public participation for a HRP. The critical success factors and critical success moments that need to be listed, should contribute to the development of this matrix. The matrix should lead to a quality improvement of HRPs. In the end, the matrix and the listed critical success factors and moments should create to an enhanced quality of heritage conservation in redevelopment projects.

1.5. Expected results

It is expected that heritage redevelopment projects (HRPs) have a large amount of stakeholders, which all have different characteristics. This complex network of stakeholders is hard to manage. Also, it is expected that some interviewed stakeholders have dealt with public participation in their projects, but that the studied projects do not meet the maximum potential of public participation in HRPs. Public participation may show advantages, but also some disadvantages that still have to be tackled.

The literature review and the case studies are expected to provide a set of expected critical success factors and critical success moments for successful public participation in HRPs. The written questionnaires will be used to validate these factors and moments. It is expected that some of these factors and moments do play a role in HRPs, but some of them do not.

The matrix is expected to provide a guideline for governments and organizations for the structural implementation of public participation in HRPs. The matrix is expected to provide an overview of the levels of public participation available and what aspects influence the choice of a level of public participation in HRPs. The implementation of public participation should lead to more sustainable buildings, enhanced building quality and more resilient urban areas. The matrix will also provide insight in the critical factors and moments for a HRP, helping to cover these factors as good as possible in future projects.

1.6. Reading guide

This chapter has provided background information about the research. The next chapter, chapter 2, will provide an overview of the state-of-the-art concepts in heritage management and public participation. Also, relevant policies and regulations regarding public participation in the built environment will be discussed.

In chapter 3, a multiple-case study will be conducted in order to identify current practice by analyzing five heritage redevelopment projects (HRPs). It will provide an overview of critical moments and critical success factors in these projects. Chapter 4 will describe the two surveys with Fuzzy Delphi Method (FDM). A list of critical success factors for each level of participation will be created. The lists of critical success factors and the participation ladder will be used to create a matrix that can be used for future projects.

In chapter 5, the results of this research will be described. Chapter 6 provides the conclusions of this research and will discuss the relevance of this research. Besides that, some recommendations for future research and future projects will be presented.

2 Literature review – heritage management and public participation

What is the state-of-the-art in the field of heritage management? How is public participation nowadays implemented? What can be learned from related fields in the built environment? A literature review of the fields of heritage management and public participation is needed to find out how this research can contribute and add value. This chapter provides an introduction to this research topic.

2.1. Introduction

Every research project starts with reading and reviewing relevant literature that's already available. A literature review shows the latest insights in the fields that will be researched. According to Webster and Watson (2002):

"A review of prior, relevant literature is an essential feature of any academic project. An effective review creates a firm foundation for advancing knowledge. It facilitates theory development, closes areas where a plethora of research exists, and uncovers areas where research is needed."

Therefore, a literature review is also necessary in this research. Relevant theories in literature will be used to prepare for the case studies and for the questionnaire later in this research project. It can be checked in these next research steps whether interesting public participation concepts and ideas also apply to the field of heritage conservation. Besides that, a literature review helps to set boundaries for the research project by providing better insight in the particular research field (Webster & Watson, 2002).

The aim of this literature review is to provide an overview of previous studies in the fields of heritage management and public participation. In order to make clear what knowledge is already available in literature and what is not, this literature is needed.

First of all, the concept of heritage is discussed. After that, public participation, its history and its advantages and disadvantages according to literature will be described. In order to set the boundaries for this research, a clear definition of the planning phase has to be given. Literature will be used to do that. In the end, legal obligations regarding the use of public participation in the field of the built environment will be summarized. Legal obligations are the minimum level of public involvement. In particular, the legal policies in the Netherlands are interesting for this research. However, all other relevant legal policies regarding the implementation of public participation in the built environment will also be reviewed.

2.2. Cultural heritage management

A beautiful and comprehensive definition of heritage is provided in the new Heritage Law by the Ministry of Education, Culture and Science of the Netherlands: heritage resources are tangible and intangible resources that have been inherited from the past, have been created by humans or the interaction between humanity and the environment over time. People identify cultural heritage as a reflection and expression of continuously developing values, beliefs, knowledge and traditions. Cultural heritage provides a reference framework for the current and future generations (Ministry of Education Culture and Science, 2015, p. 2). In short, heritage is a set of resources from the past that are considered by society to have high value for the future. Heritage can be seen as an interaction of resources and values (Avrami, Mason, & De La Torre, 2000). Heritage provides a link between the past and the present.

Cultural heritage has many appearances as tangible heritage (e.g. books, objects, buildings, areas) and intangible heritage (e.g. traditions, knowledge, language). This research is focused on heritage resources in the built environment, as mentioned earlier. Heritage is widely available in the built environment.

According to the literature above, heritage is more than only the construction listed at (inter)national and municipal monuments registers. Listing resources is just a governmental method to list heritage resources as good as possible, in order to have the means to protect the resources.

The importance of heritage conservation

The importance of heritage preservation is widely acknowledged (Avrami et al., 2000; Baarveld & Smit, 2011; Pereira Roders & van Oers, 2011; Ruijgrok, 2006; UNESCO, 2011b, 2013; Yung & Chan, 2012). The presence of heritage resources has cultural, social and economic benefits for society.

Cultural benefits

Heritage resources have numerous cultural values for previous, present or future generations (e.g. aesthetic, historic, and scientific). A need to preserve values and to take advantage of the past is recognized (UNESCO, 2011b). Conservation of heritage can help future generators to understand history, understand and accept cultural differences and understand the evolution of our society through time (Avrami et al., 2000). Heritage resources offer the opportunity to show the culture and identity of our society in the past and the present to future generations. Organizations like UNESCO, ICOMOS (international) and Cultural Heritage Agency (the Netherlands) therefore put effort in the protection and preservation of cultural heritage.

Social-economic benefits

The presence of heritage resources in a certain area also offers opportunities for both social and economic developments (Baarveld & Smit, 2011, p. 2; Pereira Roders & van Oers, 2011). Baarveld and Smit (2011, p. 2) argue that the re-use of heritage buildings contributes to a sustainable environment. They argue that the (partial) re-use of buildings reduces demolition waste, leads to more energetic buildings and makes greenfield projects elsewhere superfluous. Heritage resources are considered to be important for the enhancement of the livability and sustainability of cities (Pereira Roders & van Oers, 2011, p. 284). Well-organized heritage management can improve the quality of urban development, and help to manage rapid urban growth. UNESCO (2011b) underlines the role of heritage conservation in order to ensure the livability of urban areas:

“Urban heritage (...) constitutes a key resource in enhancing the livability of urban areas, and fosters economic development and social cohesion in a changing global environment.”

Ruijgrok (2006) showed that – even expressed in economic terms – conserving threatened cultural heritage would result in a positive financial result for society. Heritage assets can generate more income for the community when attracting tourists, or making an area more popular to live or work in.

Limitations due to the presence of heritage resources

However, the presence of heritage resources in a redevelopment area has also its downsides. The need for protection of heritage resources results in some limitations for landowners and developers. Every country has its own heritage protection laws and regulations. These laws and regulations limit the opportunities for owners of monuments and other heritage resources to redevelop their properties. In the Netherlands various formal types of protected built heritage exist (national monuments, municipal moments, protected landscapes, world heritage and mobile heritage) (Rijksoverheid, n.d.). The formalization of heritage results in the Netherlands in the obligation to preserve the characteristics of building (Department of Education Culture and Science, 1988). This leads to limitations in the adaptive

re-use of these buildings, which makes successful redevelopment more complex. A formal status for built heritage also forces owners to maintain the heritage resources on their land properly.

History of heritage conservation

In the beginning of the twentieth century, it was acknowledged that heritage has invaluable benefits for society and that heritage should be protected and conserved. In 1933, the Charter of Athens was introduced. The document “includes urban ensembles in the definition of the built heritage and emphasizes the spiritual, cultural and economic value of the architectural heritage” (Getty Conservation Institute, 1933). The need for the preservation of architectural heritage was acknowledged. However, the document also recommends to demolish slums and denies the heritage values of these urban areas.

After the World War II, the protection of heritage became an international issue. The United Nations and United Nations Educational, Scientific and Cultural Organization (UNESCO) were founded (UNESCO, 2011c). In 1964, the Charter of Venice was accepted. The Charter “codifies internationally accepted standards of conservation practice relating to architecture and sites” (Getty Conservation Institute, 1964). The document is still very important, as it states that monument should be conserved because of its values as art and historical evidence. The International Council on Monuments and Sites (ICOMOS) was founded as a result of the Athens convention (ICOMOS, 2015). Nowadays, ICOMOS proposes properties for the World Heritage List of UNESCO and evaluates the listed properties (UNESCO, 2016). Both UNESCO and ICOMOS put a lot of effort in heritage preservation.

In the beginning of the twentieth century the need for heritage protection was in the Netherlands more and more recognized in society. In 1903, a national committee was assigned to make an inventory of all national monuments. However, due to the two World Wars, monument preservation was not a priority. In 1946, the National Agency for Monuments was founded. This agency was appointed to take care of the national monuments in the Netherlands. In 1961, the first Monument Law was adopted. In this law, all buildings older than 50 years were considered to be a monument (Tillema, 1975). In 1988, the current Monument Law was introduced due to the need to give municipalities more responsibilities regarding monument protection. It is expected that the Monument Law will be replaced by the new Environment Bill in 2018 (Rijksoverheid, 2015).

Project complexity

Urban developments projects are often complex, even more when cultural heritage is involved (Baarveld & Smit, 2011, pp. 2–3). Redevelopment projects – in contrary to greenfield projects – have to deal with an existing (built) context and organizational complications. The appearance of heritage resources in a redevelopment area make these redevelopment projects even more difficult. Heritage management has become more complex over the years (Veldpaus, 2015). More stakeholders are involved in heritage redevelopment projects (HRPs), leading to more complex collaboration processes. A HRP requires the collaboration of various stakeholders, because of the need of relatively high investments and the high project complexity (Baarveld & Smit, 2011, pp. 2–3). The interdependency of the project’s stakeholders are the main cause of this complexity (Baarveld & Smit, 2011, p. 10).

Management of HRPs is a challenge again and again, as every project is unique (Heijer, 2014). The involvement of local citizens and local communities made heritage redevelopment even more complex (Veldpaus, 2015). However, more complex projects only bring stakeholders and their opinions to the surface. They already existed but never were heard (De Brauw et al., 2013). Citizens have become more empowered. In other words, heritage redevelopment has become more complex over the years. In

particular, because governments are involving all stakeholders more and more, which is considered to be an enhancement of heritage redevelopment.

2.3. Public participation

Arnstein (1969) provides a definition of public participation in terms of citizen power, meaning that citizens will be included in the political and economic processes of a project. Public participation is a collective term for all initiatives to engage local residents, local communities and local organizations to a project by involving them in the decision-making process. Rather than consulting citizens after most of the fundamental decisions already have been made, public participation involves local stakeholders during the entire decision-making process.

History of public participation

Democratic decision-making in urban development is not a new concept, in the 1970's this concept was already introduced in the Netherlands (Bosma, Mekking, Ottenheyen, & Van der Woud, 2007; Chess & Purcell, 1999; De Brauw et al., 2013; Strolenberg, 2015; Van Es, 2006, p. 9; Van Zuylen, Van der Heijden, Van der Mark, & Meiresonne, 2007). Simultaneously with the rapid economic growth, the set-up of the welfare state and emancipation, democratization became more important. Governmental organizations changed their organizational structures in decision-making processes. Instead of a hierachic approach, a horizontal structure was created. Project teams consisting of civil servants and local residents were created (Van Es, 2006, p. 9). Citizens were consulted and asked to provide their views on a plan.

Simultaneously with the rise of public participation in the Netherlands, public participation became more popular all around the world. Already in the 1970's, public participation was mentioned in relation to heritage conservation (UNESCO, 1972). The involvement of local citizens in heritage conservation was already recommended in this document. However, the democratic concept suffered from declining popularity in the 1980's. Public participation was seen as something that would cost time and effort, more than it would improve the quality of the project (Chess & Purcell, 1999). Nowadays, public participation is recognized as an important factor that has major advantages (Bartsch & Wells, 2003; Bott, 2011; Chess & Purcell, 1999; McCarthy, 2002; Sapu, 2003).

The second wave of public participation in the Netherlands became mainstream in the 1990's (De Brauw et al., 2013; Van Zuylen et al., 2007). The consultation of local citizens was not sufficient anymore; citizens were involved in the process. The municipality or regional government that is in control, involves local citizens and local communities in the decision-making. Similar to the first wave, the government took the lead and involves local citizens and organizations.

The third wave of public participation in the Netherlands has become popular during the economic turndown. Strolenberg (2015) explained that during the economic turndowns between 2000 and 2015, public participation became more common. The third wave is all about civic initiatives (De Brauw et al., 2013; Platform31, n.d.; Van Zuylen et al., 2007). Local citizens were taking the lead, as governments were pulling back and construction companies were suffering due to the crisis (Platform31, n.d.). Organizations that were previously in the lead of (re)developments, were now faced with initiatives from local citizens and communities. The third wave can be described as inverted participation: instead of the citizen participating in a government process, the government is participating in a community process.

Governmental organizations have to adapt to a new reality in which local groups are asking for support and means to execute their ideas.

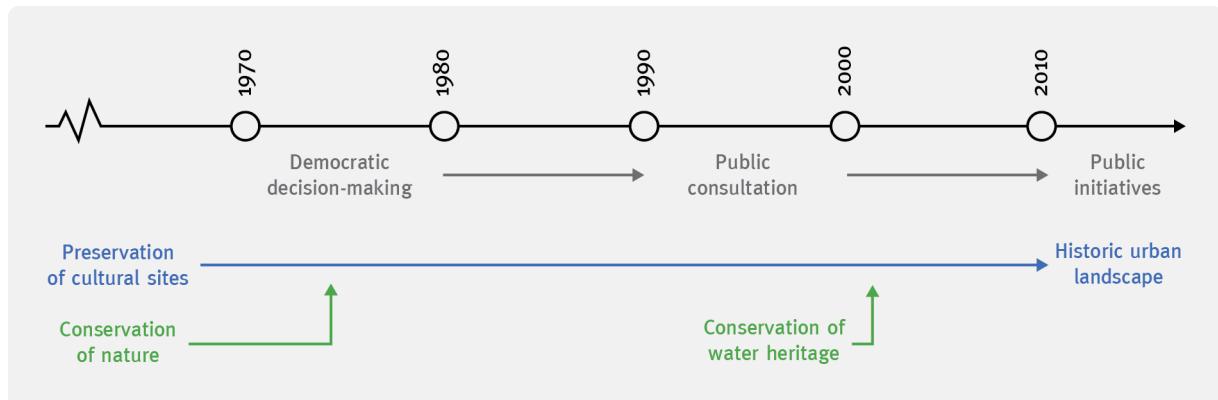


Figure 2. The evolution of public participation and heritage preservation.

The worldwide evolution of heritage management (blue), public participation (grey) and the integration of nature conservation (green) in heritage preservation over time are provided in *Figure 2*. For a long time, heritage management was all about the preservation of cultural sites. In the last decade, the perception has changed and the historic urban landscape approach has been introduced. The latest developments in both fields promise significant changes in the way governmental organization have to work. The new insights in both fields are changing their role (from taking the lead in new developments to facilitating public initiatives and from a small scoped monument approach to a large scoped urban landscape approach).

Benefits

First of all, the involvement of stakeholders (among them the local community) generally generates a larger sense of shared ownership and leads to a greater chance of outcome acceptance and satisfaction among stakeholders, resulting in a larger support base (Bos, 2014; De Brauw et al., 2013; Department of Infrastructure and the Environment, 2008; Hajialikhani, 2008, p. 2; McCarthy, 2002). Pro-active management of project stakeholders decreases the chances of the failure of a project. The better stakeholders understand a decision taken, the higher the chances are that they will accept the decision. To ensure a successful outcome in heritage-related projects, the project's team should identify all stakeholders and manage their requirements and expectations as much as possible (Hajialikhani, 2008, p. 1; Reed, 1999). Early involvement of local communities in redevelopment projects will also speed up the process and decreases the chances that costly project revisions have to be made later (Bartsch & Wells, 2003, p. 7; De Brauw et al., 2013, p. 145; Department of Infrastructure and the Environment, 2008; McCarthy, 2002). Taking citizens seriously from the beginning results in a more balanced plan and decreases the chances of resistance during the project (e.g. permit applications).

Besides that, stakeholders should be given a role in the planning phase¹ of a redevelopment project already, since it can improve the quality of decisions. Stakeholders sometimes have unique knowledge that is very useful for the project, or have views that otherwise would not be taken into account (Bartsch

¹ This research is limited to the planning phase. The planning phase starts with the project idea and ends when the developer starts with the preparation of the construction site for the actual construction process. Important decisions regarding the program requirements, the design and the time schedule have been made at this point.

& Wells, 2003, p. 7; De Brauw et al., 2013, p. 144; Hajialikhani, 2008, p. 8; Mostert, 2003, p. 5). Local communities can provide information about local history, traditions, values, needs and aspirations (UNESCO, 2011b, p. 4). Involving the public results in “better-informed decision-makers” (Mostert, 2003, p. 5). The project team in heritage redevelopment projects (HRPs) is responsible for the creation of an environment in which all stakeholder can participate in an appropriate manner (Hajialikhani, 2008, p. 8).

Additionally, community involvement in redevelopment projects leads to an end product that is more interesting for local residents and local communities, making the building or area more popular among future tenants (e.g. citizens, companies). When citizens and organizations participate in redevelopment projects, they will provide their views and needs. By taking these views seriously, the outcome of the project can be improved or adapted to the needs of participants. This saves marketing time, efforts and money after the project completion (Bartsch & Wells, 2003, p. 8), simply because there is an increased demand for the project’s outcome.

De Brauw et al. (2013) also argue that participation can be considered as a democratic right. Local residents and communities have the right to participate in processes that affect the livability of the built environment they live in, or where they share ownership of (the public area). However, other literature argues that the democratic rights are threatened by public participation (as discussed in the next paragraph). In literature (Baarveld, Smit, & Hoogerbrugge, 2014; Mulder, 2015) it is argued that a balance between public participation and governmental mandate has to be found.

Concerns

The implementation of public participation in heritage-related projects also has downsides. Three important issues can be identified, according to previous studies:

- **The right people or local groups have to be involved** – Otherwise, the democratic principle of society may be threatened (Mostert, 2003, p. 6; Reed, 1997). In a badly organized public participation process, citizens participating may not be a representative sample of the community. The process “being hijacked by certain groups” (Mostert, 2003, p. 6; Reed, 1999) is a risk. Especially well-organized organizations or people tend to have more power than they should have, in particular if one wants to be the participating parties a good representation of society as possible. These power imbalance threatens to undermine the democratic principles that are pursued. People and organizations that were previously in power, often oppose power redistribution (Reed, 1997). As every stakeholders wants to have as much impact as possible, they do not want to lose (parts of) their power in the decision-making process. ‘
- **Missing knowledge among participating citizens and community organizations** – The disadvantage of the use of public participation is the fact that in some cases, ordinary local residents are not informed well enough or not educated enough to add value to a project. In these cases, these people only slow down the process and increase project’s cost instead of adding value. In other words, people require the capacity to participate (Reed, 1999). Although the capacity of people to participate is required in order to make public participation add value to a redevelopment project, all stakeholders should at least be represented in the participation process. Power relations impact an outcome of a process (Reed, 1997). Therefore, it is important to involve all stakeholders in order to give them a voice and influence.
- **Bad-organized public participation leads to less trust and more resistance** – Poorly organized public participation (e.g. the public is not involved seriously, or promises can’t be kept) leads to less

trust in the government in general and will result in resistance later in this project (Mostert, 2003, p. 6). Managing expectations and not making any promises that can't be kept, are key issues to keep in mind. Distrust and resistance will also decrease success chances in later projects, because people become cautious and less constructive.

Public participation and heritage management

According to the Burra Charter – the Australia ICOMOS Charter for Places of Cultural Significance (ICOMOS, 2013) – the participation of local citizens and communities is essential for a sustainable preservation of heritage resources. The Charter for the Conservation of Historic Towns and Urban Areas, the Washington Charter (ICOMOS, 1987), underlines this assumption:

“The participation and the involvement of the residents are essential for the success of the conservation programme and should be encouraged. The conservation of historic towns and urban areas concerns their residents first of all.”

Therefore, heritage management and public participation are strongly connected. Sustainable heritage management requires the involvement of local citizens or local community organizations. A governmental organization will not be capable of protecting heritage resources without the support of the local community. Thus, heritage management and public participation are inextricably associated with each other. For successful and sustainable heritage management is the participation of local citizens and communities vital.

Participation ladder

Eight levels of public participation are identified in a ladder, called the participation ladder (Arnstein, 1969). Others (Edelenbos & Monnikhof, 2001; Pröpper & Steenbeek, 2009) also describe similar participation ladders, although in a different amount of levels. In *Table 1*, the three participation ladders are provided and compared.

	Arnstein (1969)	Edelenbos and Monnikhof (2001)	Pröpper and Steenbeek (1999)
1	Manipulation	No involvement	Authoritarian style
2	Therapy	Informing	Open authoritarian style
3	Informing		
4	Consultation	Consultation	Closed participating style
5	Placation		
6	Partnership	Recommendation	Open participating style
7	Delegated power	Coproduction	Delegating style
			Collaborating style
8	Citizen control	Co-decision-making	Facilitating style

Table 1. Participation ladders of Arnstein (1969), Edelenbos and Monnikhof (2001), Pröpper and Steenbeek (2009).

The ladders are starting with little or no citizen participation (level 1) and ending with highly implemented citizen participation (level 8). Different kind of projects require different kind of participation levels. Arnstein (1969) argues that only levels 6, 7 and 8 describe real citizen power.

Project conditions

Literature (Ananda, 2007; Bartsch & Wells, 2003; Buijs, Elands, & Turnhout, 2009; Carson, 2009; Clark, 2011; Cowan, 2003; De Brauw et al., 2013; Kalk, 2010, 2015; Mostert, 2003; Wetenschappelijke Raad voor het Regeringsbeleid, 2012) mentions various critical success factors for public involvement in all kind of projects (not only construction projects). A list of these project conditions are provided in *Table 2*, followed by the references where the various critical factors are mentioned.

Process	Reference(s)
1 Openness about the decision-making process – Manage expectations about the process (e.g. what is possible and what is not) in advance.	(Cowan, 2003; Pröpper & Steenbeek, 2009; Wetenschappelijke Raad voor het Regeringsbeleid, 2012)
2 Discuss stakeholder's values and aims in advance – Avoid unexpected surprises later. Discuss what for the stakeholders the outcome of the process should be.	(Buijs et al., 2009)
3 The presence of a leader – The involvement of a key trigger figure and a key networker are required in the coalition.	(Kalk, 2010, 2015; Wetenschappelijke Raad voor het Regeringsbeleid, 2012)
4 Sufficient means – Sufficient means are needed (e.g. sufficient personnel, sufficient available funds).	(Pröpper & Steenbeek, 2009)
Input	
5 Well-fitting to the project – Public participation should fit the project well (e.g. enough time available for the process).	(Pröpper & Steenbeek, 2009)
6 Public participation should add value – Public participation should add value for all involved stakeholders (e.g. balanced insights or more available knowledge).	(Pröpper & Steenbeek, 2009)
7 Provide citizens information – Support the participating citizens, provide them information to provide them the opportunity to participate.	(Carson, 2009; Mostert, 2003; Wetenschappelijke Raad voor het Regeringsbeleid, 2012)
Power	
8 Early involvement – Involve citizens early in the process.	(Bartsch & Wells, 2003; Chess & Purcell, 1999; De Brauw et al., 2013; McCarthy, 2002; Mommaas, 2004; Mostert, 2003)
9 Delegate (some) powers – Delegate formal powers to representative citizens or local communities.	(Clark, 2011; Kalk, 2015)
10 Constructive stakeholders – All stakeholders have to be constructive, meaning that they should listen to each other and take each other's input seriously.	(Kalk, 2015; Mostert, 2003; Pröpper & Steenbeek, 2009; Wetenschappelijke Raad voor het Regeringsbeleid, 2012)
11 Representative citizen group – All stakeholders need to be represented by credible people that represent society.	(Ananda, 2007; Mostert, 2003)

Table 2. An overview of the in literature provided project conditions.

The critical success factors are identified across all kind of fields and in particular policy-making procedures. Therefore, it has to be checked whether these criteria also apply to the field of heritage management or not. Other factors may also be influential in heritage redevelopment projects (HRPs). However, the list of factors is very useful to start with, especially during the interviews in the multiple case study and the questionnaire later in this research.

2.4. Project life cycle

Literature generally describes more or less the same set of main phases in (redevelopment) construction projects (Bartsch & Wells, 2003, pp. 7–9; Bennet, 2003). Although sometimes phases are subdivided in smaller, specialized phases, the common thread is the same. The three main phases mentioned by Bartsch and Wells (2003, pp. 7–9) are the planning phase (1), the pre-development phase (2) and the construction phase (3). Some studies (e.g. Martani, 2015) also describes a fourth phase, the maintenance phase (4). The project life cycle is visualized in *Figure 3*.

Although the project life cycle is quite similar to the project life cycle of greenfield developments, differences can be found in all phases. For example, in the planning phase various additional heritage analyzes have to be executed. In the pre-development phase and construction phase there has to be dealt with the heritage resources in the area that have to be preserved. The maintenance phase very important in a redevelopment project, because of heritage conservation targets.

This research's focus is on the planning phase. In order to define the boundaries of the research, a clear definition of the planning phase has to be given. The planning phase starts with the project idea and ends when the pre-development phase starts (in other words, when the permit applications are submitted and the developer starts with the preparation of the construction site for the actual construction process). Important decisions regarding the program requirements, the design and the time schedule have been made at this point.

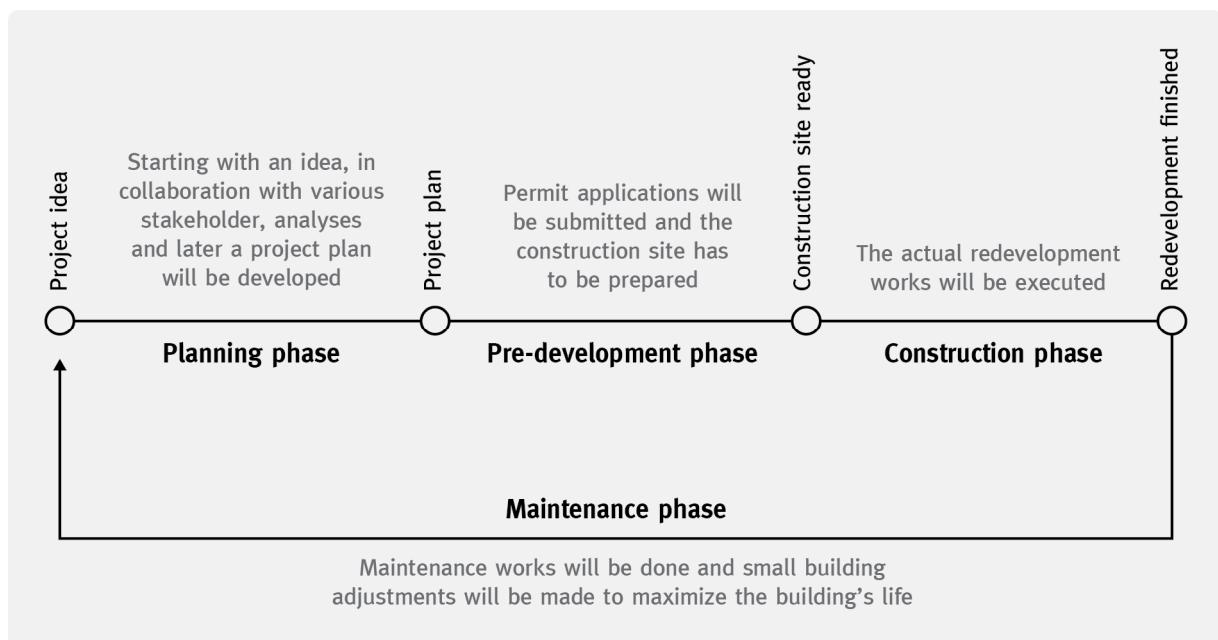


Figure 3. The project life cycle.

2.5. Policies and practice

This literature review isn't complete without an evaluation of the relevant policies, laws and regulations. Although the historic urban landscape (HUL) context has already been described in the introduction chapter of this report, it is still interesting to find out how this approach is transformed to policy. Furthermore, the new upcoming laws in the Netherlands affecting heritage redevelopment projects will be discussed. What will be the minimum requirements regarding public participation in heritage redevelopments? Although this research is focused on the Netherlands, the new laws and regulations in the United Kingdom are also relevant. The UK has adopted the Localism Act, which provides new formal rights for ordinary citizens to participate in developments in the built environment. These formal rights and their results in practice may also be interesting for the Dutch case.

Public participation in the context of the Historic Urban Landscape (HUL)

Public participation is a tool to improve the process of sustainable heritage management in the historic urban landscape, as discussed earlier. The HUL approach is focused on policy guidance, and while participation and consensus among stakeholders is stimulated, the responsibility of the government to make this actually happen remains largely intact (Veldpaus, 2015). All governments are recommended to implement the HUL approach in their policies (UNESCO, 2011a, 2011b, 2013). Veldpaus and Roders (2013) have developed an assessment framework for government policies in order to measure to what extent current policies match with policies recommended by the historic urban landscape concept. Local governments can use this framework to assess their policies and adapt them to this approach as described in literature (UNESCO, 2011a, 2011b; Veldpaus, 2015).

Policies and practice in the Netherlands

The Spatial Planning Act 2008 in the Netherlands describes only one formal obligation regarding public participation: after a draft decision has been made, it should be described in the motivation document how the public is involved in the development process of the draft decision (Department of Infrastructure and the Environment, 2008). However, as we speak, the Dutch government is changing its laws regarding spatial planning (new: Environment Bill) and cultural heritage (new: Heritage Act). Both Acts are initiated to integrate many existing policies. First of all, the Heritage Act (Dutch: Erfgoedwet). The new Heritage Act will become law in 2016. This research can be short about the Heritage Act: all policies about physical heritage in the built environment are being moved to the Environment Bill (Dutch: Omgevingswet) as soon as this Bill passes the Dutch parliament and becomes law (planned for 2018) (Ministry of Education Culture and Science, 2015). Therefore, the Heritage Act is not very relevant for this research.

The Environment Bill will become the most important law for the field of the built environment in the Netherlands. The new Environment Bill replaces 26 existing Acts and hundreds of ministerial regulations (MR) and administrative orders (AMvB) (Schultz van Haegen, 2011). Among them, the Spatial Planning Act 2008. At the moment, the Bill is under consideration in the Dutch senate, after it passed the Dutch House of Representatives in 2015. Previous decades, various major changes to the spatial planning laws have been made to simplify laws and regulation. The new Environment Bill is the latest step in this series of changes. The new law also aims to stimulate public participation in spatial planning processes (De Brauw et al., 2013; Schultz van Haegen, 2011). The new Environment Bill offers mostly the same opportunities, rights and duties for all stakeholders in the spatial planning process (compared to the

existing laws). Regarding project decisions² (Dutch: projectbesluiten), a new opportunity for participating citizens and organizations is included (Department of Education Culture and Science, 2015b). By adding a compulsory exploratory procedure to the project decision process, all stakeholders have the opportunity to submit an alternative view on a project decision (article 5:51). The government is obligated to take this alternative into account seriously, and when required by the submitting citizen or organization, to ask an expert for his or her views on this alternative. The government has to provide their substantiated comments on all submitted alternatives. This additional steps in the process to a project decision can be considered as an improvement of the implementation of public participation. However, only provinces, water authorities and national government are authorized to make a project decision (Department of Education Culture and Science, 2015b). Regarding processes at municipal level in the field of the built environment, no changes are made. De Brauw et al. (2013) argue that although the incorporation of public participation in project decisions is positive, no power redistribution has taken place. Therefore, well-organized and timely public participation is not guaranteed. Moreover, on a local level public participation is not further integrated.

Literature showed that a public participation process organized badly causes resistance among local residents and communities (Wetenschappelijke Raad voor het Regeringsbeleid, 2012). Regardless of the actual project content, even if local residents support the major part of the plan. Therefore, the organization of the process and adopting the right policies is essential for the success rate of public participation.

Despite that – according to national law – the integration of public participation is not required by law to a large extent, many municipalities in the Netherlands are using public participation or experimenting with public participation (Bos, 2014; De Brauw et al., 2013). In 2013, 58.8% of all municipalities had adopted a policy note about public participation (75.0% of the large municipalities, 56.3% of the small municipalities). 57.7% of all municipalities in the Netherlands had formalized regulations regarding public participation in 2013. Some municipalities have also formal regulations with conditions and procedures for the organization of a referendum. In 2013, 15.6% of the small and rural municipalities in the Netherlands had adopted such policies. 50.0% of the large urban municipalities had adopted these kinds of regulations.

Although more and more municipalities have adopted policies and formal regulations regarding public participation, only 20.6% of the municipalities in the Netherlands has actually reserved a budget for public participation. Even more, in 71.7% of the municipalities with formal regulations regarding public initiatives, no single public initiative has been started. Inhabitants do not use the formalized regulations very often (Bos, 2014). Inhabitants participate primarily informal by asking for support from their municipality. Even more, Bos (2014) argues that only half of the municipalities evaluates its public initiatives in order to secure knowledge and to improve the quality of their own organization.

Policies and practice in the United Kingdom

Although this research is focused on the Dutch case, the policies and practices in the United Kingdom are relevant. The United Kingdom has implemented some regulations regarding public participation in the

² A project decision (in the new Environment Bill) is a decision that provides all required permits for the construction of a complex project in the field of the built environment (De Brauw et al., 2013). A project decision can only be made for important projects in regional or national interest.

built environment, that could be interesting for the Dutch case. The United Kingdom can be seen as a pioneer in public participation policies.

In 2011, all kind of civic engagement initiatives have become law in the United Kingdom with the introduction of the Localism Act (Clark, 2011). Although this research is focused on the situation in the Netherlands, the developments in the United Kingdom may be relevant. A huge power shift in the field of spatial planning has occurred, adopting formal rights for local citizens as Kalk (2015) recommended to implement in the Dutch case. Kalk argues that formal rights for local citizens can result in a mix of societal functions and economic viable functions in future adaptive re-use projects.

Contrary to the Netherlands, spatial planning was central-organized in the United Kingdom (Boonstra, 2014, p. 210). Local governments were only allowed to implement national policies, rather than making their own. The Localism Act transformed the spatial planning policies of the United Kingdom. First of all, by transferring powers from national and regional agencies to municipalities:

- Regional strategies are abolished. Local governments get the power to decide their own planning strategies, in order to adapt them to local needs and circumstances;
- Local governments are allowed to change local planning procedures and transform the process in such a way that it fits in the local context.

Secondly, by allowing local residents to unite in local communities and participate in spatial planning procedures. Local communities get a larger influence in spatial planning:

- Contractors are obligated to first consult local communities before submitting a plan application at the local government in order to give local communities the opportunity to give their views on the plan (Clark, 2011);
- Local residents have the right to unite in local communities or organizations and:
 - To create a neighborhood plan (small or large). If a neighborhood referendum has a positive outcome and the plan is in line with national policies and the vision for the larger area by local government, local authorities have to bring the neighborhood plan into force (Clark, 2011; Kalk, 2015);
 - To build new constructions matching their needs. If the need for homes, social centers or other facilities exists, and a neighborhood referendum gives approval, construction by a community organization can be started with no planning application required (Clark, 2011);
 - To bid on local assets if they are threatened. If needed, extra time will be provided to give the local community the opportunity to organize. Local assets can be small independent local shops or valuable buildings for society (Clark, 2011; Kalk, 2015).
- Local residents can submit a bid at a local authority to take over certain power if they think they can do a better job. Local authority is obligated to set up a procurement procedure to give this local initiative a fair chance. If it turns out they can do better, local government has to approve.

However, the Localism Act can't be seen as the Holy Grail. As the British society is very heterogeneous, the success of local communities varies substantially across the country. In practice, various issues have emerged. The most important practical issues identified by Colven (2013) are:

- As discussed before, public participation can decrease the democratic level of decision-making, as unrepresentative local organizations are enable to make decisions for the entire communities;
- New local communities sometimes lack the capacity, resources and skills to participate in spatial planning processes (they are not educated in spatial planning);
- National government's budget cuts have led to smaller budgets for local initiatives, making it even harder for local communities to execute their plans. The budget cuts have undermined the Localism Act.

The first two concerns also are identified in literature, as described earlier in this research. The budget issues are not identified earlier, and may also impact public participation success in Dutch cases. It shows that budgets are needed to support public participation procedures and civic initiatives that are supported by the neighborhood majority.

2.6. Literature review results

Public participation and heritage management

Heritage are tangible and intangible resources that have been inherited from the past, have been created by humans or the interaction between humanity and the environment over time (Department of Education Culture and Science, 2015a). Heritage are resources from the past that have value for the present or the future.

Public participation is an umbrella term for all initiatives to engage local residents, local communities and local organizations to a project by involving them in the decision-making process. Public participation has grown in three waves (1970's: democratic decision-making, 1990's: public consultation, 2010's: public initiatives). Public participation has major advantages:

- It generally generates a larger sense of shared ownership and increases the chances of outcome acceptance and satisfaction among citizens;
- It can improve the quality of decisions, as the stakeholders represent all possible views. Local citizens often have unique knowledge about the building or the neighborhood. Decision-makers will have a more comprehensive picture of all views and interests, and are able to make better-informed decisions;
- It can speed up the process, as citizens gain more understanding of the project and its possibilities and limitations. Citizens that are taken seriously, are less likely to resist during the process (e.g. during permit applications);
- Local citizens or organizations know best what is needed in the neighborhood, making a project outcome more interesting for future tenants and easier to rent or sell;
- It can contribute to the democratic principles of society, as every stakeholder is involved.

However, some concerns regarding public participation can be named:

- If badly executed, public participation could also threaten the democratic principles of society, as the involved parties do not represent the public very well;

- Ordinary people sometimes do not have the capacity or resources (e.g. knowledge) to participate successfully in a project. In those cases, public participation will slow down the developments, without adding value;
- Poorly organized public participation will lead to distrust of governmental organizations and resistance of local citizens. It also makes it harder to involve the public in future projects, and decrease the success chances of these projects.

Public participation and heritage management are strongly connected. The support of local society is vital for the protection of heritage resources. To gain this support, public participation is an essential tool. To conclude, sustainable heritage management requires the involvement of local citizens or local community organizations. Public participation is a critical condition for heritage management (ICOMOS, 1987, 2013).

Participation ladder

The participation ladders of various studies (Arnstein, 1969; Edelenbos & Monnikhof, 2001; Pröpper & Steenbeek, 2009) can be summarized in five levels of public participation: citizen informing, citizen consultation, citizen advice, citizen collaboration, and citizen initiative (see *Table 3*). In the first three levels, the local or regional government is leading. They initiate the developments and involve citizens if they think that is useful or possible. At level 4, the government and the local citizens are equal. At this level they cooperate in the project. At level 5, a citizen group proposes developments and the government is participating (instead of the other way around). Citizens sometimes come up with ideas or needs. A group of citizens organize themselves in order to execute their plans and meet their needs.

Dutch municipalities often use a similar five-step participation ladder. Bos (2014) has identified that large urban municipalities more often reach high levels of public participation. Inhabitants of small rural municipalities often have to accept participation on lower levels. In 2013, citizen consultation (level 2) and citizen advice (level 3) were mostly used by Dutch municipalities (Bos, 2014).

Level	Leader	Description	Usage share in the Netherlands³
1 Citizen informing	Government	Citizens are informed about decisions made by the government. Citizens can't influence the decision.	6.2%
2 Citizen consultation	Government	Citizens are asked for their opinion about certain topics. Government takes the final call, citizens have no additional powers.	34.0%
3 Citizen advice	Government	Citizens are invited to give their views on a plan and to bring up suggestions and their ideas. The government is still in control.	33.0%
4 Citizen collaboration	Equal	Citizens and government are collaborating. They have an equal role and both have formalized rights and duties in the process.	20.6%

³ The share that is provided in this column describes how often the particular level of public participation is used in decision-making processes at municipalities in the Netherlands (Bos, 2014).

5 Citizen initiative	Citizens	Citizens try to realize a project, instead of the government. Government has to participate in the project in a facilitating role (e.g. permits, budgets).	6.2%
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Table 3. The created participation ladder.

Policies and practice

Various policy recommendations have been collected from literature regarding the use of public participation (Bos, 2014; Commissie Versnelling Besluitvorming Infrastructurele Projecten, 2008; Department of Infrastructure and the Environment, 2008; Kalk, 2010, 2015). Governmental organizations are identified as entities that should support and stimulate public participation procedures. To provide tools to local citizens and communities, governments should formalize neighborhood rights. Budgets should be available at governmental organizations to be able to support these communities in executing their plans. Besides that, governmental plans or civic initiatives should at least consist of people that are willing to take a leading role and to connect local citizens, government and local organizations.

The historic urban landscape approach stimulates the use of public participation in heritage redevelopment projects (UNESCO, 2011b). As mentioned earlier, public participation is essential for the success of heritage conservation. With the recommendation of the HUL approach to use public participation, sustainable urban development is stimulated. Furthermore, Public participation can contribute to the development of a historic urban landscape and the preservation of the landscape's invaluable resources. The preservation of these resources is of great importance for society (see paragraph 2.2). Various critical factors for a successful outcome when using public participation are identified (see paragraph 2.3).

Although most municipalities in the Netherlands have adopted policies and regulations regarding public participation, these regulations are rarely used in practice (Bos, 2014). In the United Kingdom, formal rights for local citizens and communities have been adopted (Clark, 2011). However, this formalization has not solved all issues regarding public participation, keeping local communities heavily dependent on the capacity and knowledge of municipalities (Colven, 2013). Besides that, citizens have to be capable of participating (their knowledge requires a certain level to participate successfully). Therefore, it is very important that municipalities pay attention to the right aspects and right moments of public participation.

The planning phase

As mentioned before, this research will focus on the planning phase of heritage redevelopment projects. It is considered to be essential to involve citizens in the planning phase already, as it has major advantages (Chess & Purcell, 1999; McCarthy, 2002; Mommaas, 2004). In the planning phase, input of local residents still can be implemented in the project with relatively low costs. Besides that, local residents taken seriously in the planning phase improves the idea among local residents that they have actual impact and are considered to be an important stakeholder. The success chance of public participation procedures will increase.

There is not much research executed about the implementation of public participation in heritage redevelopment projects. However, these projects are more complex than regular development projects, because of the extra-ordinary values that heritage resources have for society. Public participation is considered to be an essential tool for the success rate of these kinds of projects.

2.7. Conclusion and discussion

Conclusion

Literature has provided information about the state-of-the-art concepts in the fields of heritage management and public participation. A participation ladder of five levels has been identified. Furthermore, the project life cycle has been included to be able to bound this research to make the research feasible. The literature review showed a lack of an existing framework that structures the steps that should be taken by governmental organizations for the successful implementation of public participation in heritage redevelopment projects (HRPs). The various levels of public participation and the uniqueness of each HRP make it hard for governmental organizations to develop a single approach for these projects. This study could add value by gathering data in order to formulate a matrix that provides information about what critical success factors should be met for each level of public participation.

Next steps

Lots of studies are available in the fields of heritage management and public participation. However, little studies connect these two fields. Therefore, it is recommended to validate whether information about public participation found in literature also applies to the field of heritage management (e.g. critical success factors). For example, there may be more critical success factors in HRPs than described in literature (due to the complexity of heritage developments and the unique values of these resources). It may also be that some criteria not apply to the field of heritage management. To complete the list of critical success factors (various have been identified in literature) and critical moments (which are not identified in literature) may apply public participation procedures in HRPs, a multiple-case study has to be executed. The next chapter will describe the multiple-case study.

3 Multiple-case study – heritage redevelopment in practice

A multiple-case study will be conducted in order to get insight in the current practices in heritage redevelopment projects. The multiple-case study will be focused on the project's process and its stakeholders. The stakeholders can provide invaluable insight in how heritage redevelopment is currently executed in the Netherlands, and what issues still have to be solved. The projects show a great variety in the implementation level of public participation and the role of local citizens and organizations.

3.1. Research approach

Multiple-case study will be used to collect information about the involved stakeholders in heritage redevelopment projects (what stakeholders are generally involved in heritage redevelopment projects, what are their characteristics) and to collect information about the planning process (what happened in what order, who was involved, what are the results). The case study approach is difficult to define, because of its varying use and manifestations. According to Swanborn, “a case study refers to the study of a social phenomenon carried out within the boundaries of one social system (the case) in the case’s natural context” (Swanborn, 2010, p. 13). Case studies can be conducted to answer a how or why question about a contemporary phenomenon, over which the researcher has little or no control (Yin, 2013).

In this research, the multiple-case study will be used to describe the phenomenon of public participation within heritage redevelopment projects. The multiple-case study can be seen as an applied pars pro toto research. The results will be used to develop assumptions that can apply similar projects, not just the selected cases. Later in the research it will be checked whether the developed assumptions can be generalized for all heritage redevelopment projects. The case studies will be primarily used for two purposes:

1. The case studies can provide insight in the daily practice of heritage redevelopment projects and can form a good basis for the next part of this research;
2. The cases provide an opportunity to evaluate the designed framework.

Case selection

First of all, suitable cases have to be selected based on certain selection criteria. The selection criteria are very important, because the selected cases will have a large impact on the outcome of this research part. Therefore, the selection criteria should be clear, specific and non-ambiguous.

The case study projects will not be selected at random. The choice for particular case studies will be based on both substantive criteria and pragmatic grounds. The independent variables have to be homogeneous regarding the following criteria:

1. The project should be considered as cultural heritage redevelopment (as earlier defined). Preferably, the projects do not only consist of heritage objects, but also consist of other constructions;
2. At least one of the stakeholders of the redevelopment project has to be a local, regional or national government, or a semi-governmental organization;
3. The redevelopment project has to be located within the Netherlands;
4. The redevelopment process has taken or is taking place between 2006 and 2016.

The aim of the case section procedure is to make a selection that represents the great variety of heritage redevelopment projects. Like in almost all projects, some pragmatic grounds also play a role in the case study selection procedure. First of all, the project should be sufficiently accessible by the researcher. Secondly, at least one key stakeholder should be willing to cooperate with the researcher. A key stakeholder’s cooperation is needed to be able to gather important documents and reports of the redevelopment project. Thirdly, the project should be finished or being executed before or during the graduation period of the writer.

Although the developed list of criteria limits the amount of suitable projects for the multiple-case study, still lots of projects were suitable for this study. The selection of projects has been narrowed further down based on the recommendations made by Strolenberg (2015) and the presence of the projects in the 'Kennis- en Projectenbank Herbestemming', a database for adaptive re-use projects in the Netherlands created by the Cultural Heritage Agency. 9 projects were selected for the multiple-case study.

Stakeholders of 5 of the 9 projects were willing to participate or provide information, resulting in the following selection of projects:

1. **Watertoren Heuveloord (Utrecht)** – a water tower that has been abandoned by the water supply company is transformed to offices and restaurants;
2. **De Hallen (Amsterdam)** – a former tram depot close to the historical centre of Amsterdam, transformed to, among other function, a cultural cluster, food market and library;
3. **Broerenkerk (Zwolle)** – a vacant church in Zwolle is transformed by a local entrepreneur to a book store, cafe and tourist office;
4. **Cereolfabriek (Utrecht)** – an industrial factory in a residential area is being transformed to house local organizations, a restaurant, a school and a library. In the factory's surroundings, new dwellings are still being built;
5. **Werk aan het Spoel (Culemborg)** – a 200-year old stronghold which is part of the New Hollandic Waterline (Dutch: Nieuwe Hollandse Waterlinie) and is transformed to a multifunctional cultural and activity centre.



Figure 4. An overview of the case study projects in the Netherlands.

In *Figure 4* the five case study locations are provided. The choice for five case studies is derived from the fact that in the six months available for this research, also other studies have to be executed. As the multiple-case study only provides a basis for further study in this research, more case studies were not required.

Data collection

Data will be collected by reading documents (e.g. plans, reports, and websites) and interviews. The interviews will be conducted among key stakeholders in the project (informants), preferably the project initiators. The initiators are assumed to have collected the most knowledge about the project and are best capable of describing the process and providing information about the projects. The interviews will be semi-structured in order to get the best of both worlds. The advantages of exploratory research (research decisions follow the data; diversions are allowed) are kept intact. However, by semi-structuring the interviews, case-comparative analyzes can still be conducted. Besides that, it is hoped that by adapting the questions asked in the interviews to the given answers, the interviews will go more in-depth.

Structuring data

After the data collection, it is important to sort out the data and structure it in such a way that it is possible to compare the cases. Structuring the data will contribute to the identification of common critical factors and critical moments in the case projects.

Process analysis

To analyze the process of a heritage redevelopment project, a **timeline**, a **BPMN model** and an **urban development analysis** will be made. A timeline is useful for two purposes. Firstly, the timeline provides a good overview of the project's history. Secondly, the timeline gives insight in how public participation is used in the project (at what decision moments public participation has played a role, and in what manifestation). The BPMN model will provide a better in-depth view on the project's process. What tasks have been executed by what stakeholder, and how was the public involved. This research method will lead to information about the potential of public participation (at what decision-making moments can public participation be used) and the reached potential (is the potential used to the utmost). The urban development analysis described the context of the project. A heritage redevelopment project may be part of a larger urban development or neighborhood revival project. The role of the heritage redevelopment project in this larger context will be identified for each case.

Stakeholder analysis

To analyze the stakeholders of a heritage redevelopment project, two type of analyzes will be executed. First of all, it is needed to get insight in the relations between all stakeholders in the case project. What are the roles of the various stakeholders, and how do they relate to each other? Therefore, a **stakeholder relationship model** will be provided. After the identification of all stakeholders in this diagram, qualitative data has to be acquired about the stakeholders. What level of power do they have in the project, and what are their interests? A **power-interest diagram** will help to make a distinction between stakeholders that are important to watch and stakeholders that aren't.

Last but not least, inspired by the assessment framework of Veldpaus (2015), a **public participation matrix** will be created. In this matrix, the level of participation of each stakeholder group during each process step will be described. Differences between the uses of the level of citizen involvement as described in *Table 3* in each step will be shown in this matrix. The first case study is located in the main text (for the other four, see *Appendix 2 – Multiple-case study*). A brief summary of the results of all cases

and the comparative analysis are provided in this chapter. In the end, the results of the multiple-case study are given.

3.2. Case 1 – Watertoren Heuveloord

General information

Location	Utrecht
Neighborhood	Rotsoord (industrial area)
Construction year	1907 ⁴
Transformation year	2015
Original function(s)	Water supply
New function(s)	Restaurant, pub, offices
Value of heritage assets	Low – municipal monument ⁵

Table 4. General project information.

Project description

After research on the groundwater quality by the municipality of Utrecht in the nineteenth century, it became clear that it was necessary to construct a water supply system in Utrecht (Buiker, 1997). In most of the water wells in Utrecht, the water quality was not sufficient. The Compagnie des Eaux d'Utrecht was assigned to construct a reliable water supply network (Buiker, 1997). In 1892, 50% of all houses were connected to the network. The more people were connected to the water supply system, the lower the water pressure (which is required for a healthy water supply system). Several water towers were constructed to solve this problem.

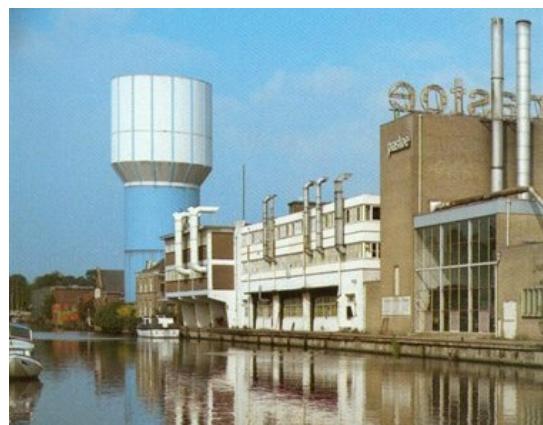


Figure 5. The water tower at Rotsoord between 1977 and 1996, with the sandwich panel façade. Source: Rossence.



Figure 6. Location of Watertoren Heuveloord (black) in the Hoograven neighborhood. New developments are marked blue.

⁴ Construction year and transformation year are the year in which the developments have completed.

⁵ Value of heritage assets are assessed according to Appendix 3A of the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (ICOMOS, 2011).

