



Methodology for the engagement of Local Stakeholder Groups (LSG)

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Summary: This paper outlines the methodological framework for engaging stakeholders in the work on the Interreg WaVE project. More specifically, taking the notion of 'co-creation' as an overarching principle, it provides the project partners with guidance on how to prepare and organise engagement of all relevant stakeholders in: (1) the process of elaboration of regional status quo analyses for the redevelopment sites covered in the project; and (2) preparation of action plans for these sites; while providing insights into (3) how to keep the participating stakeholders engaged in collaboration beyond throughout the project's duration and beyond.

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1. Introduction

Stakeholder engagement is at the heart of the WaVE project. This paper outlines the methodology for engaging stakeholders in the project sites throughout and beyond the project. The remainder of this introductory section relates stakeholder engagement to the objectives of the project and provides some basic definitions and background. Then the principles behind the methodology, building on the notion of co-creation and the literature on collaborative planning, are outlined (section 2). This is followed by an overview of the methodology for engaging stakeholders developed for the WaVE project (section 3), and a step-by-step guide to its implementation, together with an explanation of the role of interregional knowledge transfer within it (section 4). The paper closes with a timeline for implementation of the methodology.

General objectives of stakeholder involvement in the WaVE project

The purpose of the methodology for local stakeholder group (LSG) involvement is to provide:

- a framework for stakeholder engagement and integrated bottom-up learning for the WaVE project;
- a framework for LSG meetings in case study areas (every three months starting from M7).

Who are stakeholders and why engage them?

A useful first step towards a methodology for stakeholder engagement is the definition of who is a stakeholder. The widely used definition is an actor who is either **affected by** a given strategy or project (e.g. inhabitants of the redevelopment site, business operating in it); **and/or** an actor **who can affect** the implementation of the said strategy or project, thanks to the powers or resources at the disposal of that actor (e.g. developers, public authorities providing subsidies or permits for construction).

Building on Beierle (1998), six goals of engagement of stakeholders can be identified: (1) education of citizens and information provision; (2) democratisation of the decision-making process; (3) improving the substantive quality of decision-making; (4) building trust between stakeholders and public authorities; (5) reducing conflict; and (6) increasing cost effectiveness.

To simplify, one can identify **normative** (education, democratisation, and trust-building) and **pragmatic** (better outcomes, feasibility, effectiveness) arguments for engaging stakeholders. In WaVE a balance between these will be sought.

Specific objectives of stakeholder involvement in the WaVE project

In relation to the project's objectives (see p. 33 in the proposal) this entails:

- 1) COOPERATION: providing **guidelines** for working across sectoral and organisation boundaries to **ensure cooperation of** stakeholders in cultural and natural heritage, and water management;
- 2) GOVERNANCE: **engaging stakeholders in diagnosing** the capacity of **the local and regional governance systems** to (a) valorise water-based cultural heritage; (b) capitalise on potential to address the challenges of the changing socio-economic ecosystems; and (c) **developing recommendations for improvement** on the basis of **inputs from stakeholders** and **interregional knowledge transfer**;
- 3) TOOLS: **building on stakeholders' knowledge to develop recommendations to improve multi-level schemes and frameworks** to transform, regenerate and valorise water-based cultural heritage.

Features of the stakeholder engagement methodology for WaVE

The methods for stakeholder engagement in WaVE are characterized by:

- flexibility and adaptability - ability to respond to the changing context thanks to the emphasis on maintaining stakeholder networks over the longer term;
- inclusiveness - ensuring procedural justice and inclusion of vulnerable and 'hard-to-reach' groups;
- grounded in realism - acknowledging the difficulties in stakeholder engagement on the ground, the limitations and costs of the process;
- capitalising on interregional knowledge exchange - building on the potential that the combination of partners from five locations offers for transfer of good practice and mutual learning.

2. Principles

Co-creation

Co-creation is 'making something together'. Co-creation entails a range of aspects from "**mutual value creation** through specific **interactions**, to a focus on creating **partnerships** in **public service** delivery with **citizens** as well as relations of **joint responsibility**" (Puerari et al. 2018, p.4). In line with the WaVE proposal, we emphasize co-creation as an approach to stakeholder engagement, entailing a high degree of participation and involvement of stakeholders at all stages of work on the action plans, from identification of stakeholders, to diagnosis of conditions of the sites, the challenges and opportunities, to the development of components of the action plans. Relating this to the widely used ladder of participation (Arnstein, 1969), we emphasize that co-creation t calls for participation going beyond informing and consultation towards partnership in which stakeholders are given an influence on the decisions taken.

In the elaboration of these methods we build on collaborative planning principles (Healey, 2003), which understand planning as an interactive and collaborative governance process taking place in complex and changing institutional, economic, social and environmental contexts. Collaborative planning is concerned with engaging the stakeholders in a process that aims at **maintaining and enhancing the qualities of places and territories** (Healey, 2003, p. 104) while being committed to the pursuit of **spatial justice** (Soja, 2010, Fainstein, 2014). Spatial justice is about fairness in both the distribution of costs and benefits of urban processes and in access to decision-making on those processes. In the collaborative planning perspective, **broadening stakeholder engagement beyond the traditionally most powerful actors** (developers, industrial actors, public agencies, etc.) is advocated not only on normative grounds but also to gain access to, and recognise the value of local knowledge that diverse stakeholders may have and to help develop institutional capacities and social networks that provide a rich basis for more legitimate, better informed and more just decision-making (Healey, 1998).

This improvement of the decision-making process in the longer term is vital particularly in the face of increasingly wicked and complex urban challenges riddled with uncertainty, such as adapting to climate change. There is no obvious or optimal solution to address such challenges. Against this background, 'the challenge is to find a way for players to jointly improve their situation' through dialogue and bringing forward 'a wide variety of experience, knowledge and ideas that offer a rich terrain of options to explore' (Innes & Booher, 2010, p.10). Thus, collaborative planning provides a foundation for a longer-term, iterative and adaptive decision-making.

3. Overview of the framework for stakeholder engagement

Building on the notions of co-creation and collaborative planning, we propose a framework for an iterative and circular stakeholder engagement process. The process can be divided up into four distinctive iterations, corresponding to the core tasks of the WaVE project and preparing ground for further collaboration beyond the duration of the project (see Figure 1 and Table 1 below).

3.1 The four iterations of stakeholder engagement

The first step is **initiation**. It entails the initiation of the participatory process for the redevelopment strategy and **identification of the local/regional stakeholders to be included in its making**. While the first steps towards this can be achieved by the project partners (identification of the more obvious key stakeholders), the intention is to build on the knowledge of the initially identified stakeholders to 'snowball' the stakeholder landscape in order to broaden the range of actors to be involved. Stakeholder identification will include classification of stakeholders according to their sector, interests, resources, and attitudes towards the redevelopment strategy.

The second iteration is **diagnosis**, in which the already identified stakeholders are invited to **co-explore** the conditions of the redevelopment site, determine shared objectives for the redevelopment strategy and identify the challenges and opportunities for that strategy. It is the elaboration of the **regional status quo**, building a mutual understanding of the objectives of the various stakeholders and capitalising on the stakeholders' knowledge and insight.

The third iteration of the stakeholder engagement process is **action planning**, which entails facilitating **co-development of the action plans with stakeholders**. This iteration is about joint identification of options for redevelopment (based on the spatial conditions, challenges and opportunities, cost-benefit considerations during the life-cycle of the redevelopment, and the constellations of interests of stakeholders), identification of potential uses of the policy instruments in question, and, ultimately, co-decision on the strategic choices to be included in the action plans. The key outcome is action plans based on local and/or expert knowledge that stakeholders.

