

Master thesis

Co-creation as an instrument used for regional planning

Analyzing the implementation of co-creation within regional planning processes and the transferability of this instrument

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Preface

This research can be seen as my final product for my academic path as spatial planner at the Radboud University Nijmegen which I have followed for a period of five years. Although I have studied spatial planning in the Netherlands I was still interested in the German spatial planning systems and procedures. The interest in the German and Dutch spatial planning is caused by my Dutch-German nationality. Through the elaboration of the regional planning of the Netherlands and Germany I have been able to get a better understanding of both planning cultures and planning systems which I really appreciate and which will hopefully be useful for the time when I am no longer a student.

Over the last months I plunged into the regional planning systems of the province Gelderland and the district council Düsseldorf with the aim that the content and results of this research can contribute to a better mutual understanding of the planning processes and culture. Without the cooperation of my interview respondents and supervisor I would have never achieved an elaborative thesis to this extent. My first gratitude goes to my supervisor Professor Peter Ache (Radboud University) who has been really supportive, enthusiastic and inspiring during the whole process. I am also indebted to the many interviewed persons who contributed their knowledge, experience and insights to this research. I am much obliged for their assistance. Therefore a special thank goes to the employees of the Bezirksregierung Düsseldorf, Provincie Gelderland, Stadt Mönchengladbach, Waterschap Rijn en IJssel, Gemeente Nijmegen, IHK Düsseldorf and the Universität Dortmund.

Enjoy the reading!

Malte Lether

Goch, April 2016

List of Acronyms

Awb	Algemene wet bestuursrecht
BMUB	Bundesministerium für Umwelt, Naturschutz, Bau und Reaktorsicherheit
BnatSchG	Bundesnaturschutzgesetz
Bro	Besluit ruimtelijke ordening
EEG	Erneuerbare-Energien-Gesetz
GEP99	Gebietsentwicklungsplan 99
GS	Gedeputeerde Staten
LEP	Landesentwicklungsplan
LPIG	Landesplanungsgesetz
MKULNV	Ministerium für Klimaschutz, Umwelt, Landwirtschaft, Natur- und Verbraucherschutz
NLT	Niedersächsischer Landkreistag
NRW	Nordrhein-Westfalen
PS	Provinciale Staten
ROG	Raumordnungsgesetz
TFEU	Treaty on the Functioning of the European Union
UNECE	United Nations Economic Commission of Europe
UVPG	Umweltverträglichkeitsprüfung
Wro	Wet ruimtelijke ordening

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Abstract

Demographic developments and the planning of spatial topics ask for more flexible, communicative and cooperative regional planning instruments. First examples of cooperative, communicative and open regional planning can be identified in the province of Gelderland and the district council of Düsseldorf. The province of Gelderland implemented the instrument of co-creation during the composing of the “omgevingsvisie”. The district council of Düsseldorf has introduced an informal participation process within the “Regionalplan” procedure.

The use of co-creation within regional planning is rather new in the regional planning field. Aim of this research is the analysis of the implementation and transferability of co-creation. This research reveals that the planning culture and planning system are essential, analytical aspects for a successful implementation of co-creation. The planning system needs to provide statutory provisions which enable a creative and cooperative regional planning approach. Aspects of the planning culture which are important for co-creation are communication, collaboration and transparent information. Also the manner of working of public officials plays a key role in the implementation of co-creation. Co-creation asks for a different manner of working which can be characterized as proactive, open, peoplecentric and communicative.

For the analysis of co-creation within the “omgevingsvisie” a detailed examination of the Dutch planning culture and planning system has been made. The analysis indicates that both the planning system and planning culture of the Netherlands provided the necessary conditions for the implementation of co-creation. A crucial factor for the implementation, which is related to the planning system, is the missing statutory provision concerning the regional planning process on provincial level. The Dutch provinces can individually decide how and with whom they are going to draft the structural plan.