Watertoren Heuveloord is located at the small industrial area Rotsoord in the southeast of Utrecht, right next to the almost 900-year-old Vaartsche Rijn canal. The water tower is one of the four remaining water towers in Utrecht. After the construction works were finished in 1907, the tower has functioned for almost a century (Stenvert & Van Ginkel-Meester, 2008). The water tower was built at the border of the municipality of Utrecht, which is nowadays close to Utrecht's city centre.

In 1977 new sandwich panels were added to the façade (see *Figure 5*), because of the bad shape of the original façade. However, in 1994 several panels fell off during a storm. It was decided that the water tower needed to be restored. In 1997, the restoration was finished. The sandwich panels were removed and the original façade was restored. The water tower became useless for water company Vitens, since more sophisticated systems took over the role of the water towers.

Case study 1 – Watertoren Heuveloord

Timeline

The water tower at Rotsoord has been constructed in 1906. At that time, the water tower was located just outside the boundaries of the city of Utrecht (Municipality of Utrecht, 2016). After the water tower became out of order in the first decade of the 21st century, there was a need for new developments (Stenvert & Van Ginkel-Meester, 2008). In 2010, the water tower was bought by the municipality of Utrecht (Municipality of Utrecht, 2016).

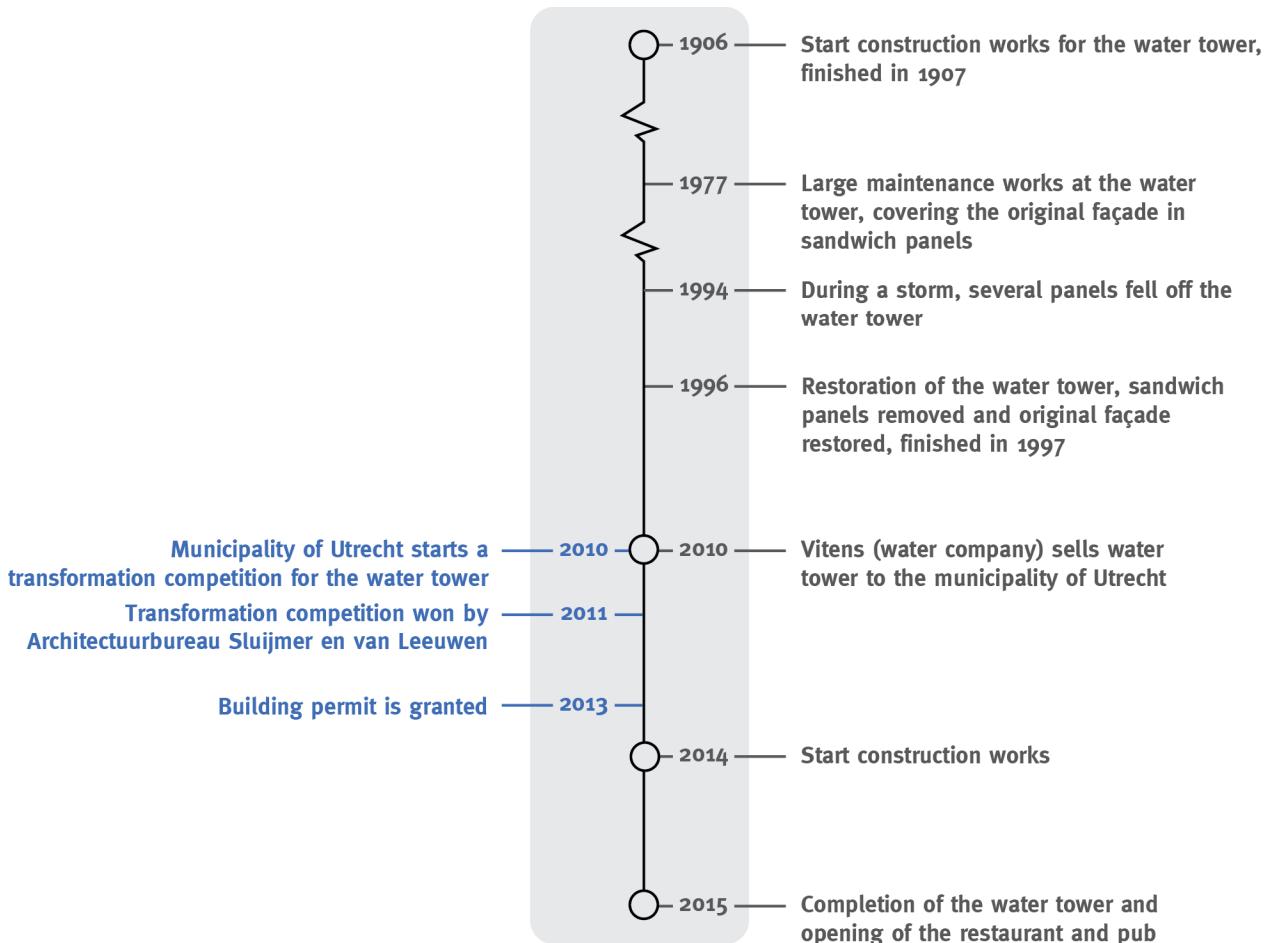


Figure 7. The developments regarding the water tower in Rotsoord, Utrecht.

The redevelopment process started in 2010. In 2011, the winning bidder – Architectuurbureau Sluijmer en van Leeuwen – was selected by the contest jury. The building permit was granted in 2013, after some troubles with the permits and the plan's financing (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). Between 2014 and 2015, all construction works were executed (DUIC, 2014). The restaurant, cafe and offices in the water tower opened in 2015 (DUIC, 2015).

Process model

The redevelopment process can be found in *Figure 8*. The municipality of Utrecht decided to buy the water tower from water supply company Vitens (Stenvert & Van Ginkel-Meester, 2008). The transformation of the water tower could accelerate the developments at the industrial area Rotsoord (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). The project management office of the municipality decided to organize a design contest, in order to collect creative ideas for the water tower. 20 organizations and groups handed in a bid. Six of them were selected by the contest jury (consisting of civil servants, experts and a neighbor). The six organizations and groups left were asked to submit a plan for the water tower, based on a few conditions (e.g. the water tower should be public accessible). The six teams all gave a presentation about their plan. The contest jury selected the plan designed by architecture firm Sluijmer en van Leeuwen as the best (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). They were granted permission to redevelop the water tower.

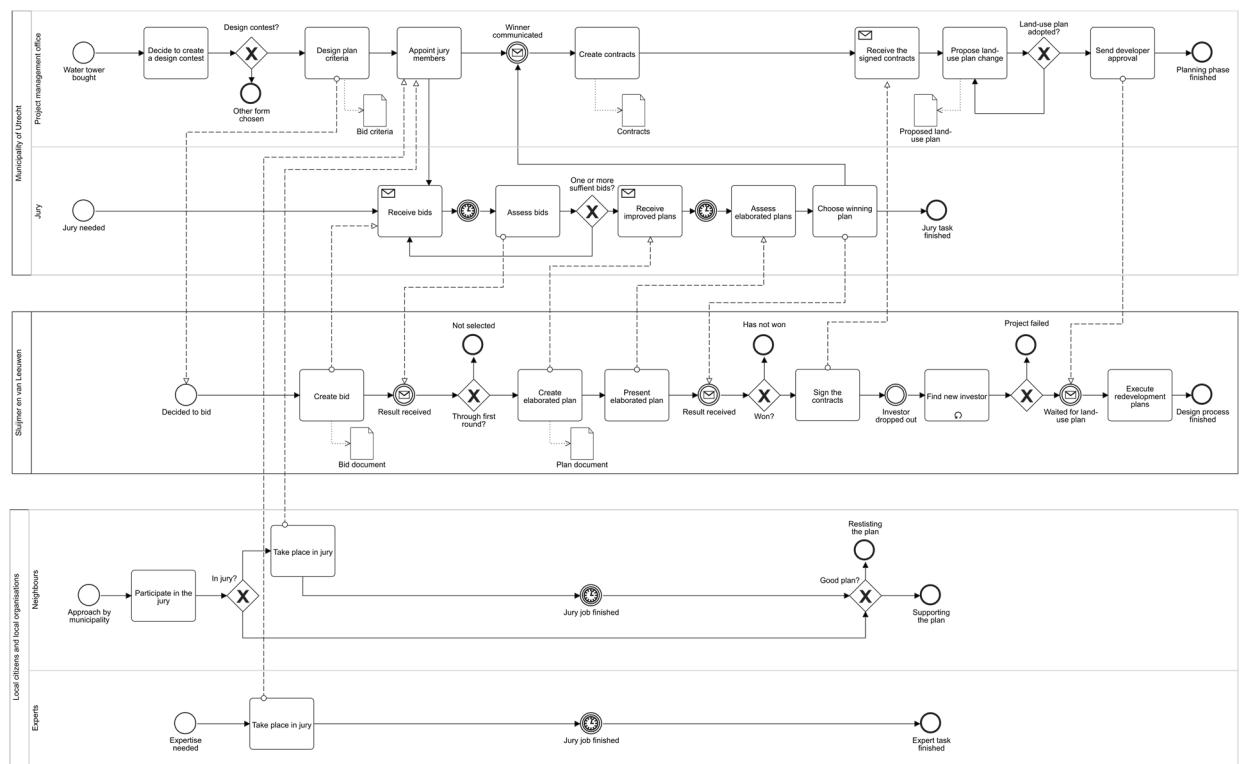


Figure 8. The process model of the redevelopment of Watertoren Heuveloord.

After the design contest, the investor that backed the Sluijmer en van Leeuwen plan dropped off (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). Therefore, they had to find a new investor in order to make the plan financially feasible. Simultaneously the municipality had some issues with the permit application and the adaption of the land-use plan (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). The municipality decided to provide more time to Sluijmer en van Leeuwen, rather than committing them to the agreements made regarding the planning. As the

municipality also wanted to make the project successful, they argue that it would be better to have delay than a plan change (which would lead to protests among the other contestants) or even cancellation of the developments (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*).

Stakeholder relationship model

Vitens has sold the water tower to the municipality of Utrecht in 2010 (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). The municipality wanted to redevelop the water tower in order to accelerate the developments at Rotsoord (e.g. Jebber, 2016). The municipality held a design contest in order to gather new ideas and plans. A jury was appointed to assess the bids according to the criteria. According to Van Santen and Van Sluijs, the jury consisted of five civil servants of various departments of the municipality of Utrecht. Two people were experts from the Hogeschool Utrecht (HU) and Universiteit Utrecht (UU). The last jury member was one of the neighbors of the water tower, representing the neighbors of the water tower. The jury decided that the bid of Sluijmer en van Leeuwen was the winning one. Therefore, they were allowed to redevelop the water tower.

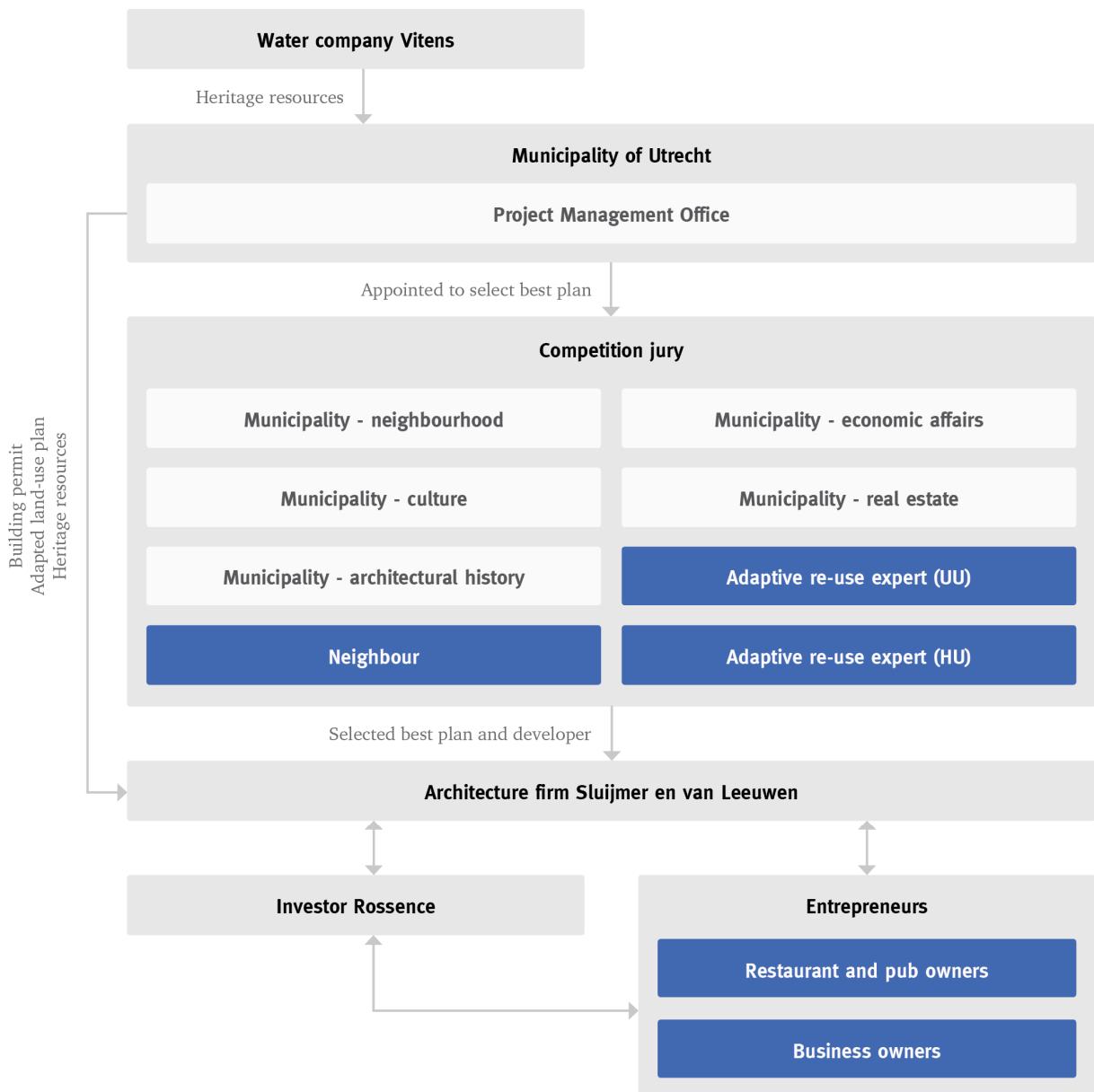


Figure 9. The organizational structure for the redevelopment process of the water tower at Rotsoord.

Sluijmer en van Leeuwen needed an investor for their plans, as the subsidy of the municipality was not enough to cover all investments. Although their original investor has withdrawn, eventually a new investor was found, Rossence (Rossence, 2015). The investor rents parts of the water tower to local entrepreneurs (the initial entrepreneurs were already found by Sluijmer en van Leeuwen to support their bid). The stakeholder relationship diagram can be found in

Figure 9. The blue-marked stakeholders are community stakeholders that are participating.

Power-interest diagram

Power

High-power stakeholders are the investor Rossence (without the investor, the redevelopment cannot continue) and the municipality of Utrecht (has much power regarding spatial planning within its borders). The medium-power stakeholders are the architecture firm Sluijmer en van Leeuwen (as they are in charge of the redevelopment project, but have to stick to their plan), the future renters (whose plan-backing has contributed to the selection of the architecture firm), the involved experts and the local citizens (they were part of the contest jury). Vitens has little or no power, as they have sold the water tower to the municipality already (Stenvert & Van Ginkel-Meester, 2008).

Interest

The municipality of Utrecht, investor Rossence, architecture firm Sluijmer en van Leeuwen and the future renters have major interest in this project. The project outcome will directly impact their interests significantly (Rossence, 2015; Stenvert & Van Ginkel-Meester, 2008). Although this project is relatively small for the municipality, it is very important as an accelerator of the developments at the industrial area Rotsoord (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). The interests of local citizens are mainly indirectly, as they have no financial interests in the project. However, they do have some medium interests (e.g. house value, livability of their neighborhood). Water company Vitens and the local experts have little or no interests related to the developments. The power-interest matrix is given in *Table 5*.

Power	Interest		
	Low	Medium	High
High	<ul style="list-style-type: none"> • City council 	<ul style="list-style-type: none"> • Financers • Municipality 	
Medium	<ul style="list-style-type: none"> • Involved experts 	<ul style="list-style-type: none"> • Local citizens 	<ul style="list-style-type: none"> • Sluijmer en van Leeuwen • Future renters
Low	<ul style="list-style-type: none"> • Vitens 		

Table 5. The power-interest diagram.

Urban development context

The industrial area Rotsoord is located right next to the Merwede canal. In the north, the city centre is located (see *Figure 10*). The travel time between the city centre and the area is very small. Therefore, Rotsoord can be used as an extension of the city centre. Because the city centre of Utrecht has reached its maximum capacity and large developments are not possible (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*), new areas around the city centre have to be found. Rotsoord is one of these areas where the density can be increased, by adding new buildings, or the redevelopment of existing buildings.

The redevelopment of the water tower has been carefully selected. The municipality aimed to use this project as an accelerator for the developments at the industrial area Rotsoord (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). The industrial area is planned to become a vibrant mix of functions. Before the developments started, the area was abandoned by lots of companies, due to the degeneration and aging. New developments were needed in order to increase the attractiveness of the area and to upgrade the spatial quality of the canal zone.

The project can be recognized as very successful regarding the accelerator function. At the moment, the construction of new dwellings and commercial spaces is going on (Jebber, 2016). Other buildings are transformed to house new businesses and cafes. Current or just finished developments within Rotsoord have been marked blue in *Figure 10*. The water tower has been marked black. The redevelopment process of the water tower has resulted in more awareness and openness of the area (by organizing activities for local citizens), increasing the chances of new developments. Besides that, it has increased the value of the former industrial area. The result of the process is an attractive monument, which leads to an upgrade of the neighborhood.



Figure 10. Rotsoord, Utrecht.

Level of participation

The graph below (see *Figure 11*) is inspired by the assessment network created by Veldpaus (2015) as explained in *Appendix 1 – Case study guidelines*. In the graph, differences in the level of participation of the three key stakeholders are identified. The level of participation is specified for each process step. The six levels of involvement as mentioned in *Table 3* are used to identify the level of participation of each type of stakeholder in each step.

The municipality of Utrecht has taken a leading role right from the start of the project (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). This is explainable by the fact that the water tower has been bought by the municipality. The municipality wanted to use the water tower to accelerate new developments in the neighborhoods. As the power-interest diagram already showed, they are therefore an important stakeholder. The municipality has chosen to make the local community participate in the process in two ways (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). First of all, everyone was allowed to bid in the design contest. Also community initiatives did respond. Secondly, the local community and experts were appointed in the design contest jury. Therefore, the community has a high level of participation in steps 3 and 4 (the development of the criteria and the selection of the winning bidder). Steps 3 and 4 are far more important for the project's outcome. Therefore, the municipality decided to involve citizens in these particular steps.

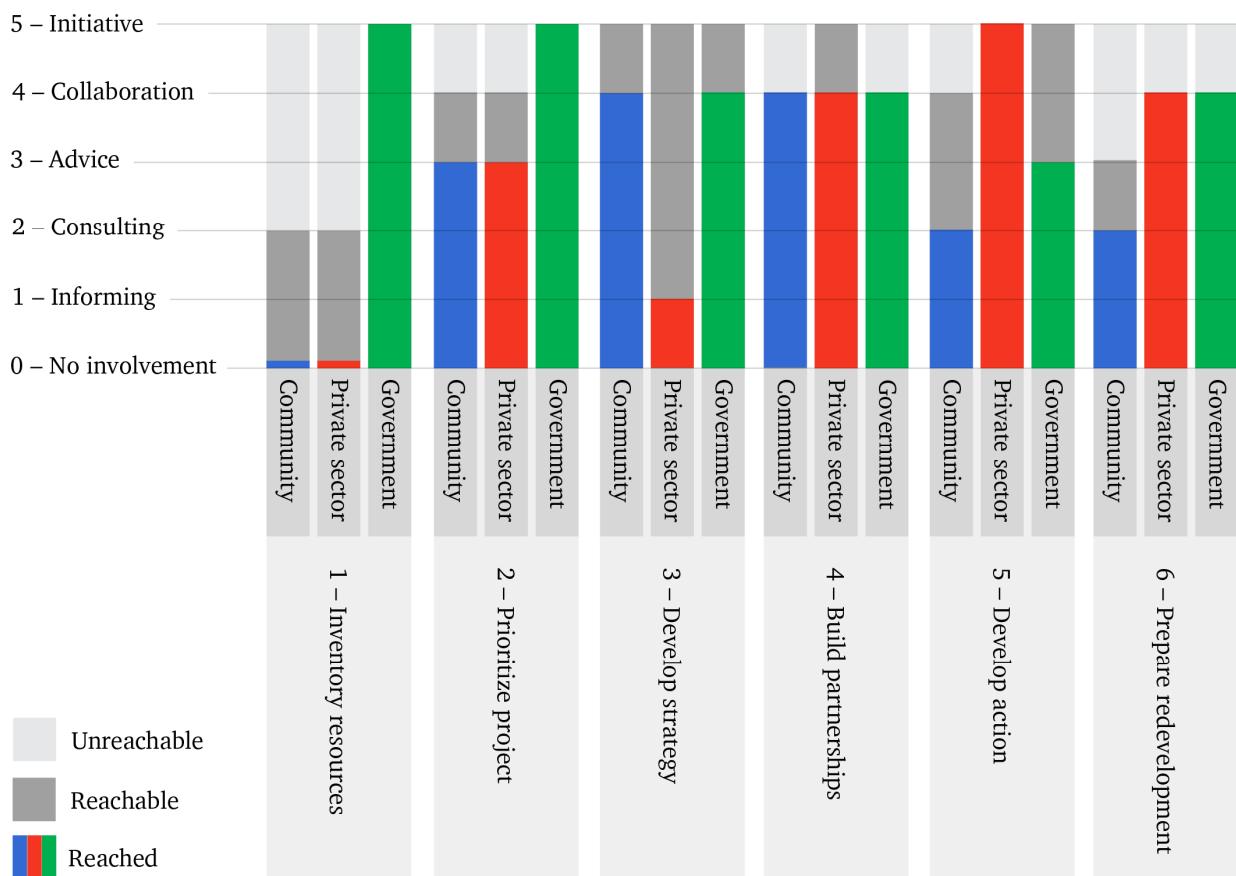


Figure 11. Level of participation of the stakeholder groups in the redevelopment process of Watertoren Heuveloord.

It was argued (*Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*) that in steps 5 and 6 the selected private party should take the lead and make it possible for local citizens to participate. After the selection of the architecture firm Sluijmer en van Leeuwen as plan developer, the local community was involved very little. Sluijmer en van Leeuwen did not involve local citizens very much, even when

some neighbors started to resist against the developments. The municipality has learned from this, and advices for future projects to create a communication plan in advance (*Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*).

Results – the redevelopment process

In 2010, the water tower was bought by the municipality of Utrecht (Municipality of Utrecht, 2016). The municipality wanted to redevelop the Rotsoord industrial area, using the water tower as a mean to accelerate the developments at Rotsoord (see *Figure 6*). The last few years, many small industrial areas next to the Vaartsche Rijn canal became vacant. Because the city of Utrecht is growing rapidly and Rotsoord is located right next to the city centre, it is a very interesting place for developments (*Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). After a few unsuccessful plans, the Department of Monuments of the municipality decided to organize many cultural activities in the area in order to attract people to the area and to bring the area in the publicity. In the water tower, many activities have taken place (e.g. guided tours, classical music concerts, network meetings).

In 2010, the municipality organized a design contest for the transformation of the water tower. Each and every one was allowed to submit a bid in this contest. A jury was assigned to choose the best plan according to the criteria that were formulated in advance by the municipality. Six bids were selected from the 20 bids that were submitted. The selected parties were asked to further develop their plans and present their plans in a presentation.

The contest was won by an architecture firm (Sluijmer en van Leeuwen). Unfortunately, the developments at Rotsoord were substantially delayed due to the financial crisis (*Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). The investor that backed their plan, dropped out. Sluijmer en van Leeuwen were forced to look for a new investor, as they were obliged to redevelop the water tower. At the same time, the municipality was facing some permit difficulties, as the land-use plan had to be adapted to the plans. Eventually, a new investor was found and the building permit difficulties were solved.

After some delay, the transformation of the water tower was started in 2014 (DUIC, 2014) and finished in 2015 (DUIC, 2015). The building was reopened by Mayor Van Zanen. The transformed building houses offices and an exhibition room. On top of the water tower, a restaurant is built.

Results – public participation

The jury of the contest consisted of five civil servants from various departments of the municipality of Utrecht, a university employee, a college employee and one of the neighbors of the water tower (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). This neighbor was asked to take place in the jury during a kitchen table conservation with all neighbors of the water tower and municipality representatives. During the process, the other neighbors were partially represented by this neighbor. However, during the construction phase the other neighbors were worried about the impact of the developments on their livability. After several conservations, these worries were overcome.

Van Santen and Van Sluijs (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*) have identified one major issue with public participation, as well in this project. They argue that the representativeness of the participants is always an issue, as it is – according to Van Sluijs – impossible to create a representative group of participating citizens. The people who want to participate never represent the entire neighborhood.

Level of public participation

In the involvement of local citizens, the focus was on the strategy development and partnership building steps (*Figure 12*). In the early beginning of the project, citizens were only informed. Later, the level of public participation raised. During the design (develop action) and preparation (prepare redevelopment), the local community was involved less. The average level of public participation for the redevelopment of Watertoren Heuveloord is **citizen advice**.

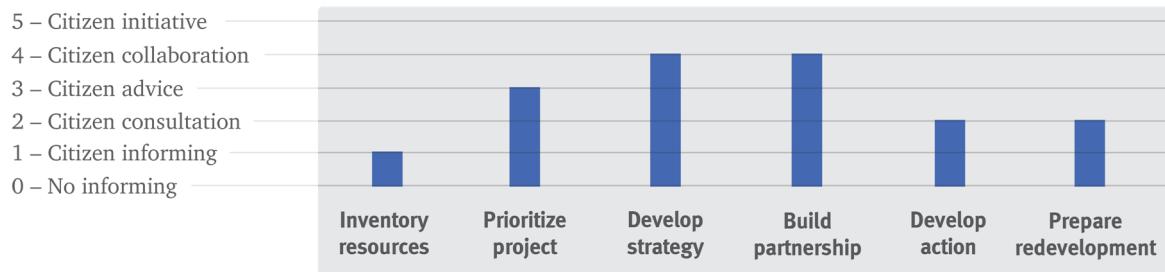


Figure 12. Level of public participation in the six process steps.

Critical factors for successful participation

In the interview with Van Santen and Van Sluijs (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*) they presented various critical success factors for public participation in heritage redevelopment projects:

- **Compatible interests:** it should be possible to unify the interests of the included stakeholders in order to create a project outcome that is satisfying for all stakeholders;
- **Early involvement:** involve and engage local citizens as soon as possible, preferably before a redevelopment idea has been created. Rather than giving citizens the opportunity to comment on existing ideas or plans, it will make the participation more idea-oriented;
- **Discussion clarity:** tell the participants what can be discussed and talked about, and tell them what already has been decided and can be considered as a fact. Not everything should be or can be negotiable;
- **Room for change:** there is a need for room to be able to implement good ideas and contributions of the participants. Therefore, open preconditions⁶ are needed.
- **Leader required:** someone that keeps pushing the project until its completion is absolutely required to overcome challenges and to guaranty continuity;
- **Constructive stakeholders:** both the municipality and the involved ‘public’ are open to new ideas, contributions or adjustments to the plan and are willing to take these in consideration;
- **Provide information:** develop a plan on how to communicate with local citizens during the construction phase – who will communicate what and when;
- **The availability of time and room:** in case of unexpected developments, governmental organizations should give time and room to the developer to fix the issues, rather than sticking to the original plan.

⁶ Open preconditions are preconditions formulated in such a way that they do not constrain the project, but give a direction to what may be possible, needed or desired.

Van Sluijs and Van Santen also argue that it is recommendable to talk with the proponents of the project, rather than always discussing with the opponents that show up at meetings. Supporting citizens have sometimes compatible ideas and are often willing to share these ideas with the developer or municipality. Nowadays, opponents are often in the majority in participation procedures.

Critical moments for successful participation

Both interviewees (*Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*) agreed on two important moments regarding the use of public participation in heritage redevelopment projects:

- **As early as possible:** when local citizens are asked to participate in a heritage redevelopment project early, it will benefit the project later by having more satisfied participations;
- **During the criteria formulation:** when a jury or a selection committee is involved in the project, the public should be involved already when formulating the criteria as this moment is way more important than the phase in which the jury is allowed to decide what plan to select (in that phase, they have to comply to the formulated criteria).

The project's outcome is seen as a success (*Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*) (Van Zanen, 2015).

As most renters already were included by the architecture firm in the bid phase, it was an easy job to fill the building. The restaurants in the new top floor (*Figure 13*) is mostly full-booked, suggesting a great demand. The water tower is daily open for (local) visitors. These aspects contribute to the attractiveness of the neighborhood, stimulating new developments in the Rotsoord area. This new developments were precisely what the municipality of Utrecht aimed for (see *Figure 13*, new developments are actually shown the picture).



Figure 13. The water tower at industrial area Rotsoord.

3.3. Case 2 – De Hallen

General information

Location	Amsterdam
Neighborhood	Kinkerbuurt (residential area)
Construction year	1905
Transformation year	2014
Original function(s)	Tram depot
New function(s)	Library, hotel, restaurants, food market, cultural cluster
Value of heritage assets	High – national monument

Table 6. General project information.

Project description

Around 1900, the first electrified trams were introduced in Amsterdam. Between 1902 and 1905, the tram depot at Bellamypark was built in order to maintain these trams (Kalk, 2015). The building complex consists of various halls, built between 1900 and 1996 (see Figure 14). The building complex is located in the West of Amsterdam in the residential neighborhood Kinkerbuurt (see Figure 15).

The building complex is widely-known among local citizens. Not only for its beautiful architecture, but also because of the role it has played in the city (Kalk, 2015). Many people have a connection with the building complex. Especially for the (former) employees of the local transportation company, the GVB, the monumental building has emotional value. They remember many great stories about the tram depot. Besides that, the building complex is an icon in the neighborhood. It was a reference point in the neighborhood for local citizens. People know this place since they were a child.



Figure 14. The tram depot in the first half of the 20th century. Source: De Hallen.

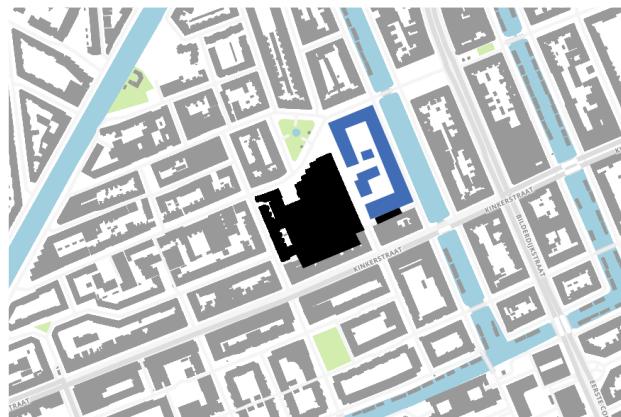


Figure 15. Location of De Hallen (black) and the recently constructed dwellings (blue).

After the local public transportation company GVB abandoned the building complex in 1996 (it was replaced by a modern depot in Diemen) the building was in a deplorable state (Kalk, 2015). Investments had to be made in order to give the building complex new meaning. Although the redevelopment process already started in 1995 with an exploratory study, the redevelopment process took almost 20 years. In 2014, the transformed building complex was opened. Nowadays, De Hallen contains various restaurants,

a food market, a hotel, the public library, an art house, various educational organizations and a few local companies (Cultural Heritage Agency, 2014d). These mix of functions makes De Hallen a vibrant spot that is closely attached to the local community.

Results – the redevelopment process

The municipality of Amsterdam asked for transformation ideas for the tram depot in 1995, since the local public transportation company GVB would leave the tram depot at the Bellamy square in 1996. In 1996, the first master plan was presented. However, local residents resisted against the plans for the area. Five master plans later, still no plan was executed. Each and every plan was rejected due to citizen resistance or difficulties in finding enough investors.

In 2010, a group of citizens consisting of professionals in the construction field and several future users of the building complex founded TROM. The aim of TROM was to take the responsibility for the maintenance, management and exploitation of the tram depot (Kalk, 2015). Besides that, TROM wanted to be accountable to the local community. Initially, this initiative wasn't welcomed by both the municipality and the developer at that time, Lingotto. Unfortunately for TROM, the city district board decided in favor of the Lingotto plan. After this decision, many local citizens (who mostly backed the TROM plan) and historic-cultural organizations resisted against the Lingotto plan. In 2011, the city district appointed Co Stor as advisor. Stor decided to develop an assessment framework in order to select the best plan. Both plans were assessed based on the criteria that were described in the assessment framework. By the end of 2011, both plans were reviewed. The TROM plan was rated best. Therefore, TROM was granted the permission to redevelop the former tram depot in Amsterdam.

Although the permission to redevelop the tram depot was already given in 2011, the construction works did not start until 2013. The plan required further elaboration, land-use plan revision and finding financers. One year later, the first functions were opened for the public. In 2015, the entire redevelopment process was finished (Kalk, 2015).

Results – public participation

The project is an example of citizen initiative. Although the municipality represented by the city district initially aimed to redevelop the tram depot with various commercial parties, in the end an initiative group of local citizens and professionals was able to redevelop the depot successfully. Eisse Kalk, nowadays chairman of TROM – the formalized initiative group – has written a book in which the redevelopment process is described (Kalk, 2015). The book contributes to the understanding of the process and provides recommendations regarding similar projects.

Level of public participation

During the redevelopment process, citizens were involved increasingly (see *Figure 16*). Government and private parties have learned from the fact that in the early stages, citizens were not involved very much. The little involvement raised resistance among citizens, because they were not heard nor asked for improvements. As soon as the citizen initiative group took over the leading role, the local community (citizens from the neighborhood) were able to participate on a higher level than ever before. The average level of public participation for the redevelopment of De Hallen is **citizen collaboration**.

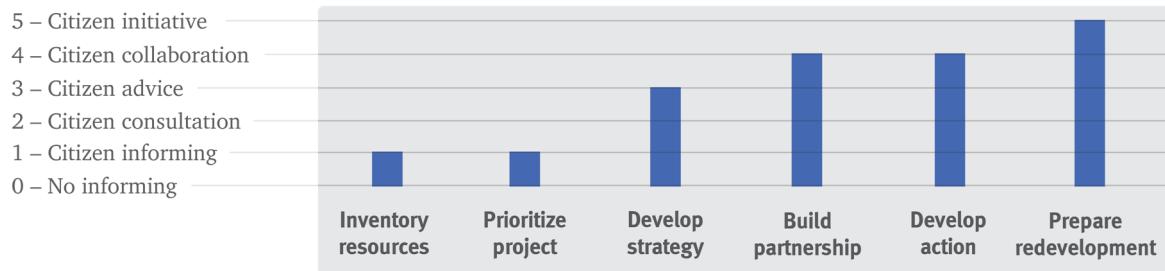


Figure 16. The level of public participation in the six process steps.

Critical factors for successful participation

Kalk described in his book about the project a few factors for successful implementation of public participation in redevelopment projects such as De Hallen (Kalk, 2015):

- **Leader required:** someone that keeps pushing the project until its completion is required in order to overcome challenges and to guaranty continuity;
- **Power delegation:** some power should be delegated to the participants, in order to give them the opportunity to come up with ideas for the plan and adjustments to the plan;
- **Constructive stakeholders:** all involved stakeholders are open to new ideas, contributions or adjustments to the plan and are willing to take these in consideration.

Critical moments for successful participation

In this project, the local community was involved regularly. The community was asked for feedback and the community was represented in the advisory board. Kalk has one single advice regarding when to use public participation in the planning phase of a redevelopment project:

- **Involve citizens always:** the TROM attempted to show the building complex, its potential and the developments to each and every one who was – and is – interested in the building complex and the ongoing developments in the project area.

In *Figure 17* the central walkway of De Hallen is shown. It connects the public spaces north and south of De Hallen and provides access to many of the building complex's functions.



Figure 17. The food hall in one of the old tram depot halls of De Hallen.

3.4. Case 3 – Broerenkerk

General information

Location	Zwolle
Neighborhood	Binnenstad (city centre)
Construction year	1466
Transformation year	2013
Original function(s)	Christian church
New function(s)	Book store, restaurant, exhibition room, offices
Value of heritage assets	High – national monument

Table 7. General project information.

Project description

The Broerenkerk (English: Brothers Church) and Broerenklooster (English: Brothers Monastery) have been built in 1466 (Cultural Heritage Agency, 2014a). The church was built – at that time – just outside Zwolle (see *Figure 19*). More than a hundred years later, in 1580, the monastery was closed. The protestant church started – after the reformation – with its services in the church in 1640. For over 300 years, the building functioned as church. In the second half of the twentieth century, the amount of followers of the protestant church was declining. The church finally closed its doors in 1983.

After the closure of the church, the building was renovated. Old wall paintings were restored. In 1988, this renovation was finished (see *Figure 18*). However, no permanent function was found for the former church. Until 2008, various exhibitions and cultural events were organized in the building (Cultural Heritage Agency, 2014a). This variety of activities did contribute to a relative fast deterioration of the renovated church (*Appendix 5 – Interview with Wim Waanders*).

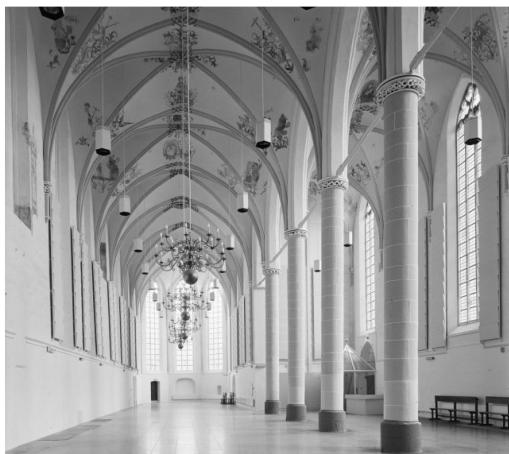


Figure 18. Broerenkerk after the renovation (1992).
Source: Kennis- en Projectenbank Herbestemming.

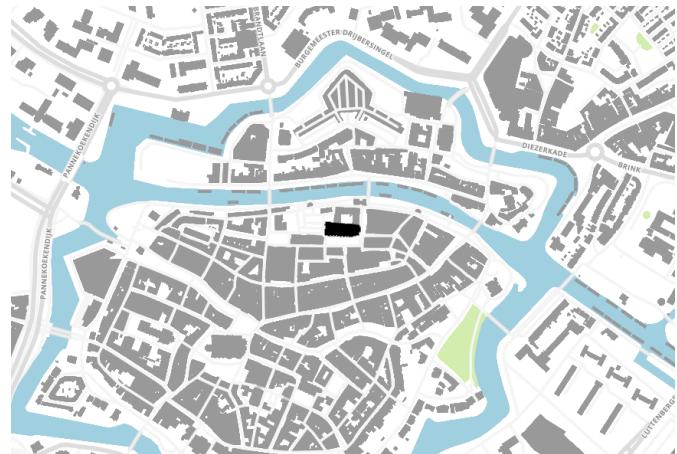


Figure 19. Location of the Broerenkerk in the historic city centre of Zwolle (Dutch: Binnenstad).

Wim Waanders, owner of the Waanders book store, wanted to house the book store and some allied functions in the church (among them a brasserie and exhibition space). It was not until 2005 – when a similar project was executed in the city of Maastricht – that Waanders start to contact the municipality to

inform about the possibilities of the use of heritage buildings for his firm. In 2005, Wim Waanders contacted the municipality of Zwolle to discuss the commercial possibilities for the church building. The municipality was willing to cooperate with Waanders to realize his idea.

However, due to various unexpected events and a lack of commitment of the municipality to the project, the project was delayed for years. In *Figure 20* the transformed church is shown. Original church elements, such as the church organ are restored. New elements are added, such as the additional floors, stairs and book shelves.



Figure 20. The book store in the Broerenkerk.

Results – the redevelopment process

After the plan was discussed with the municipality in 2007, Waanders was allowed to elaborate his plans. In 2008, the plan was made public to the local community of Zwolle. However, due to three major implications (*Appendix 5 – Interview with Wim Waanders*) the project was delayed until 2011:

1. First of all, the land-use plan had to be changed to retail. Waanders – experienced entrepreneur but with little experience in heritage redevelopment – thought that because of the temporary functions the church had over the years, it would be a big deal. The municipality, however, was strict. The entire land-use plan procedure had to be followed, taking lots of time.
2. Secondly, the monuments advisory board of Zwolle did have some concerns regarding the design. The project's complexity was already proved by the number of architects that gave up (three). The advisory board wanted some changes to the plan, Waanders resisted heavily.
3. After both the issues with the land-use plan and the monuments advisory board were solved, another issue raised. The architect had made a mistake in the cellar calculations. The 3 meters below the church were already checked for archaeological findings. However, the designed cellar was designed to be 3.5 meters below surface level. New research showed that this would cause great risks for the monumental church. A new plan with an extension of government grounds was needed. This process costed lots of unexpected time and caused delay.

Finally, in 2011 all issues were solved and the design was completed. The construction works for the transformation of the former church to a multifunctional building with a brasserie, book store and cultural centre started. The multifunctional church – Waanders in de Broeren – was opened in 2013.

Results – public participation

This project is a classic example of a citizen initiative. Wim Waanders developed a plan and took the initiative. The municipality of Zwolle was a participant in this project, rather than the initiator. Waanders argues that the municipality was not ready for his initiative, as they were not used to citizen initiatives (*Appendix 5 – Interview with Wim Waanders*). He said that he experienced lots of reservations and sometimes even resistance.

Also from the ‘public’, opposition raised. Because of the spiritual and emotional value for local citizens, the church transformation was controversial. Waanders argues that his public campaign (visits to local communities and organizations, media attention) was important to create public support. Besides that, neighbors were complaining after Waanders decided to create an extension of the church for the brasserie (their views on the historical buildings would be blocked by the extension).

Level of public participation

The project initiator and leader, Mr. Waanders, had decided to limit the level of public participation to the minimum required level (both legally-obliged and for a successful project outcome). The citizens of Zwolle were only informed and sometimes consulted (see *Figure 21*). Although the project faced some difficulties (sometimes because of local citizens, sometimes because of other factors), the project has been executed successfully. In the end, the project outcome was positive. However, for a smooth process, more citizen involvement in some steps would be recommendable. In particular, during the ‘develop action’ step, citizens could be heard more. It would create more understanding for the design decisions among local citizens. The average level of public participation for the redevelopment of Broerenkerk is **citizen informing**.

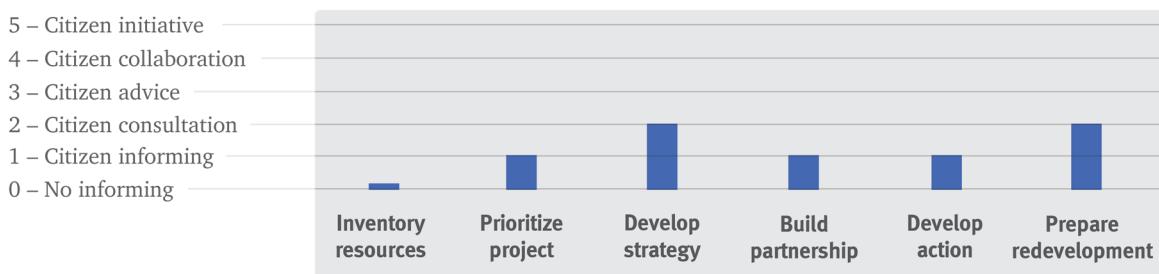


Figure 21. The level of public participation in the six process steps.

Critical factors for successful participation

When asked, Waanders came up with four critical factors for successful public participation (in this case, the public is both himself and other local citizens, because this case is a citizen initiative):

- **Leader required:** someone that keeps pushing the project until its completion is absolutely required to overcome challenges and to guaranty continuity;
- **Public support:** it is essential to create understanding and goodwill for the plan proposal, because support of the public is essential for the success of a citizen initiative. Without the public support, the plan is likely to fail;

- **Discussion clarity:** tell the participants what can be discussed and talked about, and tell them what already has been decided and can be considered as a fact. Not everything should be or can be negotiable;
- **Room for change:** there is a need for room to be able to initiate and execute good ideas of the participants. Clear and concise regulations are needed, rather than detailed regulations that limit the creativity of local citizens.

Critical moments for successful participation

Waanders argues in the interview (*Appendix 5 – Interview with Wim Waanders*) that the timing of the consultation of the public in this project was crucial to the success:

- **Between the conceptual idea and the final design:** the timing for public participation is important. Involving the public too early (when no plan is yet developed) can lead to chaos. Involving the public in a late stadium in which the plan is more or less finished, the public has no room to participate nor to contribute.

3.5. Case 4 – Cereolfabriek

General information	
Location	Utrecht
Neighborhood	Oog in Al (residential area)
Construction year	1908
Transformation year	2014
Original function(s)	Factory
New function(s)	Primary school, restaurant, day care, offices, theatre, library
Value of heritage assets	High (national monument)

Table 8. General project information.

Project description

The Stichtse Olie- en Lijnkoekenfabriek (English: Sticht Oil and Oil Cake Factory) was founded by the Stichtste Boerenbond (English: Sticht Farmers Union) in 1900 (Cultural Heritage Agency, 2014b). The corporation was founded to produce oil cakes for the livestock sector (see *Figure 22*). In 1908, the factory was opened. These kinds of industrial corporations were quite rare in the Netherlands. After several takeovers, the factory was owned by Cereol.

After the firework explosions in the city of Enschede in 2001, concerns among the local citizens and the municipality of Utrecht were growing about the safety of a factory located within a residential area. In 2002, the factory was closed and sold to the municipality of Utrecht. A joint-venture of Heijmans, Blauwhoed and VORM – VOF Meysters Buiten – was founded to redevelop the industrial complex and its surroundings (see *Figure 23*). The partners are mainly interested in greenfield development around the factory. However, the partners are not very interested in the monumental building.

After a large fire in 2008, only the façade of the monument was left. Foundation BOEi decided to take over the remaining parts of the building. Between 2012 and 2013, the monument was restored and

transformed to house new functions. Among the new functions are a local primary school, a branch library, a day care, some offices, a theatre and a restaurant.

In *Figure 22* the location of Cereolfabriek is shown. The former industrial complex is situated between the residential area Oog in Al, the Merwede canal and a park. In the direct surroundings of the monumental building, new dwellings were built.



Figure 22. Old picture of the Stichtse Olie- en Lijnkoekenfabriek. Source: Cultural Heritage Agency.

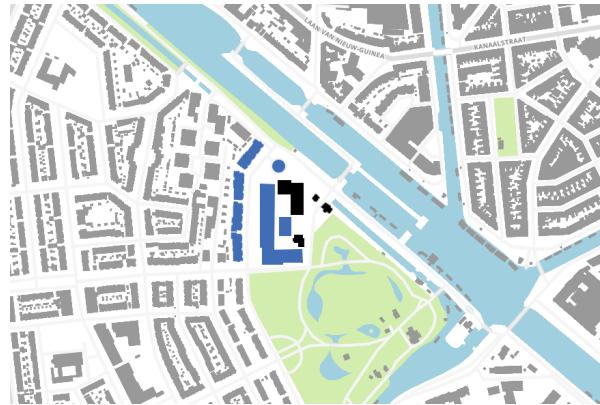


Figure 23. Cereolfabriek in the neighborhood Oog in Al, with the monument (black) and the new buildings (blue).

Results – the redevelopment process

The factory was bought by the municipality of Utrecht from Cereol in 2002. In the same year, the factory was classified as a national monument (Cultural Heritage Agency, 2014c). More or less simultaneously, Heijmans and Blauwhoed/VORM bought the properties of KPN and TNT that are attached to the former Cereol property (Knudsen, 2014).

Unfortunately, in 2008 a large fire destroyed the construction, floors and interior of the factory. Only the façade was saved from the fire. With containers, the façade was avoided from collapsing. After the fire the VOF Meysters Buiten was not very enthusiastic about the redevelopment of this monumental building (Cultural Heritage Agency, 2014c). A great investment was needed to restore the factory. Besides that, the VOF Meysters Buiten was more interest in the greenfield developments that were possible in the monument's surroundings. Luckily, foundation BOEi was willing to buy the monumental factory. The VOF Meysters Buiten would keep the factory land, except the factory. The investments needed for the monument were financed by the Province of Utrecht and the Dutch national government (RTV Utrecht, 2011). The construction works in the area were started in 2011. The factory was finished in 2013 and officially opened in 2014. The greenfield developments are still in progress, although some dwellings are already completed.



Figure 24. The renovated façade of Cereolfabriek, with new developments in the background and on the left.

In Figure 24 Cereolfabriek after the transformation is shown. The original façade – including the original factory name – is restored. A new foundation, new floor levels and new functions have been constructed and housed within the original façade. The new construction within the original façade made it possible to special functions (e.g. sports hall).

Results – public participation

The ‘public’ was already involved by the municipality of Utrecht, as soon as they had bought the property of Cereol. The concerns of the citizens living in the neighborhood Oog in Al and all other interested citizens were allowed to take place in the advisory board. Later, Heijmans also approached the advisory group regularly (Hofmann, 2016).

Three or four times a year, the advisory group was asked to join meetings with Heijmans, Blauwhoed, VORM and the appointed architects. Some people in the advisory board were future buyers or renters of the apartments and houses. Some people were just interested, or lived in the neighborhood Oog in Al and wanted to have influence in the decision-making process of the developments. The advisory board proved its value when one citizen from the neighborhood Oog in Al resisted the plans heavily. The citizen did not trust the developers, but one of the advisory board members, also a local citizen, was able to gain his trust and to stop the citizen from resisting the plans.

Level of public participation

The municipality of Utrecht, one of the project’s initiators and leaders, decided to create a citizen advisory board early. Partners such as Heijmans used this citizen advisory board regularly during the process steps as described in Figure 25. Citizens were mainly involved on an advisory level, giving them the opportunity to come up with ideas and discuss project decisions. Even without any decision power, citizen understanding and enthusiasm were raised, while citizen resistance chances were decreased. Although this project proved that citizen resistance cannot be guaranteed with well-organized and well-chosen public participation, this project has shown that citizen involvement can decrease the chances of resistance and create an environment in which resistance can be solved easier. The leading level of public participation for the redevelopment of De Hallen is **citizen advice**.

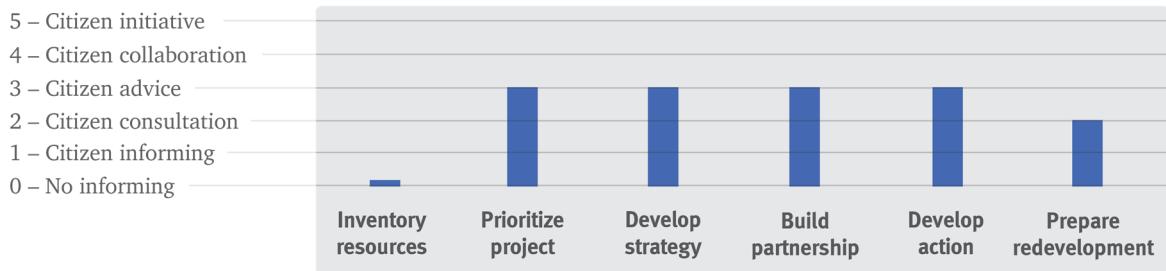


Figure 25. The level of public participation in the six process steps.

Critical factors for successful participation

The advisory board has represented the ‘public’ in the developments regarding the former Cereol factory. Various critical factors for a successful implementation of public participation have been identified in this project:

- **Constructive stakeholders:** all involved stakeholders are open to new ideas, contributions or adjustments to the plan and are willing to take these in consideration. Advisory boards sometimes only attract opponents, rather than people who are fine with the developments;
- **Trust:** both the participating citizens and the developers have to trust each other. Without trust, resistance is easily born. Besides that, both key stakeholder groups have to rely on each other’s qualities.
- **Taking citizens seriously:** by taking the citizens in the advisory board seriously, the chance of success will increase because people feel that their opinion is appreciated and listened to. The fact that Heijmans also included the advisory board, suggests that they thought this advisory board would add value to the project.