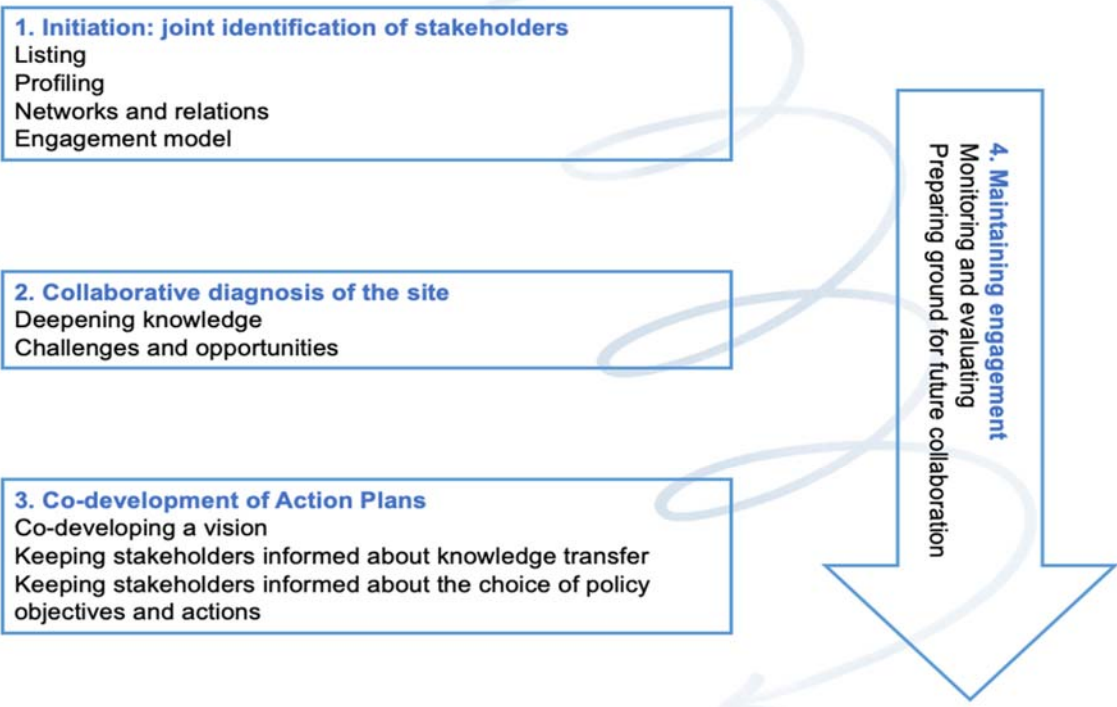
The fourth iteration is about **monitoring and maintaining engagement**. This iteration is cross-cutting. It begins with the final stages of initiation and continues beyond the project. Its content relates to (1) monitoring the process together with stakeholders; and (2) the need to **keep stakeholders engaged in a collaborative dialogue throughout the project's duration and beyond it**, anticipating future changes to the strategy or new initiatives to transform the area further in response to the changing context. The aim of this iteration is therefore to ensure a high quality **co-governance** process based on long-term collaborative relationship between the stakeholders.

Table 1. Overview of the stakeholder engagement method

Iteration	Why do it?	What it entails?	What is the outcome?	How to do this?
Initiation	Stakeholders have specific knowledge on the range of stakeholders in the area that may go beyond the 'usual suspects'. Beyond normative reasons (more inclusive and democratic decision-making) knowledge can be invaluable in mapping the stakeholders' interests, resources, costs / benefits, and attitudes.	Joint work on identification and analysis of stakeholders.	In-depth knowledge of the stakeholders' "landscape," including on the "hard-to-reach" stakeholders. Building of trust between stakeholders.	Four steps: listing stakeholders; profiling; exploration of networks and relations between stakeholders; and identification of engagement mode (see section 4.1).
Diagnosis	Stakeholders know the conditions in the redevelopment site from a variety of perspectives (technical expertise, knowledge on the use of the space, values associated with the place, etc.). Harnessing that knowledge allows for reducing uncertainty, taking better decisions and improving the feasibility of the action plans. At the same time	Engagement of stakeholders in co-exploration and co-production of knowledge on the redevelopment site's conditions.	Regional status quo analysis informed by knowledge co-created with stakeholders. Established collaborative networks.	Two steps: deepening of the knowledge on the site through co-exploration with stakeholders; and joint identification of challenges and opportunities (see section 4.2).
Action plans	Engaging stakeholders in determining and deciding on the strategic options for the redevelopment site can create a sense of ownership of the action plans, reduce tensions between	Engagement of stakeholders in elaboration of shared objectives and co-decision on	Action plans for the redevelopment of sites based on stakeholders' inputs, shared objectives,	Three steps: engagement of stakeholders in co-decision on strategic aspects of the action

	conflicting interests and facilitate implementation.	the preferred options.	mutual understanding. Empowerment of the stakeholders in the decision-making process.	plan; on tactical aspects; and on operational aspects (see section 4.3).
Monitoring and maintaining engagement	This iteration will continue from phase 1 to phase 2 (implementation). The changing economic, social or environmental context may entail the need for further transformation of the area, bringing new issues to the fore and calling for further action plans. To facilitate that it is vital to maintain the engagement of stakeholders and understand how the stakeholder landscape can change.	Engagement of stakeholders in exploration of the medium- to long-term scenarios for the redevelopment site and foresight on future uses and adaptations needed.	Robust and adaptive stakeholder network that can be mobilised in the future in response to the changing needs and functions of the site and its users.	Two steps: monitoring and evaluating the process and the implementation of the action plans; and keeping stakeholders engaged in preparation for future rounds of the engagement process (see section 4.4).

Figure 1. Iterations of the co-creation in stakeholder engagement process



Source: Authors

4. Implementation of the four iterations of the stakeholder engagement method

4.1 Initiation: joint identification of stakeholders

Co-creation processes – like participation processes in general – should allow the involvement of stakeholders at any stage, however, keeping in mind that the idea of deliberation should not be forced, nor diminish the value of professionals' expertise (Forester, 2013; Meier, 2018). As co-creation processes need to accommodate different needs and interests in a just and efficient way, the professionals' act as a manager and facilitator of engagement, taking into account the role, attitude and capacity of certain stakeholders. This means that professionals may at different times, represent and articulate interests, sometimes support and advocate for them and sometimes tame them.

The first step in the co-creation process is identification of stakeholders, their position and the existing relations among them, recognising that this happens in an ongoing process where some interests are already involved. It is followed by identifying their general and specific goals and the elaboration of further opportunities for interaction. Identification of stakeholders involves four questions, which will be dealt with in four consecutive steps:

1. *Who is affected by or can affect the development?*
2. *What are the attributes and roles of the different stakeholders?*
3. *What are the relationships between stakeholders?*
4. *How should stakeholders be engaged?*

STEP 1: listing

The first step is to list stakeholders. Stakeholders are parties that have an interest in the venture, and are affected or influenced by its realisation. These can be public, private or civil society organisations. They will include, NGOs, businesses, residents, tourists (or tourist-oriented businesses and associations), etc. They can be distinguished between **local** and **external**.

The **time dimension** is important. Stakeholders of today may not be the same as those of tomorrow. For instance, while in the first phase of redevelopment of an industrial heritage site, users, public and private investors, existing communities and regulators may be the key stakeholders, a redeveloped site will bring new stakeholders into the picture, such as new users and residents. Also, not all interests may be directly apparent, and this especially in terms of heritage which may be significant for national and international interests. It is thus important to take a broad view of 'stakeholders' who are relevant. Special attention should be given to 'hard-to-reach groups who do not normally respond to invitations to participate. This can include young people who tend to be more mobile in residential location, and potential users of development

such as those who may buy homes in a redevelopment project, and local residents who lack participation skills.

STEP 2: profiling

The objective of step 2 is to determine the character and form of involvement of the stakeholders. For this, we need to understand the position of stakeholders in terms of **interest** (those who may be winning or losing by the venture); **power** (those who may influence the action or situation); and **legitimacy** (those who have rights and responsibilities). We should also consider the legitimacy of representatives of stakeholders to speak for the whole group.

Interest

Understanding of the interests of stakeholders is vital for designing strategies, policies or actions that reflect shared objectives and aim at achieving win-win situations, as opposed to conflict and tensions. To better understand the **interests** of the different stakeholders, it is important to acknowledge why and how the realisation may affect the different stakeholders by analysing what are the potential costs and benefits for each of them. A way to do that is considering heritage sites as a specific kind of common good (see Table 2). In that perspective, heritage could be considered as a non-renewable resource, which plays an important role in social and identity-based needs satisfaction, but can as well be considered as a public and material good (Fung, 2011).