A detailed examination of Germany’s planning system and planning culture is needed for the analysis of the transferability of co-creation. The reason why the planning system of Germany has been selected for this research is because of its hierarchic structure, which differs from the Dutch planning system. The transferability of co-creation is examined by means of the district council of Düsseldorf. The evaluation of the transferability of co-creation is based on a case study which included an analysis of co-creation within the regional planning of wind energy. The case study revealed that especially the planning system has a superior function in the implementation of co-creation. The transferability of the co-creation and thus its implementation is primarily dependent on the planning system. The planning culture of country is also an important aspect which needs to be analyzed for the transfer of

co-creation. However, only if the planning system includes less strict statutory provisions and hierarchic relations, the planning culture has more influence on the implementation of co-creation.

Samenvatting

Demografische ontwikkelingen and het plannen van ruimtelijk relevante vraagstukken vraagt om een flexibel, communicatief en cooperatief planning instrument. Voorbeelden voor dit soort instrumenten kunnen tegenwoordig al gevonden worden. De Provincie Gelderland heeft bijvoorbeeld de “omgevingsvisie” geïntroduceerd, welke gebruik maakt van co-creatie. Ook de “Bezirksregierung” Düsseldorf kan hier genoemd worden, omdat het een informeel participatie proces heeft geïmplementeerd in de “Regionalplan” procedure.

Het gebruik van co-creatie voor ruimtelijke ordening op provinciaal niveau is relatief nieuw. Doel van dit onderzoek is de analyse van de implementatie en de overdraagbaarheid van co-creatie. Uit het onderzoek blijkt dat de “planning culture” and “planning system” belangrijke aspecten zijn voor de implementatie van co-creatie. Het “planning system” moet aan enkele wettelijke bepalingen en normen voldoen die een creatieve and coöperatieve “planning approach” mogelijk maken. Aspecten van de “planning culture” die belangrijk zijn voor co-creatie zijn communicatie, samenwerken en transparante informatie. Maar ook de manier van werken van provinciale bestuurders is belangrijk. Co-creatie vraagt om een proactieve, open, mens-georiënteerde and communicatieve manier van werken.

Voor de analyse van co-creatie werden de Nederlandse “planning system” en “planning culture” gedetailleerd onderzocht. Uit de analyse bleek dat de Nederlandse “planning system” en “planning culture” de benodigde condities bevatten voor de implementatie van co-creatie. De belangrijkste factor voor de implementatie van co-creatie is de wettelijke vrijheid die geen regels aangeeft omtrent het proces van de provinciale structuurvisie. Dit betekent dat de provincies zelf kunnen besluiten hoe en met wie zij een structuurvisie opstellen.

Om te kunnen onderzoeken welke factoren belangrijk zijn voor de overdraagbaarheid van co-creatie is een uitgebreide beschrijving van de Duitse “planning system” en “planning culture” uitgewerkt. De reden waarom voor Duitsland werd gekozen is dat het vergeleken met Nederland een hiërarchisch “planning system” heeft. De overdraagbaarheid van co-creatie is geanalyseerd door middel van een case study. De case study omvat de implementatie van co-creatie in de ruimtelijke ordening van wind energie van de “Bezirksregierung” Düsseldorf. Het resultaat van de case study is dat de overdraagbaarheid en dus ook de implementatie van co-creatie afhankelijk is van het “planning system”. Maar ook de “planning culture” is een belangrijke factor voor co-creatie die ook onderzocht moet worden. Maar de invloed van de “planning culture” op de implementatie van co-creatie is afhankelijk van de wettelijke regelingen. Naarmate deze ruimte biedt voor nieuwe ideeën is de invloed van de “planning culture” hoger.

Zusammenfassung

Die Planung demographischer Entwicklungen und räumlich relevanter Themen bedarf neuer Planungsinstrumente, die von kommunikativer, flexibler und kooperativer Art sind. Ein Beispiel einer kooperativen, kommunikativen und offenen Regionalplanung wird in der Provinz Gelderland angewendet. Auch die Bezirksregierung Düsseldorf zeigt erste Anzeichen einer solchen Regionalplanung. Während die Provinz Gelderland das Planungsinstrument der Co-creation in dem Aufstellungsverfahren der "omgevingsvisie" angewendet hat, äußert sich die Änderung der Planungsverfahren in der Bezirksregierung anhand eines informellen Partizipationsprozesses.