Critical moments for successful participation

In this case, public participation has been used from time to time: three or four times a year. It has proved its value when one of the local citizens in the neighborhood resisted the plans (Hofmann, 2016). The following critical moment has been identified:

- **During the decision-preparing process:** citizens can be best included when decisions are being prepared, rather than at the decision moment. At the decision moment, many sub-decisions already have been made. By including the public earlier, they can express their views earlier, which makes it easier to implement good ideas or to think of solutions for their worries.

3.6. Case 5 – Werk aan het Spoel

General information

Location	Culemborg
Neighborhood	
Construction year	1794
Transformation year	2012
Original function(s)	Part of the new Hollandic Waterline (Dutch: Nieuwe Hollandse Waterlinie), later home of the Explosive Ordnance Disposal (EOD)
New function(s)	Restaurant, cultural and activity centre, art workshops
Value of heritage assets	Very High (nominated for World Heritage list)

Table 9. General project information.

Project description

During Napoleon's invasion of the Republic in 1794, the location of the stronghold was already important. To protect the city of Culemborg it was decided to demolish the dike to inundate the land around Culemborg with water from the river Lek in the north (see *Figure 27*). Later in 1815, a stronghold (Dutch: werk) was constructed right next to the water lock (Will, 2011) to protect an important water lock (Dutch: spoel) (see *Figure 26*). Together with the water lock a few hundreds of meters away at the village of Everdingen, the two locks were used to inundate the floodplains around Culemborg. Rather than demolishing the dike a flooding the area uncontrolled, the water locks made it possible to manage the water level behind the dike very well.

This defense system was part of the New Hollandic Waterline (Dutch: Nieuwe Hollandse Waterlinie) and was constructed to protect Holland and the city of Utrecht (Will, 2011). The defense system based on flooding land has been in use for centuries. The stronghold was used by the Dutch military in case of mobilization to protect this water-based defense system. The system has been used three times between its construction and the abandonment. After World War II the strength of the defense line was strongly diminished, due to the increasingly popularity of airplanes. Therefore, the new Hollandic Waterline – and with it Werk aan het Spoel – was abandoned.



Figure 26. Werk aan het Spoel in use by the EOD between 1957 and 1960. Source: Will (2011).



Figure 27. The location of Werk aan het Spoel with its buildings (black). The stronghold is bounded by the moat.

After the abandonment, the military department of Explosive Ordnance Disposal (EOD) has been using the stronghold. The concrete buildings that were used as bomb shelters proved to be useful in order to neutralize bombs and other explosives. After the EOD left the area in 1993 (Will, 2011), the stronghold was neglected. Three years later was the stronghold taken over by squatters. The municipality bought the stronghold in 2001, making developments possible. After in 2009 the last squatters left the area, the area could be developed in 2011 and 2012 (Cultural Heritage Agency, 2014e; Will, 2011).

The stronghold consists of three bomb-free buildings. A fourth building was constructed for multiple functions (such as a munition depot, hospital, and an apartment). Within the boundaries of the stronghold, a guard house was located. In times of peace, the stronghold was only populated by a single guard. An artillery warehouse was also added to the stronghold, and moved in 2010 to the north side of the stronghold (Will, 2011). In the stronghold, various bunkers – dated 1939 and 1940 – can be found (see *Figure 28*). In 2010 and 2011 a multifunctional building has been added to the area to house a cafe and cultural activities (see *Figure 28*).



Figure 28. Werk aan het Spoel. Left: the new multifunctional building (2011). Right: one of the old bunkers (1824).

As mentioned earlier, Werk aan het Spoel is part of the new Hollandic Waterline. The new Hollandic Waterline is nominated as World Heritage, as an extension of the Defense Line of Amsterdam (Dutch: Stelling van Amsterdam). In 2019, a decision will be made regarding the status of this set of heritage assets. At the moment, the stronghold is already recognized as invaluable heritage with a Dutch national monument status.

Results – the redevelopment process

The municipality of Culemborg bought Werk aan het Spoel from the Dutch national government in 2001. In 2002 a contest was started by the municipality to collect ideas and concepts for the transformation of the former stronghold. New at that time – at least for the municipality of Culemborg – was the fact that a list of requirements was attached to the contest. Foundation Werk aan het Spoel was selected as best out of six submitted plans in 2003. However, the bidding party that ended second and proposed a cafe/brasserie at the location was considered by the municipality as very interesting. Because of the lack of regulations regarding contests, the municipality was able to bring both bidder together. The foundation embraced the idea of the runner-up, catering firm Veldkeuken. Both plans were combined (Booms, 2012). This would nowadays not be possible, due to new regulations.

The foundation created a business plan for the exploitation of the stronghold (Booms, n.d., 2012). The municipality, however, would still be responsible for the redevelopment and restoration of the stronghold, in consultation with the foundation. The municipality selected Rietveld and De Lyon for the landscape architecture, Monk Architects for the new multifunctional building (the fortress) and BBM Restoration Advisors for the restoration of the other buildings (Booms, n.d.). After the business plan was finished (including the collaboration with Veldkeuken), the city council approved the plan in 2005.

The construction works at the site of Werk aan het Spoel started in 2009, after some compulsory research was executed and the squatters were convinced of leaving the stronghold. In 2011, the redevelopment process was finished and the area was opened to the public. The foundation Werk aan het Spoel still exploits the former stronghold: it organizes activities, guided tours and sublets some buildings to local organizations.

Results – public participation

The project is a unique collaboration between municipality (the municipality of Culemborg) and a community group (the foundation). Although the project looks like a citizen initiative, it can best be characterized as a citizen collaboration. Both the municipality and the foundation are communicating and collaborating equally with each other. However, the municipality is still responsible for the construction works at the stronghold (see *Appendix 7 – Process description by Sander Booms*). The foundation, however, is collaborating with the municipality because they have to exploit the transformed stronghold afterwards. The tasks were evenly distributed: the municipality worked on the transformation (finding funds, the creation of the design, the actual construction works) and the foundation worked on a growing public support (by organizing preview events) and the exploitation (subletting parts of the stronghold, organizing activities, creating a business plan) (Werk aan het Spoel, n.d.).

Level of public participation

The municipality of Culemborg has chosen for a rather unique approach for this project. Local partners were allowed to participate to a large extent, creating an environment in which good ideas could actually be taken seriously and even executed in some cases (see *Appendix 7 – Process description by Sander Booms*). However, the municipality did not sell the heritage resources, nor lost control over the developments. By asking local citizens and companies to come up with ideas, citizens were allowed to participate to a large extent. After the selection of partners and the development of action, the municipality of Culemborg took the responsibility for the actual constructions works. Through this way, municipality would keep control over the heritage resources, but allowed local partners to participate and create a sustainable plan for Werk aan het Spoel. The leading level of public participation for the redevelopment of De Hallen is **citizen collaboration**.

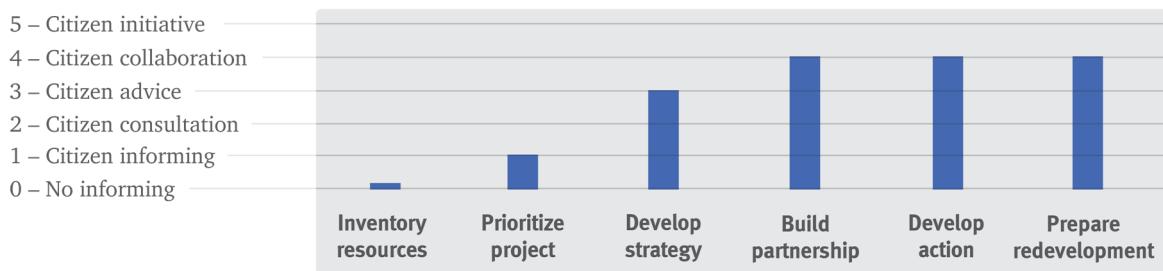


Figure 29. The level of public participation in the six process steps.

Critical factors for successful participation

Various critical factor for successful participation have been identified in this case study. The municipality and the foundation both have to participate well in order to make this project a success. Because they work together very well, the project outcome has reached much of its potential. The critical factors identified are:

- **Public support:** the support of the community of Culemborg has led to a sustainable foundation that was capable of cooperating with the municipality and exploiting Werk aan het Spoel after the transformation;
- **Compatible interests:** it should be possible to unify the interests of the included stakeholders in order to create a project outcome that is satisfying for all stakeholders. In this case, both the municipality and the foundation work together to anticipate on decision of the other stakeholder, to create the best project outcome possible;
- **Constructive stakeholders:** both the municipality and the involved ‘public’ are open to new ideas, contributions or adjustments to the plan and are willing to take these in consideration.

Critical moments for successful participation

In this project, only one bounded critical moment for successful participation has been identified. Besides that, the municipality’s project team has to collaborate intensively with the winning bidder, in order to reach the maximal potential of the project:

- **During the concept development:** by involving the foundation, the municipality has created an environment of collaboration with the foundation. With their input, the transformation of the stronghold could be adapted to the foundation’s exploitation plans, making the project’s outcome more successful;
- **Continuous collaboration:** in a collaboration project with equal stakeholder like Werk aan het Spoel, both key stakeholders have to collaborate intensively and continuously, in order to adapt their decisions on the decisions of the other stakeholder (e.g. municipality changes the redevelopment plan based on the exploitation plan of the foundation and vice versa).

3.7. Comparative analysis

The redevelopment process

Timeline

The planning of heritage redevelopment projects (HRPs) takes quite some time, as shown in *Figure 30*. In this figure, only the planning phase, pre-development phase and construction phase of the project life cycle as described in the literature review in chapter 2 are involved. The maintenance phase is left out of this figure.

Although the projects show great variety in the time required for the planning and pre-development phases, all planning and pre-development processes have taken between 4 and 18 years. The construction phase is between 5% and 20% of the entire project duration, meaning that the planning and pre-development phases are responsible for 80% to 95% of the entire project duration. By improving public participation in the planning and pre-development phases, the potential saved time is greatest.

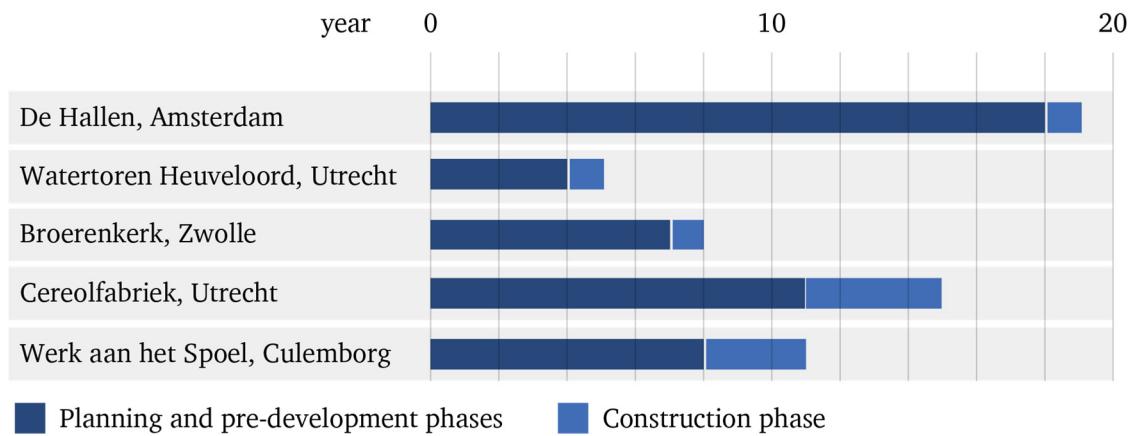


Figure 30. Duration of the redevelopment process of the projects.

Process model

The process models created during all case studies show a complex process with many connected steps. In all cases, the project initiator is responsible for most of the process steps. The municipality does also play a large role in all processes. Their authority regarding spatial planning and their monopoly on building permits makes it impossible not to cooperate with the local municipality. Therefore, the municipality plays a large role at critical decision moments. For the public, no common process steps can be identified. However, this does not mean that community involvement is not important at all. Community involvement can make it easier to process certain tasks, and to decrease time and money consumption of certain process steps (e.g. permit application processes).

Urban development context

The urban development context of the five case studies are shown in *Table 10*. The table shows the maps of the neighborhoods of the heritage resources (first row), the heritage owner (second row), the density of the neighborhood⁷ (third row), and the role of the heritage resources in local developments.

Watertoren H.	De Hallen	Broerenkerk	Cereolfabriek	Werk a/h Spoel
				
Government	Government	Government	Government	Government
Medium-density	High-density	High-density	Medium-density	Low-density
Accelerate other developments	Together with other developments	No other developments	Together with other developments	No other developments

Table 10. Comparative analysis of the urban development context.

The case study projects show that they sometimes play an important role in larger-scale developments. Sometimes projects have been used as an accelerator for larger urban developments in order to create

⁷ High-density areas are areas within the city centre of cities larger than 100,000 inhabitants. Medium-density areas are areas within the boundaries of a city larger than 50,000 inhabitants. Low-density areas are areas that can be best described as suburbs of cities, villages or rural areas.

sustainable urban development. Projects located outside urban areas can hardly be used to increase urban growth or to improve sustainable development of its surroundings. The comparative analysis shows again the great variety of HRPs, making it hard to draw hard conclusions from the comparative analysis. However, it can be concluded that heritage resources can contribute to sustainable urban expansion or urban redevelopment (both by stimulating new developments and by making urban development more sustainable).

Public participation

Public participation has many manifestations. In the multiple-case study, various ways of involvement have been identified. Among them were public and private initiatives, inclusion of local citizens in the contest jury, and a citizen advisory board. All projects show a different implementation of public participation, adapted to local circumstances and the attitude of the municipality towards the process and the involvement of local citizens and communities.

Power and interest

In *Figure 31*, the power and interest levels of the identified stakeholder groups are visualized. To create this diagram, all stakeholders of the five case studies have been distributed over the 9 stakeholder groups in the diagram. The percentage bars (both blue and green) show the amount of stakeholders within the group that have been identified as high power/interest stakeholder, medium power/interest stakeholder or low power/interest stakeholder.

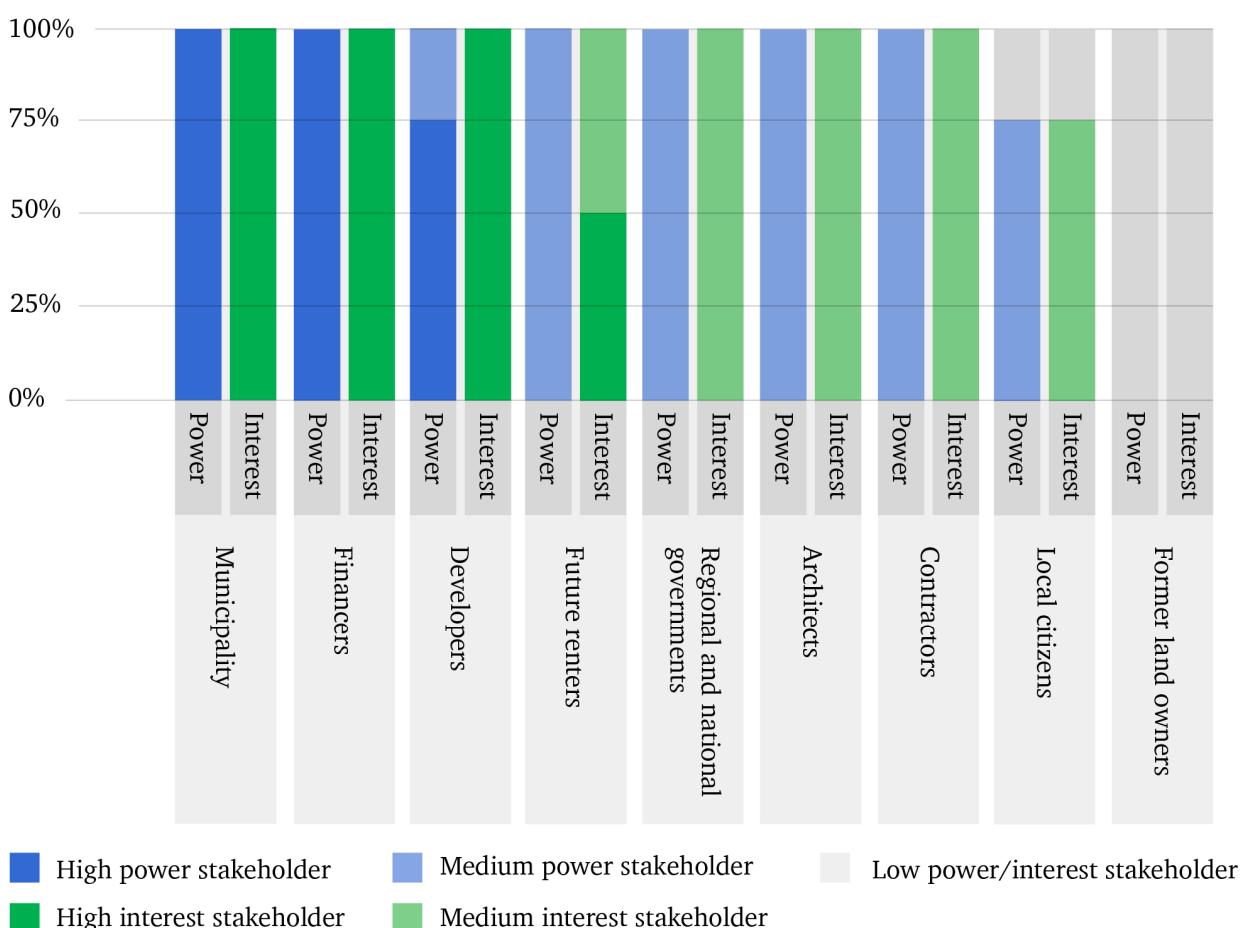


Figure 31. The power and interest levels of the stakeholder groups.

Municipalities and financers have been identified in all case studies as high power (100%) and high interest (100%) stakeholders. Developers have always high interests (100%) and most of the time high power as well (75%). Future renters, regional and national governmental organizations, architects, contractors and local citizens mostly are identified as medium power and interest stakeholders. Former land owners (e.g. companies who sold their land or building to a developer or municipality) have little or no power and interest in the HRP (100% low power and low interest stakeholder).

Level of public participation

The level of public participation has shown great variety when comparing the cases. *Figure 32* shows very well the variety. For each case study, the levels of public participation (from 0 – no involvement – to 5 – citizen initiative) in the 6 process steps are visualized in the graph. The 6 process steps in the figure are inspired by the steps provided in literature (Veldpaus, 2015; Veldpaus & Pereira Roders, 2013) for the historic urban landscape. Because this figure is more focused on the actual project rather than its context, the steps have been modified to fit this research better.

It can be concluded that every project is unique and has a different approach towards public participation. Only during the inventory step, little citizen involvement is implemented (no involvement or only citizen informing, see *Figure 32*). Although the level of participation is often low during this process step, it is not impossible or undesirable to involve local citizens and local communities during this step. Literature already showed that local citizens can provide invaluable information about the available heritage resources in their neighborhood (e.g. Bartsch & Wells, 2003; Mostert, 2003). It may be useful to involve citizens earlier, as project stakeholders already argued.

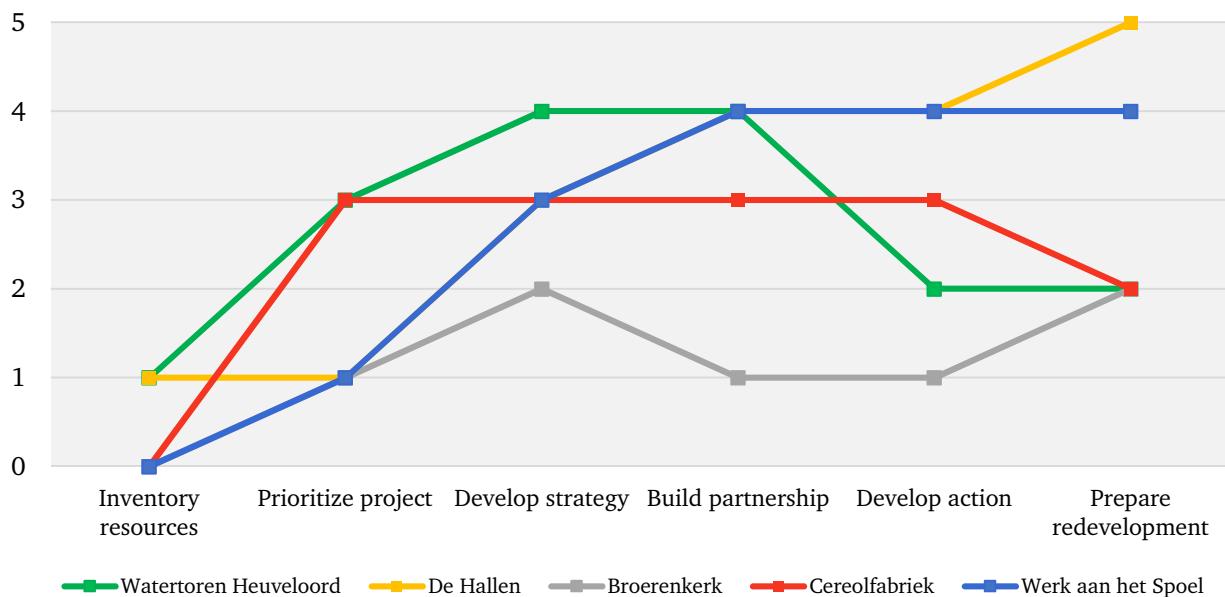
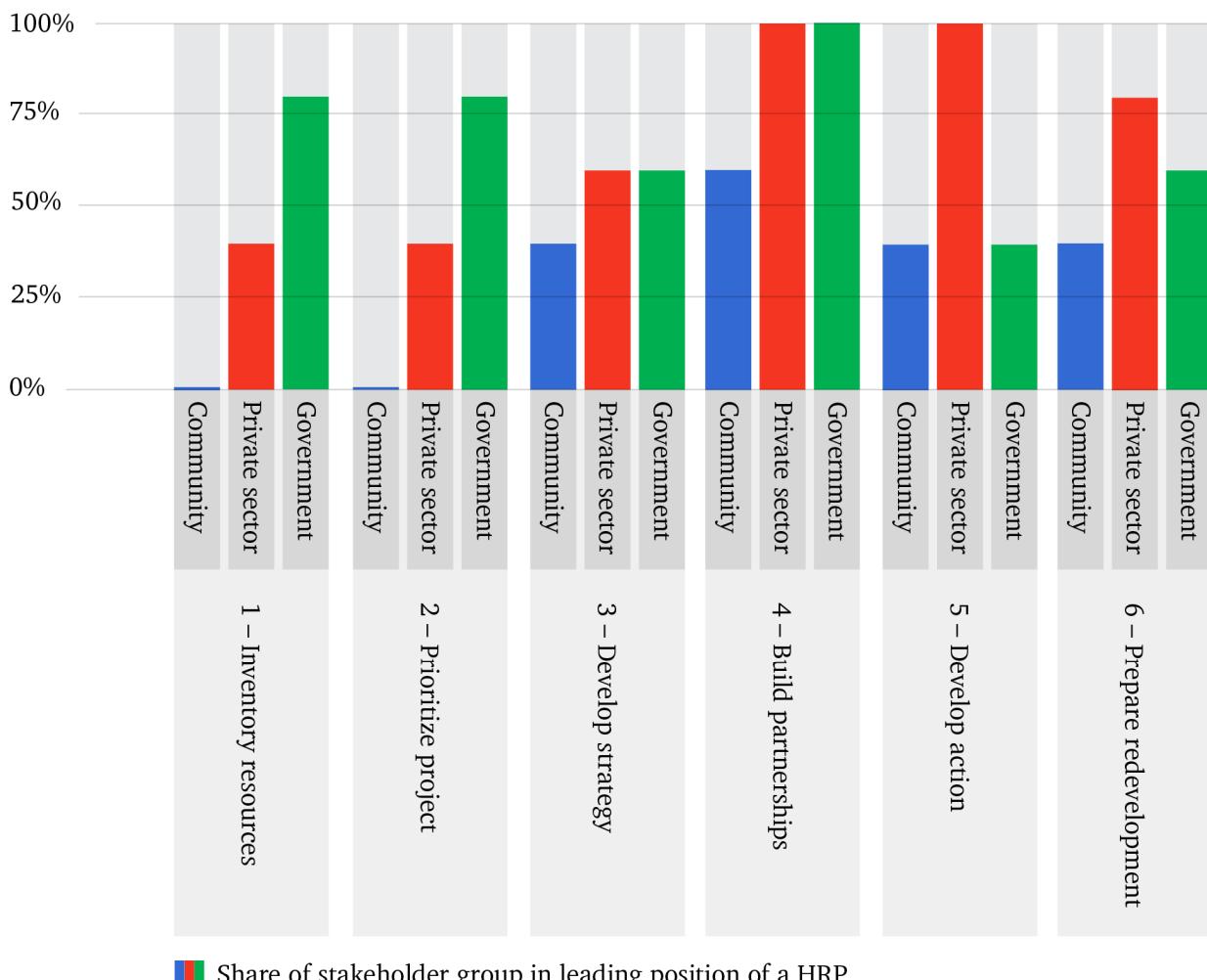


Figure 32. Level of public participation at the six process steps.

In *Figure 33*, the key stakeholder groups have been compared. For the three key stakeholder groups the amount of projects in which they are in a leading position have been identified. The percentages show the share of cases in which each particular key stakeholder group has the highest level of participation compared with the other two key stakeholder groups. In some process steps, the accumulated percentage is higher than 100%. This is due to the fact that in some process steps, two key stakeholder groups are in the lead by having the same level of participation.



■ Share of stakeholder group in leading position of a HRP

Figure 33. The share of each stakeholder group that has gained a leading position in a HRP.

In the first steps of the planning phase, the community of local citizens is never in the lead (0%). Projects are often initiated by governmental organizations (80%) (mostly the local municipality) or a private organization (40%). The projects show great variety in the leadership position in steps 3 up to and including step 6. Key stakeholders seem to often cooperate in these steps, sharing the leadership position in the process. According to the five cases, it can be concluded that private organizations and governmental organizations fare more often take the lead (or are in the position to take the lead) and are involved in heritage redevelopment projects more than local communities and local citizens. The public rarely owns the land of the buildings that will be redeveloped, resulting in this distribution of participation among the three key stakeholder groups.

However, most projects do involve local citizens in the redevelopment process. Besides that, local citizens are not only directly involved, governmental organizations are often legally obliged to consider the interests of society. Given the fact that governmental organizations are primarily set up to represent society and to take care of collective interests, the consideration of a project's costs and benefits for society is essential.

3.8. Multiple-case study results

The redevelopment process

The multiple-case study as described in this chapter, has shown a great variety of projects with varying implementation levels of public participation. Some heritage resources have been used to accelerate or manage urban developments in its proximity, other have not been used for this purpose. In most cases, the involvement of the public has proved to have value for the success of the project. The project's outcome has been improved, or the process was smoother. Stakeholders argue in almost all cases that public participation has had value during the redevelopment process.

However, in all projects unexpected events have raised. It has shown that time is essential when such unexpected events occur. By providing time, municipalities and other governmental organizations can provide space to solve raised issues. Rather than sticking to the original planning, it is wise to make some time to solve the problems. Developers have the opportunity to solve these difficulties, increasing the success chance of the project.

The projects in which citizen initiatives occurred, the local government often was not prepared to act on these initiatives. Local governments seem not to have adapted their organizations yet, in order to welcome these initiatives. Although many local governments argue that they are open to citizen initiatives, practice proves otherwise. Stakeholders argue that local governments should change their attitude towards these events (more constructive attitude; thinking more in opportunities, rather than difficulties).

Public participation

Level of public participation

Heritage redevelopment projects are mostly initiated by municipalities. A developer is involved later. The level of involvement of local citizens has a great variety, given the results of the five case studies. Local citizens and communities are most participating during the partnership building step and the action development step. However, literature and stakeholders have both argued that local citizens and communities should be involved early. Some projects already involve citizens in the strategy development step, but more involvement can be reached.

Given the long duration of heritage redevelopment projects, better public participation and earlier involvement of citizens can have a relatively large effect. Especially in the planning and pre-development phases of a heritage redevelopment project, as these phases turned out to be 80% and 95% of the entire project (measured in time). The involvement of citizens can not only improve the redevelopment process, but also lead to more sustainable urban development. A successful heritage redevelopment project sometimes helps to accelerate and contribute to sustainable urban developments. Public support can be very important to reach this goal.

Critical factors for successful participation

The multiple-case study has identified another set of critical factors for successful participation of the public (the literature review showed some factors as well, but for construction projects in general). In *Table 11* the critical factors identified in the multiple-case study and literature review are provided. It has

also been described from which case(s) these factors are derived⁸ and whether these factors are mentioned in literature or not. A red bullet represents a lack of supporting literature or case study. A green color represents the factor's presence in literature. The critical factors are sorted by the amount of cases in which the criteria are mentioned, followed by their appearance in literature.

Critical factor	Description	Case(s)	Literature
Constructive stakeholders	All stakeholders are open to new ideas, listen to each other and take each other seriously	DH, WH, B, C, WAHS	●
Presence of a leader required	Someone should keep pushing the project until its completion to overcome challenges and to guarantee continuity	DH, WH	●
Compatible interests	It has to be possible to unify the interests of the included stakeholders in order to create a project outcome that is satisfying for all stakeholders	WH, WAHS	●
Discussion clarity	It should be clear what's negotiable and what's already been decided in order to manage expectations	WH, B	●
Room for change	There is a need for room to implement good ideas and contributions of the participations	WH, B	●
Public support	It is essential to create understanding and goodwill for the plan, because support of the public is vital for the project's success	B, WAHS	●
Power delegation	Some power should be delegated to the participants, they have to be able to actually participate	DH	●
Early involvement	Involve and engage local citizens as soon as possible, preferably before a redevelopment plan has been finished in order to make stakeholders idea-oriented	WH	●
Provide information	A communication plan should be created in order to inform citizens about the process and the plans, both during the planning and the construction phase	WH	●
Availability of time	In case of unexpected developments, governments should provide time to the developer to fix these issues, rather than sticking to the original plan	WH	●
Trust	All key stakeholders have to trust each other's qualities and good intentions, to avoid plan resistance	C	●

⁸ The case study names are abbreviated to fit in the table. The case studies are abbreviated to DH: De Hallen, WH: Watertoren Heuveloord, B: Broerenkerk, C: Cereolfabriek, and WAHS: Werk aan het Spoel.

Manage expectations	Discuss values and aims (project outcome) in advance to avoid unexpected surprises later in the process		
Representative group required	The 'public' should be as representative as possible, in order to avoid resistance of other parts of the community that are not involved in the process		

Table 11. List of critical factors for successful participation.

Critical moments for successful participation

Critical moments for successful public participation in the planning phase of heritage redevelopment projects are not identified. All stakeholders argue that 'the public' should be involved in all steps of the planning phase, or do not agree on the moments to use public participation.

However, the use of public participation in a project contributes to a quality improvement of the project's outcome and reduces the risk of resistance of the public (although it is never a guarantee of no resistance). Stakeholders argue that local citizens should not only be involved at decision moments, but also in the process before a decision. In the process, the preconditions of a decision moment are determined, making this process very influential on decisions.

3.9. Conclusion and discussion

Conclusion

Critical moments have not been identified with this multiple-case study. The diversity in the answers given by interviewees and in the documents studied have led to a diffuse view on the critical moments for the implementation of public participation. Because of the great variety of heritage redevelopment projects (HRPs) and given the fact that each HRP is unique, it is hard to determine critical moments for public participation. However, two general recommendations have been made. It is thought that this is the highest achievable result regarding the critical moments.

In chapter 3 (literature review), various critical success factors regarding public participation have been identified. The multiple-case study has identified more critical success factors for HRPs. Some factors identified in the literature review were confirmed by the multiple-case study.

Next steps

Two major problems regarding the identified critical success factors have been identified. First of all, the literature review showed factors that apply to public participation in general, not only in heritage redevelopment projects (HRPs). Secondly, it is hard to determine the validity and the reliability of the results (Swanborn, 2010). It is hard to determine whether the internal validity is well-managed. A larger amount of cases that are studied can help to develop better conclusions regarding the internal validity. It is the same case with the reliability: more case studies might make the results more stable and independent. However, it is still no guarantee for stable results over time. The case studies are a snapshot of the circumstances in the research year, 2016. There is no guarantee at all that in five years, the results will still be the same. To check the reliability over time, it is recommended to repeat this research every few years. Further research is recommended to check the external validity (also known as

generalizability) and reliability of the identified critical factors of the five case studies. A written questionnaire will be conducted, in order to find out whether the identified critical factors do apply HRPs in general. Experts will be asked for their opinion regarding the importance of the possible critical factors. The Fuzzy Delphi Method (FDM) will be used to determine the consensus of the experts.

The case studies have provided insight in the contemporary practice of heritage redevelopment. It has shown that each project is unique and therefore also have different levels of participation for various stakeholders. One of the biggest questions that arise is: when should one choose what level of public participation? It is still unclear what conditions underlay the mentioned levels. Which factors are crucial for a certain level of public participation at the critical moments in a heritage redevelopment project? To find out, the written questionnaire may be very useful.

4 Finding critical factors for public participation in heritage redevelopment projects

The literature review and the multiple-case study have provided a set of critical factors for the successful implementation of public participation in various types of projects. However, do these critical success factors also apply to heritage redevelopment projects? To find out, the list of critical factors has to be validated. Besides that, it has to be found out what factors are important on what level of public participation in order to make it easier to select the level of public participation that suits best a particular phase in a redevelopment process.

4.1. Fuzzy Delphi Method (FDM)

The Fuzzy Delphi Method (FDM) will be used to find consensus about the critical factors that apply to the implementation of public participation in the field of heritage redevelopment projects. A survey will be conducted to find out to what extent the critical factors identified in literature and the multiple-case study apply to heritage redevelopment projects. Secondly, the FDM will be used to connect these critical factors to certain levels of public participation. A list of applicable critical factors for each level of public participation can help to match a project to the right level of public participation. Vice versa, the list could function as a check whether the project meets the requirements for a desired level of public participation. The information gathered with the FDM will be used to develop a framework that can be used for heritage redevelopment projects. This framework will be presented in the next chapter.

The FDM consists of four important steps (Yu, Cheng, & Kreng, 2010):

1. Collect opinions of expert groups;
2. Set up overall triangular fuzzy number;
3. Defuzzification;
4. Screen evaluation indexes.

The steps of the FDM will be elaborated in the following paragraphs. In *Appendix 8 – Survey I* and *Appendix 9 – Survey II*, the two written questionnaires are provided. In *Appendix 10 – Survey data*, the data of the respondents is provided.

Collect expert group opinions

The experts are asked by e-mail to participate in the first survey. The experts are part of one of the homogeneous stakeholder groups identified in *Table 12*. The stakeholders identified in the multiple-case study in chapter 3 have been distributed over three stakeholder groups, as described in the table.

Stakeholder group	Group description	Part of this group
Participating citizens	Local citizens who have been involved of have participated in one or more heritage redevelopment projects in the Netherlands.	<ul style="list-style-type: none">• Local citizens• Future renters
Governmental employees	People working in the field of the built environment at (semi-)governmental organizations.	<ul style="list-style-type: none">• Municipalities• Regional and national governments
Private sector employees	People working in the field of the built environment at project developers, contractors, and architecture agencies.	<ul style="list-style-type: none">• Developers• Financers• Contractors• Architects
Built environment students	Students in a master programme in the field of the built environment in the Netherlands.	

Table 12. An overview of the homogeneous groups approached for this survey.

Former land owners have been left out of this list of stakeholder groups. Former land owners have little or no interest and power in any of the case studies in chapter 3. Their importance for the next part of this

research is therefore low. Built environment students have been added to the list of stakeholder groups. They are relatively easy to reach, and probably will become the future governmental employees and private sector employees. Because of this, their opinion is interesting for this research.

The variety of experts assures that all relevant factors for successful public participation are identified. For the first written questionnaire, the scale in *Figure 34* has been used. Respondents were asked to tell how often the mentioned factor was important for successful public participation in heritage redevelopment projects (HRPs). The three-point-scale has been based on the scope of this first written questionnaire. For this phase, it is only required to identify the relevant factors. The results of the second questionnaire should provide more information about the relevance of the factors during the various levels of participation. In this written questionnaire, a three-point-scale is sufficient.

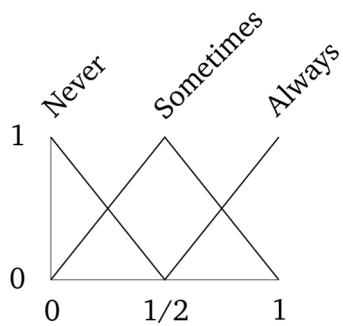


Figure 34. The linguistic scale for relative importance (survey I).

The second survey has been sent to the respondents three weeks later. The respondents were asked to give three scores between 0 (very unimportant) and 1 (very important). First of all, they were asked to provide the score that suits best their opinion (optimal score). Secondly, they were asked to give a range consisting of two scores (minimum and maximum score). The minimum score and the maximum score they provide bound the range in which they think the weight is located. In *Figure 35*, the nine-point-scale that is used in the second survey is provided. The scale is supported with textual descriptions, to make it easier for respondents to select the right score.

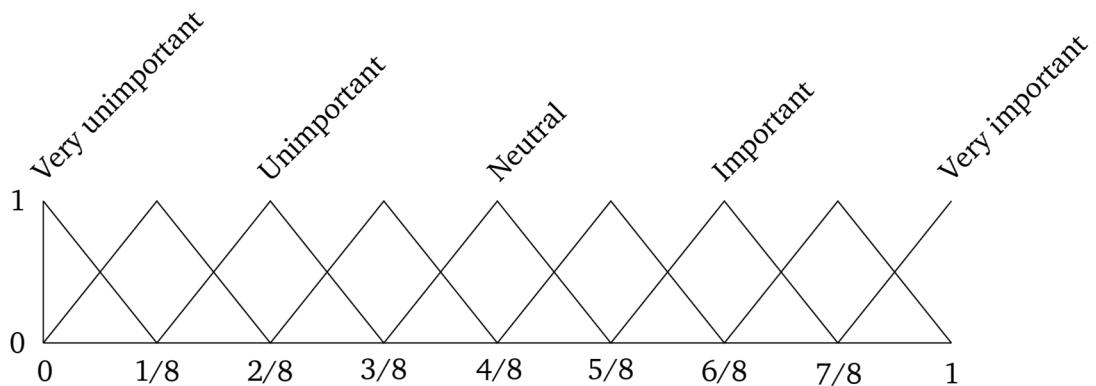


Figure 35. The linguistic scale for relative importance (survey II).

Set up overall triangular fuzzy number

The outcome of the first survey will be a matrix as provided below. The second survey will result in a similar matrix for each level of participation, creating a set of matrices.

$$\begin{matrix} & R_1 & R_2 & \dots & R_n \\ C_1 & \left[\begin{matrix} L_{11} & L_{12} & \dots & L_{1n} \\ L_{21} & L_{22} & \dots & L_{2n} \\ \dots & \dots & \dots & \dots \\ C_m & \left[\begin{matrix} L_{m1} & L_{m2} & \dots & L_{mn} \end{matrix} \right] \end{matrix} \right] \end{matrix} \quad (1)$$

where

R_i the i^{th} expert respondent, $i = 1, 2, \dots, n$

C_j the j^{th} factor, $j = 1, 2, \dots, m$

L_{ij} the linguistic evaluation of criterion j by the analyst i

The evaluation of each factor j is calculated independently. A minimal score a and a maximum score c are selected from the provided minimal and maximal numbers of the submitted ranges. The optimal score b will be calculated by accumulating all optimal values for a particular factor and dividing them by the number of respondents n . The equations are provided as following:

$$a_j = \min_i \{a_{ij}\} \quad (2)$$

$$b_j = \frac{1}{n} \sum_{i=1}^n b_{ij} \quad (3)$$

$$c_j = \max_i \{a_{ij}\} \quad (4)$$

Defuzzification

All triangular numbers have to be transformed into a single real number. The simple centre of gravity method is used to determine this single real number. The single derived number S_j , where $j = 1, 2, \dots, m$:

$$S_j = \frac{a_j + b_j + c_j}{3} \quad (5)$$

For both the first and the second survey, these formulas have been used. The fuzzy numbers of the first survey can be rougher – because of the choice for a three-point-scale – than the fuzzy numbers of the second survey (a nine-point-scale).

Screen evaluation indexes

The threshold α is used to limit the amount of significant factors, meaning:

If $S_j \geq \alpha$, then factor j is very important.

If $S_j < \alpha$, then factor j is less important.

Only the factors with a single derived number S_j higher than the threshold α , will be taken into account in the second survey. Factors with a lower single derived number than the threshold, are considered not to be relevant for heritage redevelopment projects.

4.2. Survey results

Respondents

The number of contacted experts in the built environment for the first survey is 231. 69 experts have replied, making the response rate 30%. The participants are distributed over the following groups: 14% of the respondents were private sector employees (e.g. architects, developers, contractors), 38% of the

respondents were governmental employees in the domain of the built environment (e.g. municipalities, provinces), 26% of the respondents were university students, and 22% of the respondents were citizens who have participated in a heritage redevelopment project. The amount of respondents for each homogeneous group is given in *Figure 36*.

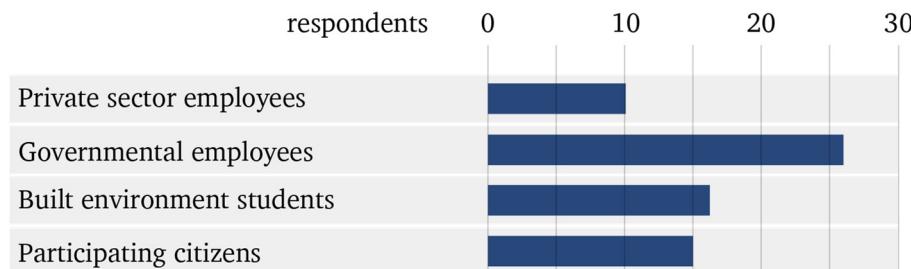


Figure 36. Respondents' backgrounds (survey I).

The number of contacted experts for the second survey is 69. 39 experts have replied, making the response rate 57%. The participants are distributed over the following groups: 10% of the respondents were private sector employees, 36% of the respondents were governmental employees, 28% of the respondents were university students, and 26% of the respondents were citizens who have participated in a heritage redevelopment project. Literature (Delbecq et al., 1975) suggests that with a homogeneous group of 10-15 respondents the outcome might be reliable. With only 4 respondents, the private sector employees are not taken into account for analysis. The number of respondents is definitely too low to draw conclusions. The other categories, governmental employees (14 respondents), built environment students (11 respondents) and participating citizens (10 respondents) contain more respondents than strictly required. The amount of respondents for each homogeneous group is given in *Figure 37*.

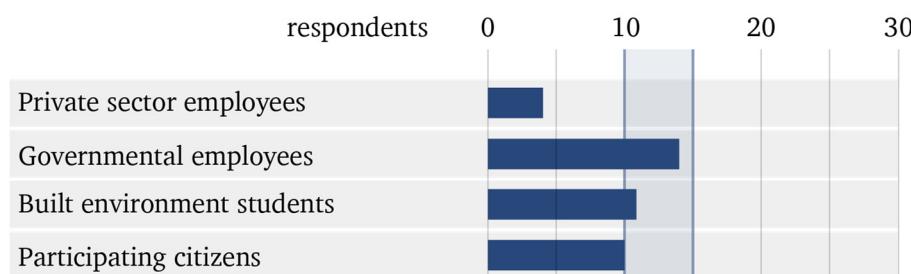


Figure 37. Respondent's backgrounds (survey II).

Critical success factors

Adding weights to the stakeholder groups

Four homogeneous stakeholder groups have been asked for participation, as described earlier. The importance levels of the critical success factors according to these stakeholder groups show variation. To create a single importance level for each critical success factor, weights have been used. The stakeholder groups have received weights based on their interest and power levels in the multiple-case study. The weights are between 0.0 and 1.0. All weights accumulated are 1.0. The weights for the stakeholder groups and a more elaborated explanation of the weight determination are provided in *Appendix 10 – Survey data*.

Importance of the critical success factors

In *Figure 38*, the weighted importance levels of the critical success factors are presented. The bars show the weighted importance level for each critical success factor. The importance levels determined by the individual homogeneous stakeholder groups are given in *Appendix 10 – Survey data*.

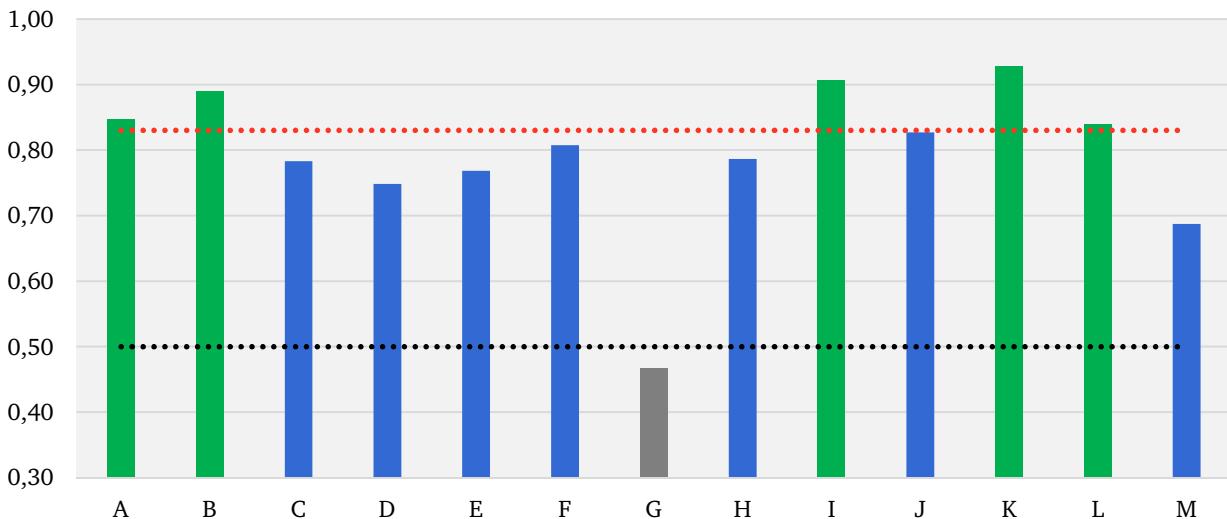


Figure 38. The importance levels of the factors. The linguistic names of the factors are provided in *Table 13*.

Most of the factors have importance scores that are close to each other (see *Figure 38*). Therefore, it has been tried to find the principal components of the factors. However, the results of the Principal Components Analysis (PCA) were not satisfying. Although it was managed to limit the amount of factors to 4, the principal components that were found, were not loaded with coherent factors. Therefore, it was not possible to create a principal component description. Without a principal component description, respondents of the second survey would not be able to determine the level of importance for the factors. The presence of more than five factors in the second survey was not an option either, because survey II would become too extensive. This would be very risky, because the respondents may become distracted or bored. The quality of the results would be threatened.

Because the PCA approach was not feasible, a different approach has been used. The five factors that received the highest importance scores have been selected for the second survey. The threshold α is determined to be 0.83, in order to get a maximum of 5 relevant factors. The red dotted line in the figure represents the threshold α (see *Figure 38*). The minimum threshold β (black dotted line) represents the minimum threshold for the factors, meaning that factor G (delegate power to citizens) will be dropped. A blue bar in the figure means that the particular factor is not important enough for successful public participation in a HRP. A green bar means that the particular factor is often of a high importance for successful public participation in a HRP. A grey bar means that the particular factor will be dropped, because it did not pass the minimum threshold β (black). The importance level for each factor and the importance rank of each factor are provided in *Table 13*.

Possible factor	Weighted average	Rank
A Constructive stakeholders	0.85	4
B Presence of leader required	0.89	3
C Compatible interests	0.78	8

D	Discussion clarity	0.75	11
E	Room for change	0.77	10
F	Public support	0.81	7
G	Power delegation	0.47	13
H	Early involvement	0.79	9
I	Provide information	0.91	2
J	Availability of time	0.83	6
K	All stakeholders trust each other	0.93	1
L	Manage expectations	0.84	5
M	Representative group required	0.69	12

Table 13. The possible factors and their importance for successful public participation.

To provide a comprehensive overview of all success factors for public participation in construction projects according to literature (second column), their presence in the projects that have been studied (third column), the opinion of the experts that answered the written questionnaires in the Fuzzy Delphi Method (fourth column), and the five most important success factors for public participation in heritage redevelopment projects (fifth column), *Table 14* has been created. The factors that were identified in literature and the multiple-case study have been assessed in survey I. Only the five most important factors according to the weighted average importance level (as presented in *Table 13*) have been taken into account in survey II.

Critical factor	Literature	Multiple-case study	Survey I	Survey II
Constructive stakeholders	●	●	●	●
Presence of a leader required	●	●	●	●
Compatible interests	●	●	●	●
Discussion clarity	●	●	●	●
Room for change	●	●	●	●
Public support	●	●	●	●
Power delegation	●	●	●	●
Early involvement	●	●	●	●
Provide information	●	●	●	●
Availability of time	●	●	●	●
Trust	●	●	●	●
Manage expectations	●	●	●	●
Representative group required	●	●	●	●

Table 14. Overview of the identified success factors for public participation in construction projects and their level of importance in heritage redevelopment projects (HRPs), according to the experts (FDM).

Conditions for each level of public participation

Survey II has been used to determine the importance of the five most important factors (derived from survey I) for each level of participation (identified in the literature review in chapter 2). The product of this survey is an insight in the most critical factors for the success of public participation in heritage redevelopment projects (HRPs).

Importance level development

In *Figure 39*, the importance levels of the five factors (the derived single numbers) are provided for each level of participation. The input provided by the respondents have been weighted. The same weights have been used for the homogeneous groups as in survey I. The five factors tend to have a higher level of importance given a higher level of participation. The graph in *Figure 39* shows that on the levels of collaboration and initiative, factors are generally more important than on the other three levels, informing, consultation, and advice.

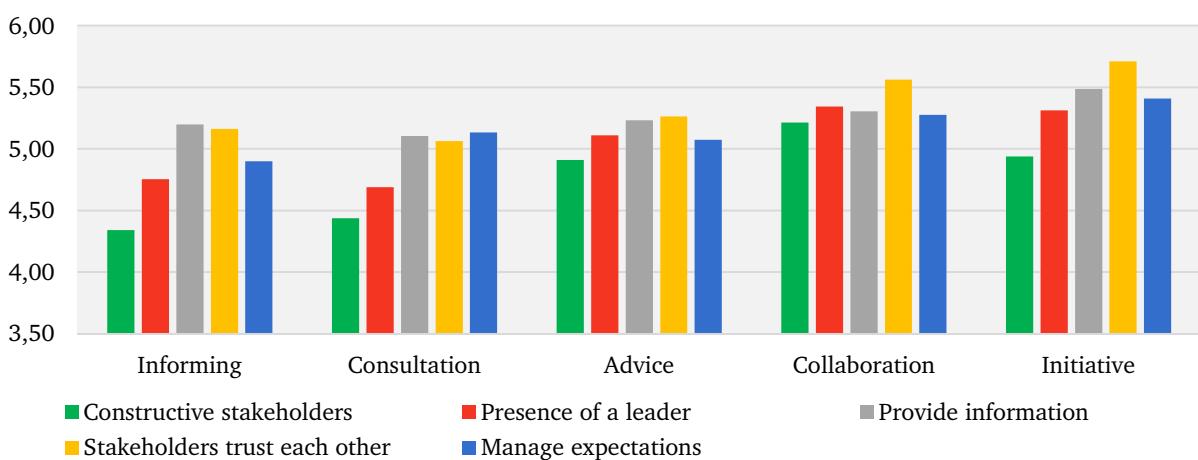


Figure 39. The importance level of the five factors for each level of participation.

The range scores a and c and the optimal score b are provided in *Appendix 10 – Survey data*. The results given in *Table 15* are the single derived numbers S_j from the data gathered with survey II. The Fuzzy Delphi method (FDM) as explained in the methodology paragraph of this chapter has been used to calculate the single derived numbers.

Description	Informing	Consultation	Advice	Collaboration	Initiative
a Constructive stakeholders	4.34	4.44	4.91	5.21	4.94
b Presence of a leader	4.76	4.69	5.11	5.34	5.31
c Provide information	5.20	5.11	5.23	5.31	5.49
d Stakeholders trust each other	5.16	5.06	5.26	5.56	5.71
e Expectations management	4.90	5.13	5.07	5.28	5.41

Table 15. The single derived numbers S_j of the factors for successful public participation.

Table 15 showed only the single derived numbers of all respondents. The single derived numbers specified for each homogeneous group can be found in *Appendix 10 – Survey data*.