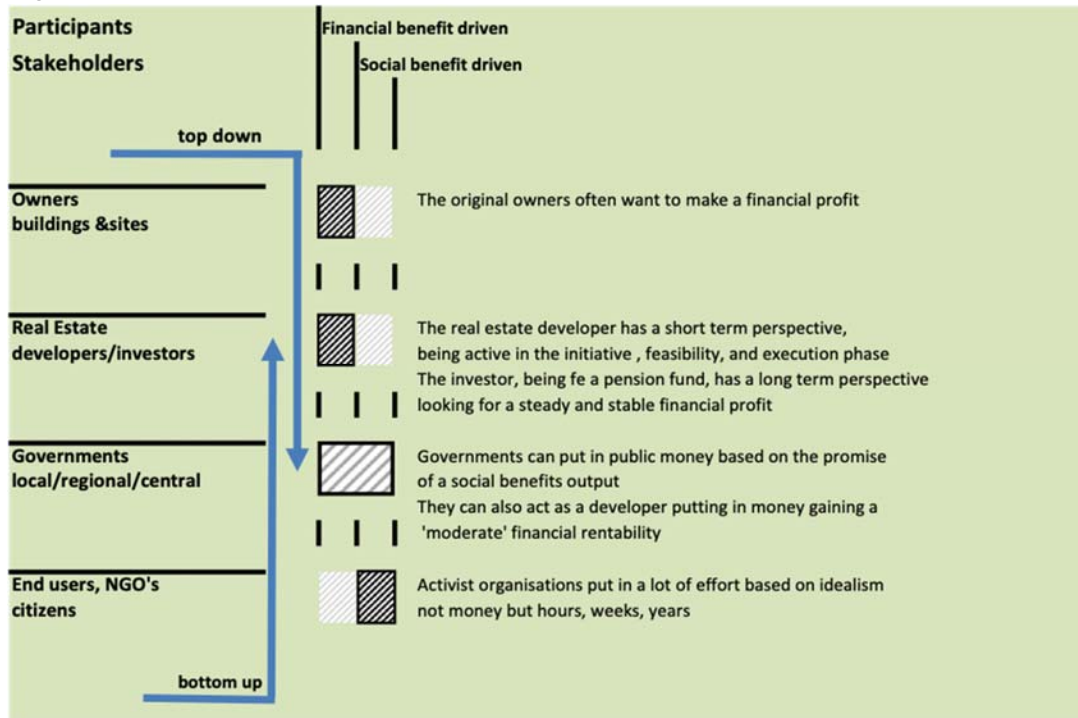
Table 2. Types of material and non-material goods

Material goods		goods that are enjoyed and distributed by individuals: food, clothing, shelter, individual education and skills, or individual health care.
Non-material goods (social benefits)	Public goods	goods that must be provided to everyone; they cannot be divided and sold for profit: public security and safety; public health; “commons” such as clean air, etc.
	Social goods	come into existence as a consequence of interaction, and may be produced as an important consequence of participatory processes: common culture, language, community capacities, and social capital.
	Identity-based goods	Related to individual and group interpretations of self-worth, self-esteem, well-being, recognition and affirmation by others, and place within society; they can be recognized but not distributed

Source: adapted from Fung, 2011

In the redevelopment of heritage sites, a compromise often needs to be found between the mainly investment driven approach of the private sector (and some public sector agencies) that, prioritises material goods, and the socially-driven approach of the involved governments, NGOs and citizens more interested in social and environmental benefits. Figure 2 illustrates a categorisation from a financial and social point of view.

Figure 2. Financial versus social benefit driven stakeholders' interest



Note: the darker rectangles represent stakeholders' stronger interest.

Source: Authors

Typically, in the setting shown in Figure 2, the governments play a twin role. Local governments tend to fund the public space redevelopment and deal with heritage protection and redevelopment or provide subsidies and policies for that purpose, while the private sector can take advantage of these actions to invest in projects on the site. The public investment by the governments is done to generate positive social outcomes from the redevelopment of a site (e.g. boosting local identity, providing new public spaces), but at the same time, local and regional governments can also play the role of a developer, investing in the site to gain financially and ensure the rentability of the project, even if it is in a long-term perspective. And there are many interactions among these roles, for example, where the local authority captures value from private and public investments in order to secure wider common good benefits.

There are a number of possible ways in which local and regional governments can promote financial feasibility of such investments and stimulate the interest of private and civic parties in the redevelopment of heritage sites. These include, for instance:

- longer term heritage loans;
- moderate interest rates (e.g. thanks to EIB financing, crowd-funding);
- slow-paced and adaptive citizen-driven redevelopment;
- government guaranties towards investors;
- concessions on the quality and authenticity of the heritage for the purpose of persuasive story-telling about the transformation of the site and feasibility;
- balancing out costly heritage redevelopment with other profitable projects in the vicinity;

- using public investment to cover the non-profit-generating parts of the redevelopment;
- exemptions on certain regulatory requirements.

The time horizon for interests differs across the types of stakeholders. Governments and other public bodies tend to take care of the part of the funding which is not financial profitable. They legitimise that spending with social, cultural and environmental arguments for its wider benefits. Real estate owners and developers and some public sector investors, by contrast, tend to base their actions on short-term financial gain, which should be market-oriented and with minimal risk. Finally, investors, like banks and pension funds, have a medium- to long-term financial perspective. For them, the expectations about the medium-term market developments and the position of the redeveloped sites within that context are decisive. However, they may consider the social, cultural and/or environmental values as part of corporate social responsibility activities or branding. For the citizens and NGOs the financial benefits often are of secondary importance, because they tend to prioritise the social, cultural and environmental aspects of the impact of the redevelopment.

These considerations can be taken into account in the mapping of stakeholder interests. Table 3 below provides a simple template for mapping. It can be used to define the interest and specific goals of stakeholders. It also allows for identifying the costs and benefits for each stakeholder, distinguishing between material costs and benefits and non-material ones (see Table 2). Such an exercise encourages the manager of engagement and other stakeholders, to ‘step into the shoes’ of others, and thus look at the issue from another perspective and better understand their current or future position.

Table 3. Template table for mapping of the stakeholders’ interests, goals and cost/benefit.

Stakeholder name	Interests	Goals	Material cost/benefit	Non-material cost/benefit
...

Source: Authors

Profiling also needs to address the capacity of stakeholders to influence the redevelopment process.

Power

Understanding the power and resources of stakeholders involves identifying their capacity to facilitate or hinder the process - and to anticipate at what stage this may happen, and to engage them in the process in an effective and constructive way, including providing advocacy. A simple way to differentiate between the different kinds of power that stakeholders may have with respect to the redevelopment strategy is to distinguish between production power and blocking power.

Production power relates to the resources that a given actor may have that allow for producing change. These resources most obviously may include financial resources available for investment

in infrastructure, public amenities, commercial real estate or in organisation of an event that would be pivotal for the strategy (e.g. festival, conference, fair). However, production power may also stem from authority to take decisions (e.g. urban planning decisions or decisions on the location of infrastructure) and implement policies (e.g. tourism policy or regional development policy) that have a bearing on the development of the site and its surroundings. Even less tangible but also important resources such as having valuable expert or tacit knowledge can be helpful in implementation of the redevelopment strategy or having the capacity to influence and mobilise other actors to support the strategy.

By contrast, **blocking power** can be understood as the capacity to block or hamper change. Here, as well, this kind of power can have many facets. It can entail, for instance, capacity to mobilise protest (e.g. in the case of an organisation aiming at the protection of natural or historical heritage); to influence other powerful players against the redevelopment (e.g. powerful industrial actors with capacity to influence local politicians or other businesses); or to formally block the process (e.g. in the case of local authorities, by refusing to issue a construction permit; or in the case of authorities dealing with heritage protection, to halt a redevelopment project on the grounds of safeguarding historical values of the site); or in the case of a private landowner who will delay implementation.

While some actors may have production or blocking powers, others may lack resources to promote or block change. In those cases their **power** position is **diffuse** and hence their ability to influence the redevelopment strategy is marginal. While this may make them less relevant for the strategy's success, they may still be important. For instance, in order to ensure a fair and just process, stakeholders with a high stake in the strategy such as the local residents or marginalised groups that may incur material or non-material losses as a result of the redevelopment should be engaged in the process and, by this, empowered. At the same time, however, there may also be pragmatic reasons for engaging less powerful stakeholders, because they may bring to the table their 'local' (not necessarily 'expert') knowledge and draw attention to previously neglected but important issues; or by engaging them one can create a sense of ownership of the strategy and improve the acceptance and longer term engagement in shaping the future of the site in question.

A useful way of mapping powers of stakeholders is presented in Table 4 below. It combines the distinction between the two types of power - blocking and production power - and diffuse power position with the positions that the stakeholders may have in relation to the redevelopment strategy. Thus, one can combine the assessment of the powers that the stakeholders have with a simple breakdown of stakeholders into proponents or supporters of the strategy, opponents or detractors, and fence-sitters or (perhaps yet) undecided.

Table 4. Examples of stakeholders with different powers for a docklands redevelopment project.