Die Anwendung von Co-creation für die Regionalplanung ist ein innovativer und neuer Ansatz in der Raumentwicklung. Ziel dieser Untersuchung ist die Analyse der Implementierung und Übertragbarkeit des Instruments Co-creation. Die Untersuchung hat ergeben, dass sowohl das Planungssystem, als auch die Planungskultur zentrale Aspekte der Analyse darstellen. Das Planungssystem muss für eine Implementierung von Co-creation gesetzliche Regelungen beinhalten, die der Raumplanung einen gewissen Raum für Kreativität und kooperativen Planungsprozessen lassen. Wichtige Aspekte für die Implementierung von Co-creation, die der Planungskultur entspringen, sind Kommunikation, Zusammenarbeit und Informationstransparenz. Zudem ist die Arbeitsweise zuständiger Beamten eine weitere Prämisse für die Implementierung von Co-creation. Co-creation kann unter anderem nur dann erreicht werden, wenn zuständige Beamte eine proaktive, offene, personenbezogene und kommunikative Arbeitsweise haben.

Die Analyse vom Co-creation Prozess, innerhalb der "omgevingsvisie", setzte eine detaillierte Ausarbeitung des niederländischen Planungssystems und der Planungskultur voraus. Die Analyse ergab, dass sowohl das niederländische Planungssystem, als auch die Planungskultur, die notwendigen Voraussetzungen beinhalten, die eine Implementierung von Co-creation ermöglichen. Ein bedeutsamer Aspekt, der die Implementierung ermöglicht hat, ist die gesetzliche Festlegung, dass die Provinz selber entscheiden kann, wie und mit wem sie die Regionalplanung gestaltet.

Die Analyse bezüglich der Übertragbarkeit des Instruments Co-creation basierte auf einer umfangreichen Beschreibung und Analyse des deutschen Planungssystems und der Planungskultur. Grund warum Deutschland als Untersuchungsobjekt gewählt wurde, ist ihre Planungsstruktur, die im Vergleich zu den Niederlanden, hierarchisch aufgebaut ist. Die Übertragbarkeit des Instruments Co-creation wurde anhand einer Fallstudie untersucht. Inhalt dieser Fallstudie war die Implementierung von Co-creation in die Regionalplanung der Windenergie von der Bezirksregierung Düsseldorf. Die Fallstudie ergab, dass das

Planungssystem eine übergeordnete Funktion bezüglich der Implementierung von Co-creation hat. Sie ist maßgeblich entscheidend für die Übertragbarkeit und Implementierung von Co-creation. Aber auch die Planungskultur besitzt eine nicht zu verkennende Funktion und ist somit vor der Implementierung zu betrachten. Jedoch ist der Einfluss der Planungskultur auf die Implementierung von Co-creation abhängig von der Bindungswirkung gesetzlicher Gegebenheiten.

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1. Introduction

Although there is a rising trend in the world's population, many western countries are facing a comparable demographic development: a shrinking and aging population (Baumgart & Terfrüchte, 2013). Declining birth rates and a rising expectation of life through better medical care are at the basis of this ongoing development, also in countries of the EU (Voigt, 2014). The demographic development effects a field of domains, like skills shortage (Fuchs, 2013), residential vacancy, dilapidation, density of population in rural and urban spaces (Martinez-Fernandez et al, 2012). All these developments have a spatial relevance and need a strategic planning to cope with. Other important aspects of spatial planning are the strategic planning of housing, wind energy, water protection, preservation of nature and infrastructure (UNECE, 2008). All those aspects have an impact on the space. This implies that they are in mutual rivalry of the limited space of a country. A limitation of conflicts between those aspects can only be achieved through a strategic, integral and analytic long- or medium-term planning directed by responsible planning agencies (Bezirksregierung Düsseldorf, 2016).

Spatial planning in general is executed on three policy levels: national, regional and local. The task of the national and regional planning is the formulation of aims (UNECE, 2008). On national level those aims are formulated more generally. Furthermore the national agency is formulating a legislative framework for the instruments of spatial planning for different spatial planning agencies. On this regional level those aims will be more specified within a structural plan. At this level the national aims get a regional and spatial correlation. *“The main tasks at the regional level are to interpret and adapt national policies and priorities to regional conditions, to provide a strategic plan which addresses the functional planning relationships and overall development patterns, and to provide guidance and assistance to local authorities in the creation of local planning instruments”* (UNECE, 2008, p.16). This includes that municipalities, which are the local planning agencies, need to consider this structural plan for their spatial planning. This implies that the local planning agency is responsible for implementation and realization of those regional aims.