All factors have proved to be slightly important to important for the success of public participation in heritage redevelopment projects (HRPs). This result is consistent with the results of the first written questionnaire. Secondly, the five factors have significantly higher importance scores on the two highest levels of public participation – collaboration and citizen initiative.

Differences between respondent groups

However, data interpretation has shown that differences exist between the homogeneous stakeholder groups in HRPs. The data of the participating citizens and students describes an importance decline of the factors ‘provide information’ and an equal importance of the ‘expectations management’ factor on all participations levels (see *Figure 40* and *Figure 40*). Data gathered from governments however, shows a significant importance increase regarding these factors, as the level of participation increases. The difference might be explained by the fact that when citizens have a lower level of power, the need for information and expectations management is higher. Less power for citizens can lead to the insight that project leaders have the moral obligation to inform citizens and manage their expectations. As citizens get more power (higher level of participation), the need for informing and management of expectations is lower, because citizens have the opportunity to inform themselves. This will also reduce the need for expectation management (citizen’s expectations adapt to the actual situation, as they have more information that is less colored).

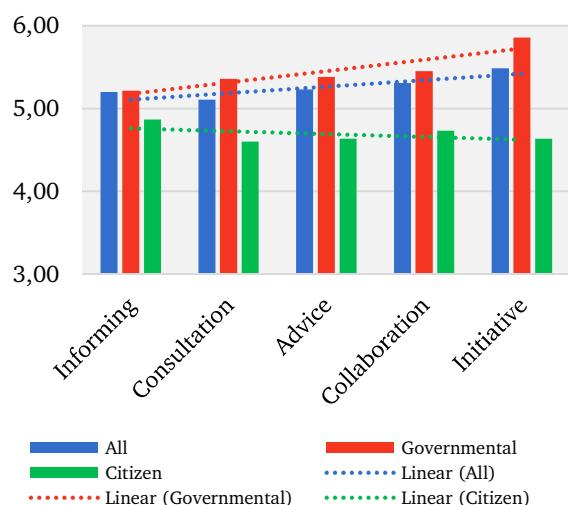


Figure 40. Importance level of ‘Provide information’.

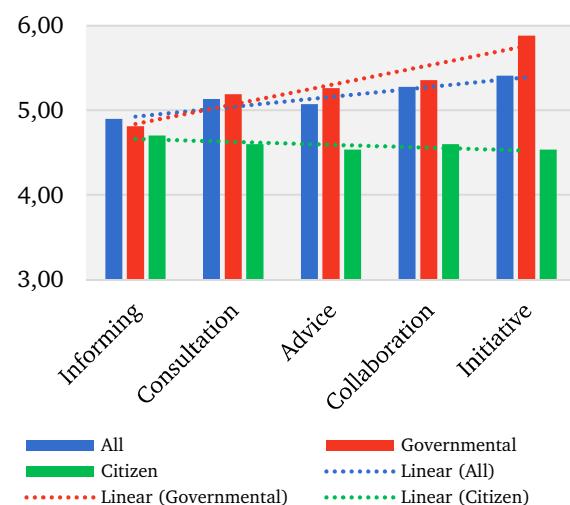


Figure 41. Importance level of ‘Manage expectations’.

Another explanation could be that governments underestimate the importance of informing citizens properly, especially if they do not have large power. Citizens often have large interest in HRPs, because of the impact of the project on the livability of their neighborhood or because of the proximity of the HRP. However, the importance score of this particular factor for the governmental group is high. Both stakeholder groups may share the insight that informing citizens is very important, the thoughts about the practical execution can be different. Governments may think they have informed citizens very well, citizens may have a need for more, or different information.

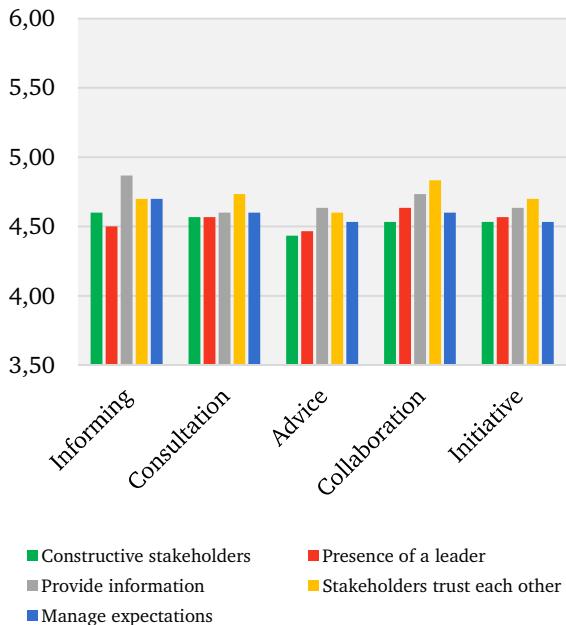


Figure 42. Importance levels – participating citizens.

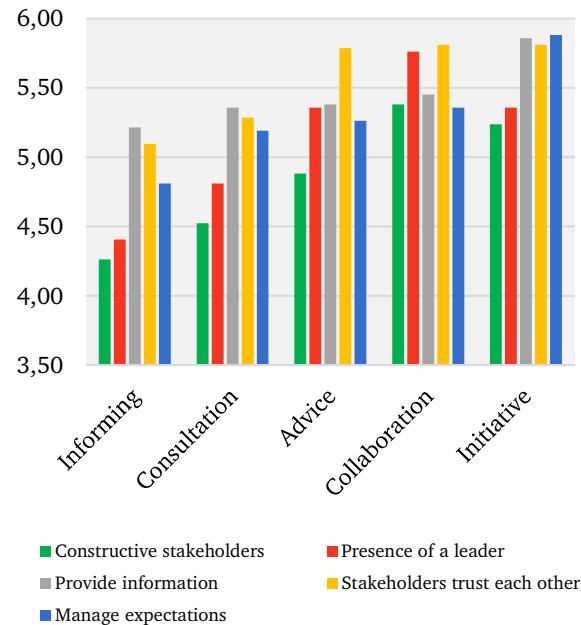


Figure 43. Importance levels – governmental employees.

It is not surprising that an important factor for citizens is the need to be informed well (see Figure 42). At the two highest levels of participation, however, stakeholders trusting each other is more important for citizens. Governments do think that informing citizens properly is very important (see Figure 43), followed by expectations management and the presence of a project leader. The importance of the latest mentioned factor can be explained by the fact that governments often are the project leader, and have to think about the practical side of a HRP. For them, it is important that the project will succeed within certain limitations. The presence of a project leader during the entire participation process can be very useful.

Although students and participating citizens show great similarities in the gathered data, students think that trust is the most important success factor for public participation in HRPs (governments and participating citizens think informing citizens is most important).

Transformation to matrix

The derived single numbers have to be transformed in order to create a practical and accessible matrix for use in practice. The following importance levels have been used as threshold to determine to which category the derived single number belongs:

If $S_j > 5.25$, then the importance level of factor j is *Very high*.

If $S_j > 4.0$, then the importance level of factor j is *High*.

The factors identified in survey I have also been included in the matrix. The factors with a score below 0.70 received the importance level *Low*. The other factors (between 0.70 and 0.83) received the importance level *Medium*. The matrix has been provided in Figure 44.

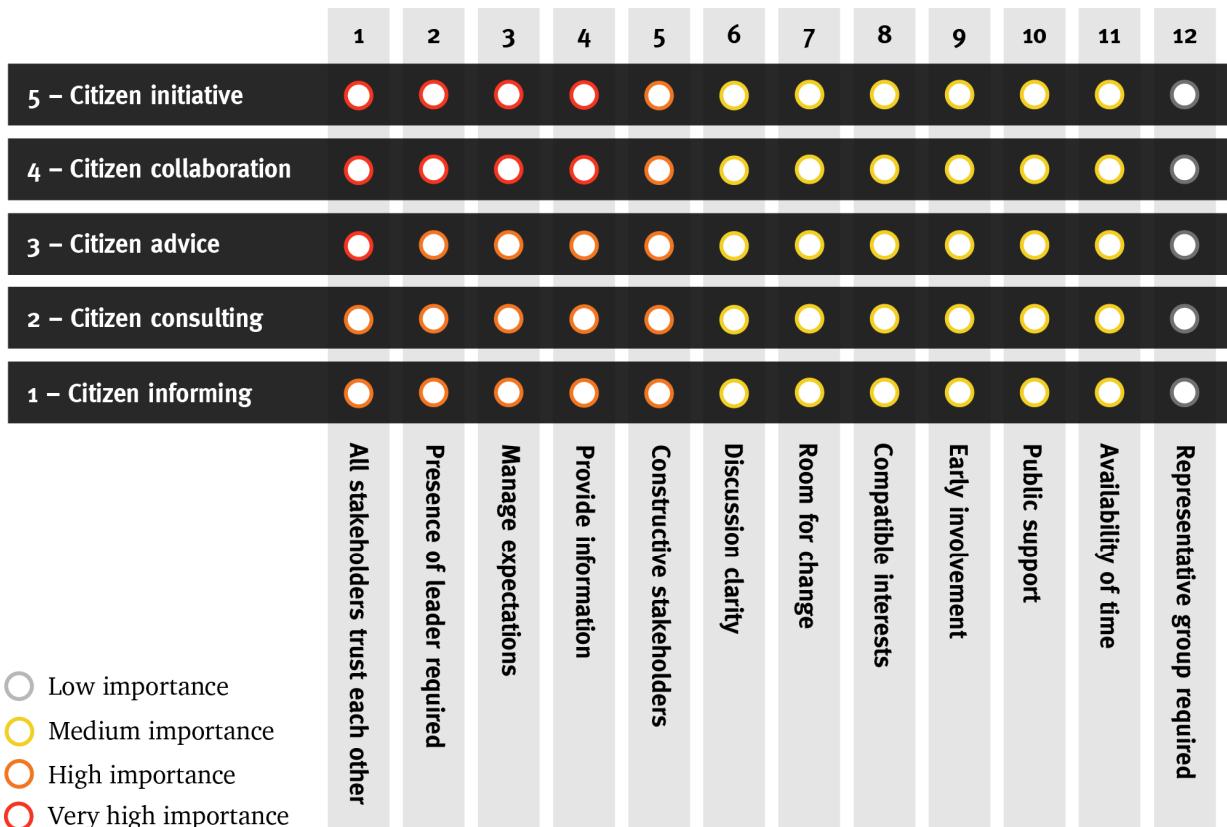


Figure 44. The heritage participation matrix.

Sensitivity analysis

A sensitivity analysis is executed to evaluate the chosen methodology regarding the Fuzzy Delphi Method (FDM). The weights that have been developed using the power-interest diagrams in the multiple-case study are replaced with two alternative sets of weights in order to observe the behavior of the chosen methodology against weight changes. In Figure 45, the sensitivity analysis for the first participation level ‘Informing’ is visualized.

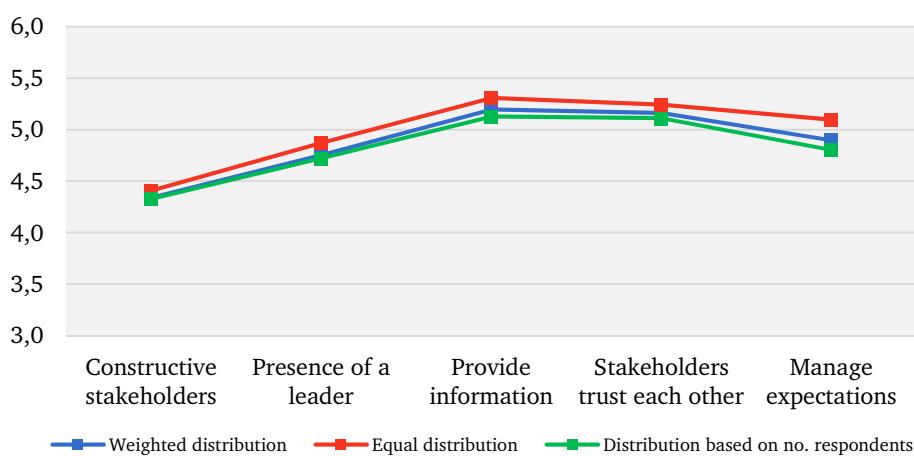


Figure 45. Sensitivity analysis of the participation level ‘Informing’.

The blue line represents the weights that are used in this chapter. The red line represents the alternative in which all four stakeholder groups have received a weight of 0.25. The green line represents an alternative with no stakeholder group weights (each participant in the written questionnaire received the same weights). To expand this sensitivity analysis, more alternative weights sets could be applied.

The sensitivity analysis shows that both alternatives (red and green) do not lead to significant changes in the outcome of the Fuzzy Delphi Method (FDM). The importance levels of the 5 critical success factors are more or less the same compared to the situation in which the original set of weights is used (blue). The sensitivity analysis has presented the same results for all participation levels (see *Appendix 12 – Sensitivity analysis*). Therefore, it can be concluded that the chosen approach has a large level of robustness. There is little uncertainty about the results of the FDM.

4.3. Case study evaluation

It is quite interesting to evaluate the developed matrix with the assessment of the cases that are studied in the multiple-case study in chapter 3. The redevelopment of Watertoren Heuveloord has been assessed in *Figure 46*. The leading level of public participation has been selected for this assessment. Of course, for each individual process step with a different level of public participation, an individual assessment could be done. The matrix can be used flexible. If enough time available, an assessment for each process step is recommendable. If not, an assessment for the leading level of participation can be done as well.

This particular redevelopment project has met all success factors of very high importance (1 of 1) and high importance (4 of 4). The medium important factors are almost met (5 of 6). The factors of low importance are both not met (0 of 1). Altogether, 10 of the 12 factors for successful public participation have been met. Therefore, it can be concluded that this level of public participation suits the project well.

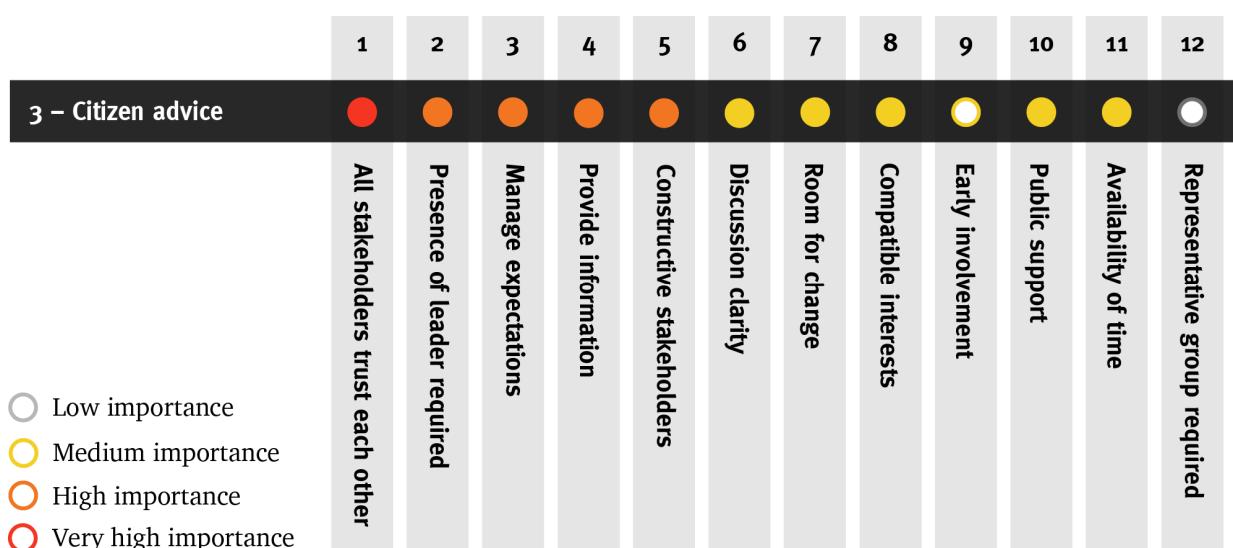


Figure 46. Assessment of the implementation of the public participation process in the redevelopment project of Watertoren Heuveloord.

If this heritage participation matrix was used to assess the public participation quality in the planning phase, factors such as ‘early involvement’ could be improved. The other factors have a satisfying overall score. If this assessment matrix was used by the architecture firm that executed the redevelopment works (pre-development phase and construction phase) various improvements would have been identified, such

as ‘provide information’ and ‘manage expectations’. It can be concluded that this matrix can be used for both the assessment of the overall process of a HRP and the assessment of a single particular phase in the redevelopment process (in this case, an assessment during the construction phase would have been useful).

For the 4 other case studies, the assessments with the developed matrix are provided in one of the appendices, *Appendix 11 – Case study assessments*.

4.4. Conclusion and discussion

Conclusion

This chapter has provided information about the critical factors for successful public participation in heritage redevelopment projects (HRPs). A list of 12 critical success factors has been created. For the 5 most important factors, importance differences between the participation levels have been identified. The sensitivity analysis has shown that the chosen methodology has led to robust results. A heritage participation matrix has been created that can be used as a tool to improve public participation in HRPs structurally. The heritage participation matrix has shown in the evaluation that it is capable of bringing up issues in the implementation of public participation in actual projects.

Discussion

To avoid bias and losing respondent attention, only five factors have been taken into account in survey II. However, more factors were located around the threshold. These factors could also be relevant in some projects, and should therefore not be forgotten. It could be very interesting to test the importance of these variables as well for each level of participation. However, due to resource limitations of this research, just a limited amount of factors has been presented in survey II. If more respondents were available, for example, more factors could have been tested. When more respondents were available, the set of factors could be distributed among the respondents, making it possible to test more factors.

According to Delbecq et al. (1975) the first thirty respondents in each homogeneous group in a FDM written questionnaire often generate the majority of all new insights. However, this study has not reached the thirty respondents barrier in any of the homogeneous respondents groups. It may be possible that some insights and concepts have been missed. If more respondents were available, the results may have been more comprehensive.

Ironically, both surveys showed that citizens that have participated in heritage redevelopment projects (HRPs) are hard to find. Participating citizens are rarely formally organized. During the projects, contact with these citizens is mostly maintained by governmental organizations or companies. Due to privacy reasons and time scarcity, these (governmental) organizations generally do not cooperate. Besides that, participating citizens often think they do not have enough knowledge to participate in the survey. This humble attitude makes it even harder to gather data from this particular group of stakeholders.

5 Research results

Public participation is undeniably becoming more and more popular. Also in heritage redevelopment projects (HRPs), it is very useful to engage the local community to the plans. Their contributions are invaluable and can add value to a project's outcome. However, public participation is not a magic potion for successful HRP. An answer to the research question will be described. Besides that, the heritage participation matrix will be presented.

5.1. Question answers

This paragraph will provide the answers on the subquestions. The answers are based on the results of the literature review, multiple-case study and the written questionnaire in chapters 2, 3, and 4.

To what extent should the public be involved in heritage redevelopment projects?

What are generally the key stakeholders in a heritage redevelopment project?

Four key stakeholder can be identified in all cases (see chapter 3):

1. The owner of the land and/or building;
2. The project developer and/or contractor;
3. Governmental authorities;
4. Local citizens.

What are generally the interests and power of these key stakeholders?

Interests

The owner of the land and buildings has direct financial interests in the project (see chapter 3). The owner's goal is to manage his financial interests successfully. Sometimes, the owner is also the user of the buildings, resulting in an additional interest. The developer of the project has also direct financial interests. The outcome of the developments will impact the developer's interest directly. The developer's interests do not always match the interests of local citizens and local communities.

The most important involved governmental stakeholders are the municipality (local government) and the regional and national governments (province and central government). The municipality represents the interests of the local society. They are responsible for well-planned urban development, and the livability of the urban environment.

Both the municipality and the local citizens have an additional interest. The adaptive re-use of heritage resources is a great interest for society. It's agreed by most stakeholders that the conservation of heritage resources has major benefits for both sense of history and urban development.

Power

Usually, land and building owners and governmental organizations – in particular the local municipality – have the highest level of power and interest in a heritage redevelopment project (HRP) (see chapter 3). Land and building owners have the first right to develop, maintain and use their property. However, because of the presence of heritage resources on their property, government has the power and authority to intervene. Besides that, local governments have the authority and monopoly of deciding in construction permit application procedures.

Project developers, contractors and local citizens usually have medium power and interest (see chapter 3). They are needed for a successful project outcome, but losing the support of one of these stakeholders can be overcome. Former land and building owners and citizens living in a different neighborhood than the neighborhood in which the HRP is located often have little or no power and interest in HRP outcome.

What criteria are generally used to determine to what extent the public should be involved in a heritage redevelopment project?

What stakeholders should be involved in HRPs and what stakeholders should not, differs heavily (see chapter 3). The criteria for the involvement of stakeholders in HRPs generally are the following:

1. Whether or not is legally obliged to involve a particular stakeholder;
2. The amount of stakeholders should be manageable by the project management:
 - a. The amount of stakeholders can be limited based on their proximity;
 - b. The amount of stakeholders can be limited based on their level of power;
 - c. The amount of stakeholders can be limited based on their level of interest;
3. The stakeholder should be able to add value to the project:
 - a. The stakeholder is willing to participate in the project (rather than resisting);
 - b. The stakeholder is capable for involvement in the project;
 - c. The stakeholder has unique knowledge about the project or project resources.

What are the critical moments to implement public participation in the planning phase of heritage redevelopment projects?

How, when and why is public participation implemented in the case studies?

How

Given the fact that each heritage redevelopment project (HRP) is unique, the implementation of public participation also turned out to be unique in each and every HRP (see chapter 2). Public participation has therefore many different kind of manifestations in HRPs (see chapter 3). Each level of public participation has different formats for public participation. The formats that are present on lower levels are sometimes present on higher levels as well. The manifestations could be:

1. Informing – information letter, information website, information session;
2. Consultation – consultation session, neighborhood survey;
3. Advice – citizen advisory board, advice sessions;
4. Collaboration – collaboration team;
5. Initiative – citizen initiative group.

Many more manifestations can be thought of. Formats can also be combined to create a mixed format. Even unique formats can be designed for a particular project.

When

The stakeholders of the case studies agree on the fact that early citizen involvement is important for the success of the project (see chapter 3). One of the stakeholders (municipality of Utrecht) argued that citizens should be involved in the criteria development process, rather than in the decision-making process afterwards. The criteria development (based on what criteria will we make decisions) is much more important than the actual criteria review later (does the plan meet the developed criteria), argues this stakeholder. Besides that, stakeholders of the projects in the multiple-case study (see chapter 3) argue that citizens should be involved during the entire project as much as possible (it should be workable and feasible, however).

Why

The involvement of citizens in HRP s has proven to be of great value. Local citizens can provide unique knowledge about heritage resources, the location and the local community. The input of local citizens can make the project outcome more interesting for citizens and more popular among potential renters or users. Besides that, the support of local citizens is required for the long-term conservation of heritage. Also, citizen involvement often increases the attention for the developments among society. Last but not least, the chances that local citizens will resist against the developments will decrease, due to increased levels of understanding and support.

At what moments in the planning phase of heritage redevelopment projects is public participation recommended, and why?

The involvement of citizens as early as possible in a heritage redevelopment project (HRP) is recommended. Survey I (see chapter 4) showed that early involvement of citizens can contribute to higher success chances (score 0.79 on a scale from 0 to 1). However, stakeholders also warn for overcompensation. Citizens should only be involved if they can add value to the project and when it is feasible to involve them. Of course, legally obligations should also be met. However, in the Dutch case, relatively little obligations regarding public participation exist.

Given the great variety of HRP s, it is hard to point out practical moments for public participation. The stakeholders of the case studies argued that citizens should be involved during the entire process. Because developments in the built environment usually impact the livability of neighborhoods, local citizens should have a word in these developments. Governmental stakeholders argue that it would be recommendable to create a citizen communication plan in advance, a plan that is coordinated with the other stakeholders in the process. This approach makes it clear who is responsible for the involvement of citizens when and how.

What are the critical success factors for public participation in heritage redevelopment projects?

To what extent do the success factors for the ‘public’ and the local governments meet?

Citizens who have participated in HRP s in the Netherlands and governmental employees have more or less the same views regarding the five most important factors for successful public participation in HRP s (see chapter 4). The stakeholder groups agree on the fact that the five factors that were identified in the first survey are important. Both governmental stakeholders and citizen stakeholders think informing local citizens well is the most critical factors for success. The five most important factors are:

1. Provide citizens sufficient information;
2. Manage expectations of all stakeholders, in particular local citizens;
3. All stakeholders have to trust each other;
4. The presence of a project leader;
5. All stakeholders should have a constructive attitude.

The factors in the list above are presented in order of importance for HRP s in the Netherlands. A list of 13 critical factors for successful public participation in construction projects was identified from literature and case studies. 12 of these critical factors were also relevant for successful public participation in a HRP. The list of the 12 critical factors and the importance level (varying from 0.0 – never important – to 1.0 – always important) is as follows:

Rank	Critical factor	Weighted average
1	All stakeholders trust each other	0.93
2	Provide information	0.91
3	Presence of leader required	0.89
4	Constructive stakeholders	0.85
5	Manage expectations	0.84
6	Availability of time	0.83
7	Public support	0.81
8	Compatible interests	0.78
9	Early involvement	0.79
10	Room for change	0.77
11	Discussion clarity	0.75
12	Representative group required	0.69

Table 16. The list of critical factors for successful public participation in HRPs.

To what extent are the critical success factors present in the case studies?

Most case studies have taken care of the most important critical success factors (see the assessments in paragraph 4.3). The projects in the multiple-case study are projects that have had a successful project outcome. Therefore, it might not be surprising that they meet most of the factors. The factors that were met in the 5 case studies, were mainly factors of lower levels of importance.

However, one exception is present. The redevelopment project of De Hallen has shown great issues when assessing for the critical success factors. This project has had lots of difficulties and delay during the process, which may be caused by the poor quality of the public participation implemented in this project.

What steps should be taken – and by who – in order to meet these critical success factors in heritage redevelopment projects (HRPs)?

Thirteen critical factors have been identified (see chapter 4). Governmental stakeholders and project leaders/initiators can improve the implementation of all of the 13 critical factors. They can improve the quality of the implementation of every single critical factor. Local citizens however, can only contribute to 6 of the 13 critical factors (factors 1, 4, 6, 7, 8, and 12 in *Table 16*). It can be concluded that all stakeholder groups can contribute to a better quality of public participation in HRP. However, efforts made by governmental organizations and project leaders/initiators will have the largest impact.

It is recommendable for governmental organizations and project leaders/initiators to reflect whether or not they involve the public during projects. This research has identified great differences in implementation between municipalities. The developed matrix can be used to identify what critical success factors are required for a particular project, and which of these factors need some attention. If most critical success factors are taken care of, it would be advisable to critically assess the quality of the coverage of each and every factor. This research has shown that not only critical success factors should be taken care of, but that the quality of the implementation of public participation can be improved in most of the HRPs.

How can (semi-)governmental organizations be stimulated to implement public participation in heritage redevelopment projects (HRPs)?

What relevant policies do currently exist regarding public participation in the field of the built environment?

Although municipalities and provinces are making progress in their implementation of public participation, great differences between governmental organizations regarding the implementation level and implementation success have been identified (see chapters 2 and 4). Some municipalities still have a cautious attitude regarding the involvement of citizens in heritage redevelopment projects (HRPs). However, the involvement of citizens is not a choice anymore, given the fact that the level of empowerment of local citizens and local communities is increasing.

In order to reduce the differences between municipalities and provinces, new policies should be adopted nationally. The risks of arbitrariness and the erosion of democratic values can be overcome when nationwide the rights and duties of citizens and governmental organizations regarding participation in construction projects are arranged. The Localism Act in the United Kingdom can be seen as a source of inspiration. Besides binding policies regarding participation, there is also an economic aspect. Public participation processes sometimes have to be managed with little or no budgets. The literature review (see chapter 2) has shown that financial means are required for successful execution of public participation policies, such as the Localism Act in the United Kingdom. Budgets have to be created for public participation. It may be a good idea to label money for public participation purposes only. The national government could play a role in this matter, because they provide regional and local governments large budgets for their activities.

To what extent do policies and regulations contribute to better public participation?

Policies and regulations are an important tool to introduce new insights, such as public participation. Various policy ideas have been presented in this research. However, as both literature and stakeholders in heritage redevelopment projects (HRPs) argue, the quality of public participation is mostly depending on the capacities and willingness of municipalities and project leaders/initiators. Therefore, it may be even more important to reach these stakeholders. These stakeholders should be informed about the possibilities and limitations of public participation, but they also should be provided tools and techniques for high-quality public participation. Without the knowledge and tools, no successful public participation will arise. Even more, these stakeholders should be convinced of the fact that successful public participation of high quality can contribute to a more sustainable and qualitative project outcome. Firm belief that public participation should be organized well among governmental employees and project leaders/initiators is essential to make steps to more qualitative public participation.

5.2. Research outcome

In this paragraph, the developed framework will be presented. With the framework and the answers on the subquestions in mind, the research question of this research project can be answered.

Matrix presentation

The matrix in *Figure 47* is developed after a literature review, a multiple-case study and a Fuzzy Delphi study. The matrix provides insight in the 12 identified critical factors for successful implementation of

public participation in a heritage redevelopment project (HRP). The five levels of public participation as developed after the literature review (see chapter 2) have been used on the vertical axis. The 12 critical success factors (see chapter 4) are displayed on the horizontal axis.

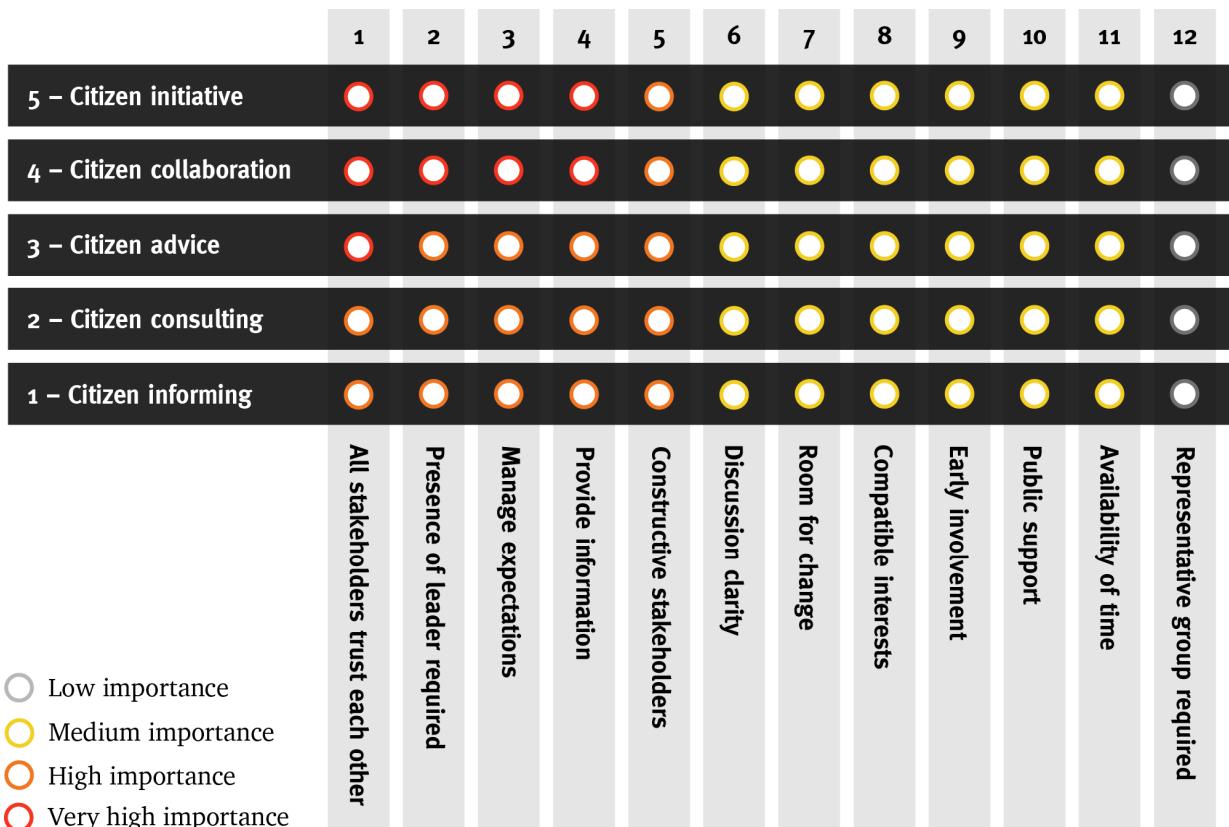


Figure 47. The heritage participation matrix.

The matrix can be used to determine what factors should be taken care of in a particular HRP. Preferably, all factors with a medium importance or higher importance are taken care of. However, if low resources available, the number of factors can be reduced to the most important factors.

Two approaches can be used when using the matrix. One can select a preferred level of participation and get insight in the important factors for this particular level. One can also check which factors are already available or feasible to meet, and select the right level of public participation from the blue bars. Both ways can result in a successful HRP (of course, no guarantees can be done).

How can the application of public participation in the planning phase of heritage redevelopment projects be improved in order to enhance a project's quality?

The application of public participation in the planning phase of heritage redevelopment projects (HRPs) can be improved on two aspects: process aspects and the policy aspects.

Process check

Project initiators – often municipalities or project developers – usually have developed a process routine in HRPs. It is recommendable to check to what extent their process routine does cover the critical success factors that have been identified for all levels of participation. Their process should be structure and organized in such a way that it meets the following criteria (ordered from higher importance to lower importance):

Rank	Possible factor	Weighted average
1	All stakeholders trust each other	0.93
2	Provide information	0.91
3	Presence of leader required	0.89
4	Constructive stakeholders	0.85
5	Manage expectations	0.84
6	Availability of time	0.83
7	Public support	0.81
8	Compatible interests	0.78
9	Early involvement	0.79
10	Room for change	0.77
11	Discussion clarity	0.75
12	Representative group required	0.69

Table 17. The list of critical success factors with a score of at least 0.5.

Because of the existence of a great variety of HRPs, each project has different critical success factors. Therefore, it is important to take a look at all critical success factors critically, before starting with a project. Besides that, it has been identified in this research that each level of participation on the participation ladder has other most critical success factors. Some factors are more relevant in certain levels of participation than in other levels of participation. The matrix that is developed in paragraph 4.2 and presented earlier in this paragraph, can help to get insight in the most important success factors for successful implementation of public participation in a particular HRP.

Policy check

Besides the practical side – the process routine – it is also recommendable to check whether local policies guarantee public participation and support the identified critical success factors. Policies can be adapted in order to stimulate success factors, or to oblige project initiators to involve ‘the public’ better. National government should adopt policies that improve public participation in HRPs more structurally, avoiding arbitrariness and great differences between municipalities. Besides that, it is recommendable for governmental organizations to assess its own policies regarding the historic urban landscape (HUL) approach with the assessment framework (Veldpaus, 2015). The HUL approach also supports public participation. Together with a policy check regarding public participation, a comprehensive and consistent system of policies and regulations will be created.

Nuance

It is important to add some nuance to the hype of public participation. Although public participation has some major benefits for a HRP outcome, it cannot be seen as some sort of magic potion. Public participation may also make a project more complex. If badly executed, public participation can even damage the success chances of a HRP. It can be concluded that public participation – if implemented well – can be useful for HRPs, but still requires good HRP management. Besides that, public participation is never a guarantee for a successful project outcome. At most, it can contribute to a successful project outcome.

6 Conclusion and discussion

This study aims to contribute to the implementation of public participation in the field of heritage management. How do the findings of this research fit in the context of urban development and heritage management? Further research to these topics in the future can help to improve the quality of the outcome of heritage redevelopment projects, ensuring the conservation of our heritage resources in the built environment.

6.1. Evaluation in context

Public involvement does play a role in all recent heritage redevelopment projects (HRPs) in the Netherlands. Stakeholders of HRPs agree on the fact that there is a need for participation of local citizens or local community organizations in this type of projects. Many studies about public participation are available, as the value of public participation is widely recognized. Even about public participation in construction projects and heritage management in touristic environments, many studies have been conducted. However, little research is available about public participation in relation to the redevelopment of heritage resources. Even though many organizations recommend high-quality public participation in HRPs, such as (UNESCO, 2011b) in the historic urban landscape (HUL) approach. It is a strange conclusion, because projects where heritage resources are involved potentially cause more resistance among local citizens than regular construction projects. Heritage resources often have great cultural and sentimental value for local citizens. People are always reluctant towards new developments in their neighborhood.

This research makes a contribution to the understanding of public participation in HRPs. The research has provided insight in the important factors for successful public participation in heritage redevelopment projects (HRPs). A list of the most important factors for successful public participation in HRPs has been developed from international literature and case studies in the Netherlands. A heritage participation matrix has been created from this list of success factors and the 5 levels of public participation. The importance levels of the 5 most important success factors have been specified for each individual level of public participation, creating a useful matrix that shows how important each success factor is on each level of public participation. The matrix can help decision-makers to get a better insight in the aspects that are important for successful participation according to local citizens. Decision-makers and project leaders can use this matrix to create an environment in which public participation will thrive successfully, and in which local citizens can participate and want to participate. This tool can structurally contribute to the efforts of creating more support and understanding among local citizens for the decisions made regarding the heritage resources and the coming developments. It will decrease the chances that local citizens will resist developments in their neighborhood. Less resistance and more citizen support increases the chances for a successful execution of planned developments.

6.2. Scientific evaluation

As mentioned earlier, there is still little research conducted with the focus on public participation in heritage redevelopment projects (HRPs), in particular in non-touristic areas. This research has provided insight in the factors that are important (which factors, and when) for the success rate of public participation in HRPs. This insight can provide useful tools for further research about the creation of a sustainable and resilient urban environment.

Research methods

This research has shown that case studies are an excellent tool for qualitative analysis in the fields of heritage management and public participation. Participants that are willing to cooperate with case study research, will likely provide invaluable information about the process and important factors for successful public participation. Case studies do fit the research topic very well by recognizing the fact that each HRP

is unique and requires a different approach. Case studies can be adapted to the nature of each particular research object.

This research has shown that in order to participate successfully in written questionnaires of the Fuzzy Delphi Method (FDM), a certain skill level is needed. The written questionnaire that is used to validate factors was understandable for all groups of respondents. However, the second written questionnaire was much harder for respondents to understand. In particular participating citizens have experienced difficulties with understanding the nature of a FDM questionnaire (submitting a minimum, maximum and optimal score). Partially this issue can be explained because of the nature of written questionnaires that this group is used to: a written questionnaire with questions that require only one answer, rather than three answers for each question. The complexity of the written questionnaire in combination with the complexity of the subject, resulted in the loss of a group of potential respondents. Therefore, it can be concluded that one should be cautious with using FDM when ordinary citizens are part of the respondents group. Either the method should be explained very well to this type of respondents, or a single-answer research method may suit the research better.

6.3. Recommendations

Heritage participation matrix

More efforts could be done to enhance the developed heritage participation matrix. Only five critical success factors were taken into account in survey II of the Fuzzy Delphi Method (FDM). Only for these five success factors, in importance level for each particular level of public participation could be formulated. However, other factors were located just below the threshold score. Therefore, it is recommendable to get more insight in these factors as well, in order to extend the matrix and make it more comprehensive.

Although the matrix has developed already in this research, it is advisable to make the matrix easier-to-use for both professionals and project initiators. One can think of better accessibility to the matrix (e.g. through a promotional website with an action plan, or a promotional folder for professionals) and a tool to extract checklists from the matrix (e.g. a website that creates a checklist for a project based on the chosen level of public participation, or can show what level of public participation suits best to the project based on the present success factors).

More phases in heritage redevelopment projects

This research is lacking tools to combine multiple levels of public participation in one single project. Although the heritage participation matrix can be used to assess each particular phase in the redevelopment process, it is not a tool that can take the participation quality of earlier phases into account. For example, the planning phase and the construction phase may ask for different level of public participation. It could be that the resources of the project initiators are limited, and therefore a choice has to be made about when to involve the public (e.g. public participation in the planning phase, but not in the construction phase). Further research can provide tools and techniques to make a complete public participation plan for the entire project. A comprehensive approach for all phases in a heritage redevelopment project (HRP) can be very useful for project initiators.

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Appendices

Appendix 1 – Case study guidelines

Power-interest diagram

The power-interest is designed as a 3-by-3 matrix. The two axes are power and interest, as it is common in this type of diagrams. Stakeholders are placed in the diagram in a certain level of power, based on the guidelines provided below:

Power guidelines	
High	The stakeholder has the power to disrupt decisions, or to block developments. Support of these stakeholders is required for any development.
Medium	The stakeholder has substantial power, and has the means to delay developments or make decisions more complex.
Low	The stakeholder has little or no power, and is not able to influence the developments to a significant extent.

Table 18. Power guidelines.

The guidelines for the interest levels are:

Interest guidelines	
High	The stakeholder has very large interest in the outcome of the developments (can be both positive and negative). The upcoming developments affect the stakeholders in a large manner.
Medium	The stakeholders have substantial interest in the outcome of the developments (can be both positive and negative). The stakeholder's interests are affected indirectly by the developments, or partially directly.
Low	The developments do not affect the stakeholder in a significant way. The stakeholder has little or no benefit of participating in the decision-making process.

Table 19. Interest guidelines.

Stakeholders ending up in the upper right corner of the matrix are very important to manage well. The stakeholders ending up in the top or in the right are also important. Stakeholders who are identified to have both low power and interest are considered to be less important for the success of the project and should be monitored only.

Level of participation

The assessment framework (Veldpaus, 2015) for the HUL approach provides various taxonomies that can be combined in order to assess policies or projects on the selected aspects. A HOW – WHO matrix is created by combining the HOW and the WHO taxonomies. The matrix that is designed in *Table 20* is inspired by these taxonomies.

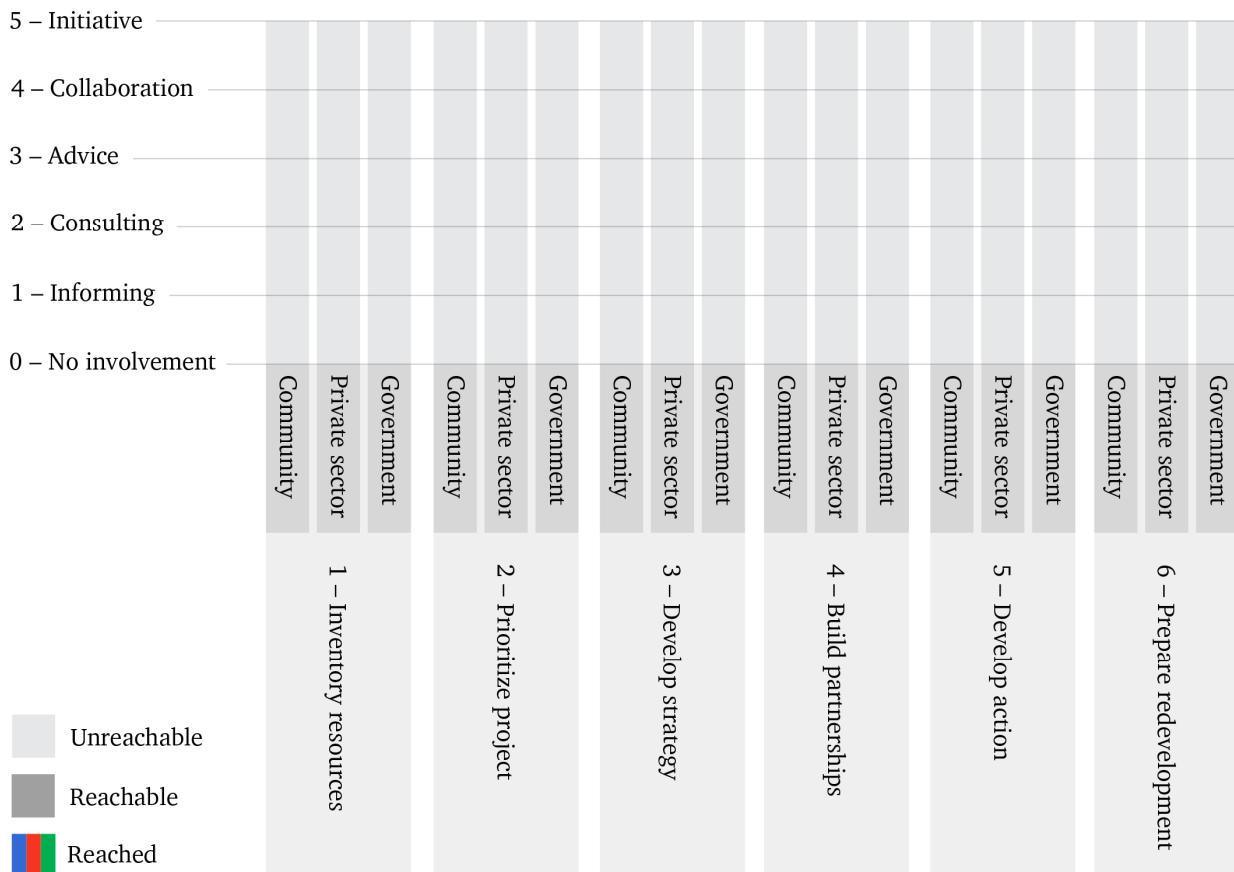


Table 20. Public participation level matrix. Inspired by Veldpaus (2015).

In the table below, the six process steps for heritage redevelopment projects are explained. The process steps are based on the process steps by Veldpaus (2015).

#	Process step	Description
1	Inventory resources	Inventory and analyze all available resources. Define the value(s) of the resources, and for whom.
2	Prioritize project	Prioritize a project to protect or develop the valued resources. If a project is prioritized, the project will continue to the next steps.
3	Develop strategy	Develop a strategy that can lead to a successful redevelopment of the resources. Determine the approach that will be followed.
4	Build partnerships	Establish sustainable partnerships between stakeholders for the management and execution of actions.
5	Develop action	Develop actions for the valued resources, based on their value and vulnerabilities. Create the project design.
6	Prepare redevelopment	Prepare the resources (e.g. heritage resources) and stakeholders for the start of the actual construction works at the building site.

Table 21. Process step description.

Appendix 2 – Multiple-case study

Visit dates

For the sake of completeness, it is important to mention the visitation dates of the various projects. Keeping in mind that the locations that developments take place continuously, the situation at the particular locations can change over time. In *Table 22* the various visit dates are provided. The case study data is based on the documents gathered (e.g. requests to local governments, internet databases, books), the observed situation at the location on the visit date, and interviews with stakeholders.

Location	City	Visit date
De Hallen	Amsterdam	April 15, 2016
Watertoren Heuveloord	Utrecht	March 1, 2016
Broerenkerk	Zwolle	April 13, 2016
Cereolfabriek	Utrecht	April 14, 2016
Werk aan het Spoel	Culemborg	April 3, 2016

Table 22. Visit dates of the case study projects.

Case study 1 – Watertoren Heuveloord

The case study of Watertoren Heuveloord is provided in the main text of this report, to provide insight in the case study approach. The other case studies are provided in this appendix.

Case study 2 – De Hallen

Timeline

It took almost 20 years before the transformation of the building complex to De Hallen was finished. In this period, many plans were made and rejected (*Figure 48*) (Cultural Heritage Agency, 2014d; Kalk, 2015). Various project developers have attempted to redevelop the tram depot, without success (SFB, LETZ, Burgfonds, Lingotto). Resistance of local citizens, a lack of continuity at governmental level due to change of civil servants, changed aims at governmental level and a lack of sufficient budgets have resulted over and over in failures (Kalk, 2015). In 2011, TROM that was founded in 2010 by local citizens, local initiators and local professionals was granted permission to start the redevelopment works. In 2012, enough investors were found to start the construction works in 2013. In 2014, the first new functions opened.

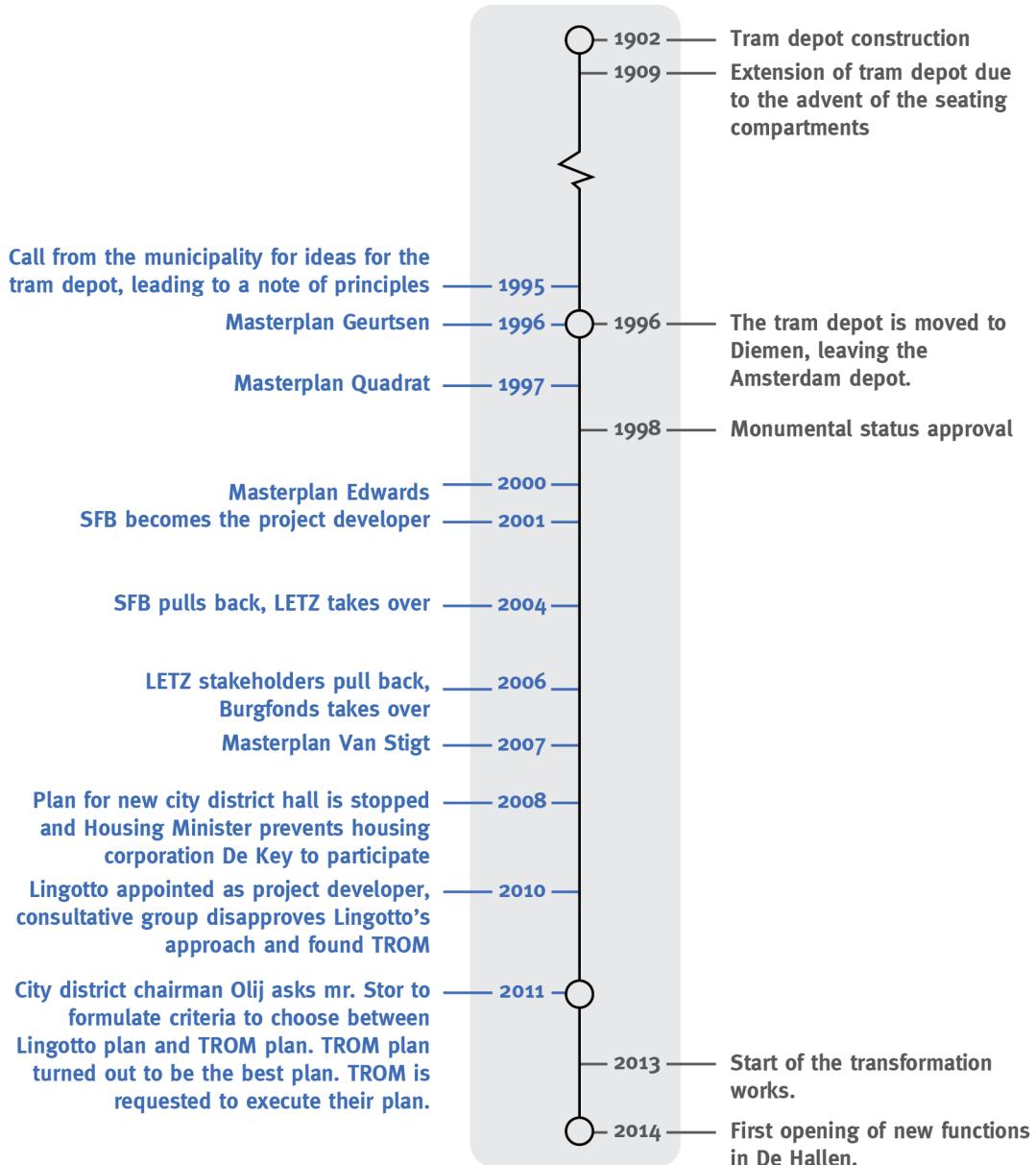


Figure 48. The timeline of the redevelopment process of the tram depot at Bellamypuin in Amsterdam.

Process model

The group of local citizens and professionals decided to work on an alternative plan. Not long after they have started, their initiative was formalized as TROM. The city district decided under pressure of the city council that the alternative plan should be assessed, as well as the Lingotto plan. It turned out that based on the selection criteria, the TROM plan was the best one. TROM was granted permission to elaborate their plans. After some struggles when finding financers for the plan, they were at the point of starting the preparations works on the building site. However, the proposed adaption of the land-use plan worried many local citizens. After mediation of TROM, the new land-use plan was adopted. The preparations on the building site could start. The process is modelled in Figure 49.