	Actors with production power	Actors with blocking power	Actors with a diffuse power position

Proponents	e.g. municipality (planning authority, funding), public bodies in heritage	e.g. land owners, heritage protection authority (can veto development if it hinders heritage values)	-
Opponents	e.g. port authority (funding, influence over businesses in the port)	e.g. environmental protection NGOs (ability to mobilise protest)	e.g. local residents (limited ability to protest)
Fence-sitters	e.g. regional authority (funding), business owners in the hotel and restaurant sector, retail (investment capacity)	e.g. environmental agency (ability to veto development due to environmental impacts)	-

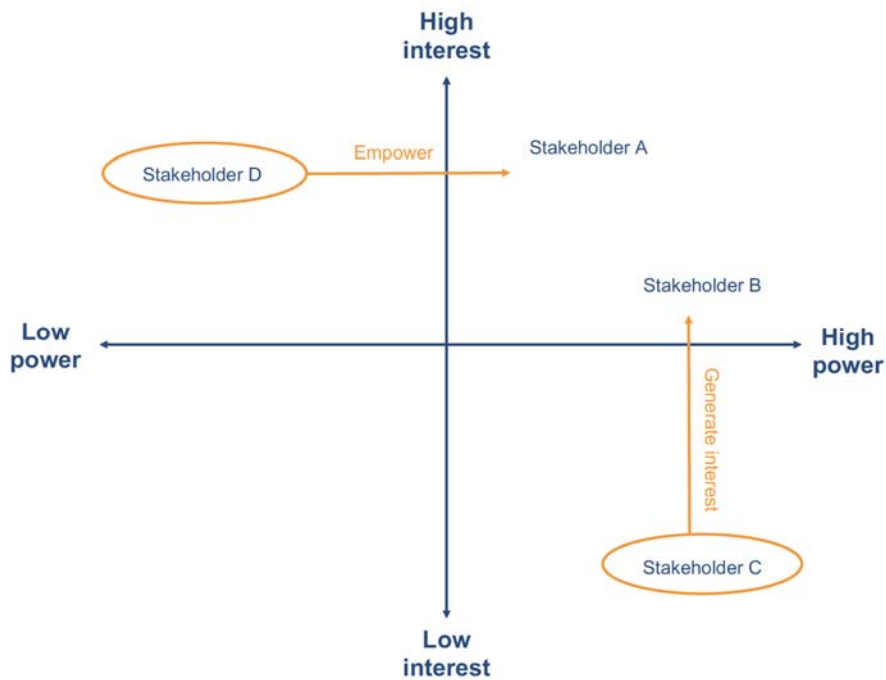
Source: Authors

The interests and power of stakeholders can be visualised on a power-interest matrix (Bryson, 2004; Eden and Ackermann, 1998) It represents the stakeholders on a two-dimensional matrix with one axis corresponding to the degrees of power (horizontal matrix on Figure 2 below) and the other axis representing interest. While the matrix can be prepared by officials or planners in charge of the redevelopment strategy, it is advised that this exercise is done jointly with the already identified and engaged stakeholders to capitalise on their knowledge and insight and thus co-develop a more accurate map of interests and power of stakeholders.

On the basis of that matrix, one can identify key stakeholders (high power and high interest), but also identify stakeholders whose positions should be changed to facilitate the implementation of the strategy. For instance, stakeholder D on Figure 3 would be an example of an actor who has low power (has a diffuse power position, lacks ability to produce change or block it), but a rather high interest in the redevelopment strategy (e.g. this could be an inhabitants group for whom the redevelopment may increase the cost of housing, but who has relatively little capacity to influence the authorities in charge of the redevelopment). In that case, you may decide to empower that stakeholder by creating conditions in which his/her voice will be heard and influence on decision-making would be possible. The position of that stakeholder would thus be changed towards the top-right quadrant as a result of engagement strategy chosen.

Similarly, stakeholder C would at present not be a key stakeholder, with high power but low interest (e.g. important business actor or a governmental organisation operating at the regional or national level), but it may be desirable to design an engagement strategy to generate its interest in the redevelopment strategy. This could be done, for instance, by drawing attention to potential benefits or costs that it could entail, and thus move the position of that stakeholder to the high-power / high-interest quadrant. Therefore, this exercise prepares the ground for choosing well-informed stakeholder engagement strategies.

Figure 3. Power-interest matrix



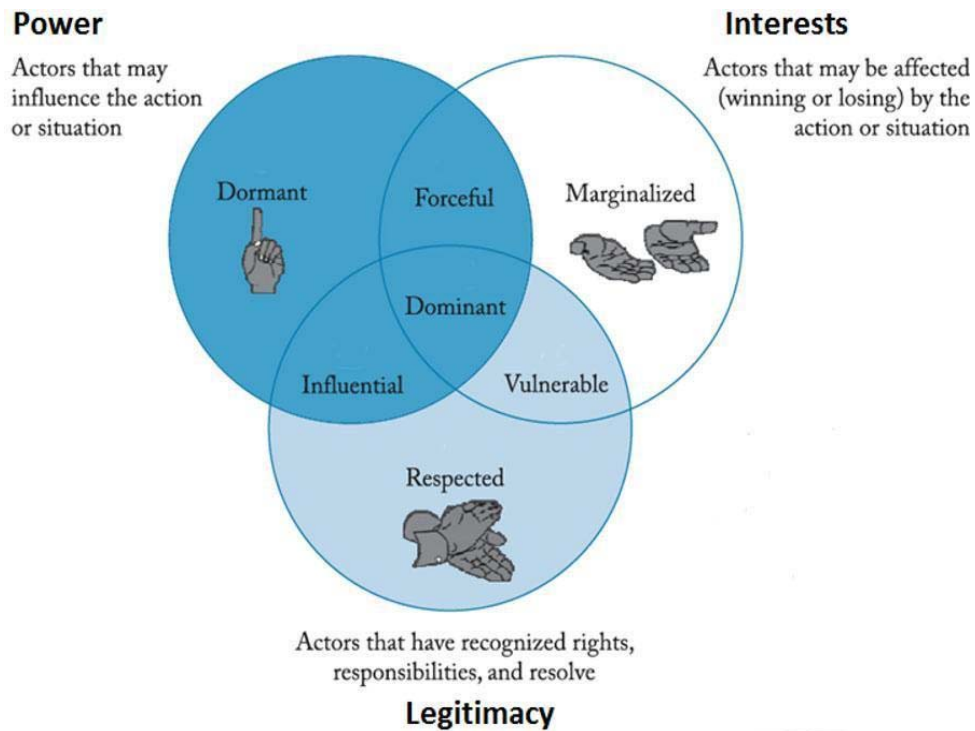
Source: Adapted from Bryson, 2004; Eden and Ackermann, 1998.

Additional attributes: Legitimacy and attitudes

Legitimate stakeholders are those with responsibilities, rights, and fixity of purpose regarding the venture or project. They should also be truly representative of the interests they claim to serve and be accountable to those interests for example through meetings of residents or shareholders. Examining stakeholders according to power, interest and legitimacy is especially useful to identify who are the **dominant** (or core) stakeholders: those who have a high level of power, interest and legitimacy at the same time. Typically, dominant stakeholders are municipalities, but also large developers. Other primary stakeholders are the **influential** (with high level of power and legitimacy but no interest); and the **forceful** (with high level of power and interest but no legitimacy). **Vulnerable** stakeholders (with high level of legitimacy and interest but no power) are not considered primary stakeholders because they lack power. Typical examples of the latter are low-income residents who may be displaced as a result of redevelopment strategies. However, socially inclusive planning processes should also consider their participation in the co-creation process.

There are three other types of stakeholders who are not directly participating in the decisions for the strategy, but who may influence the choices of the primary stakeholders. These are the **respected** (with legitimacy but no power or interest); the **dormant** (with power but no interest or legitimacy); and the **marginalized** ones (with interest but no power or legitimacy). Figure 4 shows how the different stakeholder groups are positioned according to the three criteria.