In many countries the regional planning agency has the responsibility for the strategic planning for housing, wind energy, water protection, preservation of nature and infrastructure for a larger area. It also has to consider the demographic developments within the planning. A central task of the regional planning agency is to reach a better coordination between concerns of different institutions, companies and public agencies (Bezirksregierung Düsseldorf, 2016). This process is difficult because of contradicting interests which often have potential for conflict. The function of regional planning is to find suitable environmental solutions for the mentioned aspects and to create synergy effects (UNECE, 2008). Therefore the agency which is formulating and composing the regional plan works closely together with

other regional stakeholders to achieve regional planning which considers the concerns of those different stakeholders (Commission of European Communities, 1998). But neither regional planning as a process nor the regional plan as a document are standing on its own. It has interrelations with other higher and lower planning institutions which are directing and influencing its content. National spatial aims often force a direction on the regional planning (Commission of European Communities, 1998). At the same time the regional plan forms guidance for local planning. In some countries regional plans are very strict which means that the content of the regional plan and its regulations are prescribing the area of action. While in other countries the interrelation between the regional planning and the local planning authority is less strict. This depends on the political system and culture of a country. It can also be said that the political system and culture of a country are influencing factors for the manner of regional planning (Commission of European Communities, 1998).

That is why, although different countries experience comparable demographic and also social developments, their planning processes, structure and strategy are varying. Some political cultures are structured by a hierarchical top-down policy, others by a more decentralized policy. Other countries try to use a bottom-up approach to include the population in the drafting and decision making of the regional planning. Especially since the introduction of the EU and its prescribed laws, in particular in the topics of nature conservation, spatial planning on different levels has to consider and implement those rules (Commission of the European Communities, 1998). That is why in some fields, like nature conservation, conformities in processes and content of different regional planning systems can be detected. But still there are many different aspects, such as the planning of infrastructure, industrial and residential areas, wind energy and water protection, which use different approaches in the European countries.

Shortly this means that regional planning cannot be examined and researched without looking at the higher and lower planning agencies and documents. Because otherwise it is highly possible to overlook interrelations which either influences the content but also the drafting and implementation processes of the regional planning and its regional plan. However since different European countries face similar demographic developments, it is also interesting to look at different approaches for comparable problems. This is exactly why a comparative research between different countries is interesting and informative. The objective is to identify how different systems are coping with comparable trends, especially between countries with a different policy and planning culture. Comparisons of planning processes do not only have an intrinsic value but can also be useful to learn from. Looking beyond the own system can help to develop instruments or strategies to deal with social and demographic developments in spatial planning. But premises for comparing the regional

planning systems of countries are similarities regarding the social and demographic developments because otherwise the essence of learning would be insignificant.

Two countries which experience comparable demographic developments are the Netherlands and Germany. Especially the geographic position as neighbouring countries is making them a suitable and interesting case for comparing the regional planning systems and processes. Moreover there are already transboundary relations established in different domains, for example in water security. But a more significant reason for comparing those two systems is their planning culture. The Netherlands experienced a shift in planning culture, from a central to a more decentralized and enabling planning which is characterized as “uitnodigingsplanologie” (enabling planning). The German system is defined as a “system mixed top-down/bottom-up planning...” in which “...they accept suggestions from local authorities and are required to coordinate local development goals with superordinate planning goals” (Pahl-Weber & Henckel, 2008, p.39). But also in Germany first signs of a more enabling planning can be detected, as in the regional planning of Düsseldorf, where dialogues are undertaken with regional partners and municipalities (Bezirksregierung Düsseldorf, 2016). But a more open and less restrictive planning approach can be found in the Dutch province Gelderland. With their new regional plan, the “omgevingsvisie”, they opened a door to a more bottom up approach which makes use of co-creation (Provincie Gelderland, 2015). Co-creation does not only imply dialogue and interaction between different actors but also to allow outsiders, also non-governmental actors, to be part of the co-creation process of the regional plan. Regional planning here has evolved from a process of directing to co-production. The interesting question is however how co-creation, a process in which authority and functions are distributed over a wider amount of actors, is embedded in the processes of the “Gelderse” regional planning. And also to which degree it differs from other regional planning processes of different countries. In this comparative research regional planning of the province of Gelderland will be compared with the regional planning of the District Council Düsseldorf. Reasons for choosing the District Council of Düsseldorf are the manifold relations with the province Gelderland.