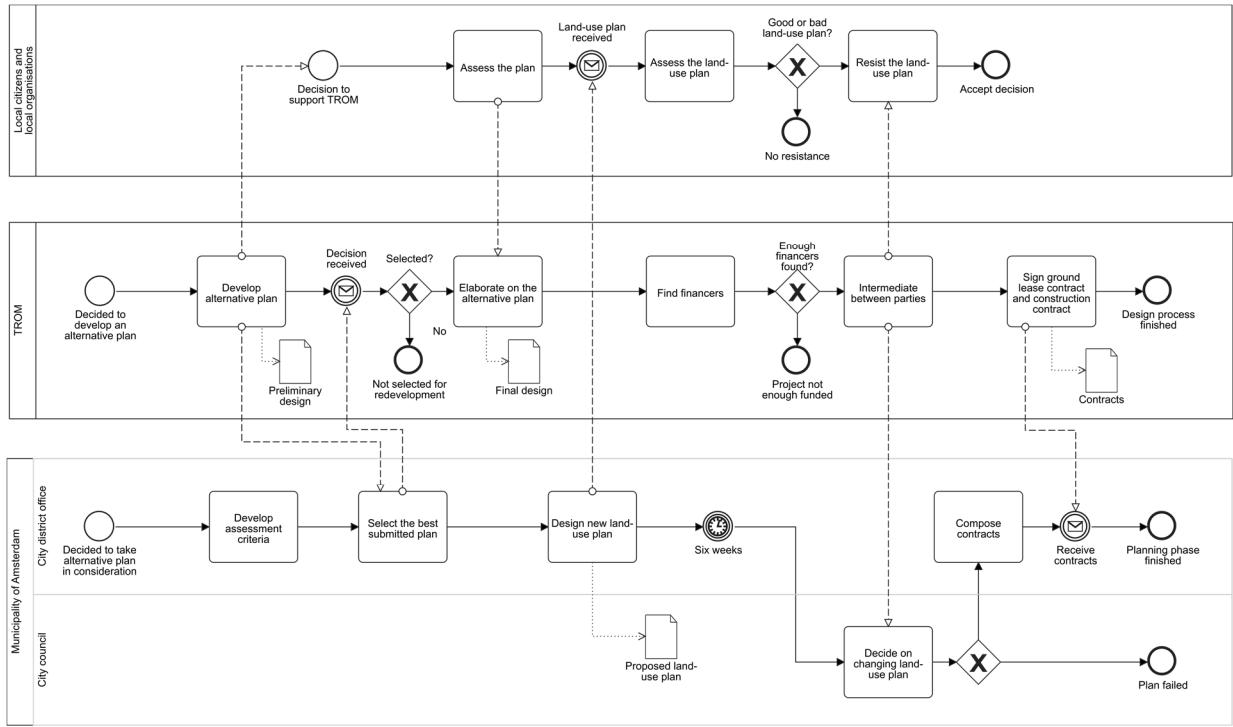


Figure 49. Process model of the redevelopment of De Hallen.

Stakeholder relationship model

During the process of twenty years, many governmental structure changes have taken place (City district West, 2011; Kalk, 2015). The city district Oud-West was merged with various other city districts in 2010. Besides that, the new city districts lost their national legal status, resulting in a power decrease of these new city districts. The city district Oud-West and later West have negotiated with many project developers (Kalk, 2015). However, without any success as local citizens and organizations blocked the proposed developments over and over. Eventually, the TROM (TramRemise OntwikkelingsMaatschappij, English: Tram Depot Development Organization) was founded by local citizens, entrepreneurs and professionals from Amsterdam (Kalk, 2015). Eventually, this organization won the bid and were allowed to execute their redevelopment plans.

The structure as shown in Figure 50 was set up in order to ensure that the role of all stakeholders was acknowledged. The stakeholders that are involved in this project can be grouped in to categories: the local governmental organizations and ‘the coalition’ (Kalk, 2015). The core part of the coalition is the foundation that acts on behalf of the limited partnership (where all financers are represented). The advisory board consists of all local citizens and companies. The coalition is blue-marked, because of their position as a community stakeholder that is participating in the redevelopment process.

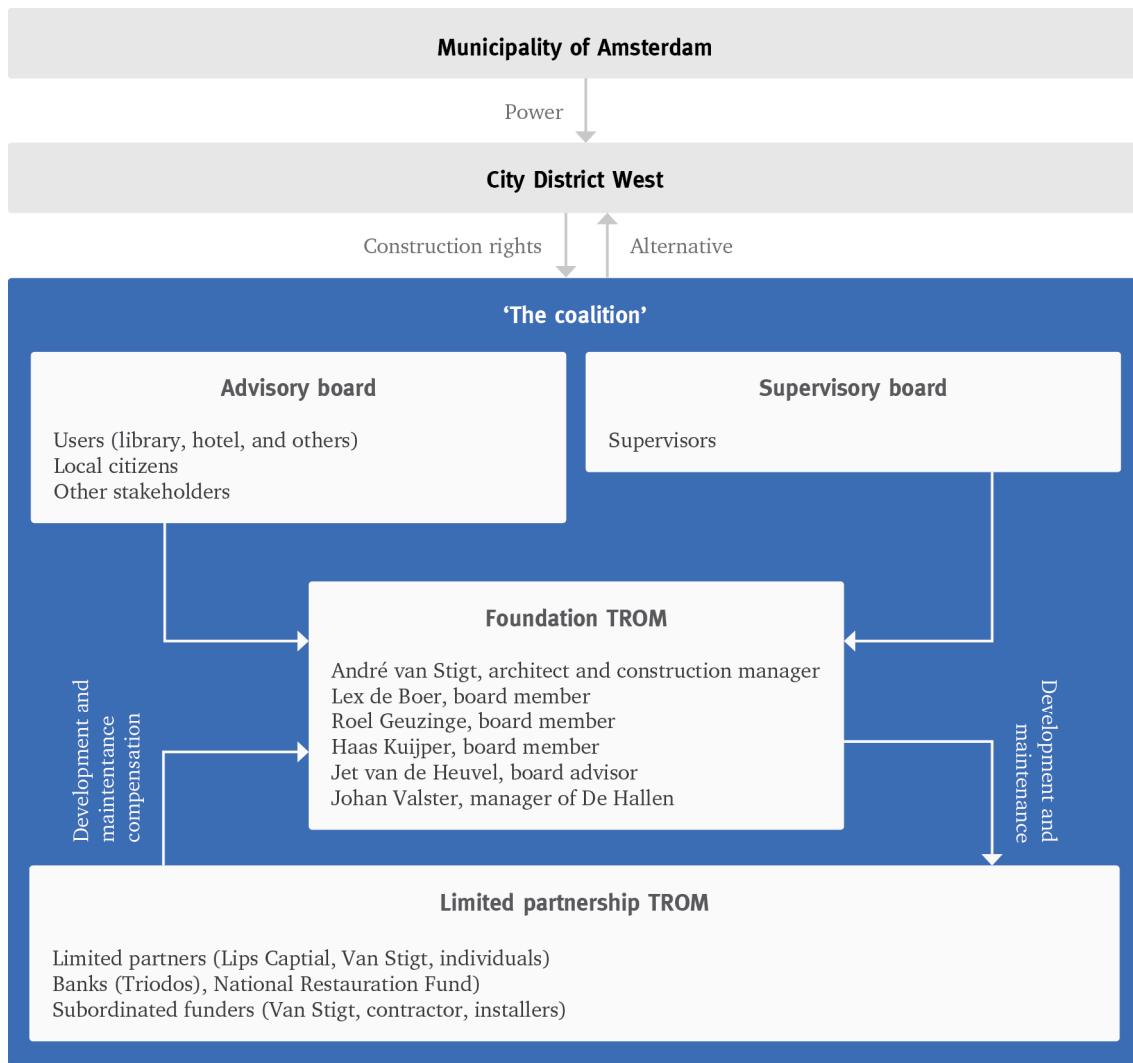


Figure 50. The stakeholder relationship diagram.

Power-interest diagram

The stakeholders identified in Figure 50 have certain powers and interests in the project. Below, the power and interest levels of the stakeholders are identified, based on the guidelines that are formulated in *Appendix 1 – Case study guidelines*.

Power

The city council is authorized to make decisions regarding spatial planning. Therefore, they are identified as a high-power stakeholder. As the city district has been given by the city council certain authorization regarding spatial planning in their jurisdiction, the district is also identified as a high-power stakeholder. As soon as TROM is granted the redevelopment permission (City district West, 2011), TROM and their financers become high-power stakeholders. The financers are critical for the success of this project. Local citizens have some influence in the process via TROM (some local citizens are in the advisory board). Although they can make the redevelopment process more complex, they cannot stop the entire process anymore in this stage. Therefore, local citizens are identified as medium-power stakeholders. The transportation company GVB has little or no power left, as they have sold the building complex to the municipality (Kalk, 2015).

Interest

TROM and the financers have direct interest in the project. The project outcome will directly influence their interests. They are high-interest stakeholders, as they both put large amounts of time and money in the project. Also, the future renters and buyers of the building complex and the parking garage are identified as high-interest stakeholders as the project outcome will directly influence their interests. The city district and city council have medium interest in the project. They have some interest, but it is relatively smaller than the interests of TROM and their financers. Therefore, they are identified as medium-interest stakeholders. The GVB has low interest, as they have sold the property to the municipality and developments will influence their interests marginally. In *Table 23***Table 23**. The power-interest diagram., the power and interest of the mentioned stakeholders are shown.

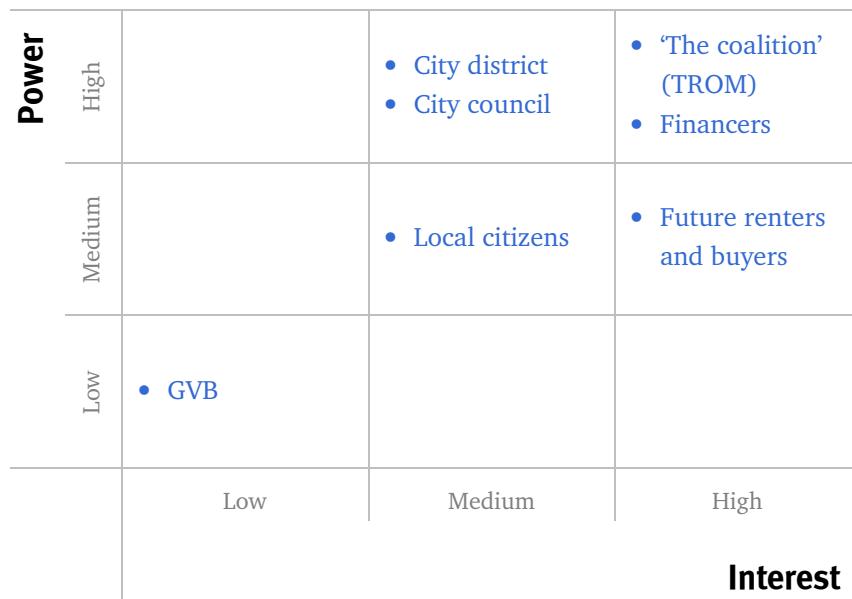


Table 23. The power-interest diagram.

Urban development context

Neighborhood Hallenkwartier (English: Halls quarters) is visualized in *Figure 51*. The redeveloped halls of the old tram depot are colored black. In its surroundings, room for greenfield developments was found. Initially, the city district wanted to build a new office for their administrative functions (Kalk, 2015). Later, this plan was abandoned. Instead, housing became the main function of this greenfield. High-density housing is built, similar to the density of the surrounding buildings.

In this case, the release of the tram depot has triggered urban developments in this neighborhood (see *Figure 51*). The redevelopment of the heritage objects has led to a more attractive neighborhood with more functions. The redevelopment of the tram depot has made it possible to build new dwellings and increase the neighborhood's density. Because the new buildings follow the morphology of the other buildings in the neighborhood (the building line, height, density), they fit very well in the area. The simultaneous redevelopment of De Hallen and the new constructions have contributed to sustainable urban development. By using existing resources and combining them with new ones, the identity of the area is secured and the urban quality has been improved. The guidelines of the historic urban landscape approach (HUL) have been followed: rather than conserving heritage resources without giving the building complex new functions, heritage resources have been combined with new resources to create a meaningful area for the city. On the long-term, the protection of heritage resources is more secured if the

heritage objects play an important role in the contemporary society. Non-functional heritage resources are hard to conserve, because they lack value for the city and the community.

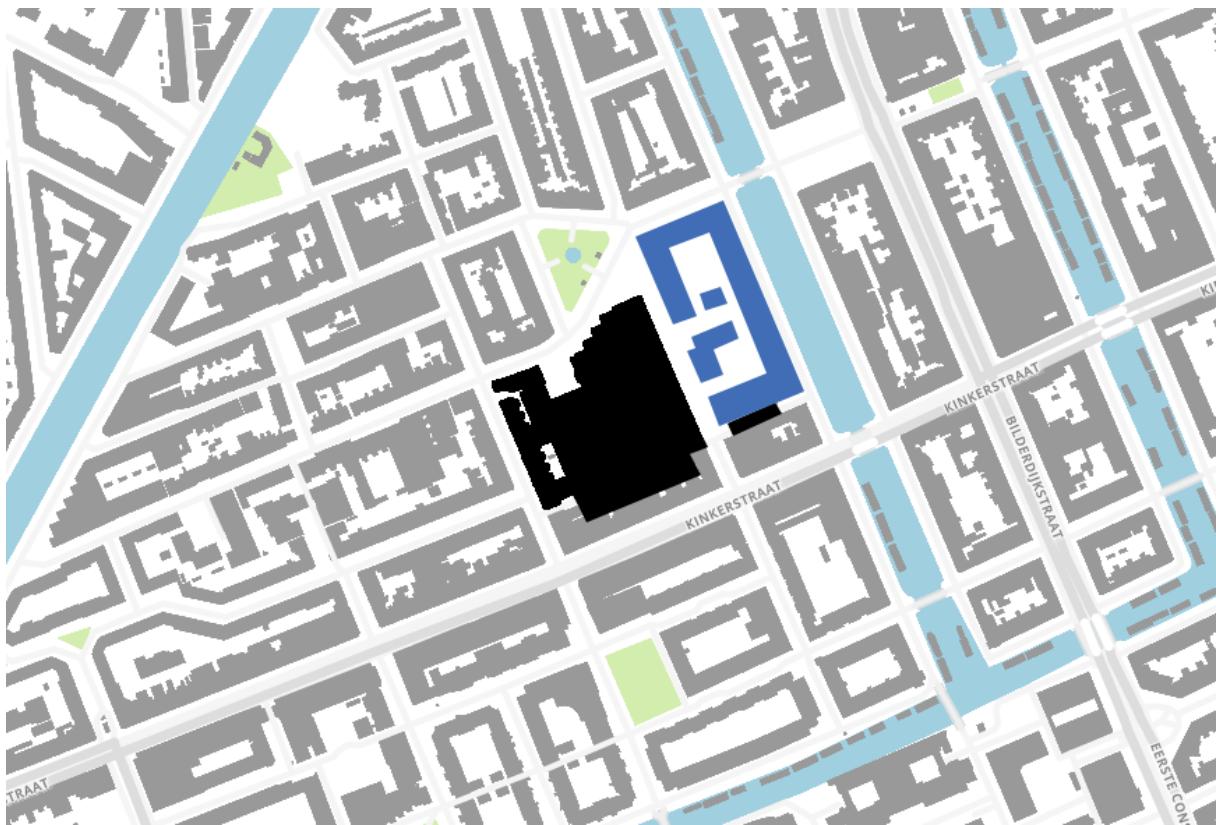


Figure 51. Hallenkwartier, Amsterdam.

Level of participation

The graph below (see *Figure 52*) is inspired by the assessment network created by Veldpaus (2015) as explained in *Appendix 1 – Case study guidelines*. In the graph, differences in the level of participation of the three key stakeholders are identified. The level of participation is specified for each process step. The six levels of involvement as mentioned in *Table 3* are used to identify the level of participation of each type of stakeholder in each step.

In the graph (see *Figure 52*) it becomes clear that the project is initiated by the municipality of Amsterdam. However, ‘the coalition’ (a community initiative) took over the leading role during the development of the strategy (Kalk, 2015). In the period that ‘the coalition’ was leading, the community was involved more than during the period that the municipality was in lead. This is not surprisingly, as ‘the coalition’ is a product of the local community. ‘The coalition’ had strong connections with local citizens and organizations. During step 4 and 5, most key stakeholder groups are participating at the highest level. The partners collaborate equally (Kalk, 2015).

Although the process has been successful in steps 4, 5 and 6, many struggles have been experienced in the first three steps. During the process, various private organizations have failed to complete the project successfully. According to Kalk (2015), this is the result of a lack of community involvement in the early steps of the process. Local citizens have been excluded most part of these steps, feeding resistance against the developed plans. The involvement of the local community has resulted in a smooth redevelopment process after all (steps 3, 4, and 5).

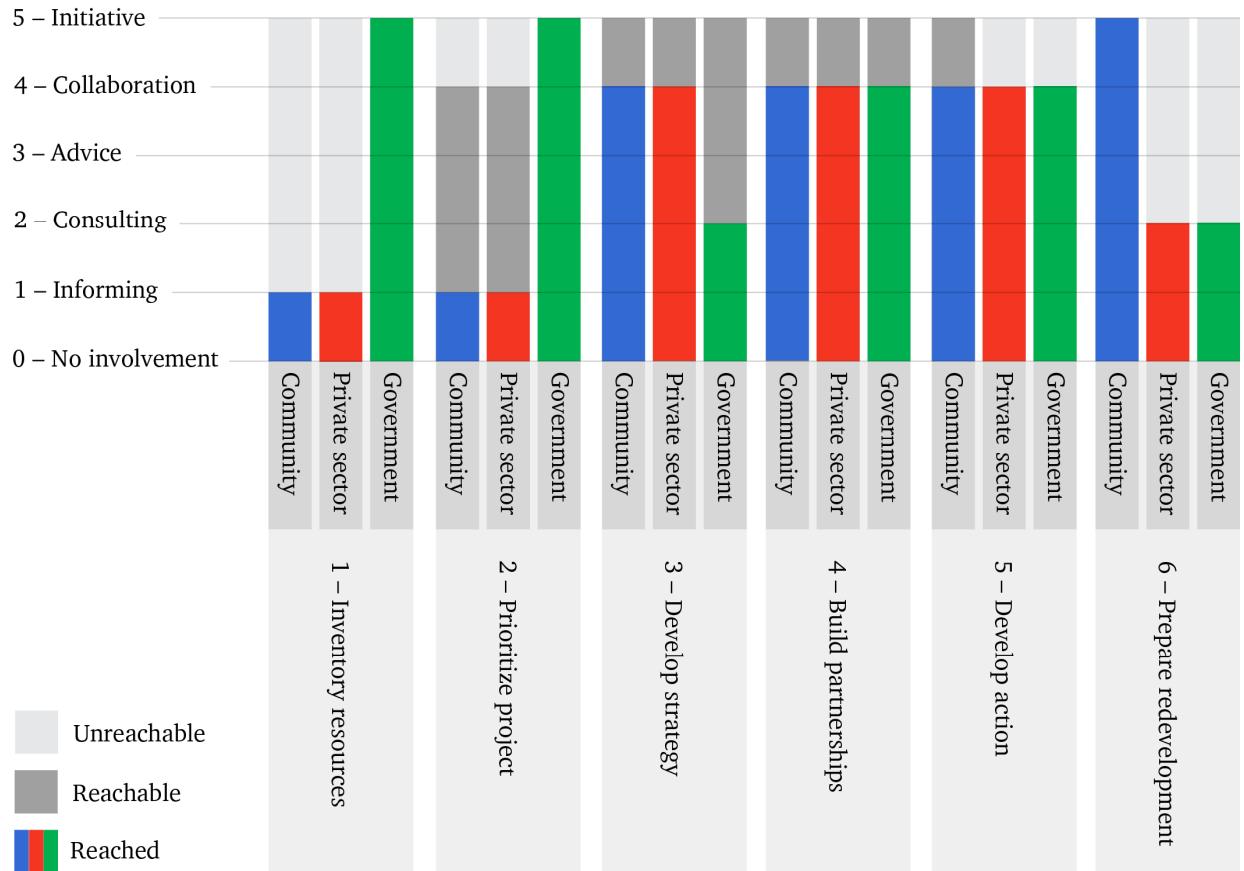


Figure 52. Level of participation of the stakeholder groups in the redevelopment process of De Hallen.

Case study 3 – Broerenkerk

Timeline

The Broerenkerk (English: Broeren church) has the longest history of all case studies in this research. In 1466, the church and monastery were built (Cultural Heritage Agency, 2014a). In 1640, the church became a protestant church. As the amount of members of the protestant church decreased in the twentieth century, less churches were needed. In 1983, the church closed its doors permanently.

Several events and meetings were organized in the church building between 1983 and 2008 (Cultural Heritage Agency, 2014a). In 2005, Wim Waanders contacted the municipality of Zwolle with some questions and general research about the transformation of heritage assets (see *Appendix 5 – Interview with Wim Waanders*). Two years later – in 2007 – he contacted the municipality with the request to use the old church building to house his book store, Waanders. The church provided space for new related functions, such as a restaurant, exhibition space and offices. The idea for ‘Waanders in de Broeren’ was born. I took another year before the public announcement of the plan was made. Waanders wanted to have an elaborated and backed plan before going public (see *Appendix 5 – Interview with Wim Waanders*).

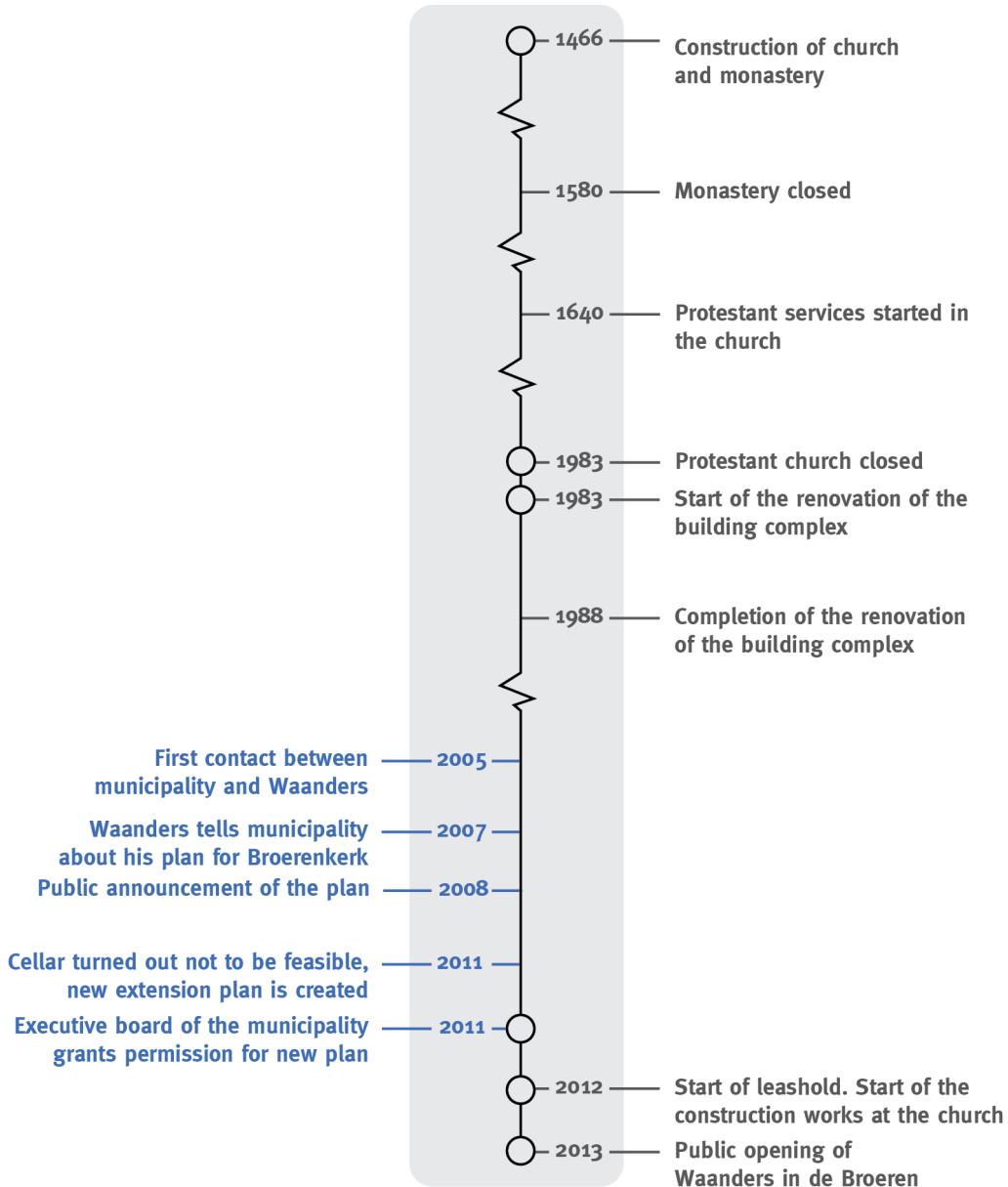


Figure 53. Timeline of the redevelopment of Broerenkerk in Zwolle.

However, it was not an easy task to go through the entire redevelopment process. Although Waanders admitted he may underestimated the process, he also argues that the municipality of Zwolle was definitely not ready for citizen initiatives (*Appendix 5 – Interview with Wim Waanders*). Despite the fact that the municipality was in favor of the plan, the process was long and rough. First of all, the land-use plan had to be changed, which took more time than Waanders expected (*Appendix 5 – Interview with Wim Waanders*). After the plan was almost finished in 2011, it turned out that the architect made a mistake, making his cellar plan infeasible. A new plan with an extension had to be designed (Van Drielen, 2011), resulting in more delay. Finally, the plan was approved in 2011 by the mayor and the executive board of the municipality of Zwolle (De Stentor, 2011). After a year of construction works, 'Waanders in de Broeren' opened to the public in 2013. The timeline is shown in Figure 53.

Process model

From a business perspective, the transformation is a success. The redevelopment has cost about 5 million euros (with only 1 million euros of subsidies (Waanders, 2014)), 3.5 million euros more than foreseen. However, in the first few 3 months, 200.000 visitors were welcomed, with 50% of the visitors spending money. Waanders argues that the numbers are higher than the successful book store in a church in Maastricht (De Stentor, 2013).

The process model in *Figure 54* provides insight in the process in the planning phase of the Broerenkerk project. Waanders and the municipality of Zwolle are the most important stakeholders in this project. The process model shows the three main delays of the project: 1) the land-use plan procedure, 2) the monuments advisory board that did not agree with the plan for the restaurant, and 3) the infeasibility of the construction of a cellar below the monumental church building.

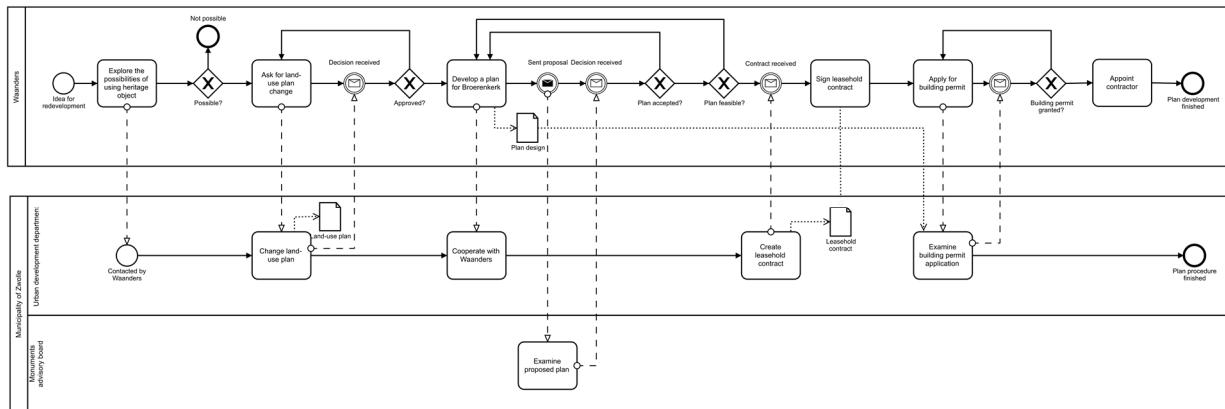


Figure 54. Process model of the transformation of Broerenkerk.

Stakeholder relationship model

The municipality of Zwolle owns the property and the land since decades. Between 2005 and 2007, Wim Waanders contacted the municipality on behalf of the Waanders book company to discuss the opportunities to move the company to the church (see *Appendix 5 – Interview with Wim Waanders*). Later in the process, various architecture firms have been included in the planning process. However, with most firms the collaboration failed. The firms did not want to execute the plans of Waanders. Architecture firm BK managed to develop a plan that was feasible and accepted by all stakeholders (Van Rijnbach, 2012). In 2012, the municipality handed over the property to Waanders under leasehold. The municipality of Zwolle, the Cultural Heritage Agency and the Province of Overijssel granted subsidies for the restoration of the church (one million euros).

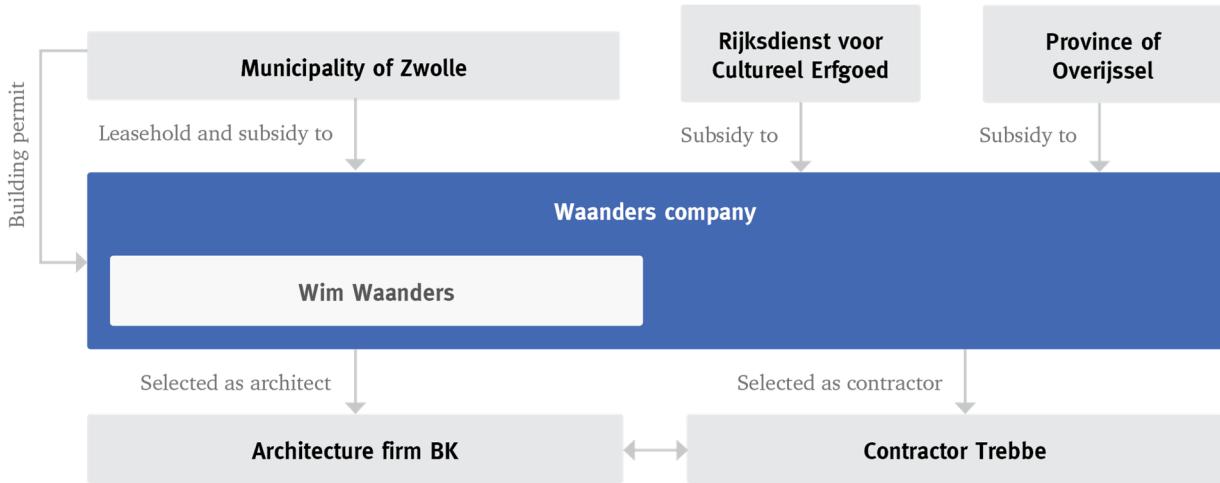


Figure 55. The stakeholder relationship diagram of the redevelopment of Broerenkerk in Zwolle.

Contractor Trebbe was selected to do the construction works (Van Rijnbach, 2012). The relations between the stakeholders are visualized in Figure 55. In the figure, the Waanders book company is marked blue because they are a community stakeholder in this redevelopment process (a citizen initiative).

Power-interest diagram

Power

The municipality of Zwolle has the highest power. They are the owner of the church and have the ground rights (see Appendix 5 – *Interview with Wim Waanders*). The Waanders company has bought the church under leasehold. The municipality still has some power regarding the use of the land. Therefore, Waanders is considered to have medium power. Architecture firm BK has also medium power, being the designer of the redevelopment plan. However, they have to comply with the requirements of both municipality and Waanders. Both the Province of Overijssel and the Cultural Heritage Agency have medium power, because of the financial means that they provide for the restoration. Ordinary local citizens have low power, as they only are able to participate in the legally-obliged land-use plan and building permit procedures of the municipality of Zwolle.

Interest

Both the architecture firm and the local citizens have medium power. They are not the end-users of the redeveloped heritage object, but the developments do indirectly impact their interests. The same case for the Province of Overijssel and the Cultural Heritage Agency: the developments have indirectly impact on their interests, because they represent society and the call of society to protect cultural heritage. The interests of Waanders and the municipality of Zwolle in this redevelopment project are high. The interests of both are directly impacted by the redevelopment project (see Appendix 5 – *Interview with Wim Waanders*). The power-interest diagram is shown in Table 24.

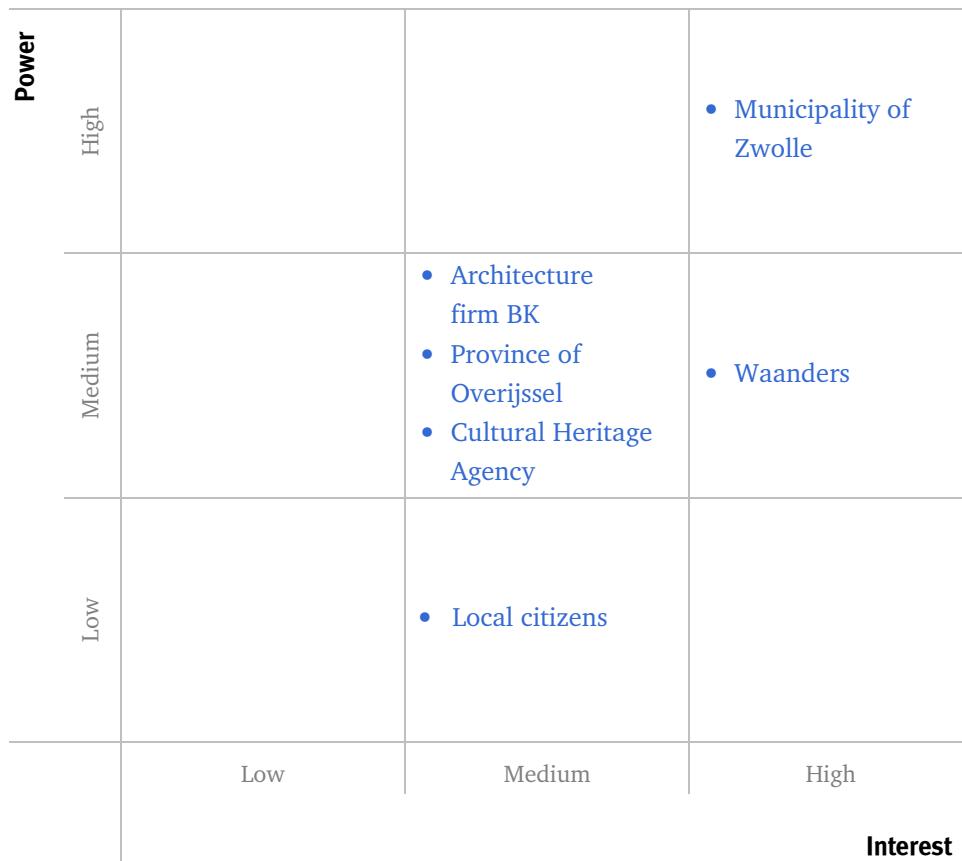


Table 24. The power-interest diagram.

Urban development context

Broerenkerk is located in Binnenstad (English: city centre), one of the neighborhoods of Zwolle (see Figure 56). Originally, the church was constructed to the north side of the city centre, just outside the village (Kuyper, 1868b). City expansion in the years after its construction have led to the fact that the church nowadays is located in the heart of the city.

The redevelopment of Broerenkerk has been an independent project. The redevelopment of this monument has not led to other urban developments. However, the adaptive re-use of this monumental church proves that it is possible – even in a small city like Zwolle – to re-use heritage resources. The re-use of these resources lead to a sustainable urban development, and contribute to the quality of the urban environment.

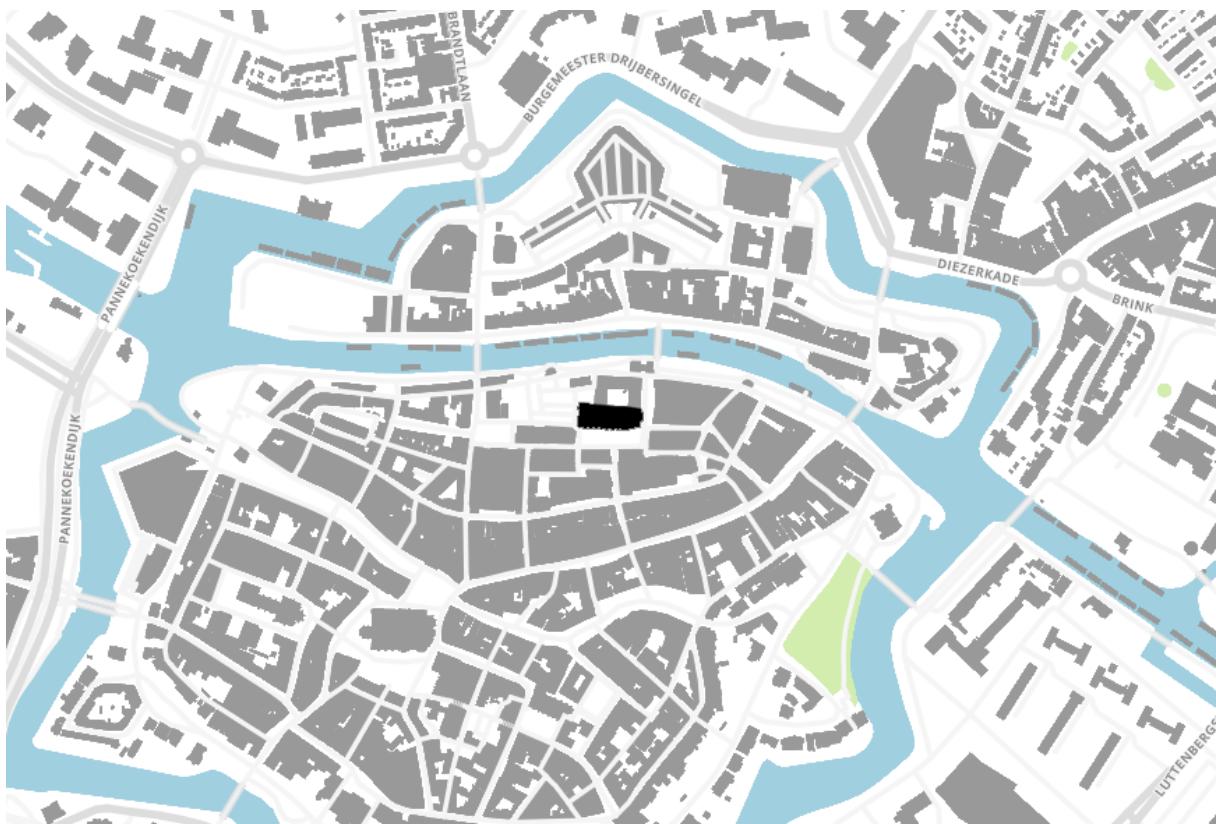


Figure 56. Binnenstad, Zwolle.

Level of participation

The graph below (see *Figure 57*) is inspired by the assessment network created by Veldpaus (2015) as explained in *Appendix 1 – Case study guidelines*. In the graph, differences in the level of participation of the three key stakeholders are identified. The level of participation is specified for each process step. The six levels of involvement as mentioned in *Table 3* are used to identify the level of participation of each type of stakeholder in each step.

This project is a classic example of an initiative by a private party. The stakeholder group for the private sector shows in almost all steps the highest level of participation (or at least collaboration). The company (Waanders) is located in Zwolle. The company's owner Wim Waanders lives in Zwolle. Therefore, they are closely attached to and embedded in the local society (see *Appendix 5 – Interview with Wim Waanders*). Although the church was property of the local government – the municipality of Zwolle – the Waanders company wanted to redevelop this church (see *Appendix 5 – Interview with Wim Waanders*). The municipality participated in this process by allowing Waanders to buy and transform the former church building.

Compared to the first two case studies, local citizens have been involved very little in this project. Local citizens were not having any power in the redevelopment process, other than the compulsory consultation period in step 6 (see *Appendix 5 – Interview with Wim Waanders*). However, the level of participation that could be reached (the darker grey bars) show that local citizens could reach a higher level of participation than allowed or successfully reached. Fortunately, little resistance against the plans developed. Waanders put a lot of energy in informing citizens about his plans, which may have led to more acceptance among local citizens.

Waanders argued that the municipality was not ready for initiatives from private or community stakeholders (see *Appendix 5 – Interview with Wim Waanders*). Therefore, the process took longer than expected. However, because Waanders company had one important project leader that kept pushing and trying – owner Wim Waanders – the company managed to complete the project successfully.

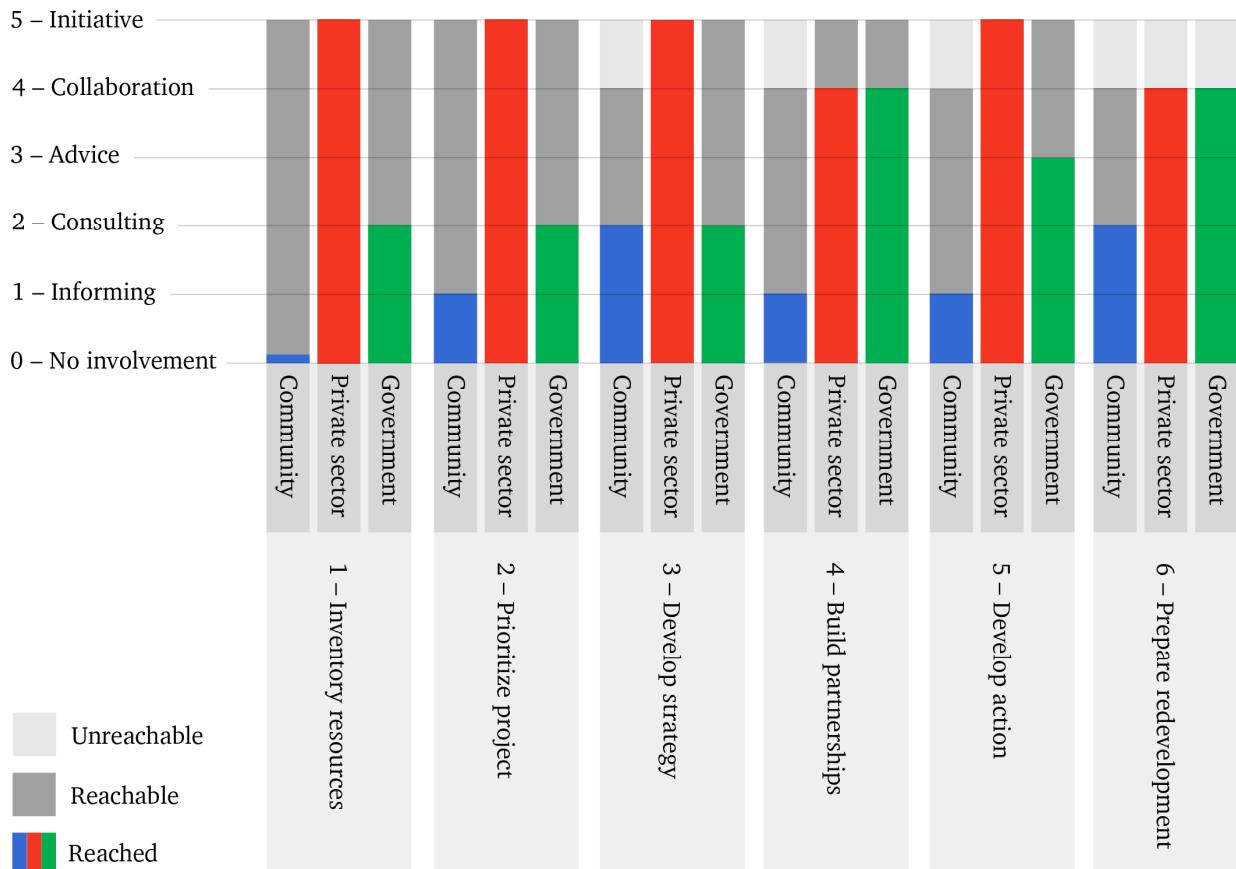


Figure 57. Level of participation of the stakeholder groups in the redevelopment process of Broerenkerk.

Case study 4 – Cereolfabriek

Timeline

The Stichtse Olie- en Lijnkoekenfabriek (English: Sticht Oil and Oil Cake Factory) was founded by the Stichtste Boerenbond (English: Sticht Farmers Union) in 1900 (Cultural Heritage Agency, 2014b). The corporation was founded to produce oil cakes for the livestock sector. The factory has been constructed in 1908 (see *Figure 58*).

After several takeovers, the factory was owned by Cereol. After the firework explosions in the city of Enschede in 2001, concerns among the local citizens and the municipality of Utrecht are growing (Cultural Heritage Agency, 2014b). In 2002, the factory was closed and sold to the municipality of Utrecht. A joint-venture of Heijmans, Blauwhoed and VORM – that already owned the former TNT and KPN properties next to the old factory – has sold the factory area from the municipality (Giesberts, 2008). The partners are mainly interested in greenfield development around the factory. The partners are not very interested in the monumental building.

In 2008, a fire destroyed most of the historic buildings (Cultural Heritage Agency, 2014b). Only the façade of the original factory was saved from demolition. With containers, the façade was protected

from collapsing. Because the consortium now was even less willing to redevelop the monumental building, BOEi was involved. The monumental building was sold to the heritage redevelopment organization. In 2011, the construction works for the redevelopment plans were started. In 2013, the monumental factory building was completed (De Rooij, 2014). The new library, school, restaurant and offices were opened. The developments regarding the dwellings in its surroundings are still going on.

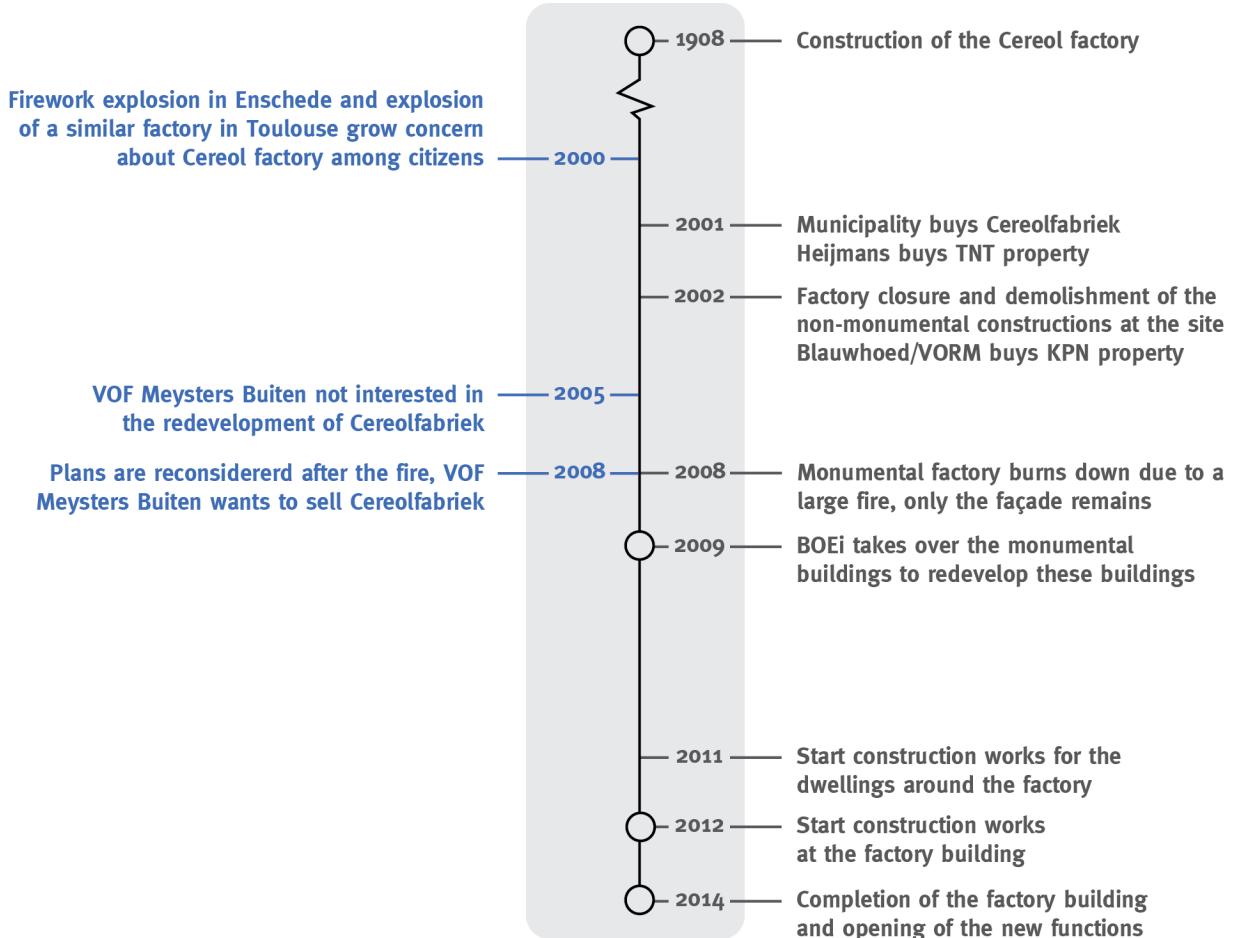


Figure 58. The timeline of the developments regarding Cereolfabriek.

Process model

The key stakeholders of this project have collaborated intensively. The process started with the decision of the municipality of Utrecht to buy the property of Cereol in the neighborhood Oog in Al (Cultural Heritage Agency, 2014b). Roughly at the same time, Heijmans and Blauwhoed/VORM bought other properties (KPN and TNT properties) located right next to the factory area. The project's process is described in *Figure 59*.

A citizen advisory board has been set up by the local government. Heijmans – as a part of VOF Meysters Buiten – kept involving the citizens that were united in this advisory board (Hofmann, 2016). After the fire, the monumental factory in the combined project area was sold to BOEi, a non-profit organization that redevelops heritage objects in the built environment. After both the plan of BOEi and VOF Meysters Buiten were finished and the required building permits were provided by the local authorities, the planning phase in this project was finished. The project was ready to start the actual construction works.

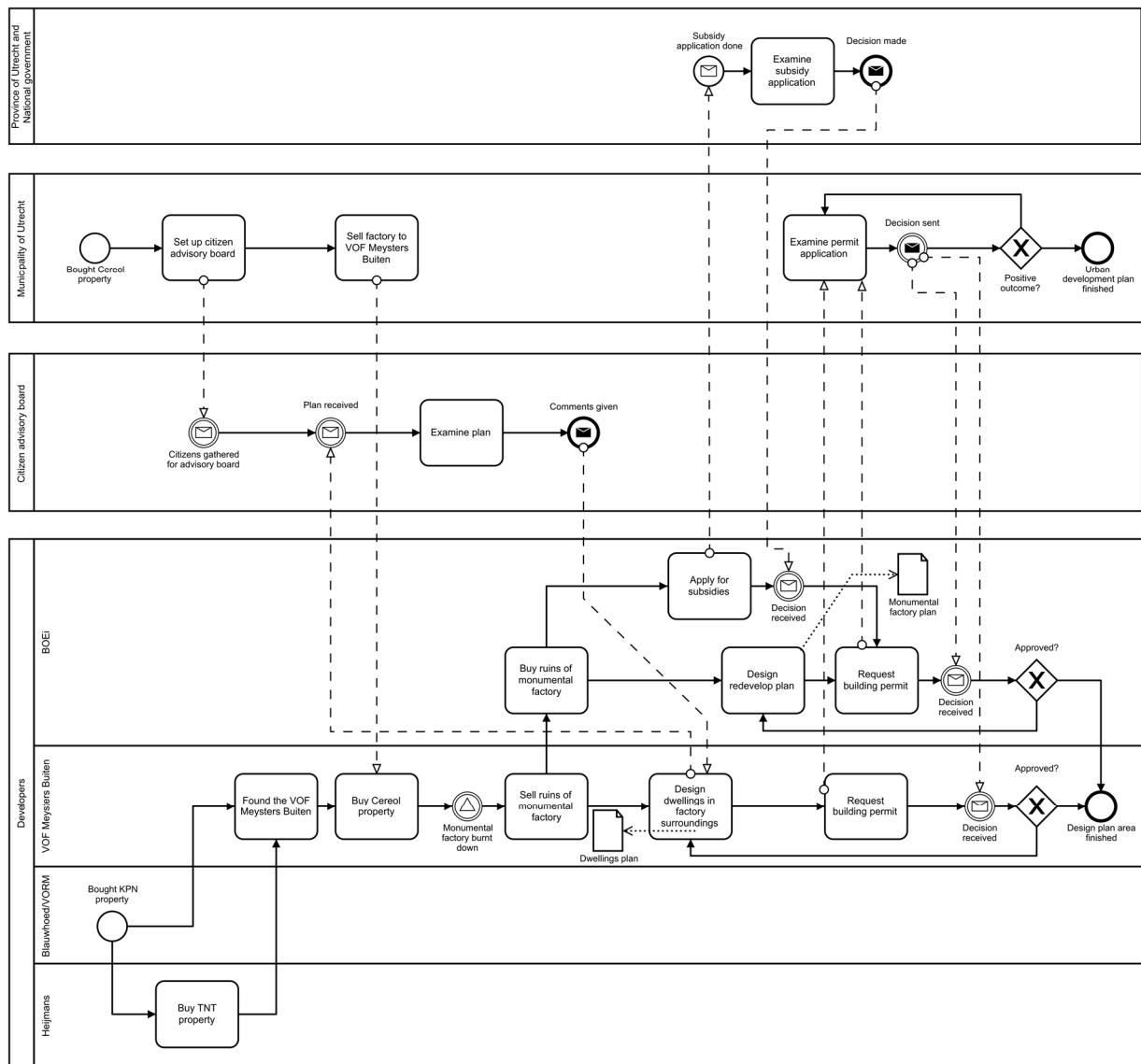


Figure 59. Process model of the redevelopment of Cereolfabriek in Utrecht.