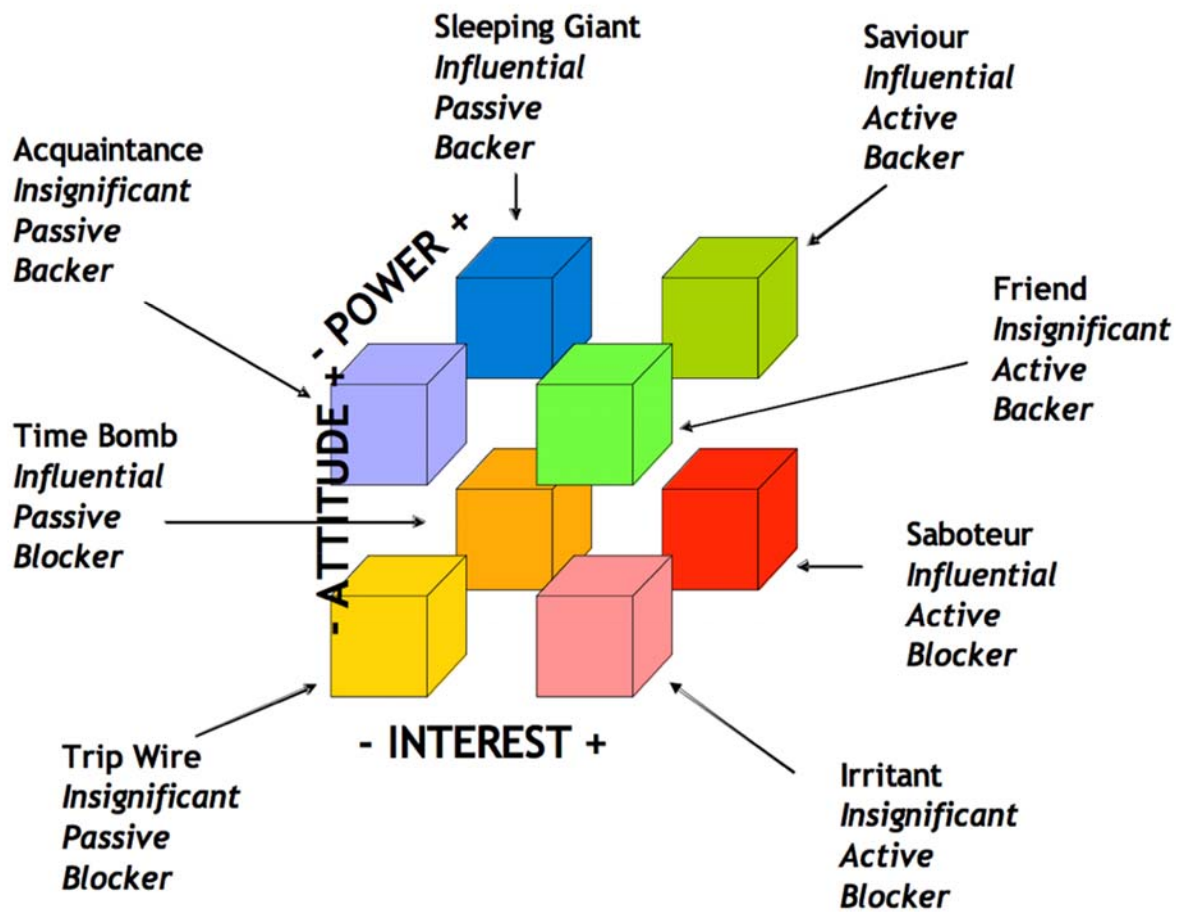
Figure 4. Typology of stakeholders according to power, interest and legitimacy.



Source: adapted from Chevalier and Buckles, 2008:182.

Another, more detailed typology of stakeholders can be constructed analysing their types of attitudes (proponent-opponent-fence sitter). This results in eight 'ideal types' of stakeholders, half of whom are backers of the strategy and the other half blockers. Some of the latter can be even considered as a threat for the successful implementation of the strategy. Figure 5 illustrates the position of these eight ideal types according to their attitude towards the project, and Table 5 explains how to engage with them.

Figure 5. Typology of stakeholders according to power, interest and attitude.



Source: Murray-Webster and Simon, 2006.

Table 5. Typology of stakeholders according to power, interest and attitude

Type of stakeholder	Attributes	How to improve their engagement
Saviour	Powerful, high interest, positive attitude or alternatively influential, active, backer.	They need to be paid attention to; you should do whatever necessary to keep them on your side – attend to their needs.
Friend	Low power, high interest, positive attitude or alternatively insignificant, active, backer.	They should be used as a confidant or sounding board.

Saboteur	Powerful, high interest, negative attitude or alternatively influential, active, blocker.	They need to be engaged in order to disengage. You should be prepared to 'clean-up after them'.
Irritant	Low power, high interest, negative attitude or alternatively insignificant, active, blocker.	They need to be engaged so that they stop 'eating away' and then be 'put back in their box'.
Sleeping Giant	Powerful, low interest, positive attitude or alternatively influential, passive, backer.	They need to be engaged in order to awaken them.
Acquaintance	Low power, low interest, positive attitude or alternatively insignificant, passive, backer.	They need to be kept informed and communicated with on a 'transmit only' basis.
Time Bomb	Powerful, low interest, negative attitude or alternatively influential, passive, blocker.	They need to be understood so they can be 'defused before the bomb goes off'.
Trip Wire	Low power, low interest, negative attitude or alternatively insignificant, passive, blocker.	They need to be understood so you can 'watch your step' and avoid 'tripping up'.

Source: Murray-Webster and Simon, 2006.

STEP 3: Networks and relations

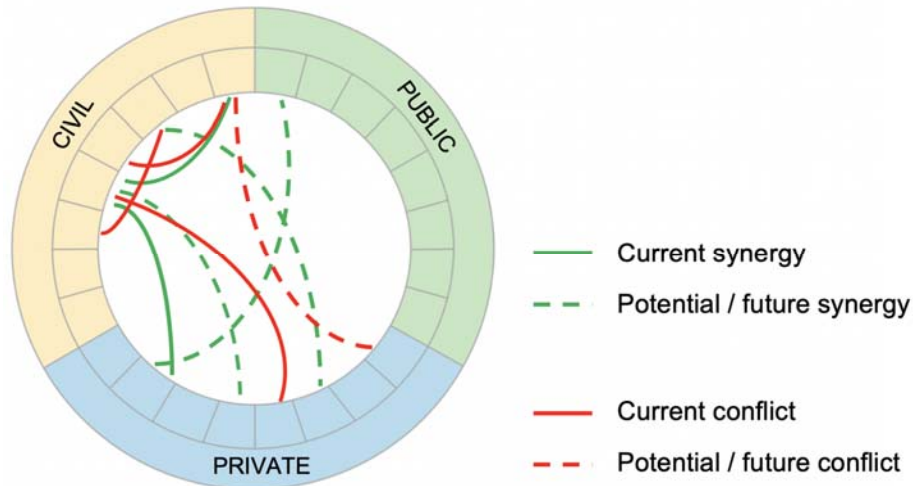
Step 3 consists of the identification and mapping of the relations among stakeholders. For this, it is useful to make a distinction between the type of stakeholders involved in the redevelopment, to be able to understand their main motivations. This is usually done by distinguishing stakeholders from public sector, private sector and civil society, driven by economic or social motivations. But it should be recognised that this distinction may not always be clear-cut in terms of motivations. Some public sector bodies may act more like a private actor (e.g. city-owned companies), while some private sector stakeholders may have social, cultural or environmental motivations. Other ways to classify stakeholders may be used, for instance, the distinction according to attitude towards the redevelopment (proponents, opponents, fence-sitters).

After this first distinction, the relations between the stakeholders can be further explored, and the synergies and conflicts between them can be identified and mapped. The most important questions would be: which of them have conflicting interests when it comes to the redevelopment of the site (its goals, its outcomes or the specifics of the interventions as part of it)? Which of them have matching interests and/or resources that can be combined to generate win-win situations and find solutions to the problems on site?

Another layer of analysis can be done taking into account the time factor, as the stakeholder landscape may change along the life cycle of the project or the transformation of the site, which would bring new interest or power groups coming to the fore at different stages. One can thus consider not only the current conflicts and synergies, but also future or potential ones, as the redevelopment of the site takes place. Knowledge on those current and future relations between stakeholders may be valuable in planning whom to engage in the process, to mitigate the conflicts

and to take advantage of the synergies. Figure 5 shows an example of a scheme helpful in mapping current and potential stakeholders' synergies and conflicts.

Figure 5. Scheme for mapping current and future stakeholders' relations



Source: Authors

STEP 4: Defining the engagement model

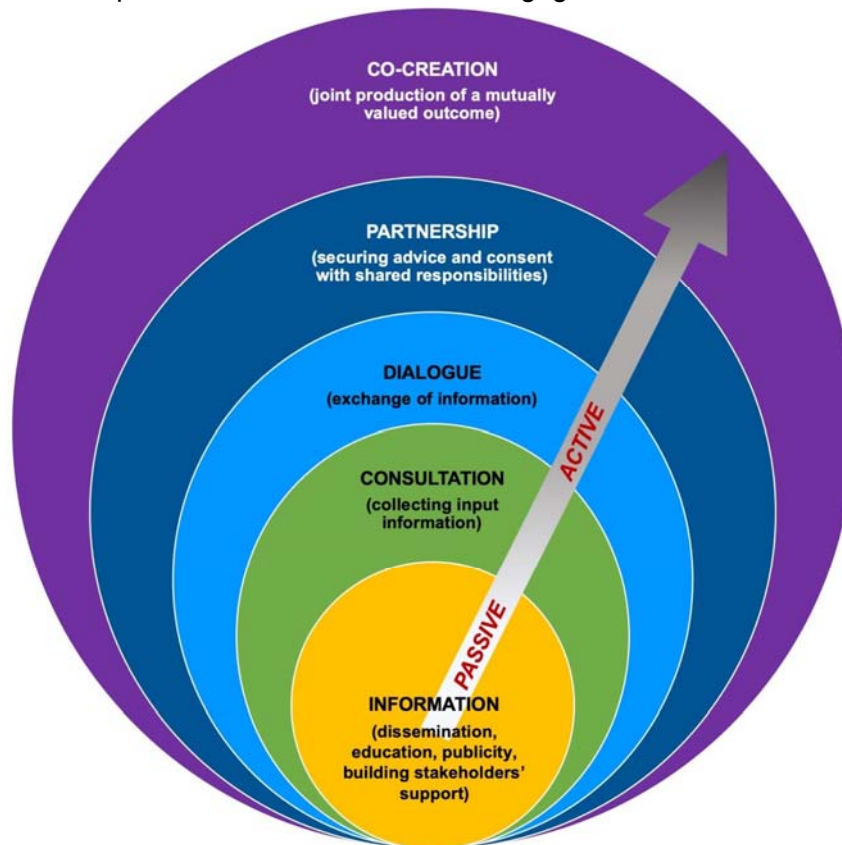
The definition of the engagement model should always be decided taking into account the style and traditions in managing stakeholder engagement that exist in each site. Furthermore, the following questions may be helpful to define the stakeholders engagement at each stage of the project:

- What should be the stakeholders' **influence** on the project at this particular stage? (picking an engagement level - passive or active)?
- What **outcome(s)** of the stakeholder's engagement is needed at this particular stage of the project? (what are the goals and expected results: gathering information development of a concept, decision, acceptance, attraction, etc.)?
- What **effect** on stakeholders is needed/desired? (what shifts should happen in their power, interest, attitude)?
- What are the **available resources**? (money, time, personnel)?