1.1. Problem statement

The District Council Düsseldorf and the province Gelderland are neighbouring regional planning agencies. Through their geographic position it often occurs that planning projects, like wind energy facilities or excavations, are having a cross border effect which require dialogue with affected cross border agencies. There are also consultations between the District Council Düsseldorf and the province Gelderland regarding their regional plans and its content. Although those interactions exist, there is still a lack of mutual understanding concerning the processes of the respective regional planning procedures. Especially since the introduction of the “omgevingsvisie”. This came up during a first meeting with the contact person at the province Gelderland. Staff members of the district council Düsseldorf were invited to a presentation about an introduction of the “omgevingsvisie”. The presentation included the new process and content of the “omgevingsvisie” with the implementation of co-creation. The regional planning strategy was rather new for the staff members of the district council of Düsseldorf which resulted in astonishment. The planning strategy of the “omgevingsvisie” has a different approach compared to the regional planning procedure of the district council Düsseldorf. The astonishment results thus from a different planning culture and planning system. So the first issue is the mutual understanding of respectively regional planning systems, including procedures and strategies, and planning culture. The contact person of the province Gelderland stated that although there are transborder connections between the different planning institutions, that there is a lack of mutual insights about the planning processes.

The second issue of this research refers to the process and the implementation of co-creation which has been implemented into the “omgevingsvisie” for the first time. This implies a different approach to find solutions for demographic developments and spatial relevant issues like the planning of wind energy, infrastructure, housing and nature conservation. Co-creation is a participatory, enabling and democratic instrument. It still remains the question if co-creation is an appropriate instrument for regional planning. Is it for example useful to achieve a higher implementation of wind energy? Or can it reduce the amount of residential vacancy which is a hot topic in the Netherlands? This research concerns with the usefulness of co-creation for regional planning. There are topics and issues which need to be realized and planned, like the planning of infrastructure, water and flood security and environmental protection. Those topics often follow a top-down approach.

Research needs to be done to find out to which extent co-creation can make a contribution to the planning processes, the content and its implementation and if it is a useful instrument for regional planning. Or if it is an add-on to classical planning instruments. So through investigating the processes of the “omgevingsvisie” it can be analyzed how co-creation in the

policy field of regional planning can be defined and to which degree it depends on the planning culture and planning system of a country. Those examinations are crucial to generalize the implementability of co-creation.

1.2. Research aim

There are three main objectives of this research. The first is to create an overview of the regional planning systems, planning cultures and processes in the District Council of Düsseldorf and the province of Gelderland. Aim of this is to develop a better understanding of planning processes which will be delivered to both the District Council of Düsseldorf and the province of Gelderland. To reach an even better understanding of these processes a comparison between these planning systems will be made.

The second aim of this research is the analysis of the co-creation instrument within regional planning. Therefore an examination is submitted about how the province of Gelderland has implemented co-creation within the “omgevingsvisie” and how it influenced the regional planning process. An important objective is to identify the interrelations between co-creation, planning culture and planning system.

The first and second aim should eventually form the basis for the third aim: the analysis of the transferability of the instrument co-creation. The overview of the regional planning of the district council of Düsseldorf and the province of Gelderland should provide a good picture of the planning cultures and planning systems. On the other hand the results of the examination of co-creation within the “omgevingsvisie” should enable the identification of important issues, which need to be considered, for the transfer of co-creation. Those two steps should present the necessary information for analysis of the transferability of co-creation by means of a case study. It will be examined if co-creation can be implemented in the regional planning process of the district council of Düsseldorf concerning wind energy planning. Especially the fact, that those two regional planning agencies have different planning systems and planning cultures, makes it even more interesting. The case study could present that the planning culture and planning system of a country could form a hindrance for the implementation of co-creation. The trigger though would be if the instrument of co-creation can be implemented into the regional planning of Düsseldorf or if the planning culture of a country has such an influential potential that both legislation and policy cannot accept a bottom-up instrument like co-creation.