Stakeholder relationship model

In the very beginning, when the municipality of Utrecht acquired the old monumental factory of Cereol, a group of local citizens decided to unite in an advisory group. The municipality accepted the role of the group, and collaborated with this group. Everybody was allowed to join the group. The stakeholder relationship model is provided in Figure 60.

TPG Post and KPN sold their land right next to Cereolfabriek to Heijmans and Blauwhoed/VORM (Cultural Heritage Agency, 2014b). They were interested to integrate both projects with the redevelopment of Cereolfabriek. After the fire that destroyed the Cereolfabriek monumental building, VOF Meysters Buiten sold the monumental factory (Cereolfabriek) to BOEi. Together, BOEi and the joint-venture Meysters Buiten (Heijmans and Blauwhoed/VORM) have worked on the redevelopment of the area.

The project developer Heijmans included the advisory group – that was established by the municipality earlier – in the decision-process. In the process the value of public participation was proved (Hofmann, 2016). One citizen, outside the advisory group, decided to block the developments as much as possible. Project developer Heijmans was not able to solve the issues of this single citizen. However, a member of

the advisory group decided to talk with the individual. Eventually, the resisting citizen decided to waive appeal at court, making it possible for the joint-venture to proceed with the developments.

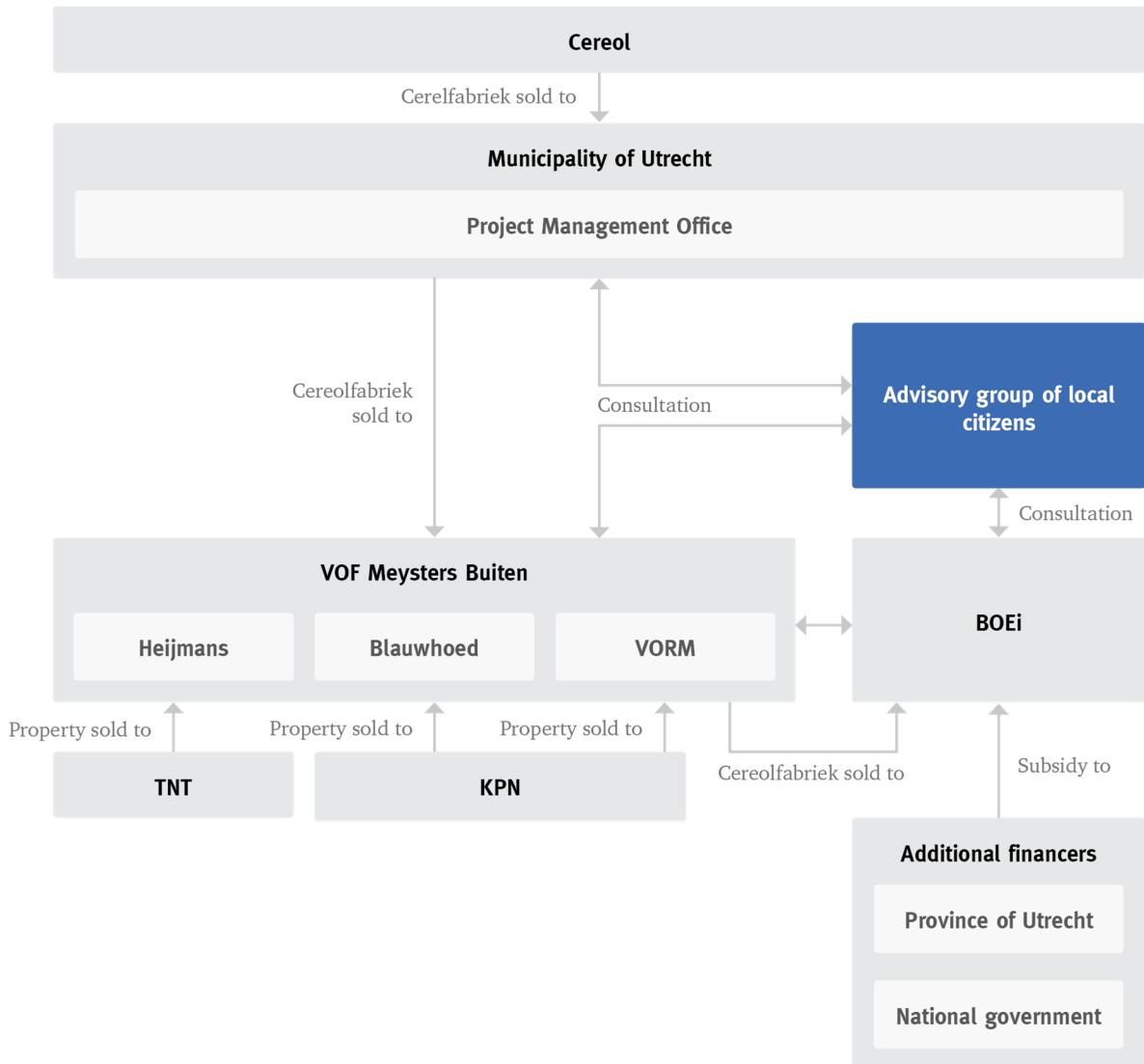


Figure 60. The stakeholder relationship model of Cereolfabriek.

Power-interest diagram

Power

The municipality of Utrecht has the highest power, given the fact that they owned the monumental factory and that they are authorized to make decision regarding spatial planning and building permits. Medium power stakeholders are the developers: BOEi and the consortium VOF Meysters Buiten. Heijmans, Blauwhoed, and VORM participate in this consortium. The subsidy providers (Province of Utrecht and the Dutch national government) have also medium power, because they can influence the decision-making process with their financial input. The old owners of the land parts and the buildings – KPN, TNT and Cereol – don't have much power left because they have sold their properties to other stakeholders.

Interest

The highest interest is noticed at the developers – BOEi and VOF Meysters Buiten – and the municipality of Utrecht. They all have direct financial interest in the developments. The municipality also has other interests (e.g. city development, neighborhood livability). Local citizens are indirectly affected by the developments (less nuisance, more possibilities for neighborhood activities). Therefore, they are recognized as medium interest stakeholders. The developments do affect the service level of their neighborhood and the livability of their neighborhood, proved by the number of local citizens that wanted to participate in the advisory board of the project. However, the local citizens do not have a direct (financial) interest in the project. The subsidy providers Province of Utrecht and the Dutch national government have medium interests (otherwise, they would not subsidize this project). Low interest stakeholders are the old property owners (KPN, TNT and Cereol). They have sold their land and have little or no interest in the project anymore. The power-interest diagram is provided in *Table 25*.

Power			
High			• Municipality
Medium		• Local citizens • Province of Utrecht • National government	• VOF Meysters Buiten • BOEi
Low	• KPN • TNT • Cereol		
	Low	Medium	High
			Interest

Table 25. The power-interest diagram of Cereolfabriek.

Urban development context

The cooperation of the various developers (Heijmans, VORM, Blauwhoed, and BOEi) and the municipality of Utrecht has resulted in an integrated approach for the redevelopment of the urban area. As described in an earlier case, the city of Utrecht is growing rapidly and needs expansion of its city centre (see *Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs*). By redeveloping former industrial areas such as the former Cereol, KPN and TNT properties, new possibilities for sustainable urban expansion have been found.

In *Figure 61* the location of the project (Meyster's Buiten) is provided. The blue-marked building complexes are greenfield developments on the former properties of the earlier-mentioned companies. The black-marked buildings are monumental buildings that are preserved from the original factory. By using the heritage resources that have been identified in the project area for new functions, the heritage resources are conserved in sustainable manner. Rather than protecting the monumental buildings from

developments, properly managed developments have results in this particular case in a successful conservation of the most important heritage resources. Even though a fire has destroyed most of the monumental factory, the developers managed to restore the factory. Urban expansion has been realized by increasing the density of the area. The density in the project area is higher than in the neighborhood in the west, Oog in Al. The increased density forms a transition from Oog in Al (away from the city centre) to the higher-density neighborhoods in the east (closer to the city centre). This mix of two densities and greenfield developments and the adaptive re-use of heritage assets can be identified as sustainable urban expansion.

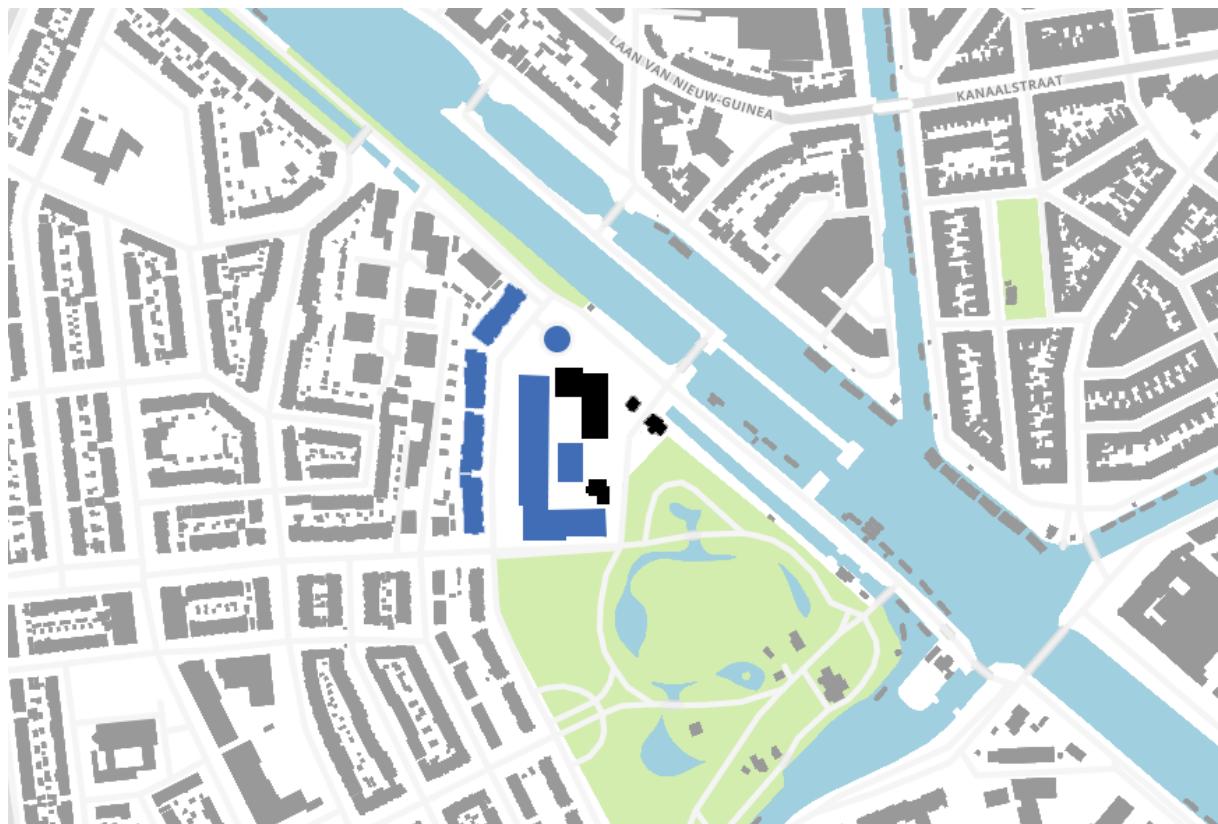


Figure 61. Meysters Buiten, Utrecht.

Level of participation

The graph below (see *Figure 62*) is inspired by the assessment network created by Veldpaus (2015) as explained in *Appendix 1 – Case study guidelines*. In the graph, differences in the level of participation of the three key stakeholders are identified. The level of participation is specified for each process step. The six levels of involvement as mentioned in *Table 3* are used to identify the level of participation of each type of stakeholder in each step.

The project is an initiative of the municipality of Utrecht and the developers Heijmans, VORM and Blauwhoed. They all bought parts of the small industrial area in the neighborhood Oog in Al. Together, these land parts could form one integrated project. Therefore, in step 1 and 2 both the governmental stakeholders and the private stakeholders are identified as initiative stakeholders. The municipality was involved as soon as the municipality bought the factory (Hofmann, 2016). The municipality developed an advisory board, that was able to give advice during step 3 and 4. Later, the VOF Meyster Buiten (in which the developers are united) also involved the citizen advisory board (during steps 5 and 6). Some members became buyers of new apartments and houses. In most steps, the maximum level of

participation has been reached. In others, the maximum level has almost reached. This may explain the relatively smooth and successful process of this redevelopment project.

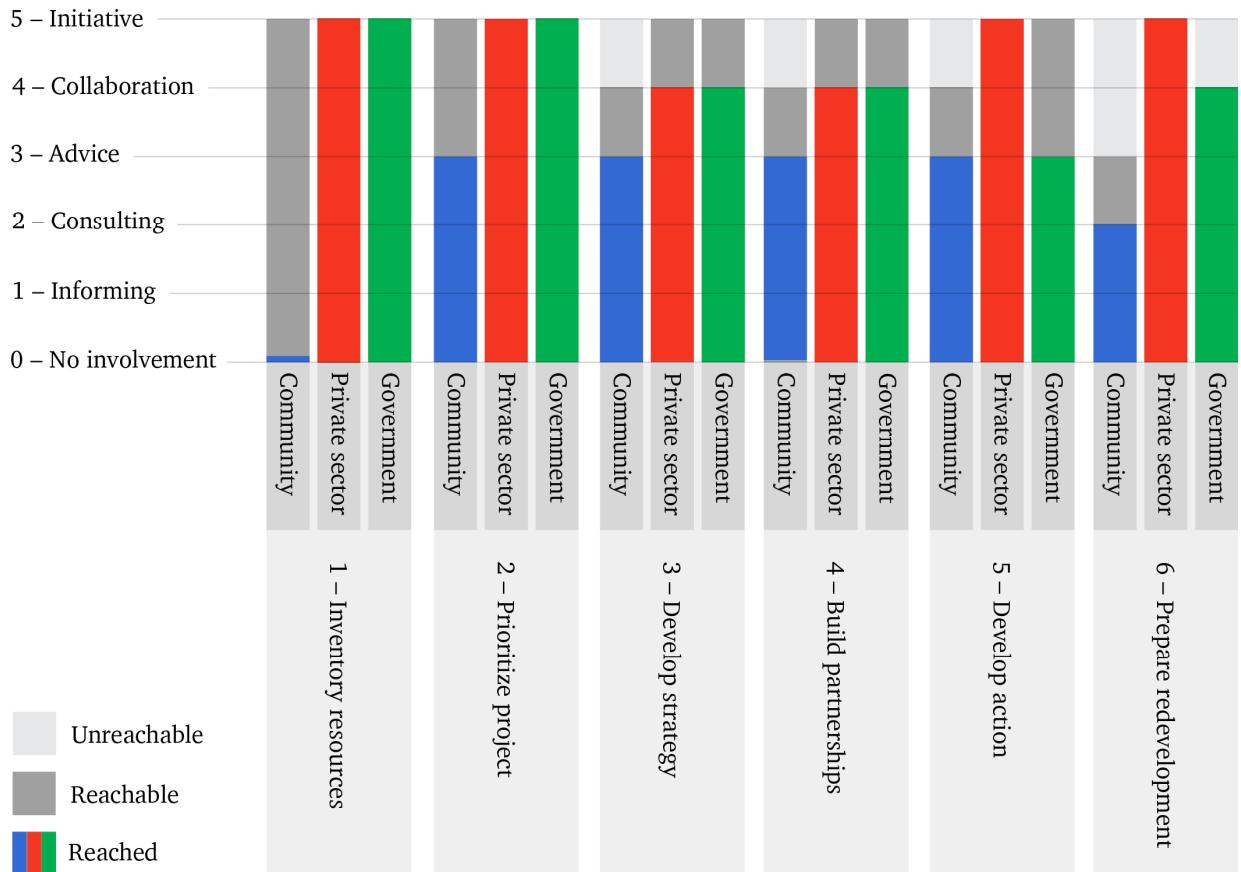


Figure 62. Level of participation of the stakeholder groups in the redevelopment process of Cereolfabriek.

Case study 5 – Werk aan het Spoel

Timeline

To protect the economic and political heart of the Dutch provinces, the province of Holland, the Hollandic Waterline was constructed. In the nineteenth century, the new Hollandic Waterline was constructed in order to improve this water defense system and to put the city of Utrecht behind the defense line. In 1795 (see Figure 63), the stronghold Werk aan het Spoel was built (Werk aan het Spoel, n.d.; Will, 2011). The land shape that still exists today, was created. In 1815, a new water lock was installed. The new water lock could even be opened and closed when high water levels occurred. In 1879, various bombproof buildings were built in order to be able to defend the stronghold from new designed explosives (see Appendix 6 – Interview with Leo van der Kooij).

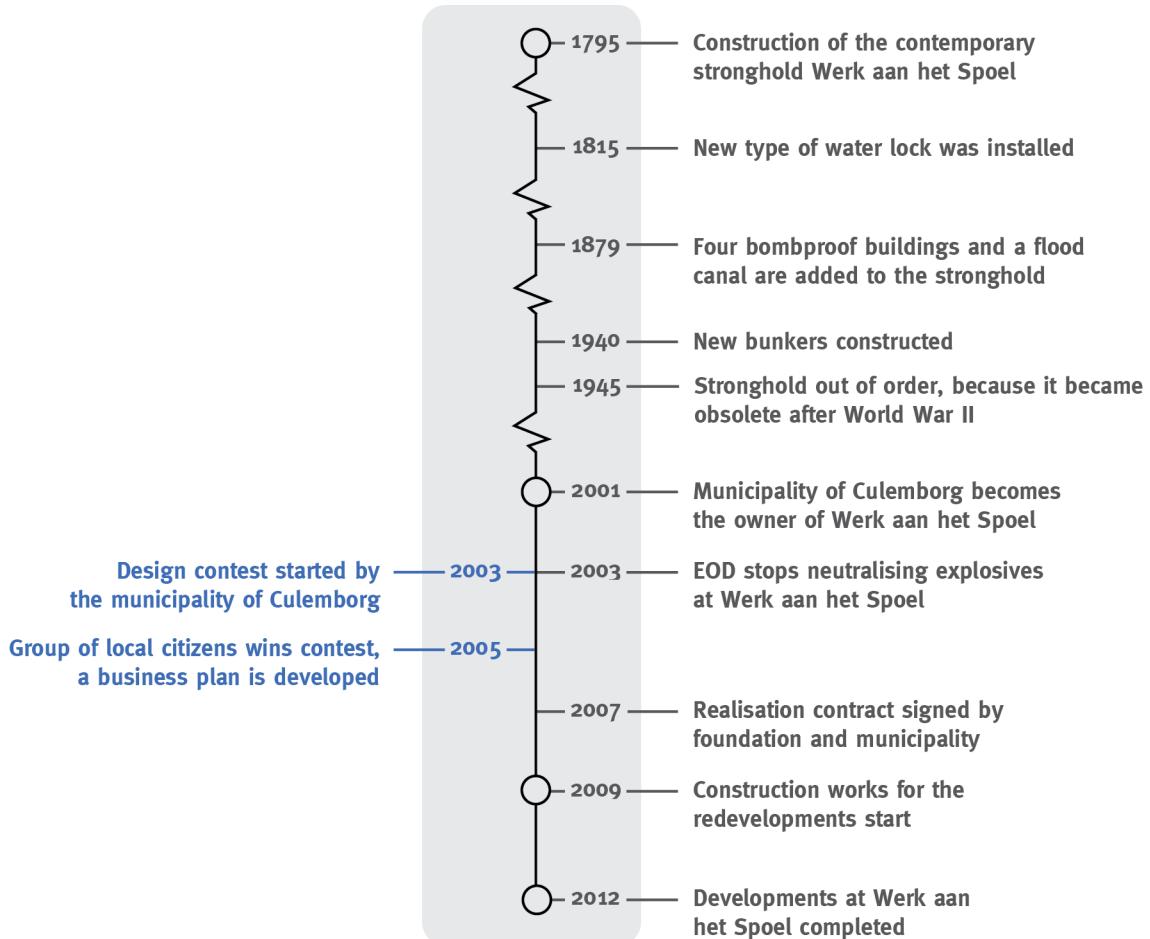


Figure 63. Timeline of the events regarding Werk aan het Spoel in Culemborg.

The Dutch government kept its neutrality successfully during the French-German War and the World War I. Therefore, little or no improvements were made to the new Hollandic Waterline. In 1939 and 1940, rapidly new bunkers were added to the stronghold, because of an imminent German invasion (see Appendix 6 – Interview with Leo van der Kooij). The invasion actually happened, just a few months later. However, the Dutch government surrendered before the German army had reached the new Hollandic Waterline. No fights did take place at this particular stronghold. After the World War II ended, the new Hollandic Waterline was useless. The war showed that new technological innovations, such as airplanes, had made the defense system very weak.

The EOD – the Dutch explosive ordnance disposal – used the stronghold until 2003 (Werk aan het Spoel, n.d.). The Dutch ministry of Finance sold the stronghold to the municipality of Culemborg in 2002. A design contest was organized by the municipality (Cultural Heritage Agency, 2014e). An initiative group consisting of local citizens won the design contest. Due to financial distress of the local government, the redevelopment project did not start before 2010. In 2012, the redeveloped stronghold was opened to the public. The stronghold was transformed to a tourist attraction with a restaurant, art workshops, and a cultural and activity centre.

Process model

In the process model only the key stakeholders are taken into account (the foundation, the municipality and the financers (see Figure 64). The foundation is asked to participate because they have submitted the best plan for Werk aan het Spoel. Together with the municipality, they work on a business plan and

redevelopment plan. The redevelopment plan will later be executed by the municipality; the business plan will later be executed by the foundation. Because of that, the municipality is responsible for finding enough funders and the appointment of the architects and contractors. The foundation's focus is on their future exploitation (after the transformation is finished) and involving local citizens in the plans to create public support.

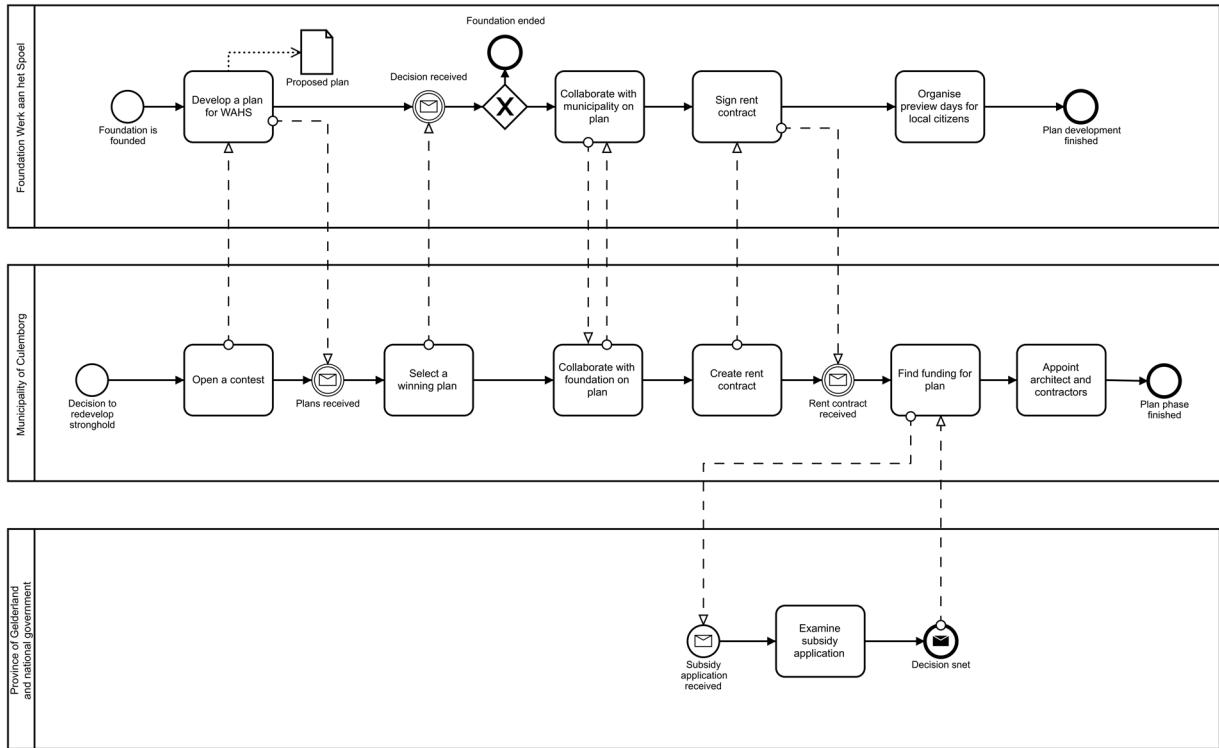


Figure 64. Process model of the transformation of Werk aan het Spoel.

Stakeholder relationship model

The municipality of Culemborg has bought the stronghold from the national government in 2001 already (Booms, 2012). After a design contest, foundation Werk aan het Spoel – a coalition of local citizens – was selected as the winning participant. They were granted permission to redevelop and exploit the monumental stronghold. The municipality of Culemborg selected in cooperation with the foundation the architect for the multifunctional ‘fortress’ (Monk Architects), the landscape designers (Rietveld and De Lyon) and the restoration architect (BBM). Bouwhuijsen was selected as contractor. The blue-colored stakeholders represent the public. In this particular case, a public initiative has enrolled. The foundation Werk aan het Spoel is a group of local citizens with a redevelopment plan for the stronghold. The municipality and the foundation have agreed that the municipality lets the stronghold to the foundation. The foundation sublets parts of the stronghold to local organizations or local citizens (Booms, 2012).

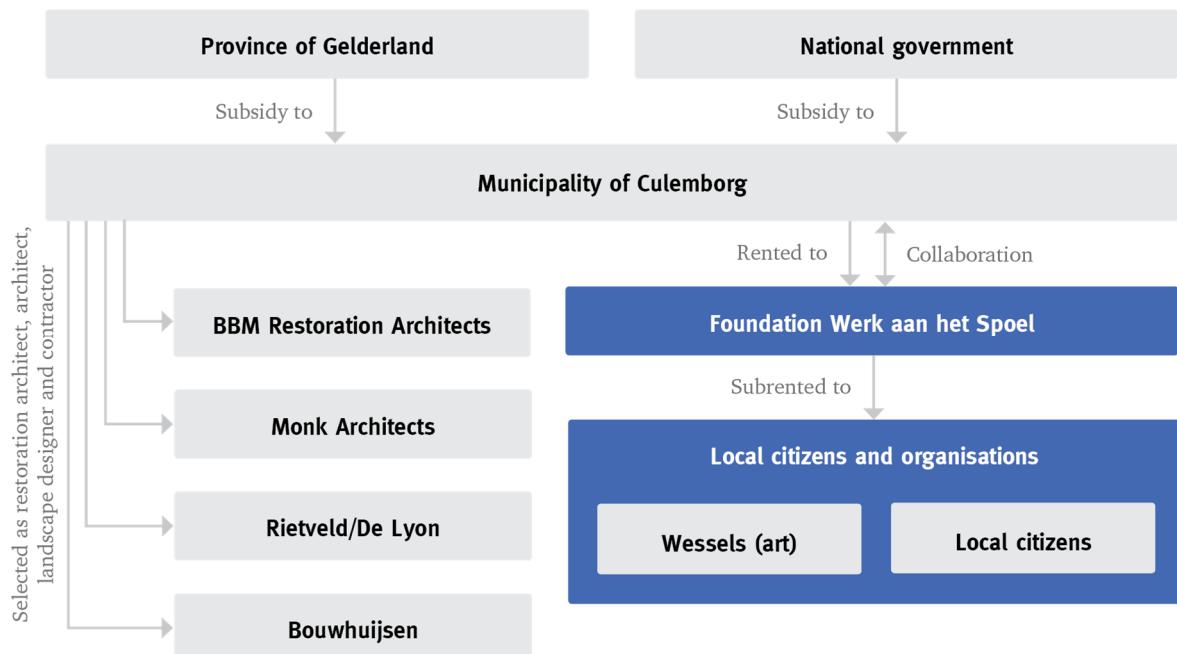


Figure 65. The stakeholder relationship model of the redevelopment of Werk aan het Spoel.

Power-interest diagram

Power

The stakeholder with the highest direct power is the municipality of Culemborg. They have bought the stronghold from the national government in 2002 (Cultural Heritage Agency, 2014e). Additionally, the municipality is the organization that is authorized to make decision regarding spatial issues. Therefore, the municipality have direct power on the developments. The foundation Werk aan het Spoel has substantial power. Although they are selected as the exploitation partner, they have no control on the decision-making process of the local authority, the municipality. However, their decisions impact the project significantly. The construction stakeholders – Bouwhuijsen, Rietveld/De Lyon, BBM and Monk Architects – have also substantial power. According to the definition given in *Appendix 1 – Case study guidelines*, these stakeholders have medium power. They can cause delays or speed up the process with their cooperation or resistance. Local citizens have little or no power and are therefore identified as low power stakeholders. They were informed via the website of the foundation, but did not get involved much in the redevelopment process. However, the foundation consists of local citizens and volunteers. Through the foundation, local citizens can have influence. It is also important to mention that the project site is located outside the urban area of Culemborg. The neighboring houses are 200 meters away from the stronghold and the urban area of Culemborg is 900 meters away. The stakeholder power-interest diagram can be found in *Table 26*.

Interest

Both the municipality of Culemborg and the Foundation Werk aan het Spoel have high interests in the project. The municipality is the land owner and therefore has much interest in a successful exploitation of the land. The foundation is founded to exploit the stronghold (Van de Schoot, 2008), its legitimacy is based on the governmental authorization to exploit the stronghold. Based on that, it can be concluded that the project influences the interests of the foundation in a large manner.

The construction partners Bouwhuijsen, BBM, Monk Architects and Rietveld/De Lyon have medium interest. Although they are affected directly by the project's outcome, they also have other projects in their portfolio. The change or failure of this particular project will not threaten their interests in a large manner. Local citizens are identified as low interest stakeholders.

Because this project is located outside the urban area and has just a few neighbors (more than 200 meters away), it is concluded that their interests are not affected by the project's outcome in a substantial manner. However, the local citizens that are involved in the foundation have more interest and these interests are affected more by the project's outcome.



Table 26. The power-interest diagram of the stakeholders of the redevelopment of Werk aan het Spoel.

Urban development context

Werk aan het Spoel has been constructed at this specific location because of its function (see Appendix 6 – Interview with Leo van der Kooij). The stronghold was designed on this particular spot to protect the water lock that was located right next to the stronghold. As a part of the New Hollandic Waterline, the stronghold is unique heritage.

The city of Culemborg has grown rapidly in the last century (Kuyper, 1868a), just like almost every other city in the Netherlands. Therefore, one of the new neighborhoods of the city is located just a few hundreds of meters away from the stronghold. Although the developments at the stronghold do not directly affect the city of Culemborg, the stronghold can add value to the city. With offering the opportunity to organize activities and to show the history of the country, and by making the stronghold useful for recreational purposes, the stronghold has new values for the local citizens (Booms, n.d.).

Different than in the cases 1, 2 and 4, this particular case study does not show an increase of the urban development of a city. One obvious reason: the stronghold is surrounded by rural lands, contrasting the high-density urban areas that were present in the first two cases (see *Figure 66*). The buildings that are part of the monumental stronghold have been marked black.



Figure 66. Werk aan het Spoel, Culemborg.

Level of participation

The graph below (see *Figure 62*) is inspired by the assessment network created by Veldpaus (2015) as explained in *Appendix 1 – Case study guidelines*. In the graph, differences in the level of participation of the three key stakeholders are identified. The level of participation is specified for each process step. The six levels of involvement as mentioned in *Table 3* are used to identify the level of participation of each type of stakeholder in each step.

The municipality of Culemborg is in the lead during the first three steps. They have bought the area to have influence on the developments that will occur (Booms, 2012). They have developed a strategy in which they choose a local party to exploit the stronghold after the redevelopment. In step 4, both a community initiative and a private initiative were selected. They have worked together intensively to develop a business plan. The municipality however, was still in charge of the transformation project. During steps 4, 5 and 6, the three stakeholders worked together intensively.

Although the project was delayed because of some issues regarding financing the redevelopments the municipality wanted to do (*Werk aan het Spoel, n.d.*), all stakeholders kept cooperating closely. The success of this project can be best assigned to the fact that the three key stakeholders have collaborated at all times. In this project, the level of participation of the stakeholders has almost reached the maximum levels that are identified.

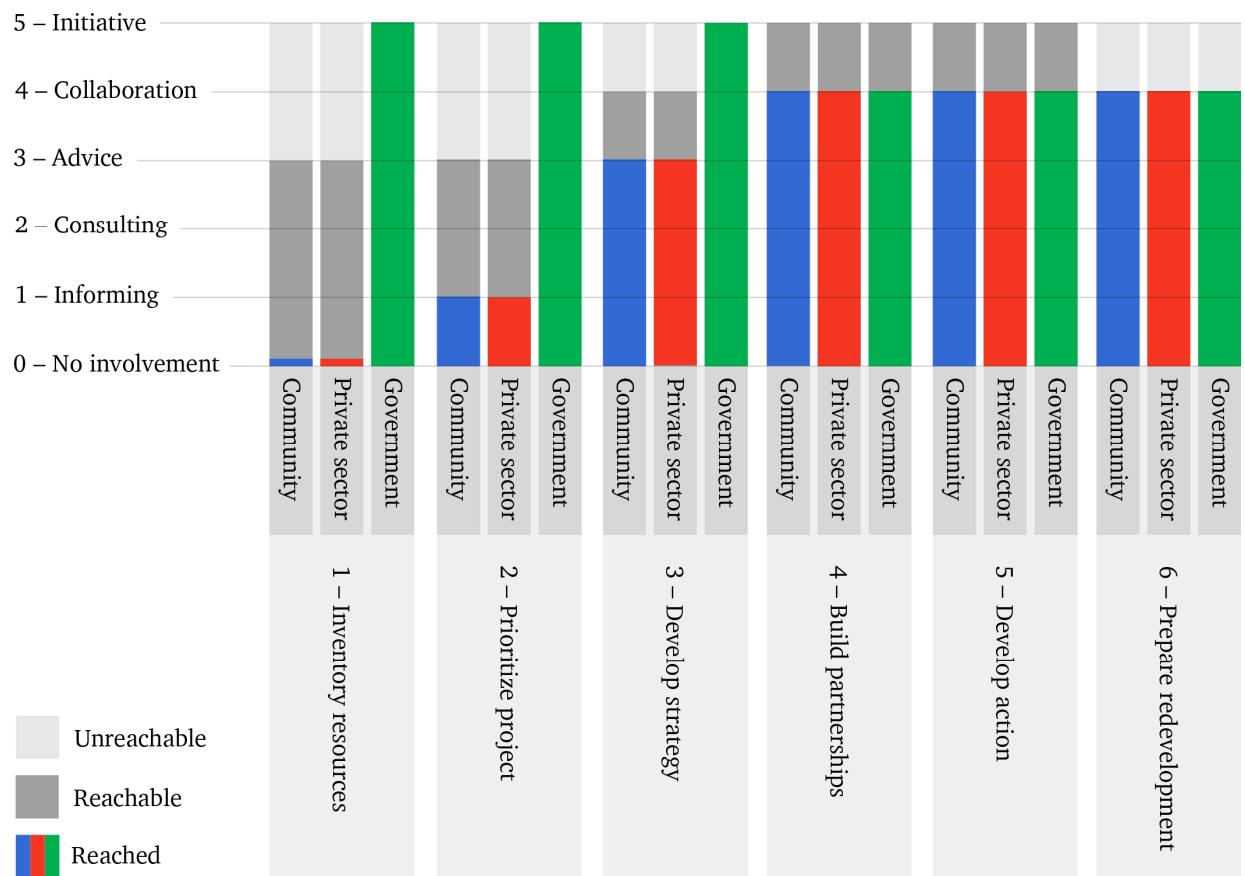


Figure 67. Level of participation of the stakeholder groups in the redevelopment process of Werk aan het Spoel.

Appendix 3 – Interview with Frank Strolenberg

Interview details

Interview subject	Public participation in the Netherlands
Interview date	January 5, 2016 (1 hour)
Interviewee(s)	Frank Strolenberg, program manager adaptive re-use
Organization represented	Cultural Heritage Agency
Interview language	Dutch

Summary

(Interview started with a discussion about the research proposal)

Strolenberg argues that public participation is not new in the construction sector. In the final years of the '60s and the beginning of the '70s, the first wave of public participation became popular in the Netherlands, named democratization. Governmental organizations were restructured from a hierachic top-down structure to a more equal structure of groups within the government. Governmental organization started to consult local citizen in decision-making processes.

Later, the second wave of public participation arrived in the Netherlands, in the '90s. Rather than only consulting local citizens, they were involved in the decision-making process and asked to give advice. Local citizens were actively participating in construction projects.

The last couple of years, accelerated by the financial crisis, the third wave of public participation became more popular in the Netherlands: the public initiative. Groups of organized citizens started their own projects. For municipalities, this meant a shift from the leader role to the facilitator role. One great example of this last wave is De Hallen in Amsterdam, where a group of local citizens, entrepreneurs and professional in the construction sector were working together and took over the adaptive re-use of a former tram depot.

(Interview ended with some recommendations regarding project, important concepts to take a look at and people to speak to)

Appendix 4 – Interview with Bettina van Santen and Pieter van Sluijs

Interview details

Interview subject	Watertoren Heuveloord, Utrecht
Interview date	March 1, 2016 (2 hours)
Interviewee(s)	Bettina van Santen, architectural historian Pieter van Sluijs, project leader
Organization represented	Municipality of Utrecht
Interview language	Dutch

Transcript

(James gave a short introduction of his research project. Van Sluijs offered to give a short introduction to the project before Van Santen joins the conversation)

Van Sluijs: Het gebied waar we nu in zitten heet Rotsoord. Daar zijn we al ruim 10 jaar als stad mee in de weer. Het ligt net buiten de binnenstad, en is een van die typische industrieterreinen aan de Vaartsche Rijn, waarvan je kunt voorspellen dat het vroeg of laat herontwikkeld gaat worden. Utrecht barst uit zijn voegen. Utrecht groeit verder. En dan is dit een van de plekjes waar vernieuwing gaat plaatsvinden. Er zijn toen wat eerste plannen voor gemaakt. Daar zal ik je niet mee vermoeien, omdat die niet zo succesvol waren. Wat wel heel aardig was, is dat onze afdeling erfgoed, monumenten heette het toen nog. Een van de selling points van dit gebied is industrieel erfgoed. Industrieel erfgoed uit diverse perioden. Toen heeft Monumenten gezegd, we gaan in dit gebied een programma draaien. En we gaan niet alleen dit gebied opknappen en subsidies geven, maar we gaan een veel bredere aanpak doen omdat we industrieel erfgoed aan de man willen brengen. Dat heeft er onder andere toe geleid, dat alles wat maar een beetje naar monument riekt, tot monument is verklaard waarme het dus ook beschermd is. Hiernaast is toendertijd een monument gesloopt, en daar had iedereen later een beetje de pest over in. We hebben overwogen zelf alle grond op te kopen, maar dat is afgewezen door de gemeenteraad. Met de subsidie is toen dit gebouw aangekocht. Het stond al jaren leeg, wie heeft er immers nog behoefte aan watertorens. We hoopten als gemeente een zwiep aan de ontwikkeling van dit gebied te geven door dit gebouw op te kopen en te kijken hoe we het konden herbestemmen. Wat we ook gedaan hebben is een stichting oprichten die een jaar of drie in alle industriele gebieden op de culturele zondag allerlei activiteiten heeft georganiseerd om mensen naar dit gebied toe te krijgen. Als je niet in dit gebied moet zijn, kwam je er ook niet. Het was een echt achterstandsgebied. Ondanks dat het allemaal culturele activiteiten waren, werd het allemaal betaald door Monumenten. Dat was nieuw, dat had ik nog nooit gezien om monumenten op de kaart te zetten.

James: Het is echt een nieuwe methode om het gebied te activeren?

Van Sluijs: Voor mij wel, het heet place-making. Om mensen naar het gebied te krijgen, moet je een leuke manier vinden. Dit is een laagdrempelige manier. In dit gebouw hebben we elke een of twee maanden een tentoonstelling, een klassiek optreden of een rondleiding georganiseerd. Om maar interesse in dit gebied te creeëren, met het idee dat vroeg of laat de ontwikkeling vanzelf tot gang komt. Je kunt toch niet voorspellen wie als eerste de steen in de vijver gooit. De ontwikkeling in het gebied is

nu echt op gang aan het komen, kunstenaars hiernaast gooien de deuren open, er wordt gebouwd aan starterswoningen.

James: Dus de ontwikkeling in het gebied vindt stapsgewijs plaats?

Van Sluijs: Ja, de ontwikkeling die ik voorspeld had, is nu echt op gang aan het komen. Zeker de starterswoningen hiernaast en de watertoren hebben er echt een zwiep aan gegeven. Bij de starterswoningen hebben we gezegd, alles goed en wel, maar we hadden het helemaal gehad met de braakliggende terreinen. Dus ik heb besloten om overal tijdelijke functies te plaatsen. Er zijn dus wat tijdelijke gebouwen neergezet.

James: Om te zorgen dat het meer zichtbaar wordt voor de stad, dat bedrijven of organisaties misschien met ideeën komen?

Van Sluijs: Ja. Het betekende dat mensen onder het spoor door komen hiernaartoe. Wat ik niet had verwacht, de wijk hier, die werden helemaal trots op de eigen horeca in de wijk. Heel bijzonder. Het was een soort trots, nu hoeven wij niet meer per se naar de binnenstad.

James: Het spoor is dus voor de wijk een echte drempel?

Van Sluijs: Ja, meer dan ik had verwacht.

([Van Santen joins the conversation](#))

James: In 2010 heeft de gemeente het pand gekocht. Toen is er een prijsvraag uitgeschreven. Hoe is dat precies tot stand gekomen?

Van Santen: Ik weet het niet meer helemaal precies, maar het idee was natuurlijk om zoveel mogelijk ideeën te genereren. Dat doe je toch door zo breed mogelijk mensen uit te nodigen om met iets te komen. Tegelijkertijd wilden we natuurlijk wel dat het een serieuze kans van slagen had. Iedereen kan ideen geven, maar het moet allemaal wel kunnen. Haalbaarheid, was een van de voorwaarden. De intentie was wel dat er misschien ideeën komen die we zelf niet hadden bedacht. Daarnaast mag dat wettelijk gezien niet meer, je moet toch altijd met meerdere partijen werken. De intentie was echt om dingen op te halen die we zelf nooit bedacht zouden hebben.

Van Sluijs: We hebben aanbestedingsplicht. Als we iets in de markt zetten waar meer gegadigden voor zijn, moeten we dat aanbesteden. Hier was de insteek wel, we hebben niet alle kennis in huis, maar we denken wel dat de herontwikkeling kan. We scheppen de voorwaarden, iemand anders mag het doen. Maar wel een professionele partij die niet alleen zijn hoofd in de wolken heeft, maar ook met beide voeten op de grond staat. Die dus ook wel enige ervaring heeft. Nou hoeft dat niet met dit gebouw, maar wel met opgaven die spelen rond een vergelijkbaar project. Het leeft erfgoed.

James: Er hebben een aantal organisaties gereageerd. Zaten daar ook andere partijen bij dan verwacht, zoals bijvoorbeeld buurtorganisaties?

Van Santen: Ja, zeker.

Van Sluijs: Het viel nog wel mee, blijkbaar was onze vraag vrij afschrikwekkend.

Van Santen: We hadden een document gemaakt met voorwaarden, waar men rekening mee moest houden. Haalbaarheid natuurlijk. Je moest wat doen met de visie van het gebied. Het is een monument. We hadden ook al wat dingen uitgesloten, geen wonen bijvoorbeeld. Het moest ook een meerwaarde voor het industrieterrein zijn.

Van Sluijs: Dit hebben we niet letterlijk zo verwoord hoor, maar wel de richting aangegeven.

Van Santen: Er kwamen ook mensen uit de buurt met plannen.

Van Sluijs: Ook heel naieve reacties hoor. Die wil je dus echt niet hebben.

James: Dat is zeker waar. Maar misschien ook mensen uit de buurt die samen gingen werken aan een plan?

Van Santen: Ja zeker. Er waren ook een aantal partijen die je verwacht, zoals Stadsherstel.

Van Sluijs: In de eerste ronde hebben zich 20 groepen ingeschreven. Toen hebben we geselecteerd en dit teruggebracht tot 6 plannen.

James: Wie hebben er geselecteerd? Wie is wij?

Van Sluijs: De jury bestond uit 8 mensen, waaronder Van Santen.

Van Sluijs: We hebben toen meteen gekozen voor de buurtman. Er staan hier een paar kleine woningen en een grote woning aan de andere kant. We gaan voor die mensen de rust voor hen verstoren. Dan kun je ze er maar beter aan je eigen tafel hebben zitten. Ze laten meedenken: wat voor partij komt er, welke functies komen er. Ik ben naar ze toe geweest. Alle bewoners waren verzameld aan de keukentafel, dat was supergezellig. We hebben het aanbod gedaan om in de jury plaats te nemen. Helemaal aan de voorkant. Als jullie daarover meedenken. Dan mag je natuurlijk nog steeds, dat is het recht van de burger, om bezwaar te maken.

James: Dat is natuurlijk minimaal verplicht.

Van Santen: Jazeker, maar hij wilde echt graag meewerken.

Van Sluijs: Er zaten verder nog iemand van de universiteit, iemand van de hogeschool, iemand van het wijkbureau, iemand van Economische Zaken, iemand van Cultuur en iemand van Vastgoed.

James: Een best wel brede groep mensen, uit verschillende delen van verschillende organisaties.

Van Santen: Ja, we hadden iemand van de universiteit die al jaren met industrieel erfgoed bezig was. En dan iemand van de hogeschool, die via studenten al veel deed met herbestemming. Die waren helemaal los van iedere overheid of instantie.

Van Sluijs: Het was een soort kwaliteitsborging. Als zij het ook goed vinden, dan weet je dat je op de goede weg zit. Mensen met enige naam in de wereld zijn ook ambassadeur voor je project.

James: Oké, dus deze jury heeft dus 6 projecten uitgezocht die verder mochten?

Van Santen: Ja, die mochten zichzelf presenteren.

Van Sluijs: In eerste instantie mochten ze inschrijven en vertellen over hun ervaring en organisatie, nog niet echt een plan. Die zes moesten echt een plan bedenken en financieel doorrekenen. Welke functies komen er, hoe steekt het in elkaar, hoe ga je het financieren. Kortom, echt een business verhaal.

James: En waren die zes de verwachte partijen?

Van Santen: Toch niet, er zaten ook originele partijen bij. Bijvoorbeeld een partij met een energieverhaal.

Van Sluijs: Het waren ontwerpers met zakelijke partijen achter zich aan, of zakelijke partijen met ontwerpers achter zich aan. De opvolger van de cultuurstichting die we hier hadden heeft ook

meegedaan. Maar ook iemand die hier in de binnenstad een grote designwinkel heeft. Het was wel in de richting waar we zochten, maar wel verrassende concepten.

Van Santen: Zeker, ja.

James: Wel met enige ervaring dus?

Van Sluijs: De amateurs hadden we er wel uitgefilterd. Dit waren allemaal professionele partijen. Een dergelijk project is toch wel donders moeilijk.

James: Dezelfde jury heeft toen het winnende plan geselecteerd?

Van Santen: We hebben toen alle zes laten presteren, op een dag. Was erg leuk. We hebben het laten bezinken. Toen heeft iedereen natuurlijk voor zichzelf er over nagedacht. En toen hebben we nog met de jury er over gesproken.

Van Sluijs: Dezelfde avond nog. We hebben met de jury een hapje gegeten en toen waren we er wel uit. Dan moet je natuurlijk wel een goede onderbouwing nog schrijven. Je hebt criteria de wereld in gestuurd, dan moet je je ook aan die criteria houden.

James: Soms zie je bij dit soort projecten ook, dat een gemeente of andere organisatie, leuk, zo'n jury, maar aan het eind nemen we toch onze eigen beslissing. Anders is het risico toch te groot.

Van Sluijs: Dat hebben we nog even besproken, maar we hebben in Utrecht een levenslang trauma opgelopen bij de bibliotheek. Er was een jury, met onder andere de Vlaamse rijksbouwmeester. Die distantieerde zich op gegeven moment van de uitslag. Dat kan je niet hebben. We hebben met zijn allen afgesproken dat we ons als jury unaniem uitspreken. We doen ook niet met puntenlijstjes, het gaat om argumenten en inhoud. We moeten met elkaar er uitkomen en niemand distantieert zich er van.

Van Santen: Dat is ook niet gebeurd hoor. Wat natuurlijk wel gebeurd is, is dat een van de verliezende partijen verhaal kwam halen waarom zij het niet zijn geworden. We hebben dus nog wel een aantal gesprekken gevoerd om het uit te leggen. Maar binnen de jury en de gemeente was dat niet, iedereen heeft het gewoon geaccepteerd. Het was ook gewoon een goed concept. Ook de nummer heeft het gewoon geaccepteerd. Er kwam voor ons natuurlijk wel een volgorde uit, dat hebben we natuurlijk niet verteld, maar zij accepteerden het gewoon.

Van Sluijs: Het is wel zaak, dat bleek ook wel, als je het op schrift krijgt, dan voelt het al heel gauw als een afwijzing. Dat heb ik ook wel geleerd hoor, je moet het gewoon duidelijk vertellen. Je had een goed plan, alleen een ander was beter. De verbeterpunten zijn geen diskwalificatie, maar daar heeft een ander het gewoon beter gedaan. Dat vereiste nog wat nazorg. We hadden een aantal plannen die ver boven de streep waren, dus dat was goed.

Van Santen: De discussies waren ook erg goed. Iedereen bekijkt vanuit zijn discipline wat goede plannen zijn en wat goede kans maakte. Uiteindelijk waren we het wel allemaal met elkaar eens.

Van Sluijs: Het lastige is natuurlijk, ze hebben allemaal plannen naar de toekomst toe, maar de vraag is, hoe geloofwaardig is de onderbouwing. Als ik zeg, ik ga horeca in de toren doen, dan maakt het nogal wat uit als iemand uit de horeca meetekent voor het plan, of dat iemand zo maar wat roept.

James: De winnaar had al een aantal ondernemers achter zich?

Van Sluijs: Klopt, die had al een partij achter zich voor de horeca.

Van Santen: Het werd nog wel spannend hoor. De crisis was net uitgebroken. De investeerder haakte af toen alles net rond was. Dat was wel even pittig.

Van Sluijs: Wij kunnen niet zo maar instemmen met wijzigen, want dan gaan de nummers 2 en 3 uit de prijsvraag terugkomen. Als ze dat geweten hadden, dan hadden ze ook wel gewild. Dus we moeten consequent zijn, dit was je concept, dus uitvoeren met die handel.

James: Er zat dus geen juridische stok achter de deur, je hebt dit plan ingediend, dus nu moet je verder.

Van Sluijs: Die was er wel, maar bij een plan is dit is dat anders. Bij een commercieel plan, ga je keihard onderhalen. Hoewel, ik moet mezelf corrigeren, alleen als het goed in de markt ligt. Je wilt graag dat het project wordt uitgevoerd, omdat het goed is voor de stad. In hoeverre is het zinvol om iemand aan zijn plan te houden. Hier kregen we terug van de winnaar, maar jullie willen dit ook graag. Dat is ook, we stoppen er ook subsidie in. Je moet elkaar opnieuw weten te vinden. Zonder dat je het plan verloochend, want dan krijg je last van de andere deelnemers. Maar je kunt niet keihard vasthouden aan de belofte als dat onredelijk of onhaalbaar is.