The levels of stakeholder's involvement in participatory processes range from full and effective engagement and co-creation (active), to mere access to information through publicity (passive). Figure 6 illustrates five different levels of stakeholder engagement based on Arnstein (1969), Cogan & Sharpe (1986) and Lang (1986). Each of these levels generate different outcomes and circumstances for actors to be present in the process. It is worth to stress here that these different forms of engagement can relate both to the formal process of city-making, with formalised

participatory activities, related to spatial planning and /or urban (re)development, and the informal process of place-making and temporary use.

Figure 6. From active and passive levels of stakeholder engagement



Source: Authors own elaboration

Passive participation techniques to begin by **informing** stakeholders and the general public to attract the attention and to persuade and facilitate stakeholders support and eventual presence in the process. Effective tools for **consulting** stakeholders should allow all participants to have the opportunity to express their views, providing the necessary input to the corresponding stage of the project. The interaction techniques to facilitate the **dialogue** and exchange of information and ideas among stakeholders should be effective in providing enough opportunities for each participant to express their ideas and opinions, to respond to the ideas of others, and to work toward consensus. Finally, an active stakeholder engagement by means of a real **partnership** ensures a straightforward influence on the decision-making process. The most interactive level is the **co-creation**, which is the co-production of a mutually valued outcome. In general terms, a successful active stakeholders' engagement model must be (Cogan et al., 1986):

- **integral** to the project's planning process and focused on its unique needs;
- **responsive and attentive** to the participants;
- enabling and **facilitating co-creation** in each iteration of the process;
- designed to function within **available resources of time, personnel, and money**.

There is a wide variety of existing participatory methods to engage each type of stakeholders into the level of engagement that would offer the desired outcomes for each stage of the project. Thanks to access to information, promotion of experiences' exchange, implementation possibilities, and development of new technologies - more and more techniques are being introduced. They vary in terms of capacity, scale, costs, complexity, potential results or level of interactivity. Table 6 shows some examples of methods and tools available to engage stakeholders.

Table 6. Examples of methods and tools for stakeholder engagement

INFORMING	CONSULTING	DIALOGUE	PARTNERSHIP
<ul style="list-style-type: none"> ● Information sharing ● Stakeholder training ● Project bulletins and letters to targeted audiences ● Project brochures and reports ● Internal and external newsletters ● Web sites ● Technical briefings ● Speeches, conference presentations, displays, handouts and videos ● Open houses and town hall meetings ● Tours ● Press releases, press conferences, media advertising 	<ul style="list-style-type: none"> ● Questionnaire surveys ● Focus groups ● Workplace assessments ● Ad-hoc stakeholder advisory meetings (e.g., community consultations) ● Standing stakeholder advisory forums ● Online feedback and discussion forums 	<ul style="list-style-type: none"> ● Multi-stakeholder forums ● Advisory panels ● Leadership summits ● Virtual engagement on intranets and the Internet 	<ul style="list-style-type: none"> ● Joint ventures ● Local sustainable development projects ● Multi-stakeholder initiatives ● Alliances

Source: Partridge *et al.*, 2005:14

Boxes 1, 2 and 3 briefly describe examples of three different approaches to stakeholder engagement in Breda, the province of Alicante, and Ravenna, respectively. The first two have resulted in relevant policy instruments designed to tackle heritage-related water issues, while the latter represents a good practice in terms of the involvement of stakeholders in active local groups.

Box 1: Breda Municipality
<p>Tools: regular meetings, interviews, open discussion and debate</p> <p>Characteristics: Breda Municipality has used a broad set of tools for engaging stakeholders: regular meetings, project internships, joint projects presentations, and debates. That allows civil heritage organizations to be well informed and actively engaged, which resulted in a relatively high involvement.</p>

Main outcome:	The policy instrument Resource for the Future was co-developed by civil heritage organizations and other stakeholders mainly through interviews and the dialogue.
Good practices:	Many different channels are used to ensure exchange of information . Regular interactions between stakeholders and visible outcomes have resulted in a heritage policy that is broadly supported by the citizens , and accepted by all political parties .
Challenges:	The main difficulty is the level of abstraction and timescale of the policy in relation to the 'everyday worries' of the people of Breda concerning cultural heritage. A gap between policies and everyday practice: how to activate stakeholders on the bigger issues like the upcoming changes due to e.g. climate change? How to attract the 'unusual suspects' for them to recognise the value of cultural heritage? How to attract other generations to realize intergenerational pacts?

Box 2: Province of Alicante	
Tool:	<i>Mesa del Agua</i> – Participative forum at regional level around water issues
Characteristics:	<i>Mesa del Agua</i> was introduced in 1998 to enable stakeholder collaboration regarding solutions to the problems related to the water supply. It involves most of the stakeholders in periodical meetings. Its goal is to maintain the debate and define strategies regarding water issues in the province. Collaboration of the university and municipalities has led to a fluid communication resulting in inventories and publications about heritage, conservation of infrastructures and educative use of the heritage.
Main outcome:	<i>Mesa del Agua</i> was helpful in achieving several political agreements regarding water supply. The biggest success was an introduction of a binding document: the Provincial Water Agreement , signed by most of the stakeholders, including the political parties.
Good practices:	The usefulness of <i>Mesa del Agua</i> was established through over 20 years of experience on effective communication , intensive information and knowledge exchange , inclusiveness , and aiming at open debate , education , and dissemination of outcomes (visibility).
Challenges:	More sophisticated methods for choosing the best option among different ideologies and concepts to solve the same problem are needed.

Box 3: Ravenna Municipality

	Tool: <i>The Urban Local Groups (ULGs)</i> within the Creative Spirits Project
Characteristics:	Ravenna was involved in the <i>Creative Spirits</i> implementation network, under the URBACT Programme. The goal was to improve the implementation of existing integrated urban strategies and action plans via new approaches linked to creative and cultural industries – creative places, people, and businesses. Local stakeholders were actively involved and their cooperation resulted in designing learning cards; expressing learning needs and knowledge to be capitalised on during the meeting; and preparing video messages regarding the outcomes of the idea generation workshop by local ULGs. A local <i>idea contest</i> was launched to involve residents in problem solving related to the project.
Main outcome:	OpenLab , a platform, that involves different stakeholders, e.g. citizens, tourists, businesses using attractive methods and new technologies (videos, apps, 3D models and games). The concept was also enabling co-education of stakeholders, stimulating creativity and supporting needs' recognition .
Good practices:	Ravenna's Urban Local Group can be considered pioneers of the LSG and its results are an example of good practice as both the businesses and the residents were successfully involved.
Challenges:	The main difficulties are referred to the stakeholders' initial scepticism as the public and private sectors are not so used to work together.

4.2 Collaborative diagnosis of the site

Iteration 2 of the stakeholder engagement method concerns **engaging stakeholders in the diagnosis of challenges and opportunities** related to valorisation of water-based heritage in the chosen redevelopment sites. This process is about **enabling inputs from stakeholders into the making of the regional status quo analyses** and as such is one of the two most important aspects of WaVE approach to stakeholder engagement based on co-creation (alongside the development of a vision for the site, see section 4.3). Engagement of stakeholders in the site diagnosis can be broken down into two steps, outlined below, corresponding to the building blocks of the regional status quo analysis.

STEP 1. Deepening the understanding of the site

Step 1 in the collaborative diagnosis of the site focuses deepens understanding of the baseline situation of the site.