1.3. Research questions

Resulting from the research aims different questions can be formulated. The comparison between German and Dutch planning systems plays a major role in this research. But the main focus is the analysis of co-creation in regional planning processes and its transferability to other regional planning systems. The main question is formulated as followed.

To which extent and how can co-creation be implemented in regional planning processes and is this instrument applicable to different planning cultures and systems?

To give an answer to this question there have to be at least two different regional planning agencies from different planning systems. Therefore the province Gelderland has been chosen, a regional planning agency which has already implemented co-creation into its regional planning processes. The second regional planning agency is the District Council Düsseldorf, which has hierarchic planning system. To give an answer to the main question there are different issues which need to be examined beforehand. Those issues are expressed in the following sub-questions.

How are the planning cultures and planning systems of the Netherlands and Germany structured?

Are there binding interrelations between the different planning agencies in each of these two countries?

How are the regional planning processes of the 'omgevingsvisie' and the 'Regionalplan' structured?

What are the differences and commodities of the Dutch 'omgevingsvisie' and the German 'Regionalplan'?

While the first part of the sub-questions rather deals with a comparison of the respective planning systems and its regional planning, the following sub-questions are focussing more on the issue of co-creation.

How is co-creation defined in the theoretical discussion?

What are essential variables and factors for an implementation of co-creation?

What was the inducement of Gelderland to introduce co-creation within the regional planning procedure?

How was co-creation implemented in the design of the 'omgevingsvisie'?

Were there any issues which hampered or facilitated the implementation of co-creation within the “omgevingsvisie”?

Does the concept of co-creation implemented in the “omgevingsvisie” correspond with the theoretical insights of co-creation?

Resulting from the analysis of co-creation implemented in the “omgevingsvisie”, are there any essential factors which need to be considered for an implementation of co-creation within regional planning?

After analyzing the concept of co-creation and its implementation within the “omgevingsvisie” and the filtering of factors to be considered, the research goes on with an examination of the transferability of this concept to another regional planning agency, the District Council of Düsseldorf. The following sub-questions will form the guidance for this step.

Can the instrument of co-creation be implemented (at least in theory) in the regional planning of the District Council of Düsseldorf?

How would the German planning culture affect the implementation of co-creation in the regional planning of the District Council Düsseldorf?

Which factors would be enabling or hindering an implementation of the instrument of co-creation?

Through answering the sub-questions the thesis should be able to reflect on the main question and to assess if co-creation is a new tool for regional planning or if it is just an instrument which does not really differ from other stakeholder integration instruments, like dialogues or meetings, which are already being used. The final answer then would be if the instrument co-creation can be used for regional planning and if it contributes additional value.

1.4. Causal model

Resulting from the main question the following causal model can be drafted. This causal model includes the three fundamental research aspects of regional planning: planning system, planning culture and co-creation. It shows a mutual influence or dependency on the respective aspects. There is debate if the planning culture, defined as norms and values, “is internal to the planning system and practices” or if it is a dependent variable to the planning system (Taylor, 2013, p.687). Within regional planning the causal model shows the planning culture as a dependent variable which influences both the planning system and co-creation. New norms and values can result in a rethinking of the planning system which can be

observed in the Netherlands. In 2018 a new “omgevingswet” will be introduced which is the result of a changing planning culture. More information about the “omgevingswet” can be found in chapter 4.1.1. But also the planning system influences the planning culture, because national policy and laws define the framework and boundaries of what planning agencies and planners do (Taylor, 2013). Co-creation as a planning instrument can be internal to both the planning system and the planning culture. If co-creation, as an instrument, is already implemented in the planning system of country, it would be internal to the planning system. It would be an additional instrument, besides the basic instruments, which has a legal force. On the other side co-creation could also be internal to planning culture. The reason therefore is that co-creation is an instrument which is highly influenced by the norms and values of the planners. It is a communicative and cooperative instrument. The reason why co-creation has been illustrated as an external variable, such as planning culture and planning system, is that it is too early to decide if co-creation is either internal to the planning system or to planning culture. The aim of this research is to identify the mutual relation between those three aspects. Therefore the following causal model reflects the research aim and research question.