Van Santen: Het was ook net een forse crisis. Het was ook niet onlogisch dat dit speelde. Het was wel vervelend, maar het was een algemeen gegeven. Als gemeente moet je het er toch over eens zijn, we waren toch de belangrijkste partij. We zijn overigens nog steeds eigenaar van de watertoren. We vinden het nog steeds een goed plan, dus we geven de tijd om te zoeken naar nieuwe financierders. Maar wel willen wel, dat is best spannend, de architect heeft natuurlijk het plan op zich genomen, de verantwoordelijk overgenomen. Hij heeft de verantwoordelijk om er wat van te maken.

James: Dus jullie hebben wat meer ruimte gegeven om het plan alsnog te kunnen uitvoeren?

Van Sluijs: Ja, met name qua tijd. Nou hadden we qua vergunningverlening ook wat uitdagingen. We moesten nog een bestemmingswijziging invoeren. We hebben dus ook een behoorlijke gok genomen door eerst iemand te selecteren. We wisten van tevoren dat bij iedere nieuwe functie je bijvoorbeeld nieuwe parkeerplaatsen moet genereren. Je hebt het terrein gezien, dat is hier niet mogelijk. We hebben bewust het risico genomen. Als we eerst de bestemming wijzigen en dan een plan kiezen, dan is de hele originaliteit er vanaf en is al het enthousiasme weg. De procedures hebben nog wel wat voeten in de aarde gehad.

James: Uiteindelijk is het alsnog het architectuurbureau gelukt om een financierder te vinden.

Van Santen: Uiteindelijk is het wel goed gekomen. Er waren momenten bij dat het best lastig was. Het vinden van de financierder was nog niet zo simpel. Wij intern moesten de neuzen dezelfde kant op krijgen, om dingen rondom verkeer en dergelijke nog te regelen. Dan merk je wel dat je toch iemand moet hebben die er aan gaat trekken, die er mee doorgaat. Anders versplinterd het project binnen de gemeente alle kanten op.

Van Sluijs: Als het je nijs kon schelen, of als het een puur commercieel belang is, dan zeg je: commerciële partij, regel het lekker zelf. Maar in dit geval was er echt een gedeeld belang. Wij wilden ook heel graag dat dit ook ging lukken. Vanwege de waarde voor het gebied en de kans die we zagen.

James: de meerwaarde, de belangen voor de omgeving.

Van Santen: Ja. Dat is ook belangrijk in zo'n proces, dat merk je iedere keer weer: er waren meerdere mensen die van begin tot eind iedere keer weer bereid waren om te zeggen: we willen dit, dus we gaan er voor zorgen dat dit er komt. Dat moet af en toe, waar je allemaal niet allemaal tegenaan loopt bij herbestemming van een gebouw op een plek waar weinig ruimte is voor andere dingen.

James: Dus eigenlijk het feit dat er een aantal mensen waren die het project graag wilden trekken, is het succesvol geweest?

Van Santen: Ja, ook voor de continuiteit van mensen. Dat merk ik zelf altijd, dat is ook heel belangrijk. Anders komt er iedere keer een ander plan. Terwijl jij weet, de geschiedenis, en dat moet je iedere keer weer onder het voetlicht brengen. En het resultaat is er dan ook.

James: Dus de buurman is betrokken, eigenlijk een aantal buurtbewoners toen aan de keukentafel, heeft toen plaatsgenomen in de jury. Zijn er verder nog uit de buurt mensen die zich er mee gingen bemoeien?

Van Santen: De mensen hiernaast, de kleine huisjes, kwamen op een gegeven moment wel in verzet. We wilden natuurlijk herbestemmen, maar door de crisis kwam het allemaal niet van de grond. Maar op een gegeven moment kwam de beweging er natuurlijk wel. Dat ging opeens ook spelen, enorme bouwputten om de hoek.

James: Die mensen zaten niet in de jury, dus die waren niet vertegenwoordigd.

Van Sluijs: Nou ja, ik denk wel via de grote buurman. We hebben toen aan de keukentafel besproken, de ontwikkelingen gaan er gewoon komen. Punt. Je hebt hier een tijdje in de luwe van een klein industrieterrein kunnen wonen. Dat gaat veranderen. In de persoon van Johan Blok hebben we een hele plezierige vertegenwoordiger van hen gehad, maar hij kan natuurlijk niet namelijk iedereens persoonlijke belangen spreken. Dat is ook niet erg. Verder is de wijk ook betrokken geraakt bij het gebied door de culturele activiteiten. Er zit ook vlakbij een kinderboerderij. Er zijn veel portiewoningen en voor meer mensen is die kinderboerderij ook een soort van achtertuin. Het is een echte sociale bijeenkomst in de weekenden. De culturele zondagen waren dus ook belangrijk. Wat ook nieuw was, wat lastig was voor ons: een van de buurtbewoners ging een soort open-source doen van, wijk, wat willen jullie? Terwijl wij altijd betrouwbaar omgaan met informatie. Daar gingen alle ramen en deuren open. Wijk, roept u maar. Dat waren we niet gewend.

James: Heeft die de zes gehaald?

Van Santen: Ja.

Van Sluijs: Jazeker. Het was een van de eerste die open source ging werken. We hadden in de uitvraag gezegd dat het plan betekenis moet hebben voor de wijk. Althans, vertel hoe je de wijk betrekt. Dan is het uitermate slim als je de wijk vraagt waar zij behoefte aan hebben. Alleen voor ons, omdat we altijd een beetje geheimzinnig doen, is dat anders. Wij vallen allemaal onder het ambtenarenrecht, dus dat is tot daar aan toe. Maar bijvoorbeeld meneer Blok heb ik een geheimhoudingsverklaring laten tekenen over de stukken die hij kan inzien. Terwijl, in de moderne tijd is het veel meer open. Wat zitten we ook onzinnig te doen. Natuurlijk, er zijn zakelijke belangen met een prijsvraag gemoeid, dus ik vind het ook niet netjes om andermans dingen openbaar te maken. Deze deelnemer had iets bedacht waar wij nog niet aan hadden gedacht. Daarnaast is er ook een stevig ZZP-netwerk in de wijk. Die hebben zich ook stevig met het gebied bemoeid, en wat er met deze toren moet geborden.

James: Omdat ze interesse hadden om wat te huren of gebruiken?

Van Sluijs: Een aantal zeker. Bij het project hiernaast bijvoorbeeld. Ze hebben ook wel eens hier in de winter hun maandelijke networkbijeenkomst gehad. Het enige wat we bewust hebben georganiseerd, is de deelname van de bewoners.

Van Santen: Het was allemaal nieuw toen. Social media enzo werden toen nog niet gebruikt voor dit soort projecten. Het klinkt misschien raar, maar het kwam ook nog niet zo veel voor. Er waren zelfs

mensen die het ontraden. Hoe haal je het in je hoofd om je tegenstanders te betrekken. Ik heb liever de tegenstanders aan tafel, om met ze in gesprek te gaan.

James: Als ik het dus goed begrijp, was het in die tijd vrij nieuw om burgers te betrekken bij dit soort projecten, maar heeft het wel zo zijn voordelen gehad?

Van Santen: Ja. Het is wel grappig, achteraf, hoorden we intern vanuit de gemeente toen het liep en even stokte vanwege bijvoorbeeld vanwege de financiering: dat moet je ook nooit zo doen.

Van Sluijs: Terwijl ik de aanpak elders in de stad heb gebruikt bij een oud kantoor van de gemeente wat geen industrieel erfgoed is maar een oud kantoor uit de jaren 60. We kwamen er niet vanaf, dus toen zijn we het zelf gaan ontwikkelen. In een buurt met veel omwonenden is dat a priori geen groot succes. We hebben gezegd: het principebesluit is genomen, dat is een gegeven. Maar denk wel mee over de partij die aan de slag gaat. Uiteindelijk hebben we daar een leuke klankbordgroep gekregen. Van rabiate tegenstanders tot milde voorstanders.

James: Het leidt misschien tot een soort acceptie, begrijpelijkheid voor de buurbewoners. Oké dit gaat er komen, maar we kunnen proberen het voor ons zo draaglijk mogelijk te maken.

Van Sluijs: Dat druk je perfect uit, volgens mij. Er zijn twee lijnen: als je uiteindelijk het er niet mee eens bent, mag je altijd nog naar de rechter. Daarnaast kun je natuurlijk gewoon met elkaar een plan ontwikkelen. Mocht je het niet halen bij de rechter, dan kun je beter meepraten en zo veel mogelijk in je richting buigen en dingen regelen. En het gekke is, bewoners roepen nooit gekke dingen. Bewoners roepen hele logische dingen. Ze willen geen overlast, bijvoorbeeld. Daar kun je samen aandacht aan besteden. Helemaal niet ingewikkeld. Maak van je hart geen moordkuill.

James: burgers betrekken kan natuurlijk ook een aantal nadelen hebben.

Van Santen: De buurman absoluut niet.

Van Sluijs: Nee, helemaal niet. Sterker nog, ik heb er helemaal geen kunnen bedenken eigenlijk. Als je van tevoren met elkaar de spelregels doorneemt. Van tevoren duidelijk maken over welk gedeelte men kan meepraten, en over welk gedeelte niet. Bijvoorbeeld bij de studentenwoningen: het principebesluit niet. Het besluit is genomen door de gemeenteraad, daar kunnen we niks meer aan doen. Dan kan je net zo goed tegen een muur gaan praten. Nee, ik heb geen complicaties kunnen ontdekken tot nu toe. Sterker nog, als je bewoners laat meepraten zeggen ze vaak heel verstandige dingen als ze eerlijk zijn. Ik vind ze vaker interessanter dan wat onze eigen beleidsafdeling soms voortbrengt. Daar zit soms de meest rabiate onzin bij.

James: Het is toch weer een extra partij die je aan tafel hebt.

Van Sluijs: Naarmate je verder bent met het project, voelt het steeds minder zo. Ik ben nu in Vleuten-De Meern bezig met een omgevingsvisie. Ik zal niet zeggen dat ik het omruil, maar ik vind de input van bewoners minstens zo belangrijk als in de input van ons eigen kantoor.

James: Dat is eigenlijk totaal anders dan dat het twintig jaar geleden georganiseerd was.

Van Sluijs: Zeker, toen zag ik ook in het andere kamp hoor.

James: Wat zijn de belangrijkste momenten om burger te betrekken in een project zoals deze watertoren?

Van Santen: Wat wel zou kunnen helpen is, toen de mensen hiernaast in de kleine huisjes het even helemaal gehad hadden: we hadden ook tegen de winnaar gezegd, nodig die mensen nou even uit en leg even uit wat je gaat doen en dergelijke. Er is een hele lange tijd mee gepraat in het planning proces.

James: Dus als je dat eerder had gedaan, had dat verschil kunnen maken?

Van Santen: Je begint natuurlijk met activiteiten, het ziet er naar uit dat het eindelijk gaat gebeuren. Dat kweek je alleen maar goodwill als je mensen gewoon even uitnodigt hierbinnen en even toelicht wat je precies gaat doen, wanneer je gaat beginnen. Dat soort dingen. Daar hebben we wel een aantal keer op moeten aandringen. Dat is iets van de laatste jaren: als je iets gaan ontwikkelen, ga je ook zelf naar de bewoners toe. Daar ben ik het ook helemaal mee eens.

Van Sluijs: Daar ben ik het helemaal mee eens. Dat zou je eerder moeten doen. We hadden een norm gemaakt: we betrekken je overal in het proces. En als die norm dan verwaterd tijdens de uitvoering, dan voel je je een beetje in de zeik genomen. Daar hadden we in de uitvraag wat meer aandacht aan moeten besteden: hoe ga je dat doen, de buurt betrekken? Bij de studentenwoningen heb ik dat wel gedaan: hoe ga je de buurt betrekken, maak maar een communicatieplan, laat maar zien hoe je het gaat doen.

James: Dus tijdens de planning moet al worden bedacht hoe de communicatie met bewoners moet worden uitgevoerd tijdens de uitvoering?

Van Sluijs: Continueren is belangrijk.

Van Santen: Inderdaad, continueren. Je wilt het doortrekken. Dingen duren een tijd, het is niet zo dat het er gelijk staat. Zeker bij herbestemming niet. Eigenlijk moet je het zo doen dat je mensen op gezette tijden bijpraat en gedachte uitwisselt met elkaar. Als men te stil is en er opeens dingen gebeuren, dan worden mensen gewoon woest. Wat gebeurt er opeens? Wat hier natuurlijk speelde, is dat er na heel lang niets, opeens een heleboel in een stroomversnelling kwam. De huisjes stonden in de luwte.

Van Sluijs: De huisjes werden ingesloten door ontwikkelingen om hun heen.

Van Santen: Er was iemand die heel wat avonden met die bewoners heeft zitten praten, maar toen waren ze al heel erg boos. Hij heeft ze ook gewoon maar laten spuien, ze moesten al hun frustratie kwijt. Maar dat hadden we beter kunnen doen.

Van Sluijs: Dat hadden we inderdaad beter kunnen doen.

James: Dus je zou regelmatig en vaak contact moeten houden met buurbewoners?

Van Santen: Nou, je moet een vinger aan de pols houden. De architect had andere dingen aan zijn hoofd, en had daardoor ook niet gelijk zo'n boodschap van: ik ga gelijk naar die bewoners. Daar hadden we wat meer op moeten doorzeuren.

Van Sluijs: Dat is overigens iets van de laatste vijf jaar. Het was toen gebruikelijk dat we heel veel overlieten aan commerciële partijen. Maar communiceren met bewoners bleven we zelf doen. Dat is op zich raar, want als gemeente kun je zeggen: jij bent de nieuwe buurman, ga het maar doen. Je moet daar dan wel eisen aan stellen. In de klankbordgroep doen we dat nu. We hebben een communicatiebureau ingehuurd en ik beoordeel het alleen op het kader dat we hebben gesteld. Van goh, dat moet beter, of anders. Dat hebben we hier niet gedaan, of voldoende aandacht besteed aan het vervolgproces.

James: Is de jury samengesteld nadat de randvoorwaarden waren samengesteld, of heeft de jury daar aan meegeholpen?

Van Sluijs: Ik denk dat dit het antwoord geeft op wat je eerder vroeg over wanneer je burgers moet betrekken. Bij veel mensen is de waan er, als ik maar in de jury zit, dan kan ik meebepalen. Bij dit soort dingen bepalen de spelregels aan de voorkant echter wat de uitkomst gaat zijn. Je moet je als jury aan de criteria houden. Het helpt wel als je als jurylid ervaring hebt op bepaalde gebieden, omdat je moet weten hoe je de criteria beoordeelt. Om monumenten te beoordelen, moet je verstand hebben van een monument. Maar iedereen in de jury moet zich houden aan het criterium respect voor het monument.

James: Wat op dit moment steeds meer speelt zijn de historic urban landscape (HUL) richtlijnen van UNESCO. Is bij u bekend wat dit inhoudt?

Van Santen: Werelderfgoed sowieso, want daar hebben we in Utrecht mee te maken. Maar bij HUL kan ik me wel wat voorstellen, het gaat natuurlijk om het feit dat je cultuurhistorie een rol laat spelen.

James: Ja, en daarnaast dat je de omgeving benadert vanuit de gelaagdheid, context en relatie tot andere objecten. Is er bij de gemeente gekeken of er voldaan wordt aan deze richtlijnen?

Van Santen: Nee.

Van Sluijs: Ik moet eerlijk bekennen, ik ken het hele verschijnsel niet.

Van Santen: Het grappig is, we waren wel al in de jaren 90 bezig met, en dat was vrij vroeg toen, cultuursociologische en cultuurhistorische effectrapportages. Dus dat je bij de ontwikkeling in een gebied, cultuursociologische waarden in beeld brengt en als een soort handvat meegeeft aan de nieuwe ontwikkelaar. Niet als eisen, maar meer als een soort basis waarop hij aan de slag gaat. Daar zat wel een soort check in, het was de bedoeling dat je tijdens de planvordering zou kunnen terugkijken in hoeverre we tegemoet komen. Dat heeft ook wel een rol gespeeld. Maar we hebben geen formele check uitgevoerd. Kijk, nu met de nieuwe omgevingswet moeten we sowieso alles opnieuw bekijken. Ik vind het wel heel logisch om dit mee te nemen. We hebben er al lang mee gewerkt, de ene keer sterker dan de andere keer. Je bouwt nooit zonder context, ook niet in Leidsche Rijn. Het is heel logisch dat je eerst kijkt wat er is, hoe het is opgebouwd en hoe ik de volgende bladzijde ga toevoegen.

Van Sluijs: Mag ik daar een hartenkreet aan toevoegen? Ik ben een beetje wars van omgeleide kaders. Volgens mij kan er niks op tegen gezond verstand. Zoals we in dit gebied zijn omgegaan met industrieel erfgoed, als grote monumentengemeente, zoals aan zelfpromotie te doen, was men behoorlijk van onder de indruk. Doordat we het zo belangrijk maken. Niet als soort hinderlijke randvoorwaarde, maar als selling point. Die stap hadden we allang genomen. Dat leidde er toe dat industrieel bij ons in hoofdstuk 2 van een visie staat, in plaats van in hoofdstuk 5 bij de hinderlijke dingen.

Van Santen: Ik denk dat iedereen er inmiddels ook wel achter is dat het een meerwaarde is. Voor iedereen is het leuk om een soort gelaagdheid in een gebied te voelen en dat er meer aan de hand is dan alleen nieuwbouw.

James: Waar ik naartoe wil is het feit dat in plaats van het proberen koste wat het koste behouden wat was er is, maar dat men probeert de essentie aan te passen zodat het past in de ontwikkelingen.

Van Santen: Dat is nog geen gelopen discussie hoor, je hebt nog echt mensen die nog zitten op 'dit is het gebouw'. Maar bij herbestemming kan je niet anders. Stel je hebt een historisch pand met veel details, dan is dat logisch. Maar als je een heel andere functie wil huisvestigen, moet wat je wat flexibeler zijn, moet je proberen de essentie vast te houden. We gaan nu ook naoorlogse monumenten registreren als het goed is, en daar zitten enorme complexen van flatgebouwen bij. En daar gaat het om de stedenbouwkundige opzet, de architectonische essentie en kun je niet alles behouden. Maar in de

monumentenwereld denkt zeker niet iedereen zo. We hebben nu ook een enorme heropgave met kerken die er aan komt. Er zitten hele mooie dingen bij, maar tegelijkertijd weet je dat dit een andere functie moet krijgen.

Van Sluijs: Het woord essentie vind ik heerlijk in deze discussie. Kijk naar dit gebouw. In de zin van vorm en statue kan dat. We hebben deze discussie ook gehad. Kijk, het gebouw is nooit gemaakt om een andere bestemming te huisvesten dan een watertoren. Ik heb het ooit tijdens een rondleiding samengevat, het is gewoon een utilair gebouw: een paar leidingen en een vat met een paar stenen er omheen. We zijn het mooi gaan vinden. Wil je het herbestemmen, dan zul je concessies moeten doen, dat kan niet anders.

Van Santen: Bij herbestemming moet je gewoon meebewegen. Natuurlijk zit er wel gewoon een grens aan. Het gebouw moet straks nog wel dat wat je zo mooi vond, kunnen verdedigen.

Van Sluijs: Waar ik om die reden zelf wel fan van ben geworden, is als je het over het herbestemmen van erfgoed hebt, is als je bijkouwt je duidelijk laat zien dat dit modern is. In plaats van een krampachtige poging om het te integreren.

James: Daar is natuurlijk wel veel discussie over.

Van Santen: Jazeker, bijvoorbeeld bij het oude postkantoor op de Neude. De architect probeert min of meer wat variatie op het bestaande pand aan te brengen. Het zijn interessante discussies. Uiteindelijk, en dat was hier ook zo, je komt een heel eind als er gewoon mensen aan werken die kwaliteit hoog hebben. Die gewoon kwaliteit willen voortbrengen. Daar gaat het om.

James: Zien jullie een verschil tussen hoe bewoners naar een monument kijken en hoe de gemeentelijke professionals dat doen?

Van Santen: Het is heel wisselend, is mijn ervaring. Ook bij dit project waren er mensen die van schande spraken, maar ook mensen die het prachtig vinden.

Van Sluijs: Ik moest even lachen toen je de vraag stelde, omdat ik moest denken aan de historische kring in de wijk. Ik ben altijd voorstandig van mensen die ergens bij betrokken zijn, dat is prima. Maar ze waren nogal wat fundamentalistisch. Verandering was fout, in hun ogen. Er hingen nog oude foto's van honderd jaar geleden. Ja sorry hoor, maar op een gegeven moment moet je verder. Ik kon niet met hen verder komen naar het gesprek van hoe kan je dit gebouw een nieuwe bestemming geven. Om je vraag te beantwoorden, binnen de overheid, binnen belangenorganisaties: als je vatbaar bent voor wat er kan, wat er haalbaar is, dan is er een hoop te bereiken. Als je start vasthoudt en tegenstribbelt, kom je niet verder.

James: Dus als je erfgoed herontwikkelt zoals in dit project, is het essentieel dat iedere partij die betrokken wordt, openstaat voor argumenten en dingen die niet direct matchen met hun belangen.

Van Sluijs: Als mensen echt mordicus tegen zijn en niks anders willen, dan moet je ze niet in de jury hebben. Dat verstoort het hele proces. Misschien zijn wij wel luchtfietzers hoor, dat dachten we overigens van niet. Maar dat soort mensen moet je niet hebben. Die hebben geen ideeën, die willen gewoon niet. Die gaan alleen maar zitten blokkeren en hinderen.

James: Dus je probeert te filteren wie je betrekt op basis van in hoeverre mensen constructief meedenken?

Van Sluijs: de categorie vijanden haal ik er aan. De categorie buurman heeft er mee te maken, kan het wel eens niet leuk vinden. Maar als je je kan verplaatsen in de situatie, en iemand op basis daarvan wil meepraten en meedenken, prima.

James: Ik ben een beetje op zoek naar de grens. Stel de buurman is de fundamentalist. Waar ligt de grens?

Van Sluijs: Ik heb ooit een project gedaan aan de Maliesingel. Er liep een participatieproject bij een kaderstellend process bij de herontwikkeling van het Delagebouw. De buurt was mordicus tegen op het plan. De eerste keer kwamen de bewoners witheet om tafel: het plan moest van tafel. Ik zei dat we dan gelijk waren uitgepraat, want de raad heeft het net vastgesteld. We praten binnen de kaders van dit plan, anders niet. Toen zijn de bewoners naar de wethouder gegaan, die gelukkig hetzelfde zij. Daarna hebben we de scheiding gemaakt tussen de mensen die bereid zijn mee te praten en de mensen die dat niet wilden. En dan kan men toch altijd nog naar rechter als ze dat willen. Zolang aan dit plan wordt gewerkt, kunnen we dat gezamenlijk doen. Dan weet je van elkaar waar je staat.

James: En dan is er de kans dat ze naar de rechter gaan wat kleiner?

Van Sluijs: Die mensen zijn ook wel zo slim en verstandig om te bedenken dat mocht het straks gewoon doorgaan, dan hebben we in ieder geval zo veel mogelijk meegepraat.

Van Santen: Het is ook wel wisselend hoor. Ik hoorde laatst van een plan waarbij een bepaalde belangenvereniging heel expliciet meegewerkt heeft aan de hele ontwikkeling. Een gezamenlijk plan werd ingediend en vervolgens waren ze de eerste die bezwaar indienen. Op die manier is het soms ook heel frustrerend. Dan denk je iets te bereiken door mensen mee te laten denken, en dan dit. Maar ja, dat is part of the game.

James: Dus participatie is geen garantie op succes.

Van Santen: Nee, nee.

James: Stel we kijken bij dit project naar het betrekken van burgers, wat zijn volgens jullie de essentiële randvoorwaarden voor een zo goed mogelijk resultaat?

Van Sluijs: Ik zou er wel een willen noemen die we nu niet hebben gedaan, maar die je in veel gevallen wel zou kunnen doen. Hier is was dat lastig. Maar je zou heel vaak nog een stap eerder kunnen gaan. We hebben een monument, of een stuk industrieel erfgoed, daar moet iets mee. Help eens!

James: Dus als je burgers nog eerder betrekt dan de prijsvraag, echt vanaf het begin.

Van Sluijs: Hier kon dat niet, omdat we nogal opzettelijk het gebouw hadden gekocht. Dan kan je niet alsnog zeggen: we zitten met een gebouw, help alsnog. Wat je wel kan doen, is de vraagstelling wat opener maken.

Van Santen: Wij een andere watertoren in Overvecht, hebben we een heel groot project georganiseerd met bewoners en alle scholen, en die mochten ideeën inleveren. We hebben workshops georganiseerd, rondleidingen gegeven. Er kwam een boek uit, dat we heel bewust een inspiratieboek genoemd. Er is een eigenaar, Vitens, er gaat straks een koper komen. We moeten ook aan verwachtingsmanagement doen. We kunnen niet tegen de bewoners zeggen dat we jullie ideeën uitvoeren, we kunnen wel zeggen dat we het inspiratieboek geven aan de koper, zodat die weet wat er speelt. Dat was heel erg leuk. We zijn vrij veel verder nu en er moet nog veel gebeuren. Dat is ook het lastige. Het duurt soms zo lang voor er iets gebeurt.

Van Sluijs: Misschien is dat wel de essentie, dat zij een collega laatst ook in een voordracht. We moeten ideeën ophalen in plaats van inspraak geven. We komen nu nog heel vaak met ideeën en vragen wat men er van vindt. Als je de vraagstelling wat eerder stelt en opener maakt, kan dat meer opleveren.

James: Dus in plaats van het wettelijk verplichte inspraakmoment, probeer je het moment dat je burgers kan betrekken zo vroeg mogelijk te plannen.

Van Sluijs: Dat moet wel orecht zijn, want anders hebben mensen het zo door. Dan worden ze pas echt laaiend.

Van Santen: Wat natuurlijk wel heel lastig is, ook bij de watertoren in Overvecht - het komt wel goed denk ik hoor - het gaat om geld, om belangen. Je kunt mensen ontzettend leuk betrekken, maar uiteindelijk zijn zij niet degene die het gaan herontwikkelen. Daar zit de spanning. Uiteindelijk gaat de eigenaar het verkopen en de kopende partij gaat er wat mee doen.

James: We moeten oppassen dat we de burger niet alle macht en invloed geven?

Van Sluijs: Dat is wel een interessante discussie die we bij vrijwel alle gesprekken over participatie inbrengen. Er wordt steeds meer geparticeerd, dat is goed. Alleen op het moment dat het om verantwoordelijkheid dragen gaat, is het een soort vrijheid en blijheid en mag men schelden en vloeken op Facebook wat men wil. Neem ook eens verantwoordelijk of schaar je achter een idee. Het is een lastig punt hoor, voorlopig heb ik er ook geen oplossing voor. Voorlopig laat ik gewoon iedereen meedoen, omdat ik denk dat dat beter werkt dan de oldskool dit-is-mijn-plan-en-wat-vinden-jullie-ervan methode.

Van Sluijs: De ruimte bieden om ideeën binnen te krijgen die je zelf niet zou bedenken. Ik vind het nog steeds heel geslaagd, al is het uiteindelijk wel klassiek horeca geworden. Er is wel altijd de intentie geweest om de ruimte te bieden aan ideeën waar je helemaal niet aan zat te denken. Uiteindelijk, en dat is het lastige, moet het gewoon betaalbaar en uitvoerbaar zijn. Bij dit soort gebouwen moet je geen winst willen maken, dat gaat bijna niet.

Van Sluijs: De essentie zit hem in je beheersen. Je moet alleen de eisen stellen die echt heel belangrijk zijn. Stel op vragen, we zoeken iets voor de wijk, kom maar met ideeën.

James: Dus als ik het goed samenvat, moet je ruimte houden voor deelnemende partijen om keuzes te maken of mee te kunnen denken?

Van Sluijs: Ja of je moet duidelijk maken dat over bepaalde zaken als besloten is. Punt uit. Over het feit dat we deze toren hebben gekocht en gaan herbestemmen is een feit en is door het college besloten. Daar kunnen mensen niet meer over meepraten.

James: Ja precies. Maar stel we hadden al voor iedere verdieping vastgelegd wat er moest komen?

Van Sluijs: Daar moet je het open laten inderdaad. We zijn op zoek. We hebben er wel een aantal gedachten over, maar verder niet.

Van Santen: De randvoorwaarde was wel dat iedere er iets mee kan.

Van Sluijs: Het moet publiek toegankelijk zijn.

Van Santen: Dat was inderdaad een randvoorwaarde. We hebben gezegd dat het gebouw publiek toegankelijk moet zijn. Er was bijvoorbeeld iemand die er een nichemuseum wilde plaatsen.

Van Sluijs: Oh ja, dat is waar. Maar daar komt natuurlijk niemand op af. Je kunt nu in theorie binnen komen lopen, naar boven gaan en het uitzicht bekijken. Dat moet je niet iedere dag doen, maar het kan wel.

Van Santen: Inderdaad. Maar het publieke is wel gelukt indeze.

James: We hebben nu een heleboel voordelen besproken van burgerparticipatie. Zijn er ook projecten waarvan jullie zeggen, daarbij zou burgerparticipatie niet gewenst of zinvol zijn?

Van Sluijs: In zijn algemeenheid is het lastig om er iets over te zeggen. Ik werd vanmorgen wel geconfronteerd met de HSL Zuid in mijn achtertuin. Rijkswaterstaat probeerde daar burgerparticipatie in te zetten. Dat is volkomen zinloos, omdat er geen gezamenlijk belang was. Als dat er niet is, moet je er helemaal niet aan beginnen. Wat ook wel een lastige is, is dat je altijd gedonderd houdt met de presentativiteit van een klankbordgroep of buurtcomité. Je kunt nooit iedereen laten vertegenwoordigen. En dat irriteert me mateloos hoor, er is een hele prettige groep die participeert, maar ook een groep van mensen die nog nooit van zich hebben laten horen en bij de raadsinformatieavond inspreken en de vloer aanvegen met het plan, met mij en de buurtbewoners. Dat wisten we van tevoren, dus daar hadden we maatregelen voor genomen. Het gebeurt, maar het is te genant voor worden.

James: Maar komt dat omdat deze groep zich niet uit zichzelf aanmelden?

Van Santen: Mensen die zichzelf aanmelden, steken voor een deel hun nek uit. Ze gaan meedenken, nemen een positie in. De mensen die alleen het resultaat zien, denken, ja maar dat gaat niet gebeuren. Dat zie je ook bij bewoners die meepraten over renovatieplannen, die worden bijna als verraders gezien.

James: Maar waarom is deze groep dan niet representatief? Hoe komt dat?

Van Sluijs: Dat is denk ik onbereikbaar. Ik zou het niet weten.

James: Je bent toch afhankelijk van of mensen willen deelnemen, of ze het kunnen.

Van Santen: Je hebt hier in het verleden wel eens een discussie gehad rond de huistvesting van verslaafden. Toen is er bewust voor gekozen: wij bepalen waar het komt, over de plek hoeven we niet te discussieren. We gaan alle discussies aan, maar niet over de locatie. Dat is heftig, maar noodzakelijk. Je komt er anders nooit, niemand wil die functies hebben.

James: Het belang kan niet worden verenigd?

Van Santen: Klopt. Dat is uiteindelijk heel goed gegaan, er was heel veel bewondering over daarna. Hetzelfde speelt nu rond de vestiging van AZC's, moet je mensen laten meepraten?

Van Sluijs: Ik denk het niet.

James: In dit geval werkt het dus om, wanneer een beslissing geen verenigbaar belang heeft, dan is het beter om burger niet te betrekken.

Van Santen: Dat denk ik.

Van Sluijs: Dat denk ik, ja. Misschien sluit dat aan bij de vraag of de mensen die meepraten, ook verantwoordelijkheid willen dragen. Is het gewoon belangebehartiging, dat mag ook, of echt participatie. Als mensen beslissingen niet accepteren, is het gewoon belangenvertegenwoordig maar geen participatie. Het is heel erg belangrijk om van tevoren de randvoorwaarden voor het process duidelijk te stellen. Waar mag men over meepraten, en wat is al besloten. Mij is nog gebleken dat wanneer je zegt dat er geen

ruimte is, dat de rapen gaar zijn, dat mensen boos worden. Nee, duidelijkheid, als er duidelijk is is dat beter dan gepammer en voortdurende onduidelijkheid.

James: En dan voelen bewoners zich ook niet serieus genomen.

Van Sluijs: Nee, en daar kan ik me alles bij voorstellen.

Van Santen: Nee, zeker. Ik vind het ook lastig hoor. We zijn de overheid, we proberen het algemeen belang te vertegenwoordigen. Het kan niet anders om ieders belangen te vertegenwoordigen.

Van Sluijs: Ik ben ook wel voorstander van het lagerhuisprincipe. We hebben dat een keer gedaan met een wethouder die argumenten voor en tegen de afschaffing van de welstand wilde horen. We hebben dat een aantal keer gezegd op de avond: mensen, ga nu argumenten noemen. Het gaat er uiteindelijk om wie zijn verhaal het beste verkoopt. En uiteindelijk kwam daar een soort lagerhuisdebat uit voort, waarbij alle argumenten voor en tegen voorbij kwamen. De wethouder wilde graag luisteren, maar zou in het einde wel de beslissing nemen. Dat was duidelijk en dan kan je verder.

James: Dus duidelijk van tevoren over wat is mogelijk en wat wordt er besloten door wie is belangrijk?

Van Santen: Juist, ja.

Van Sluijs: Helderheid, helderheid, helderheid, helderhuid. Ik begrijp mensen wel hoor, participatie is vrijwillig en mensen doen dat in hun vrije tijd. Resulteert dat niet in een betere beslissing, dan worden mensen woest. En terecht.

James: Zouden mensen dan altijd een vinger in de pap moeten hebben als ze participeren?

Van Sluijs: Als dat de bedoeling is, en anders niet. Ik zit nu in een vestige discussie in Vleuten-De Meern, waar we nog niet precies weten wat we met de inbreng gaan doen. Voor de minder flexibele collega's kan dat niet. Terwijl we in een experimenteel proces zitten. Als je dat uitlegt kan dat prima.

James: Dus als er duidelijkheid is van tevoren helpt dat?

Van Sluijs: Hoe helderder, hoe beter. Mensen steken er tijd in. Je moet het serieus doen, of niet. Hier is dat goed gedaan. Met de buurman hier hebben we open kaart gespeeld. Hij had ook misbruik kunnen maken van alle kennis die hij heeft opgedaan, hulde.

James: Dus hij is goed omgegaan met het gegeven vertrouwen. Dat zou een oorzaak-gevolg kunnen zijn. Als je mensen vertrouwen geeft, krijg je serieuze participatie terug.

Van Sluijs: Daar ben ik van overtuigd. Daarom moet je het ook serieus nemen, wat je zegt. Anders prikken mensen er zo doorheen, en krijg je het per kerende post terug.

James: Tot slot, zijn er nog dingen met betrekking tot burgerparticipatie die ik volledig mis, of die nog relevant zijn om te benoemen?

Van Sluijs: Goede vraag! Ik had laatst ook een interview en toen miste ik een point. Hier hebben we volgens mij alles wel besproken wat betreft succesfactoren. Wat we nog niet benoemd, wat misschien ook moeilijk hard te maken is, is dat om op een gegeven een ambassadeursfunctie te introduceren. We participeren meestal naar mensen die tegen zijn. We gaan niet zo vaak op zoek naar de mensen die iets willen. Hiernaast is dat wel gedaan door de ontwikkelaar om ook de positieve belangen te vertegenwoordigen. We praten te vaak met tegenstanders, met het idee dat we ze kunnen ompraten.

Van Santen: Daar moet je dan ook je strategie op aanpassen. Het is nu vaak zo dat mensen die ergens op af komen, mensen zijn die ergens voor vrezen of bezwaar hebben. Ik ken ook voorbeelden uit projecten dat er niet alleen mensen zijn die ook voor zijn. En dat heb je dan niet georganiseerd.

Van Sluijs: Als mensen vrijelijk bij het project over studenten over studenten mogen praten, zijn het mensen die de hele dag bier drinken en brandende banken uit het raam gooien. Op het moment dat ze bij elkaar in een ruimte zitten, dan gaat het gesprek waar het echt over moet goed. Dat studenten wel eens een vuilniszak laten staan, of een fiets in de weg staat, of een feestje geeft. Dan gaan mensen rechtstreeks met elkaar praten, in plaats van via ons. Waar het toch wel vaak op neerkomt.

Van Santen: Op grote bijeenkomsten komen toch vaak mensen die iets niet willen. Ik ben er ook nog niet uit hoor. We hebben nu vier niveaus van participatie in Utrecht. Maar om het in een malletje te gieten, is lastig.

Van Sluijs: De niveaus van participatie interesseren me niks. Als je iets goed inbrengt, zal ik er altijd naar luisteren. Net als wat je nu noemde met UNESCO: ik ben tegen strakke richtlijnen en methodes, en voor goede projecten.

Van Santen: De vier niveaus vind ik ook te rationaal over nagedacht. Uiteindelijk gaat het op ieder niveau over goede ideeën, wat is haalbaar, wat kan financieel, enzovoorts. De leukste projecten zijn de projecten die in de crisis steeds meer ruimte krijgen, waarbij allerlei partijen bij elkaar komen en gaan discussieren en ideeën delen. Wat gaan we doen? Dat gebeurt vaker bij gebouwen die bijzonder zijn, zoals cultureel erfgoed.

Van Sluijs: De crisis heeft er voor gezorgd dat de middelmatige projecten verdwijnen, en dat de kwalitatief goede projecten overblijven.

James: Strolenberg van de Rijksdienst voor Cultureel Erfgoed zei dit ook, maar dat dit vaak na de crisis weer verdwijnd.

Van Sluijs: Ik hoop zeer dat dit blijft. Erfgoed vereist nog steeds kwalitatief goede partijen die weten waar ze het over hebben.

Appendix 5 – Interview with Wim Waanders

Interview details

Interview subject	Broerenkerk, Zwolle
Interview date	April 13, 2016
Interviewee(s)	Wim Waanders, president
Organization represented	Waanders in de Broeren
Interview language	Dutch

Transcript

(James gave a short introduction of the research project)

James: U bent in 2005 naar de gemeente toegegaan vanwege dit project?

Waanders: In 1993 ben ik al bezig geweest met een kerk in de buurt, de Betlehemkerk. De boekhandel die eerst hier beneden zat, knapte uit zijn voegen. De wetenschappelijke boeken wilden we verplaatsen. Waarom een kerk? Omdat het voorbij kwam. Ik ben katholiek opgevoed. Een boekhandel kan vanwege de marges niet op een toplocatie zitten. Van oudsher zaten ze dat wel, omdat ze vaak hele oude bedrijven zijn die in de stad zatten en daardoor op een mooie plek zaten. Uiteindelijk heb ik de kerk niet gedaan. Ik heb het postkantoor gekocht. Ik wilde er een winkelcentrum, naar Zwolse begrippen, voor mannen maken. Je moet een goede formule neerzetten. Boeken, computerwinkels, alles voor mannen. Dat heb ik uiteindelijk toch maar niet gedaan, vanwege tijdgebrek. De gemeente besloot ook het parkeerterrein voor het postkantoor autovrij te maken. De auto uit de stad is niet goed voor de winkels. Maar misschien moeten we even terug naar je vraag.

James: In 2005 was dus eigenlijk het eerste contact met de gemeente?

Waanders: Nou eigenlijk was dat in 2007. Ik had allerlei dingen al eerder gesondeerd. Ik had ook al een boek over de kerk gemaakt, dus ik had al wat achtergronden. Ik sprak er wel al her en der met mensen over, maar die wisten dan niet waar het over ging. Dan stelde ik vragen over bijvoorbeeld het verwarmen van zo'n kerk. Ook bij de gemeente, maar dan zonder het specifieke idee te noemen. Zwolle is van oudsher toch wat protestants-christelijk van achtergrond. Om dan toch te zeggen, we maken er een winkel van, dat is dan toch wat moeilijk. In het zuiden is dat wellicht makkelijker. In Maastricht was dat bijvoorbeeld makkelijker, omdat de kerk al jaren leegstond. Daarom hebben we pas in 2008 met de gemeente afgesproken met het plan naar buiten te komen. Maar zelfs toen we open gingen, zeiden mensen: 'Het ziet er heel mooi uit, maar toch...' Dat was de sfeer. Er komen echter steeds meer kerken leeg te staan, de kerk loopt massaal leeg. Daar moet je toch wat mee. Dus toen ben ik met de gemeente aan de slag gegaan. Ik heb via de uitgeverij heel veel met de overheid gewerkt, de Rijksdienst vertelde ik al, maar ook bijvoorbeeld het Rijksmuseum. Ook met de gemeente Zwolle. Maar nu ging ik een hele andere tak van sport verkennen, en dat is zeker niet meegevallen. Ook door onbekendheid. Ik vraag me af of het veel had uitgemaakt of een projectontwikkelaar het had gedaan. Zij zijn geschoold en kennen de procedures, maar ik dacht, het is Zwolle, dat moeten we met elkaar doen. Dat is een andere ervaring geworden dan ik dacht. Aan de ene kant moest het bestemmingsplan worden gewijzigd, en zo kom je nog wel honderd dingen tegen. En vaak ben je dan toch afhankelijk van hoe de overheden zich opstellen. Het gebouw ging in de jaren sinds de renovatie erbarmelijk achteruit. Gaandeweg kom je beren op de weg tegen, maar er is geen weg meer terug. Een bestemmingsplanwijziging van kerk naar retail is toch

een behoorlijke verandering. Er zaten wel tijdelijke functies in, maar die hadden ontheffingen gekregen van de gemeente. Wat we wilden, en nu ook doen, is de boekhandel, maar ook horeca, we doen ook films, exposities, dat soort dingen. Ik dacht, vergeleken wat met men deed is het geen grote vernadering. Maar de ambtelijke organisatie zei: het was steeds een korte periode met ontheffing. Nou, daar was ik niet mee bekend. Het gevolg was wel dat ik de hele bestemmingsplanprocedure moest doorlopen. Ik moest bijvoorbeeld parkeergeld betalen. Dat is nu afgeschaft, en daar ben ik nog niet klaar mee met de gemeente Zwolle. Bij een bestemmingswijziging die meer parkeerplaatsen vereist, moet je betalen. Ik heb daardoor anderhalve ton moeten betalen. Dat was nog maar de helft, omdat de verordening werd afgeschaft. Maargoed, dat was een. De gemeente wilde aanvankelijk dat ik het pand ging huren, maar wel ging investeren. Nou de investering die toen voorzien werd, los van de restoratie, om het gebouw te transformeren naar wat ik wilde, nog zonder de aanbouw, was anderhalf miljoen. Nou je gaat niet zo veel geld investeren in een huurpand. Een hypotheek wordt niet verstrekt op een huurpand, dat kan niet. Nou was voor mij niet zo'n probleem. Maar de anderhalf miljoen is uiteindelijk vijf miljoen geworden! Dat is inclusief subsidie voor de restoratie, die toch nodig bleek. Ook de vloerverwarming bleek zo lek als een mandje. Ik heb dus uiteindelijk vier miljoen moeten investeren, de overheid heeft een miljoen gesubsidieerd voor de renovatie. Ondanks dat zo'n monument al jaren leegstaat en de gemeente ook niet weet wat hij er mee moet, dan mag je nog zo veel goodwill hebben, je loopt wel tegen enorme dingen aan. Ander voorbeeld: ik heb de grond waar de aanbouw op staat, ook weer vanwege voor mij onbekende regelgeving, ook moeten gebruiken. Ik heb niet meer dan de grond onder de kerk, de grond onder de aanbouw heb ik onder eeuwig durende erfpacht gekregen voor een relatief lage erfpacht. Maar voor die grond had ik een schoongrondverklaring nodig. Die kreeg ik niet van de gemeente, maar die had ik wel nodig. Omdat ik bij diezelfde gemeente een vergunning moest aanvragen met die verklaring. En toen bleek de grond vervuild te zijn. En daar kreeg ik met de gemeente bonje over, wat het heeft uiteindelijk een ton gekocht. Dat zijn allemaal dingen die je je van tevoren niet realiseert. In 2009 begon ik met ideeën omzetten in vage plannen, nou toen ben ik wel tegen dingen aangelopen ja. Er zat een college dat bang was dat ik er een hoerentent van zou maken. Er was een kerk en die is compleet verwaarloosd. Men was bang dat dat met deze kerk ook zou gebeuren. Koudwatervrees. Maar toen zei ik: een ander voorbeeld staat hier, mijn kantoor. Kom maar hier kijken. Een keer op hun verzoek, heeft het college van Burgemeesters en Wethouders en college van provinciale staten hier een etentje gegeven. Maar je loopt tegen een enorme muur van wet- en regelgeving aan. En daar moeten we in Nederland enorm mee gaan oppassen: de enorme muur van wet- en regelgeving. Het hangt maar net hoe je ze gaat uitleggen.

James: Maar heeft het niet geholpen dat er een soortgelijk project in Maastricht heeft plaatsgevonden?

Waanders: Nee, maar de uitgangspositie in Maastricht was ook heel anders. Ik ken die situatie heel goed, uit het boekenvak. Hier heb ik het initiatief genomen. In Maastricht heeft de gemeente de kerk herontwikkeld, omdat er een winkelcentrum naast moet komen. Om het winkelcentrum mogelijk te maken, hebben ze besloten om dat bouwval te restaureren. Het is ook een middeleeuws gebouw. Pas toen het klaar was, en verhuurbaar, heeft de gemeente het verhuurd aan de boekhandel. Een hele andere uitgangspositie. Tot aan de nutsvoorzieningen was alles gerergeld. Nou daar kan ik ook nog wel een heel verhaal over vertellen. Ik heb kadestraal twee adressen, dat was makkelijker met de nutsvoorzieningen. De gemeente wilde echter een adres, want het was volgens hen een element. Nou uiteindelijk heb ik aparte aansluitingen gekregen voor de aanbouw. Daarnaast heeft iedereen er een mening over, democratie. Het gevoel, zeker als het over kerkgebouwen gaat, iedereen heeft het idee dat hij er een mening over mag hebben, nee moet hebben. Daar loop je wel tegen aan. Dat los je wel weer op, maar daar loop je toch tegen aan. Aanvankelijk had ik de horeca – daarna kan je weer verder met je lijstje hoor – in het koorgedeelte gepland. Het lag zo voor de hand, het had een aparte ruimte met een

eigen sfeer. In de kop van het koor, los want het is een monument he. Ik heb er ook wel eens tegen de gemeente over gezegd, als je zo rigide blijft omgaan met je monumenten, dan wordt het alleen maar een drama. Want ja, als je er niks mee mag, wie gaat het dan onderhouden. Overheden in Nederland moffelen dit soort dingen weg. Praat er vooral niet over. Maargoed, dat is weer even terzijde. Ik wilde in het koor de horeca maken. Archeologisch is de kerk vrijgegeven, dat is al eerder afgegraven. Er zijn 250 graven afgegraven, maar de andere 4750 mensen liggen er nog. Maargoed, toen kwam ik bij de monumentencommissie. Ik vertelde, ik wil het zo en zo. Toen begon men: ja maar meneer, u doet iets wat u toch moet weten dat u dat niet kan. De kop van het koor, daar was het altaar. Ik vroeg wie van de leden katholiek waren, want ik voelde de bui al hangen. Maar de kerk is pas in 1511 gewijd en het altaar is in 1550 verwijderd tijdens de eerste reformatie, 40 jaar later. Honderden jaren geleden. Maar dan sla je de mensen om de oren en krijg je te horen: sorry, maar horeca bouwen daar mag niet. Achteraf had ik daar wel een punt van moeten maken, maar dat weet je van tevoren niet. De commissie is een adviesorgaan voor het college. Daar had ik de strijd over moeten aangaan. Dat is heel vervelend om tegen aan te lopen. Maar toen moest ik dus een andere oplossing verzinnen. Overigens in de jaren '30, toen is het hele koor afgesloten geweest, stonden er kantoren en waarschijnlijk op dezelfde plek stonden toen, jawel, toiletten. Maargoed, toen hadden we bedacht om deze te onderkelderen. De architect heeft toen een foutje gemaakt, want we hadden 3,5 meter nodig. Maar er was maar 3 meter, 3 meter 10 afgegraven. Toen hebben we gekeken, maar dat was risicovol. Nou dat kun je dus echt niet hebben met een monument. Toen konden we dus helemaal op nieuw beginnen. Door dit soort dingen kon ik pas medio 2013 het nieuwe pand betrekken, maar ik moest mijn oude pand al uit. Door de crisis kon ik doorhuren, maar anders stond ik met mijn hele boekhandel op straat. We konden dus helemaal van voren af aan beginnen, met een aanbouw. En dan heeft iedereen weer een mening. Buren maakten bijvoorbeeld bezwaar, 'we keken vroeg zo mooi naar de peperbus, en dat kan dan niet meer' Ga er maar aan staan. Het wordt wel weer opgelost, maar je bent weer bezig. Men leert er ook wel van hoor, want dit is niet de eerste keer dat ik het er over heb. Dit soort initiatieven, die aanvankelijk enthousiast worden benaderd, daarna krijgt iedereen zijn mening er over en maakt de gemeente je het leven zuur. Maar dan zien ze hoe het is geworden.

James: Wat ik nu wel zie met de projecten, is dat het heel erg per gemeente verschilt. De gemeente Utrecht zegt bijvoorbeeld, pas maar aan, want anders gebeurt er niets met het monument, daar heeft niemand wat aan.

Waanders: Ja, nou dat is pragmatisch maar heel begrijpelijk.

James: En de gemeente Zwolle zegt dus nu, doe maar niks, doe maar niks.

Waanders: Maar ik weet niet hoe ze morgen zouden zijn hoor. Het heeft nogal vaak de pers gehaald, want dat is soms de enige manier om iets te bereiken. De hele gemeenteraad is er over gaan stemmen. Het is een heel opvallend ding, dus regelmatig vond de krant het nodig om er wat over te schrijven. Als iemand een keer naar mij toe zou komen, zou ik niet weten wat ik zou zeggen. Ik zou het in ieder geval niet meer doen. Het heeft me zo veel geld gekocht, irritatie. En ik ben gewoon particulier ondernemer, ik denk dat als je dit plan helemaal klaar had gehad, had je denk ik wel een stukje financiering kunnen krijgen van het Nationaal Restauratiefonds. Maar die financieren het monument, niet de onderneming. Het restauratiefonds is een fantatische club. De oprichter heb ik persoonlijk gekend. Maar bij het afscheid van de eerste voorzitter, Pieter van Vollenhoven, is ook een soort feestje gegeven in de kerk.

James: Waar ik benieuwd naar ben, want u heeft veel tegenstand meegemaakt van de gemeente en ook met bewoners.

Waanders: Ja, veel tegenstand, ja.

James: Wat ik vaak bij andere projecten zie, is dat vaak het financiële deel een hoop moeite kost. Mensen zijn toch terughoudend om te investeren in een monument. En u zei net al dat het u vier miljoen heeft gekost, en een miljoen uit het fonds.

Waanders: Ik heb er zelf 4 miljoen in gestopt. Dat is heel veel geld. Ik heb het geluk gehad een groot deel van mijn onderneming te hebben verkocht. Van boeken word je niet rijk, maar als je goed onderneemt en en je financiële huishouding goed op orde hebt, is het te doen. Mijn huisbank heeft geholpen met de financiering. Of je dat vandaag de dag nog voor elkaar zou krijgen, weet ik niet.

James: Maar heeft u niet overwogen om een externe financier te vinden?

Waanders: Dat was niet zo moeilijk. Ik ben nu 72, als ik 35 was geweest, was het een ander verhaal geweest. Ik weet ook niet of het met boeken vandaag de dag nog zou lukken. De bank wil garanties, en dat is een kwestie van persoonlijk er achter staan. Dan is het: meneer, u gaat uw gang maar, zolang wij ons geld maar terug krijgen. Maar dit zal een groeiend probleem worden, zeker met retail.

James: U vertelde net al dat het proces met de gemeente nogal moeizaam verliep. Had u het idee dat ze voorbereid waren op een initiatief zoals de uwe?

Waanders: Nee, nee, totaal niet.

James: Totaal niet?

Waanders: Nee, dat is een goede vraag. Nee, ik niet op wat ik zou tegenkomen en zij niet op hetgeen dat ik ze te berde zou brengen.

James: Ze zaten nog helemaal in de oude manier van denken?