This entails, firstly, **co-exploration of the site conditions**: engaging the stakeholders in analysis of the spatial, social, environmental, economic and heritage situation of the redevelopment site. Stakeholder knowledge, based on sectoral or disciplinary expertise (e.g. heritage protection groups, architects, landscape architects, water management experts, tourism sector associations,

depending on the characteristics of the site) or the so-called 'local knowledge' of stakeholders such as residents or users of the site (e.g. local associations, craftsmen or businesses operating there), can be invaluable in refining the analysis of the site conditions, understanding of the reasons behind its present under-development or under-used potential and identifying potentials for future transformation. It is important to **engage a wide range of stakeholders**, including the 'hard-to-reach' groups, in this process **to take advantage of the variety of perspectives and build a multi-dimensional understanding of the place**. Depending on the context and capacity of the partners, this process may also entail exploration through design research, for instance, through participatory design workshops or design competitions.

Secondly, joint diagnosis of the site entails engaging stakeholders in **identifying and evaluating the potential of existing or planned strategies and projects aiming at transformation of the site** and, where relevant, its surroundings. In this aspect of the diagnosis, the **breadth of stakeholders to engage can be more limited** and include the key policy actors, such as municipalities, regional authorities or other public authorities or private actors dealing with the redevelopment of the site as well as managing authorities of Cohesion Policy programmes (where relevant). It is also vital to **include stakeholders with a financial stake** in the redevelopment strategy and **capacity to invest** on the site. **Other stakeholders, however, may bring an important critical insight** to the goals and expected outcomes of the strategies for redevelopment of the site, refining this aspect of the diagnosis of the site.

Thirdly, the diagnosis should entail engaging the key policy actors in exploring the **policy context**, that is identification of the potential synergies between the policy instrument in question and the existing redevelopment strategies for the site. In this aspect of the diagnosis, there are compelling reasons to restrain the group of stakeholders engaged to a **small circle of policy actors** from the public sector who have a good understanding of and experience in policy design and implementation.

There are many possible options for organisation of each of the aspects of the above process. Examples could include [collaborative mapping](#) with stakeholders for the co-exploration of the site conditions, engagement in [urban living labs](#), [digital participatory platforms](#), organisation of workshops, fora or other events for discussion with stakeholders, playful activities based on [serious gaming](#), etc. (for examples of innovative techniques in participation please see [URBACT database of good practice](#)). The choice of the format for engagement, on the one hand, should build on the existing styles and traditions in managing stakeholder engagement, but on the other hand, this choice should also seek innovation. Therefore, the partners are encouraged to learn from each other and experiment with stakeholder engagement practices 'imported' from the other project sites or inspired by them. In this respect, online meetings and IKES events will provide an opportunity to exchange such practices during and after the diagnosis process.

STEP 2. Identification of challenges and opportunities

The second step of this process, entails engaging stakeholders in a **dialogue to jointly identify challenges and opportunities** for the redevelopment of the project site. These will provide a

basis for joint elaboration of a shared vision for the transformation of the site for the purpose of the action plan, relating the space in question with the policy instrument in question (see section 4.3).

Like for the step above, there is a plethora of techniques and practices available for animating this debate (from the widely used SWOT analysis to joint elaboration of [‘problem trees’](#) workshops), but the partners are encouraged to rely on the existing practices and for participation, while drawing lessons and inspiration from the other project partners to introduce innovative solutions.

4.3 Co-development of action plans

One can distinguish three elements of action plan development: (1) definition of the **baseline situation**, (2) account of **lessons and best practices from the inter-regional knowledge exchange** process, and (3) definition of **policy objectives** and **actions** to take to enact policy change. Each of those elements calls for a different approach to stakeholder engagement, as defined in the steps below.

STEP 1: Co-development of a vision

Outlining the baseline situation entails, first, defining policy instrument features, which is a task to be completed only by the relevant project partners and, when necessary, the managing authorities of the EU programmes in question (this is needed for Ister-Granum, Alicante, and Ravenna where the project partners are not managing policy instrument chosen for the WaVE project).

The second task is to define the **baseline situation** in the project site and the **vision** for the future transformation of this site. These two elements (1) are based on the insights from the **regional status quo** and (2) require engaging stakeholders in **co-production** of the said **vision**, based on previously agreed upon challenges and opportunities for the site and on **shared values and objectives**. Those values and objectives need to be defined jointly with stakeholders through active collaboration. A vision should outline the desired transformation of the project site, based on a compromise between stakeholders’ interests, identified win-win situations and shared values. The **development of the vision, thus, is the most co-creative and participatory aspect of action planning**. In practice, this would entail the organisation of interactive workshop(s) with stakeholders to elaborate a shared vision through collaborative and ‘hands-on’ activities (see [URBACT good practices](#)).

It is important to stress here that the vision’s usefulness goes beyond the WaVE project, as it can provide a foundation, based on co-creation and consensus among stakeholders, for the potential development of further strategies and/or projects to valorise water-based heritage in the project sites. It can thus be considered as an important aspect of added value of the WaVE project for the project partners and the stakeholders involved in each of the project sites.

STEP 2: Informing the stakeholders about the outcomes of the interregional knowledge exchange

The second step in this iteration of the stakeholder engagement methodology relates to the outcomes of the interregional knowledge exchange for the project site. Interregional learning part of the action plan outlines lessons and best practice ‘imported’ by the partner. This activity does not require extensive involvement of stakeholders – passive form of engagement with one-way communication is sufficient. Thus, this aspect of the action plan is dealt with by the **project partners informing the members of the local stakeholders group about which lessons were drawn, from where and why, and how this results in the choice of actions** to drive policy change. That said, a more active engagement of a selected group of stakeholders will be possible by engaging them in the IKES meetings.

STEP 3: Informing stakeholders about choice of objectives and actions to be taken

The final element of action planning is the **definition of policy objectives and actions**. Actions should build on the insights from the regional status quo analysis that was co-developed earlier on with stakeholders, thus the involvement of stakeholders at this stage can be limited to informing. Similarly, the definition of actions to be taken to drive policy change should also be done **with limited engagement of stakeholders**. The project partners should define the actions on the basis of lessons learned from the other partners via IKES. **Engagement of stakeholders in this should focus only on the most relevant stakeholders, that is those stakeholders who are responsible for implementing and/or financing, or directly affected by those actions**. For instance, if the action entails concrete projects, then prospective project leaders (funders) should be involved, whereas when policy change is to consist in changes in the criteria for funding call as part of the Regional Operation Programme then the involvement of the Managing Authority for this is crucial.

That said, it is crucial that other **stakeholder groups involved in the process earlier on are informed** about the decisions taken and the implications for the realisation of the vision and potential for change of the regional status quo as a result of these actions.

4.4 Maintaining engagement

This iteration is cross-cutting and throughout the project, hence there are no specific steps to follow. The purpose would rather be to underline the importance of maintaining the relationships

between stakeholders throughout the project and beyond, and to prompt what are the ways to support it.

First of all, it is important to point out that the essence of any constructive stakeholders' engagement should be communication, which leads to mutual understanding as the basis of agreeable action. (Foster & Jonker, 2005) In an ideal situation, this means that interests and concerns of all parties are taken into consideration and decisions are made based on those (often conflicting) interests and concerns. The process of determining how to achieve various objectives requires an acknowledgement of the existing alternative perspectives, and sometimes a modification of behaviour or attitude. From the long-term perspective, this creates a solid basis for continuity.

To engage stakeholders in a continuous way, partners are expected to develop a generic approach and also specific measures identified for each stakeholder category or group (see Section 4.1). The approach to engage stakeholders may range from one-way communication, consultation, dialogue and active partnerships, to co-creation. Each of those involve different levels of commitment and cooperation and requires different resources (e.g. time, money). The more advanced levels are built on the lower ones, thus the basis for stakeholder involvement is passive engagement with one way information flow. Co-creation, however, means the most optimal use of lower levels that leads to commonly valued outcomes. It is a continuous process that is based on reliable information, and is reinforcing stakeholders' network and their attitude for the future ventures through the experiences gained in the process.

To choose an appropriate mode of communication, understanding the dynamics between stakeholders, context and general goals for the development is crucial. Selecting which approach to engagement is the best suited for each stakeholder group demands a careful understanding of the drivers, risks and opportunities associated with the redevelopment strategy as well as the needs and aspirations of the stakeholders in relation to it. The typologies of stakeholders presented in the first iteration of the methodology (see Section 4.1) would be useful to understand these issues, and to design the corresponding type of engagement for that particular group.

Stakeholders have the power (in its various forms, e.g. political or economic) to influence the achievement of outcomes, which may happen in confrontational way or through cooperation (Zineldin, 2002). In Western democracies, on-going dialogue between stakeholders seems to be the best approach to the management of complex issues like development (Cheney & Christensen, 2001), which proves that information flow is a central component of stakeholder engagement. The process of co-creation ensures not only more information exchange and more interactions, but most importantly, leads to a joint creation of valued outcomes.