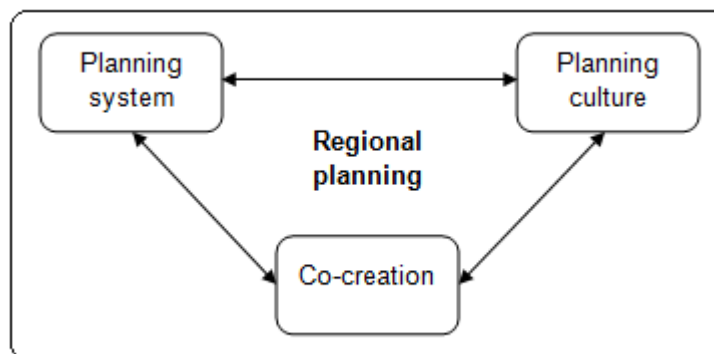


Figure 1 Causal model

1.5. Scientific and societal relevance

The general aim of a research is the production of knowledge, differentiated between scientific and societal knowledge. The scientific is the examination of co-creation implemented in regional planning and its transferability. Until now co-creation is rather an economic phenomenon which is used to develop consumer oriented products (Gouillart & Hallett, 2015). Through an active involvement of different actors, especially of citizens, the product gets shaped by both the interests of the company and the involved actors. Although a lot has been written and discussed about co-creation used by the economy (Prahalad & Ramaswamy 2004; Ramaswamy, 2011; Gouillart & Hallett, 2015; Leavy 2015; Tummers,

Voorberg & Bekkers, 2015), less scientific publications can be found about implementing co-creation into the policy sphere, even less about implementing co-creation into regional planning. The examination of co-creation within regional planning shall provide further insights about the implementation of co-creation and which aspects should be considered by a policy transfer of this instrument. It should enlarge and deepen the knowledge about co-creation within regional planning. Through identifying important aspects of consideration for an implementation of co-creation, spatial planning agencies could make use of it to facilitate an implementation of this instrument. In addition to this scientific relevance there will be shown to which extent policy transfer can contribute to explore and identify important factors and variables for the implementation of new ideas or policy, in this case the implementation of co-creation. Through this analysis a contribution will be provided to the conversations about theories of co-creation and policy transfer.

The introduction already presented the “omgevingsvisie” which is a reaction on social developments. It was mentioned that co-creation enables a more specific and consumer oriented regional planning (Ramaswamy, 2011). Many countries still apply a hierarchical regional planning in which stakeholders, municipalities and the population are integrated during the consultation and annotation procedure. The province Gelderland has integrated those actors in the composing of the “omgevingsvisie” through which a collective regional plan has been formulated. The case of Gelderland indicates the need of a shift in political composing procedures to a more bottom-up approach. But this case is only an exception and many countries and provinces still use the old procedures. The societal relevance of this research therefore is to highlight the process of co-creation and to show to which degree co-creation can be an additional instrument for regional planning.

Another social relevance of this research refers to the comparison between the two regional planning systems of the District Council of Düsseldorf and the Province Gelderland. It has already been mentioned that there is a lack of mutual understanding of regional planning systems, planning cultures and its processes. Through the comparison and the delivering of its results to the perspective planning agency, it is hoped to reduce the gap of knowledge and to increase the mutual understanding of the planning agencies.

2. Theoretical framework

The aim of the research asks for a multiple use of different theoretical approaches. The content includes a comparison of planning systems, the analysis of the co-creation within regional planning, the transferability of co-creation and eventually the examination of institutional change of planning culture to a more integrative and transparent planning procedure.

2.1. Comparative approach to planning systems and cultures

Processes and developments of spatial planning are often related to the planning culture and planning system of a country. A good definition of spatial planning has been stated by the Council of Europe (1983, p.13):

“Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards a balanced regional development and the physical organisation of space according to an overall strategy.”

The quote states that spatial planning is *“an administrative technique and a policy developed as an interdisciplinary and comprehensive approach”*. This includes a strong relation to the planning culture and planning system because both administration and policy are two aspects which are directing the manner of how spatial planning is given form and how it is implemented and executed.