Waanders: Nou en ik denk zelf dat ze er niet de goede mensen op hadden gezet. Het hangt ook van mensen af. Je hebt mensen die van nature roepen 'Ja, maar..' en mensen die zeggen, 'Oke, dan..'. Ze waren als de dood om er op aangesproken te worden. Ze denken alleen maar aan zichzelf en korte termijn. Vandaag en morgen. Ik vind dat heel erg. En daarmee denk ik dat de overheid moeite heeft zich daar op in te stellen. En als de overheid daar mee geconfronteerd wordt, dan denk ik dat ze in minder de helft van de gevallen denken 'aan de slag'. Dat roepen ze wel, maar dat is een slogan die is bedacht door een reclamebureau. Samen bouwen de stad, ja m'n zus.

James: Het is natuurlijk iets van de laatste tijd. In plaats van dat de gemeente zegt 'We gaan dit doen', kan een willekeurig persoon zeggen 'Ik zou graag dit willen doen.' En de vraag is natuurlijk in hoeverre de organisatie is aangepast om dit te faciliteren. In sommige gemeentes doen ze dit wel, in anderen niet.

Waanders: Het is wel iets wat een rol speelt. De tijd zal het veranderen, dat geloof ik.

James: Na dit project, na al die jaren heeft u behoorlijk wat ervaring opgedaan met dit project. Welke aspecten zijn volgens u belangrijk voor het slagen van dit project? U heeft behoorlijk wat weerstand ondervonden, en toch is het gelukt. Waar komt dat door?

Waanders: Ik ben niet iemand die gauw opgeeft. Je hebt een doel, je bent ondernemer, dan ga je er voor. Ik heb wel meer dingen in mijn leven gedaan waarvan anderen zeiden 'Poeh, dat je dat wel doen.' Ondernemen is risico nemen. B, het bedrijf zit al 170 jaar in Zwolle. Altijd hier op mijn plek gezeten. We hadden in Zwolle geen slechte naam. Er was niet echt weerstand. Daarnaast heb ik in de fase toen het plan naar buiten kwam tot aan de begin van de echte realisatie, heb ik een goodwill journey door de stad

gedaan. De roterie en weet ik wat, ik wil wel vertellen wat het plan is. Daarmee neem je wat argwaan weg. En als jullie suggesties hebben, hoor ik het graag. Ik heb de wijsheid ook niet in pacht. Ik had daar tijd voor, omdat ik in 2009, op mijn 65e het grootste deel van het bedrijf verkocht heb. Ik had de tijd om goodwill te kweken. En met de gemeente kon ik altijd wel goed omgaan, dat doe ik nog wel, maar dit heeft wel wat rumoer veroorzaakt. Daar moet je mensen wel eens tegen de schenen schoppen. Je kunt wel alles in het midden laten, maar dan kom je niet verder. Ik heb bijvoorbeeld 3 architectenbureaus versleten, omdat ze niet wilden doen wat ik wilde. Pas de vierde heft het uitgevoerd. Ik heb veel gedaan, veel panden gebouwd en verbouwd, ik wil nu doen zoals ik het wil. Waar hadden we het ook alweer over?

James: Haha, nee ik was op zoek naar de aspecten die essentieel zijn voor het slagen van dit soort projecten. De goodwill, lange adem: volhouden bij de gemeente.

Waanders: Ja, ik denk dat dat het wel is, ja. En ik denk dat je gelijdelijk aan moet zorgen dat mensen er positief instaan. Het laatste jaar eigenlijk heb ik de informatie wel een beetje getemperd, ook met de krant ben ik geminderd. Het was ook eigenlijk niet te bezichtigen. Wel voor specifieke groepen, toen we al een heel eind waar. Je moet ook oppassen dat je niet een verwachtingspatroon veroorzaakt, van 'Tjonge, hebben we dat er voor opgegeven.' Pas toen het klaar was, dan ontmoet je een andere wereld.

James: Stel u zou, want de gemeente heeft natuurlijk niet een heel positieve rol gespeeld in het proces, stel u zou iets kunnen veranderen bij de gemeente? Wat zou het zijn?

Waanders: Je zou de mentaliteit moeten veranderen. Tja, hoe zeg je dat. We hebben nu bijvoorbeeld bij de wijnboeken wijn in de verkoop. Dat mag niet. We hebben toevallig gisteren met de gemeente geruime tijd zitten praten. Het was in het nieuws, zelfs bij de NOS op de radio en de televisie op de zaterdag. Er is wel een positieve grondhouding om dit initiatief te ondersteunen, maar dan is er ook angst. Want er is een procedure over gevoerd tegen de gemeente, omdat ze moesten handhaven. En dan merk ik bij de gemeente dat er toch enige angst is om het toch niet uit te gaan voeren wat is afgesproken. Nogmaals, die houding bij de overheid die moet keren. En daarbij, ze zijn zogenaamd dienstbaar aan de gemeenschap, maar als het puntje bij het paaltje komt zijn ze vooral dienstbaar aan hun eigen filosofie en aan hun eigen apparaat, etcetera, etcetera. Als dat niet veranderd, ben ik nog niet zo positief. Maar dat kan van stad tot stad weer anders zijn. Het hangt ook van je bestuur af. En de kwaliteit van het openbaar bestuur in Nederland is er de laatste jaren niet op vooruit gegaan, als ik dat eerlijk mag zeggen.

James: Dus u zegt dat die grondhouding het belangrijkste is wat zou moeten veranderen?

Waanders: Maar dan moet de regelgeving ook veranderen!

James: Ja precies, daar wilde ik net op terugkomen. Is die mentaliteit belangrijker dan de veranderende regelgeving? Of is het één, één.

Waanders: En, één. De regelgeving veranderd na de mentaliteit. Er moet iets gebeuren waardoor we de regels veranderen. Maar als de mentaliteit verandert en de wil is er, dan komt de rest vanzelf. De rechtspraak moet ook meer gaan handelen in de geest van de wet, niet naar de letterlijke regel van de wet. Maar het begint te kantelen, ook door dit soort situaties. Het doet zich natuurlijk op meerdere plekken voor. Als de politiek daar weer naar gaat luisteren, dan komt het wel goed. Zo'n herbestemmingsproces is niet makkelijk. Misschien heb ik er ook wel te makkelijk over gedacht.

James: Tot slot heb ik nog een laatste vraag. U vertelde net al dat u in gesprek bent gegaan met verschillende mensen en organisaties. Wat zijn volgens u de beste momenten om in gesprek te gaan met organisaties, de buren, andere belanghebbenden, de burgers?

Waanders: De breedte.

James: Ja.

Waanders: Je moet ook wel in de gaten hebben wanneer je dat doet, dat heb ik ook een beetje onderschat. Je moet dat op het goede moment doen. Je moet je niet vergissen, de inspraak is tegenwoordig veel, soms misschien iets te veel. Het is bijna een diskwalificatie van ons bestuur en ons democratische principes en structuur. Want als je duizend mensen bij elkaar in dezelfde ruimte zet, dan heb je de kans dat mensen elkaar gaan napraten, maar als dat niet zou gebeuren zou je duizenden meningen krijgen. En je moet consensus krijgen. Je moet het op een goed moment doen. Je moet het overtuigend doen, het moet ook uitvoerbaar zijn. Ook financieel, ik denk dat dat belangrijk is. Het is ook een kwestie van wat ze vroeger noemde in goed Duits, Seelenmassage. Tegenwoordig is het ook dat je het op het goede moment moet pluggen. Als je dat goed doet, gaat iedereen er in geloven. Ik kijk er naar en ik denk 'Het is nog niet mogelijk.' En dan gebeuren er dingen die je absoluut niet voor mogelijk had gehouden. Maar ik moet bekennen dat ik ook wel eens heb gezegd dat we de pers moeten inschakelen. Er zijn natuurlijk ook heel wat monumenten die gevoelsmatig van iedereen zijn. De kerk is niet van iemand, die is van iedereen. Er zijn zelfs mensen die zeggen, de kerk is van onze lieve heer.

James: Om nog even terug te gaan naar wat u net zei. Je kunt men wel vragen mee te praten, maar in een stadium dat alles al in kanten en kruiken is heeft dat niet zo veel zin.

Waanders: Maar je moet het ook niet te vroeg doen, als je nog maar een vaag idee hebt. Maar ook niet wanneer alles al in kanten en kruiken is. Want dan kan je niet meer terug. Je moet het momentum in de gaten houden. Je moet redelijk zeker zijn dat datgene wat je wil realiserenbaar is.

James: Tot slot: zijn er nog zaken met betrekking tot dit project die nog relevant zouden kunnen zijn, en dan met name met betrekking tot burgerparticipatie?

Waanders: Nou, waar je mee op moet passen is crowdfunding. Het kan wel werken, maar vaak is de kwaliteit van het eindresultaat er naar. Het compromis wat we allemaal maken. Het polderen wat we doen. Gelukkig gebeuren er de laatste tijd in Nederland weer dingen waarvan we zeggen, wow. Ik ben zeer dicht betrokken geweest bij het Rijksmuseum. Een kamerlid die hier mee bezig is geweest, is een goede vriendin van mij. De Franse president kan gewoon dingen besluiten, en hier moeten we weer polderen. Desalniettemin gebeuren er dankzij participatie niet altijd dingen waar iedereen blij mee is. Kijk maar naar de koepel op de Fundatie hier.

James: U zegt eigenlijk, in plaats van zo veel mogelijk mensen betrekken, zou je het aantal belanghebbenden moeten beperken tot het mogelijke.

Waanders: Ja precies. En bij veel dingen vragen we ons ook niet meer af wat onze mening is, want het is zo. Nogmaals: je moet draagvlak creeëren, maar er zijn wel grenzen natuurlijk. Niet alles moet discussieerbaar zijn. Waar hadden we het ook al weer over?

James: Ik vroeg of er nog andere relevante dingen waren die de moeite waren om te bespreken.

Waanders: Oh ja. Nou, wat we moeten proberen is om ons te beperken tot de essentie. Niet alle kleine details eindeloos willen regelen in wetjes en regeltjes, maar de grote lijnen. Terug naar de basis. Zo hebben we ooit in heel Nederland bussen laten rijden met onze reclame. Voor een boek! Nou dat was nog nooit gedaan. Vooral op het platteland. Het reclamebeleid was teruggebracht naar de essentie. Je moet een burger ook stimuleren, dan gaat hij ook participeren. Begrijp je wat ik bedoel? Door de

overreguleren zijn er veel mensen die best hartstikke leuke ideeën hebben, maar er niet mee voor de draad durven te komen want het kan toch niet.

James: De overheid moet zich dus beperken om ruimte te creeëren voor de burger om te kunnen participeren?

Waanders: De overheid moet dat niet zelf stimuleren, maar indirect mogelijk maken. Als de overheid reclame gaat voeren: 'We roepen de burgers op om...' Nou, dan moeten we weer naar een loketje. Dat werkt niet. De atmosfeer moet veranderen. De overheid moet ruimte creeëren dat de burger zich happy gaat voelen en dan komen ze vanzelf.

James: De overheid moet dus meer faciliteren dan participeren.

Waanders: Ja. De overheid moet ruimte maken om.

Appendix 6 – Interview with Leo van der Kooij

Interview details

Interview subject	Werk aan het Spoel, Culemborg
Interview date	April 3, 2016 (1.5 hour)
Interviewee(s)	Leo van der Kooij, guide
Organization represented	Stichting Werk aan het Spoel
Interview language	Dutch

Summary

(Short walk to the former location of the water lock)

Van der Kooij: The stronghold is named after the water lock (*the Spoel*) that was located right next to it. The water lock was used to regulate the water supply of the defense system. If enemy armies were close by, the water lock would be opened and the land behind the lock would flood. For the enemy, it would be hard to pass this flooded land. Unfortunately, in the '80s the water lock has been demolished during dike enforcements.

(Short walk to the water side of the river Lek)

Van der Kooij: The fortresses of Everdingen and Honswijk – that are located near Werk aan het Spoel – were meant to defend the river Lek. The stronghold at the water lock was meant to defend this water lock. Together, these fortresses and strongholds are part of the New Hollandic Waterline, a defense system that was created to defend Holland and Utrecht against enemy aggression.

(Short walk to the dike)

Van der Kooij: The stronghold has been built in the beginning of the nineteenth century. About 50 years later, some new buildings have been constructed. After a period of negligence – Holland was successfully neutral during the French-German war and the World War I – the stronghold was reinforced just before the German invasion of 1940. In the end of 1939 and beginning of 1940, the threat of a German invasion had grown. After Germany successfully invaded the Netherlands, the Dutch army surrendered. The reinforced New Hollandic Waterline was therefore not a battlefield.

(Short walk down to one of the bunkers)

Van der Kooij: The Germans occupied Werk aan het Spoel and added a shooting range with concrete elements that are still visible. The World War II resulted in the abandonment of the New Hollandic Waterline. The introduction of airplanes at a large scale made the concept of the defense system useless. Airplanes could simply fly over the flooded land, strongholds and fortresses. However, Werk aan het Spoel was still owned by the Dutch ministry of Defense. The Dutch explosive ordnance disposal (EOD) used the shelter bunkers at the stronghold to defuse bombs and explosives. In 1993, the army finally left the stronghold.

(Short walk to the new multifunctional building)

Van der Kooij: Later, squatters took over the stronghold. They created houses, shelters and bath houses. The municipality of Culemborg became the owner of the complex a few years ago. In 2010, the

redevelopment of the area started. Some buildings have been broken down, but the older, monumental buildings are restored. A terraced hole has been dug and functions as a theatre. A new multifunctional building has been added, with a brasserie and some multifunctional spaces. The building shape has been inspired by one of the first tanks.

Appendix 7 – Process description by Sander Booms

Description details	
Description subject	Werk aan het Spoel, Culemborg
Description date	April 13, 2016
Author(s)	Sander Booms, policy advisor urban development
Organization represented	Municipality of Culemborg
Description language	Dutch

De selectie in 2003 is gegaan aan de hand van een prijsvraag. Maar niet een prijsvraag zoals die tegenwoordig gaat met allerlei juridische randvoorwaarden. Dat hoefde toen nog niet.

Bij de gemeente kwamen in de periode voor de prijsvraag steeds allerlei mensen met goede ideeën voor Werk aan het Spoel. Maar niemand had een uitgewerkt plan. In feite kwam de boodschap van de initiatiefnemers steeds op hetzelfde neer: "Geef ons het fort maar, dan doen wij er wel iets goeds mee." Volgens de wethouder en ik moest dat op die manier maar eens afgelopen zijn. We stelden als gemeente deadline, ik dacht 1 december 2002. Tot die tijd kon iedereen een plan indienen. Er waren een paar criteria. Daarna kon elke initiatiefnemer z'n plan presenteren aan de selectiecommissie. Die commissie adviseerde het college van B&W over het besluit met wie ze in zee wilde gaan om het Spoel verder te ontwikkelen. Daar kwam het plan van Stichting Werk aan het Spoel als beste uit. Zij waren een groep betrokken burgers die nou eens niet ergens tegen waren maar ergens voor. Omdat wij hun niets met horeca zagen doen en een ander goed plan met juist alleen horeca als nr. 2 hebben we met de winnaar overlegd of de twee plannen te koppelen zouden zijn. Dat lukte, het klikte tussen die twee partijen. Juridisch zou dat nu ook allemaal niet meer zo kunnen, maar het werkte toen wel goed.

Ik heb wat stukken aan de gemeenteraad gevonden, de latere realisatieovereenkomst. De presentatie aan het toenmalige ministerie van EL&I (let niet op de schrijffouten) is ook wel inzichtelijk. Het document van de provincie Gelderland geeft ook wel een mooie evaluatie van de Gelderse gebiedsopgaven.

De exacte selectiecriteria heb ik niet digitaal. Mogelijk zijn die op te vragen bij het Regionaal Archief Rivierenland. Het betrof een lijstje van twee pagina's, dacht ik. Belangrijk was de ontwikkelingsrichting die in de toelichting op het toenmalige bestemmingsplan buitengebied (uit 1998) stond. Bij beoordeling of het hierbij aansloot is in de beginfase van het planproces voor Werk aan het Spoel gekeken of de voorgenomen herinrichting en activiteiten binnen dit bestemmingsplan pasten. Dit bleek het geval te zijn. Op Werk aan het Spoel waren twee typen bestemmingsplan van toepassing. Voor het noorden geldt bestemmingsplan 'Rivier' en voor het zuiden bestemmingsplan 'Landelijk gebied I'. Grofweg zou je kunnen zeggen dat voor 'Rivier' de hoofdbestemming natuurwaarden en waterberging is en voor 'Landelijk gebied I' agrarisch gebruik. Maar dit is slechts een ruwe indicatie. Wie het bestemmingsplan leest ontdekt dat er meerdere subdoelen en tal van uitzonderingen zijn. Overigens werd Werk aan het Spoel hier en daar zelfs al met name genoemd.

Appendix 8 – Survey I

The written questionnaire below was provided to the potential respondents by e-mail. They were asked to participate in return for a summary of the results of this research. The questionnaire was provided in Dutch only.



Enquête over burgerparticipatie bij de herontwikkeling van erfgoed in de gebouwde omgeving – I

Het onderzoek

Burgerparticipatie wordt steeds belangrijker in onze veranderende maatschappij. Ook in de bouwsector wordt burgerparticipatie steeds breder toegepast. Dit onderzoek probeert antwoord te geven op de vraag hoe de toepassing van burgerparticipatie kan worden verbeterd, in het bijzonder bij de herontwikkeling van erfgoed in de gebouwde omgeving. Uiteindelijk moet dit leiden tot een kwaliteitsverbetering van projecten waarbij de herontwikkeling van erfgoed een rol speelt.

De enquête

Deze enquête is de eerste uit een reeks van twee. In de eerste enquête worden diverse mogelijke factoren voor succesvolle burgerparticipatie gepresenteerd. U wordt gevraagd te bepalen of deze factoren in uw opinie belangrijk zijn voor het succesvol betrekken van burgers. Deze enquête kost u minder dan 5 minuten van uw tijd.

Vraag 1 - Wat is uw achtergrond?

- Ik ben werkzaam in de bouw als ontwikkelaar of aannemer
 - Ik werk bij een overheidsinstantie aan de gebouwde omgeving
 - Ik ben werkzaam in het onderwijs over de gebouwde omgeving (hogeschool/universiteit)
 - Ik ben een student in een richting van de gebouwde omgeving (hogeschool/universiteit)
 - Ik ben burger, en ben ooit betrokken geweest bij de herontwikkeling van erfgoed
 - Anders, namelijk: [Beschrijf uw rol](#)
-

Vraag 2 - Acht u de volgende factoren van belang voor een succesvolle toepassing van burgerparticipatie bij de herontwikkeling van erfgoed?

a.	Constructieve belanghebbenden	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
b.	Leider/trekker aanwezig gedurende het hele proces	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
c.	Gemeenschappelijke belangen van de partijen	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
d.	Vooraf duidelijkheid over wat er (on)mogelijk is	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
e.	Ruimte voor aanpassingen door participatie	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
f.	Draagvlak onder burgers	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
g.	(Gedeeltelijke) overdracht van macht naar de burger	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
h.	Vroeg betrekken van de burger	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
i.	De burger voldoende informatie verschaffen	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
j.	Beschikbaarheid van tijd voor participatie	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
k.	Vertrouwen van alle partijen in elkaar	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
l.	Verwachtingsmanagement	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd
m.	Representativiteit van de participerende burgergroep	<input type="radio"/> Nooit	<input type="radio"/> Soms	<input type="radio"/> Altijd

Vraag 3 - Wilt u ook deelnemen aan deel 2 van dit onderzoek? Dit deel kost u slechts 10 minuten, maar daarmee kunt u een belangrijke bijdrage leveren aan het onderzoek. U ontvangt daarnaast ook de resultaten van het onderzoek in uw mailbox.

Vul hier uw e-mailadres in

Uw e-mailadres wordt uitsluitend gebruikt om u de enquête toe te sturen, en om u de resultaten van dit onderzoek toe te sturen. Daarna zal uw e-mailadres worden verwijderd. U ontvangt dus geen andere berichten op basis van uw deelname aan deze enquête.

[Bevestigen](#)

Appendix 9 – Survey II

The written questionnaire below was provided to the potential respondents by e-mail. They were asked to participate in return for a summary of the results of this research. The questionnaire was provided in Dutch only.



Enquête over burgerparticipatie bij de herontwikkeling van erfgoed in de gebouwde omgeving - II

Het onderzoek

Burgerparticipatie wordt steeds belangrijker in onze veranderende maatschappij. Ook in de bouwsector wordt burgerparticipatie steeds breder toegepast. Dit onderzoek probeert antwoord te geven op de vraag hoe de toepassing van burgerparticipatie kan worden verbeterd, in het bijzonder bij de herontwikkeling van erfgoed in de gebouwde omgeving. Uiteindelijk moet dit leiden tot een kwaliteitsverbetering van projecten waarbij de herontwikkeling van erfgoed een rol speelt.

De enquête

Deze enquête is de tweede uit een reeks van twee. U wordt gevraagd om te bepalen hoe belangrijk de genoemde factoren zijn op de verschillende participatieniveaus. Deze enquête kost u ongeveer 10 minuten om in te vullen. De vragen hebben betrekking op de herbestemming van gebouwd erfgoed (denk bijvoorbeeld aan een voormalige kerk of fabriek met als nieuwe functie bijvoorbeeld wonen, werken of horeca).

Herbestemmingsprojecten van erfgoed verschillen heel erg van elkaar. Daarom wordt u gevraagd de mate van belangrijkheid van een factor uit te drukken met een brandbreedte. Daarvoor selecteert u bij iedere factor een minimale score en een maximale score. Daarnaast wordt u gevraagd aan te geven wat de meest voorkomende mate van belangrijkheid van de factor is. In totaal vult u dus drie scores in, zoals in het voorbeeld hieronder. De mate van belangrijkheid schommelt in dit voorbeeld tussen 'Onbelangrijk' en 'Belangrijk'. In dit fictieve voorbeeld is de mate van belangrijkheid meestal 'Neutraal'.



Vraag 1 - Wat is uw achtergrond?

- Ik ben werkzaam in de bouw als ontwikkelaar, aannemer of architect
- Ik werk bij een overheidsinstantie aan de gebouwde omgeving
- Ik ben werkzaam in het onderwijs over de gebouwde omgeving (hogeschool/universiteit)
- Ik ben een student in een richting van de gebouwde omgeving (hogeschool/universiteit)
- Ik ben burger, en ben ooit betrokken geweest bij de herontwikkeling van erfgoed
- Anders, namelijk: Beschrijf uw rol

Vraag 2 - Hoe belangrijk vindt u de volgende factoren voor burgerparticipatie op het niveau informeren ▾?

Vul op iedere regel een minimale score, een maximale score en een meest voorkomende score in.

	Heel onbelangrijk	Onbelangrijk	Neutraal	Belangrijk	Heel belangrijk
a. Constructieve belanghebbenden ▾	<input type="checkbox"/>				
b. Leider/trekker aanwezig gedurende het hele proces ▾	<input type="checkbox"/>				
c. De burger voldoende informatie verschaffen ▾	<input type="checkbox"/>				
d. Vertrouwen van alle partijen in elkaar ▾	<input type="checkbox"/>				
e. Verwachtingsmanagement ▾	<input type="checkbox"/>				

Vraag 3 - Hoe belangrijk vindt u de volgende factoren voor burgerparticipatie op het niveau consulteren ▾?

Vul op iedere regel een minimale score, een maximale score en een meest voorkomende score in.

	Heel onbelangrijk	Onbelangrijk	Neutraal	Belangrijk	Heel belangrijk
a. Constructieve belanghebbenden ▾	<input type="checkbox"/>				
b. Leider/trekker aanwezig gedurende het hele proces ▾	<input type="checkbox"/>				
c. De burger voldoende informatie verschaffen ▾	<input type="checkbox"/>				
d. Vertrouwen van alle partijen in elkaar ▾	<input type="checkbox"/>				
e. Verwachtingsmanagement ▾	<input type="checkbox"/>				

Vraag 4 - Hoe belangrijk vindt u de volgende factoren voor burgerparticipatie op het niveau adviseren ▾?

Vul op iedere regel een minimale score, een maximale score en een meest voorkomende score in.

	Heel onbelangrijk	Onbelangrijk	Neutraal	Belangrijk	Heel belangrijk
a. Constructieve belanghebbenden ▾	<input type="checkbox"/>				
b. Leider/trekker aanwezig gedurende het hele proces ▾	<input type="checkbox"/>				
c. De burger voldoende informatie verschaffen ▾	<input type="checkbox"/>				
d. Vertrouwen van alle partijen in elkaar ▾	<input type="checkbox"/>				
e. Verwachtingsmanagement ▾	<input type="checkbox"/>				

Vraag 5 - Hoe belangrijk vindt u de volgende factoren voor burgerparticipatie op het niveau samenwerken ▾?

Vul op iedere regel een minimale score, een maximale score en een meest voorkomende score in.

	Heel onbelangrijk	Onbelangrijk	Neutraal	Belangrijk	Heel belangrijk
a. Constructieve belanghebbenden ▾	<input type="text"/>				
b. Leider/trekker aanwezig gedurende het hele proces ▾	<input type="text"/>				
c. De burger voldoende informatie verschaffen ▾	<input type="text"/>				
d. Vertrouwen van alle partijen in elkaar ▾	<input type="text"/>				
e. Verwachtingsmanagement ▾	<input type="text"/>				

Vraag 6 - Hoe belangrijk vindt u de volgende factoren voor burgerparticipatie op het niveau burgerinitiatief ▾?

Vul op iedere regel een minimale score, een maximale score en een meest voorkomende score in.

	Heel onbelangrijk	Onbelangrijk	Neutraal	Belangrijk	Heel belangrijk
a. Constructieve belanghebbenden ▾	<input type="text"/>				
b. Leider/trekker aanwezig gedurende het hele proces ▾	<input type="text"/>				
c. De burger voldoende informatie verschaffen ▾	<input type="text"/>				
d. Vertrouwen van alle partijen in elkaar ▾	<input type="text"/>				
e. Verwachtingsmanagement ▾	<input type="text"/>				

Vraag 7 - Wilt u de resultaten van het onderzoek in uw mailbox ontvangen? Vul dan uw e-mailadres in.

Vul hier uw e-mailadres in

Uw e-mailadres wordt uitsluitend gebruikt om u de resultaten van dit onderzoek toe te sturen. Daarna zal uw e-mailadres worden verwijderd. U ontvangt dus geen andere berichten op basis van uw deelname aan deze enquête. Indien u uw e-mailadres al bij deel 1 hebt ingevuld, hoeft u niet opnieuw uw e-mailadres in te vullen.

Bevestigen

Appendix 10 – Survey data

Data survey I

The survey was open for two weeks. The respondents have been contacted by e-mail on the dates mentioned in *Table 27*.

Date	Event
May 11, 2016	Survey I sent to respondents
May 18, 2016	Reminder survey I sent to respondents

Table 27. Events regarding survey I.

More information about the experts is provided in *Table 28*. The experts have been grouped in 4 homogeneous groups. Participating citizens are citizens that have been involved in a heritage redevelopment project. Governmental employees are people who work at municipalities, provinces and national governmental organizations. They are involved in project that relate the built environment or heritage management. Built environment students are the people who most likely will work after their education at governments and private companies that are working on the built environment. These respondents will be part of other homogeneous groups in this research. Their answers are interesting, because they may impact the future development of the expert opinions in the other groups. Private sector employees are people are hired by private companies that are active in the built environment.

The homogeneous groups did not have equal amount of respondents. Besides that, some groups are more important stakeholders. Therefore, weights were needed. The weights have been calculated based on the level of interest and the level of power of the stakeholders in each group (as identified in the five case studies in chapter 3) The weights have been determined by using the case studies in chapter 3. The power-interest diagrams have been used to calculate a value for each group of stakeholders. For each stakeholder, the power level (low: 1, medium: 2, and high: 3) is multiplied by the interest level (low: 1, medium: 2, and high: 3). For example, a stakeholder with both a high interest level (3) and power level (3) received a score of 3 times 3 is 9. Based on the accumulated scores of all stakeholders in each group, a weight between 0.00 and 1.00 has been developed. Although students were not participating in the projects, they received 1/3 of the score of private sector employees, as it is likely that this group will become part of the private sector group later in their career.

Stakeholder group	Number of respondents	Weight
Participating citizen	15	0.22
Governmental employee	26	0.38
Built environment student	18	0.26
Private sector employee	10	0.14
Total	69	1.00

Table 28. List of homogeneous groups, their number of respondents and weights.

The data gathered in survey I is provided in *Table 29*. The raw total represents the average score of all respondents for each possible factors. The weighted total shows the average score of all homogeneous respondent groups, weighted based on the weighted presented in *Table 28*.

Factor	a	b	c	d	e	f	g	h	i	j	k	l	m
Raw total	0.83	0.88	0.78	0.75	0.78	0.83	0.46	0.79	0.90	0.82	0.92	0.81	0.69
Citizen	0.73	0.87	0.80	0.67	0.80	0.90	0.57	0.80	0.93	0.87	0.97	0.80	0.80
Governmental	0.88	0.90	0.73	0.79	0.77	0.79	0.42	0.83	0.94	0.87	0.90	0.90	0.67
Student	0.75	0.86	0.81	0.78	0.83	0.89	0.44	0.78	0.83	0.75	0.89	0.67	0.67
Private sector	0.95	0.90	0.85	0.75	0.70	0.70	0.45	0.70	0.85	0.75	0.95	0.85	0.60
Weighted total	0.85	0.89	0.78	0.75	0.77	0.81	0.47	0.79	0.91	0.83	0.93	0.84	0.69

Table 29. The average scores for each possible factor.

The importance levels of the stakeholder groups and the weighted average importance level are provided in the figure below. In the main text, only the blue bars have been presented.

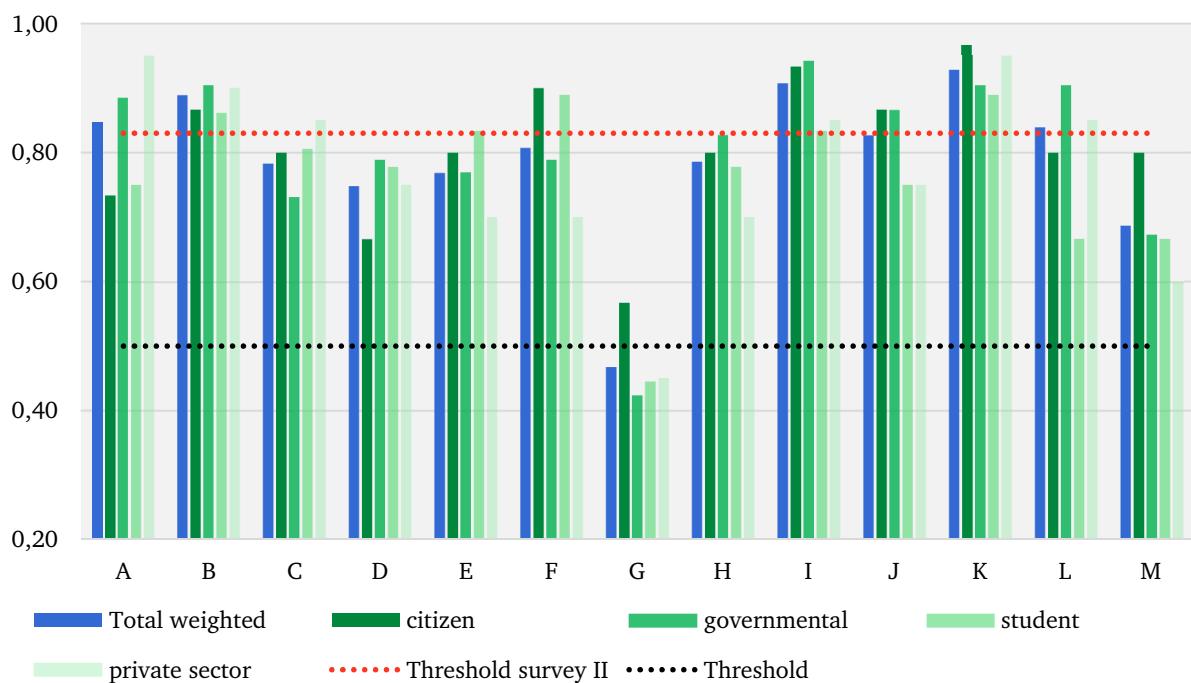


Figure 68. The importance levels for all stakeholder groups (green) and the weighted importance level for all respondents (blue). The threshold is represented by the horizontal red dotted line.

Data survey II

The survey was open for two weeks. The respondents have been contacted by e-mail on the dates mentioned in Table 30.

Date	Event
May 25, 2016	Survey II sent to respondents
June 1, 2016	Reminder survey II sent to respondents

Table 30. Events regarding survey II.

39 experts have responded to the invitation to participate in survey II. The distribution of the respondents over the homogeneous groups is given in Table 31.

Stakeholder group	Number of respondents	Weight
Participating citizen	10	0.22
Governmental employee	14	0.38
Built environment student	11	0.26
Private sector employee	4	0.14
Total	39	1.00

Table 31. List of homogeneous groups, their number of respondents and weights.

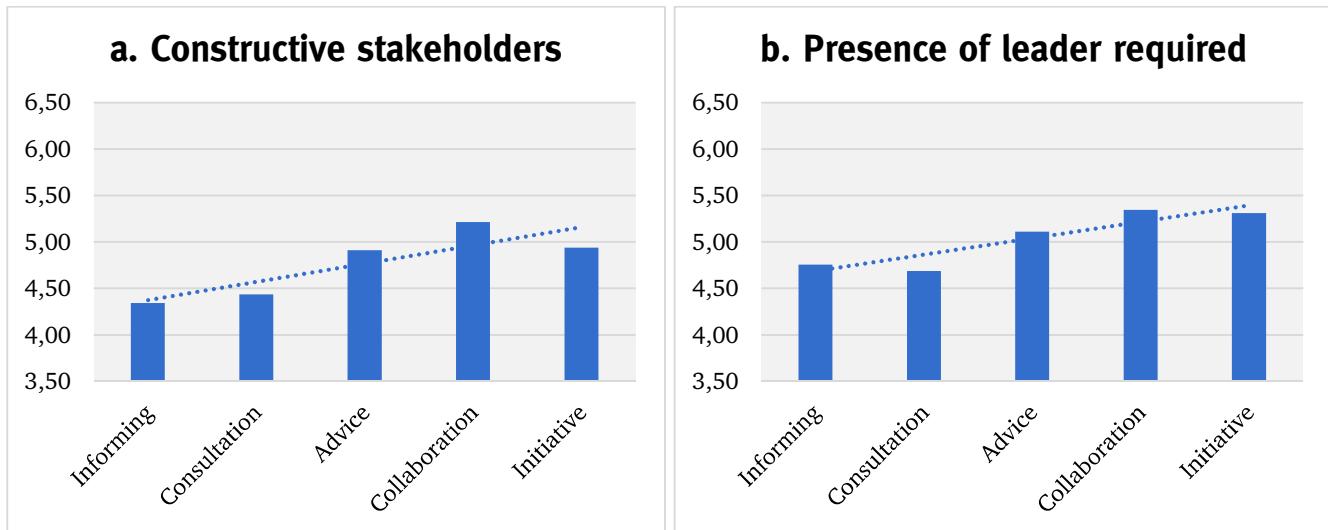
Gathered data

The results of survey II is provided in Table 31. The means of minimum score a, the maximum score c, and the optimal score b have been calculated from the raw data provided by the respondents.

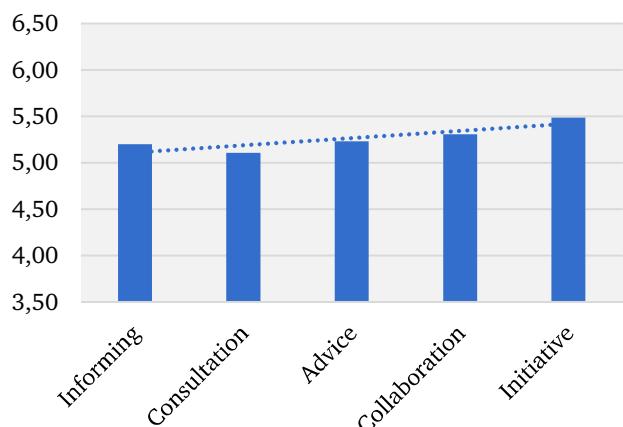
	Informing			Consultation			Advice			Collaboration			Initiative		
	a	b	c	a	b	c	a	b	c	a	b	c	a	b	c
a. Constructive stakeholders	0.14	4.88	8.00	0.29	5.31	7.71	1.19	5.69	7.86	1.71	6.08	7.86	1.19	5.77	7.86
b. Presence of a leader	0.81	5.45	8.00	0.67	5.40	8.00	1.57	5.77	8.00	1.83	6.21	8.00	1.71	6.23	8.00
c. Provide information	1.59	6.00	8.00	1.45	5.87	8.00	1.57	6.13	8.00	1.59	6.32	8.00	2.20	6.25	8.00
d. Stakeholders trust each other	1.86	5.63	8.00	1.45	5.88	7.86	1.94	6.00	7.86	2.35	6.48	7.86	2.75	6.36	8.00
e. Expectations management	1.10	5.60	8.00	1.71	5.69	8.00	1.57	5.66	8.00	1.86	5.97	8.00	2.09	6.14	8.00

Table 32. The minimum score a, the maximum score c, and the optimal score b.

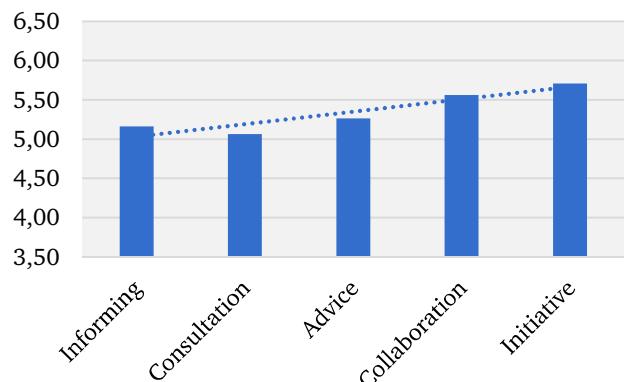
Visualization of the single derived numbers



c. Provide information



d. All stakeholders trust each other



e. Manage expectations

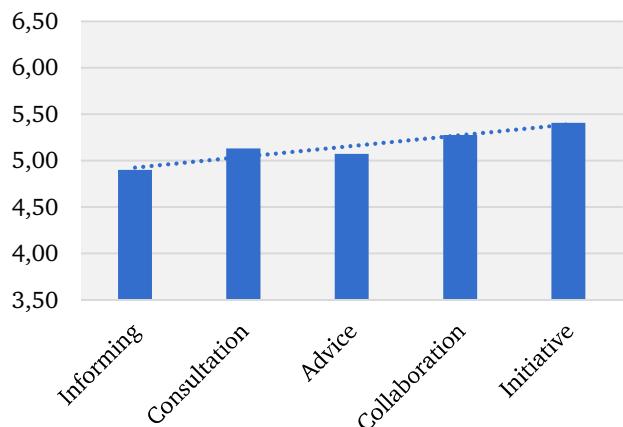


Figure 69. Change of the importance level for each factor due to level of participation change.

Appendix 11 – Case study assessments

De Hallen

The redevelopment of De Hallen has taken about 2 years. It is not surprising that the assessment in *Figure 70* has identified many issues regarding the implementation of public participation in the project. Although some issues have been solved later during the project, initially many issues were present. The public participation as implemented by the municipality of Amsterdam and the various project developers had some quality issues. Citizen were involved, but many success factors were neglected, as shown in the figure below. Only 1 of the 4 very high important factors was taken care of. Only 1 of the 7 factors of high and medium importance were taken care of. The single low importance factor was met.

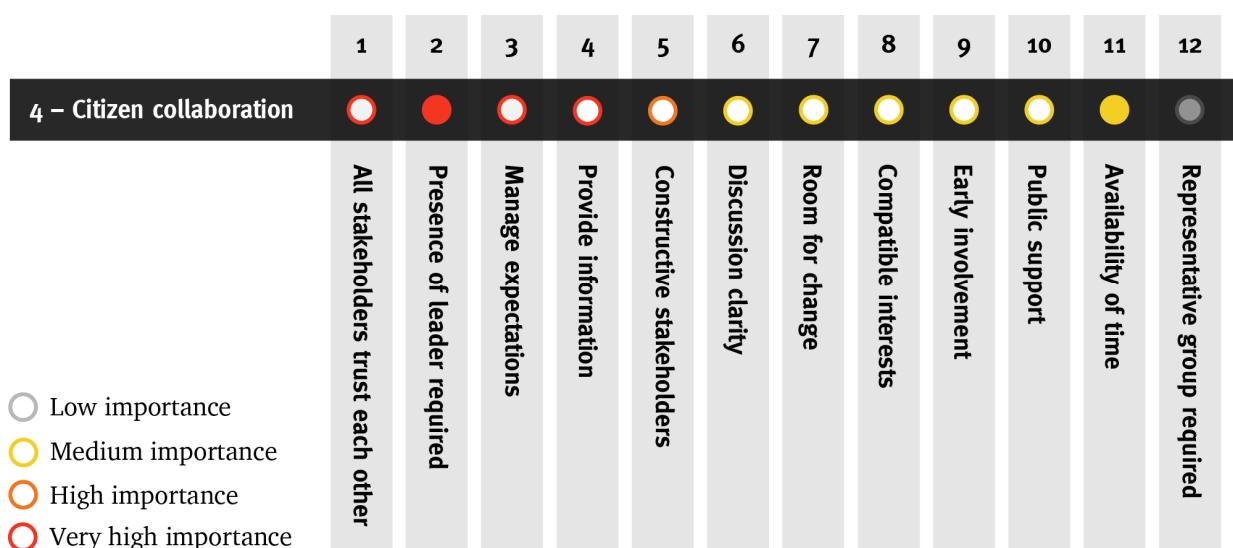


Figure 70. Assessment of the implementation of the public participation process in the 'De Hallen' project.

If this matrix was used to evaluate the redevelopment process during the planning phase, a substantial amount of important improvements would have been recommended:

1. Create trust between stakeholders, especially trust between government and citizen;
2. Manage the expectations of local citizens better;
3. Provide local citizens information continuously, rather than incidentally;
4. Create an environment in which all stakeholders are able and willing to participate constructively.

The list of recommendations could be even longer, when not only the factors of high importance and very high importance were assessed. Although it would not have been a guarantee for instant success, it definitely would have reduced the project delay and would have reduced the risk of project failure (which has occurred several times during the redevelopment process).

Broerenkerk

Although a low level of participating was chosen for the project (citizen informing), the project outcome was positive. The single factor of very high importance was taken care of (see *Figure 71*). However, 2 of the 5 high importance factors were neglected. Improvement on these factors could have been made.

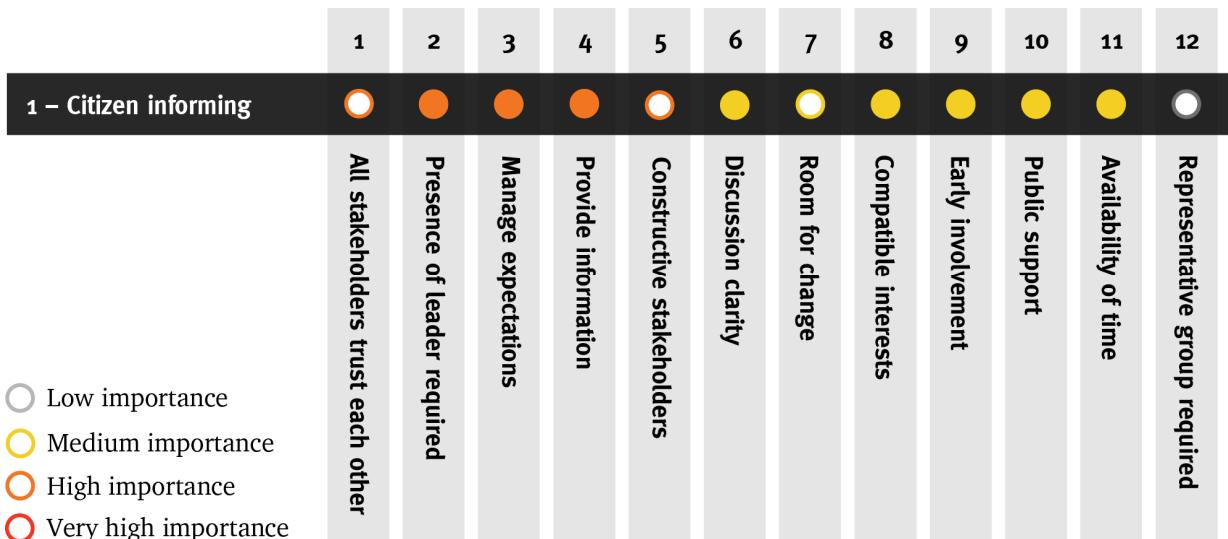


Figure 71. Assessment of the implementation of the public participation process in the ‘Broerenkerk’ project.

Although it is not proven that the redevelopment process would have been smoother by following all factors, it definitely would have improved the quality of the public participation in the project. One of the factors of medium importance and all factors of low importance are also not met, but these form a lower risk for the project’s outcome than the high importance factors.

If the matrix had been used for an assessment during the project, the following recommendations would have come up, and could have been tried to solve in advance:

1. Work on the trust between all stakeholders, reducing the risk of citizen resistance and resistance of the monumental advisory board;
2. Work on the constructive approach of all stakeholders, creating a better working environment in which compromises and solutions can be developed.

Cereolfabriek

Thanks to the early involvement of the public by the municipality of Utrecht and the fact that the project developers acknowledged the citizen advisory board as well, most of the critical success factors have been taken care of. Only the two factors of low importance were not taken into account. The successful public participation on the level of citizen advice has definitely contributed to a better project outcome. The assessment is presented in *Figure 72*.

Assessment of the public participation quality during the planning phase by using the heritage participation matrix would not have resulted in a large list of recommendations (at most a list of minor recommendations). For example, efforts could be made to create more representative group of citizens. However, stakeholders of the multiple-case study have argued that it is hardly possible to create a representative citizen advisory group. Because of the great quality of public participation during this project, this heritage participation matrix would only have addressed the high quality of the public participation implementation in this particular project (which can also be useful knowledge).

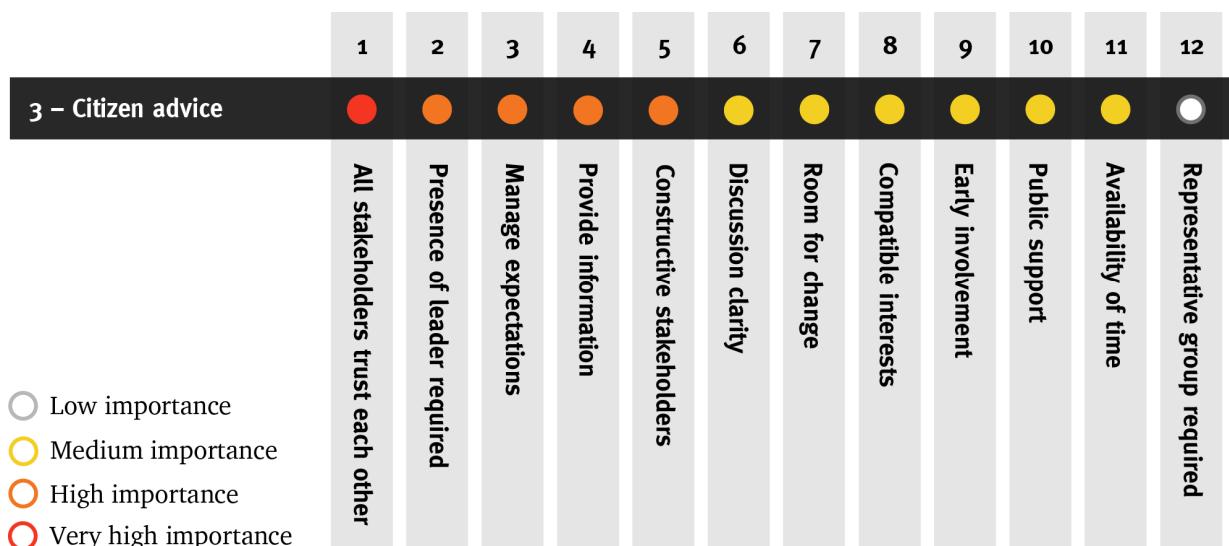


Figure 72. Assessment of the implementation of the public participation process in the ‘Cereolfabiek’ project.

Werk aan het Spoel

Werk aan het Spoel has scored the best assessment result of all five case studies. All relevant success factors for successful public participation have been taken care of. This could very well explain the successful project outcome. The assessment matrix is shown in Figure 73.

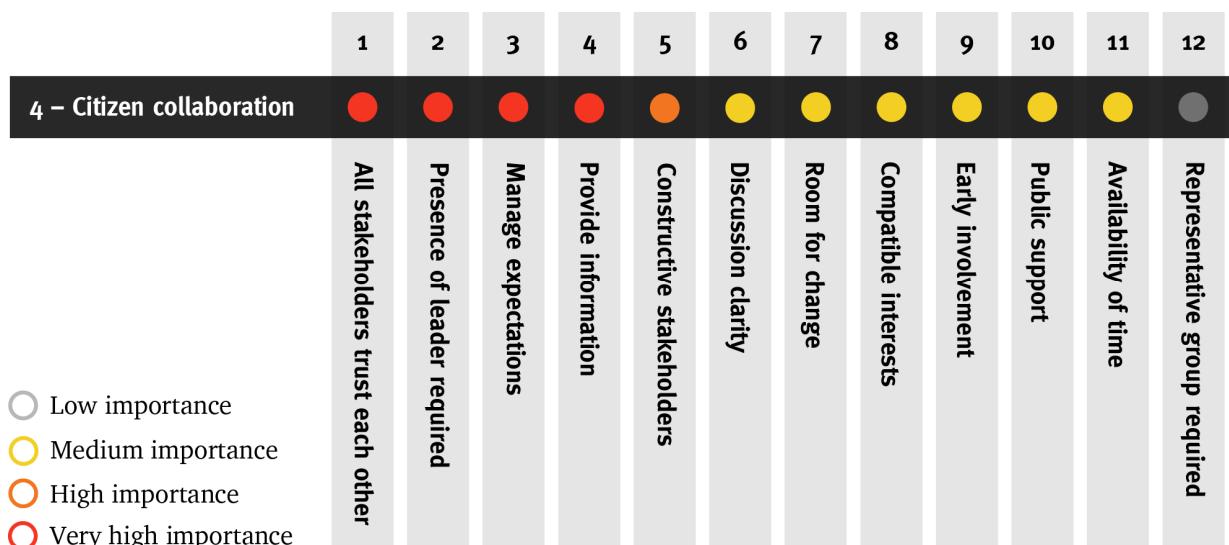


Figure 73. Assessment of the implementation of the public participation process in the ‘Werk aan het Spoel’ project.

Assessment of the public participation quality during the planning phase by using the heritage participation matrix would not have resulted in a large list of recommendations (at most a list of minor recommendations). Because of the great quality of public participation during this project, this heritage participation matrix would only have addressed the high quality of the public participation implementation in this particular project (which can also be useful knowledge).

Appendix 12 – Sensitivity analysis

Original weights

	Constructive stakeholders	Presence of a leader	Provide information	Stakeholders trust each other	Manage expectations
Informing	4.34	4.76	5.20	5.16	4.90
Consultation	4.44	4.69	5.11	5.06	5.13
Advice	4.91	5.11	5.23	5.26	5.07
Collaboration	5.21	5.34	5.31	5.56	5.28
Initiative	4.94	5.31	5.49	5.71	5.41

Table 33. Importance level between 0.0 and 8.0 for each level of participation versus critical success factor.

Alternative 1 – Equal weights for all stakeholder groups

	Constructive stakeholders	Presence of a leader	Provide information	Stakeholders trust each other	Manage expectations
Informing	4.41	4.87	5.31	5.24	5.10
Consultation	4.45	4.77	5.14	5.06	5.17
Advice	4.92	5.11	5.22	5.15	5.07
Collaboration	5.21	5.34	5.38	5.50	5.35
Initiative	4.96	5.35	5.40	5.71	5.36

Table 34. Importance level between 0.0 and 8.0 for each level of participation versus critical success factor.

Alternative 2 – Each participant has the same weight

	Constructive stakeholders	Presence of a leader	Provide information	Stakeholders trust each other	Manage expectations
Informing	4.33	4.72	5.13	5.11	4.80
Consultation	4.43	4.63	5.04	5.03	5.09
Advice	4.89	5.06	5.20	5.24	5.03
Collaboration	5.17	5.27	5.23	5.54	5.21
Initiative	4.88	5.26	5.45	5.66	5.35

Table 35. Importance level between 0.0 and 8.0 for each level of participation versus critical success factor.