Monitoring and evaluating the effects of plans and policies are indispensable steps in the planning process, which provide necessary feedback and learning to the different steps of the process (see Figure 7). The process of plan implementation needs to be closely monitored in order to verify how effectively the plan is being implemented. Monitoring the implementation process also

encompasses regularly monitoring the engagement of the primary stakeholders (those with an active role) in the implementation process.

After the implementation, an ex-post evaluation can be held to verify and report if the implementation actions have achieved the desired objectives.¹ There are several methods to evaluate plan implementation. One of them relates to conformance-based approaches measure the breadth and depth aspects of plan implementation, which are useful to evaluate project-oriented plans (He, 2015). Another approach is performance-based. This approach is useful in evaluating the implementation of strategic plans and puts an emphasis on the quality, outcomes and effectiveness of the process (as opposed to simple conformance with the plan). An example of such an approach is Plan-Process-Results (PPR) evaluation model (Oliveira and Pinho, 2010), which considers five criteria directly related to the evaluation of plan implementation:

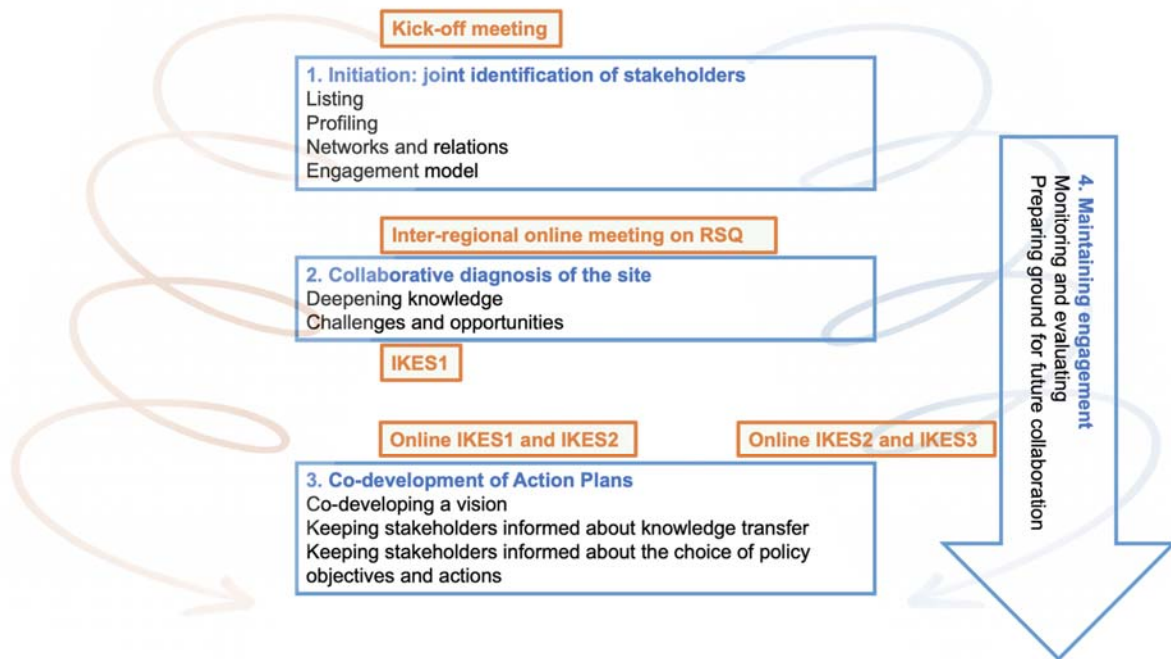
- external coherence, the relationship between the plan with related sectoral plans and external circumstances;
- plan utilisation, how involved stakeholders use the plan in their decisions;
- commitment of resources, the relationship between planning performance and the allocation of resources;
- public participation in the implementation process, both in terms of quality and quantity;
- effectiveness in the use of related planning instruments.

4.5 Integrating interregional knowledge exchange into the stakeholder engagement process

Reflecting the goal and the spirit of the Interreg programme, the **methodology for engaging stakeholders should also build on knowledge exchange between the partners**, providing opportunities to learn from each other and innovate by transferring good practices from other places. Thus, interregional knowledge transfer between partners is weaved in between the four iterations of stakeholder engagement process outlined above (see Figure 7).

¹ This ex-post evaluation of AP is not compulsory in the frame of the project. However, the project partners will report in the phase 2 progress report on how the AP implementation was carried out.

Figure 7. Integration of interregional knowledge transfer with stakeholder engagement methodology



Source: Authors

The knowledge transfer on identification, profiling of stakeholders and practices for facilitating engagement (that is on the aspects of the first iteration of the methodology - ‘initiation: joint identification of stakeholders’) took place at the WaVE kick of meeting, during the interactive training workshop. Project partners engaged in group exercises and discussion on a variety of issues related to those topics, e.g. exchange of good practices for engaging ‘hard-to-reach’ stakeholders or dealing with conflict. This exchange provides inputs and inspiration for identification of stakeholders and definition of engagement modes between September and November 2019.

In relation to the second iteration of stakeholder engagement methodology - ‘the collaborative diagnosis of the site’ - the project partners will have two opportunities to exchange knowledge and good practice on engaging stakeholders in the creation of Regional Status Quo (RSQ) analyses. The first one will be the inter-regional online meeting on RSQ, planned for January 2019, during which partners will be able to exchange ideas and examples of techniques and tips to actively engage stakeholders in diagnosing the redevelopment sites. The second one, will be the first physical meeting for Inter-regional Knowledge Exchange Session (IKES1), taking place in April 2020, thus already after the 1st LSG meetings and after the co-creation of the RSQ (to be finished by March 2020), to exchange the lessons learnt from this process.

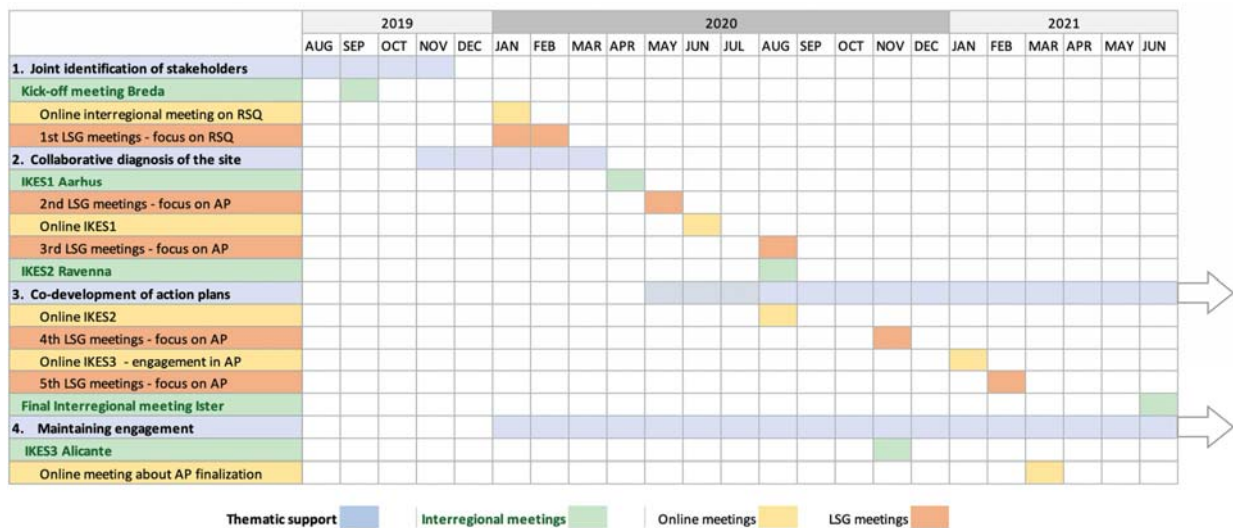
The third iteration of the methodology - ‘co-development of the actions plans’ - will build on knowledge exchange between partners taking place at the first online knowledge exchange meeting (IKES1 in June 2020) and at the physical meeting for that purpose (IKES2 in August

2020). During both of these events the partners will be able to exchange good practices and ideas for engaging stakeholders into the process of preparing an action plan.

Finally, during the subsequent online meeting (Online IKES2 in August 2020), partners will exchange lessons on engagement of stakeholders in action planning and share ideas and good practice on ways to keep stakeholders mobilised throughout and beyond the WaVE project (iteration 4 - 'maintaining engagement'). The third physical meeting for knowledge exchange (IKES3 in November 2020), there will be another opportunity to exchange good practices in stakeholder engagement in action planning and maintaining commitments of stakeholders to cooperation.

Beyond those formal knowledge exchange moments, the project **partners are encouraged to informally exchange ideas and practices on stakeholder engagement**. This can be done in a multi- or bilateral way in between the formal meetings.

5. Timeline



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