Before starting to analyse and to compare the regional planning of different countries, it is essential to know which aspects need to be considered. Many researches concerned with a comparative approach of spatial planning show that *“comparative research into spatial planning systems typically adopts a structuralist/legalistic approach”* (Reimer & Blotevogel, 2012, p. 7). In this sense many researchers try to compare spatial planning through the spatial planning systems of the countries. Important issues therefore are the planning relations between different planning administrations, the statutory, the administrative structures, etc. (Reimer & Blotevogel, 2012). Of course those issues are relevant aspects for a comparison of spatial planning between different countries. They are forming the basic to understand planning of those individual countries. But nonetheless those issues are *“merely producing a systematic description of basic structures and to comment on the practice of planning action”* (Reimer & Blotevogel, 2012, p 7). But spatial planning is not only the result of the structure of the planning system. It is also a result of the planning culture (Reimer & Blotevogel, 2012). An essential part of spatial planning is executed by planners and groups

which can have a completely different interpretation and perception of the context and the shaping of spatial developments (Reimer & Blotevogel, 2012). As Reimer and Blotevogel (2012, p.8) are formulating *“only with an integrative approach and analysis of formal and informal institutional arrangements, and the interaction between them, reproduced repeatedly in action, it is possible to arrive at a profound and realistic understanding of the practice of spatial planning”*. An integrative approach includes the analysis and examination of both the planning system and planning culture of a country. Because even within countries which have a federal administration, there will be differences in regional or local planning. Those differences partly result from varying regional or local contexts which is reflected in their legal basis. But *“they will also be an expression of generic traditions and manifestations of planning cultures”* (Reimer & Blotevogel, 2012, p.11). Although the planning system can easily be defined by legal and administrative aspects of a respective country, the question remains how culture has to be defined in connection with planning (Othengrafen & Reimer, 2013). Many authors like Reckwitz, Berger and Luckmann as well as Triandis have examined this concept and tried to define it (Othengrafen & Reimer, 2013). Eventually culture can be defined as a system which *“consists of beliefs, attitudes, ideas, norms, values and behaviours that are “obviously valid” for members of the culture”* (Triandis, 2004, as cited in Othengrafen & Reimer, 2013, p.1273) *“and which guides the actions of members belonging to a specific culture”* (Othengrafen & Reimer, 2013, p.1273). Speaking of planning culture, this means that members of the same culture act according to a collective ethos in creating an environment which fulfills the needs of society.

For a comparative study of spatial planning it is further necessary to examine why planning systems or planning cultures have or have not changed over time. If we are looking at the system of spatial planning it can be easily stated that since the introduction of the EU, spatial planning systems have transformed through the implementation of European laws. Especially the aspect of sustainability has led to a shift in spatial planning. Those drivers are affecting spatial planning processes, statutory, participations, the administration of spatial planning, etc. (Othengrafen & Reimer, 2013). There are still other factors which influence the planning system. The question is when and why changes occur in planning cultures. Othengrafen and Reimer (2013) are distinguishing between endogenous and exogenous changes. *“Endogenous or internal change initiating factors occur ‘within’ the observed culture”* (Othengrafen & Reimer, 2013, p.1273). They result from shifting *“norms, rules, attitudes and values as well as to changes in the political-administrative system and political attitudes”* (Othengrafen & Reimer, 2013, p. 1273). The planning culture can also be changed by exogenous changes or *“external change-initiating facts”* (Othengrafen & Reimer, 2013, p.1278) which occur outside the planning culture, *“including impacts from other cultures as well as changes in the (surrounding) nature”* (Othengrafen & Reimer, 2013, p.1278).

“When culture is defined as organising capacity or practical tool, cultural change can be defined in attitudinal or cognitive terms... Cultural change is then similar to models of individual learning and includes a three-stage process” (Othengrafen & Reimer, 2013, p.1278). The first stage is that members of the planning culture do not share the same perceptions regarding the current planning instruments, policy solutions and perceptions. This stage is the result of internal and external shock events. The second stage is to experiment with new ideas and practices. The third stage includes the implementation of new ideas which offers successful solutions and which finds acceptance by the professionals of the planning culture (Othengrafen & Reimer, 2013). *“When successful and accepted, the new ways of behaving and interpreting become internalized”* (Meyerson & Martin, 1987, p. 628, cited in Othengrafen & Reimer, 2013).

To reach a realistic understanding of spatial planning the context of the planning culture plays a fundamental role in comparing spatial planning systems. This was also stated by Burke (1967, p.69-70, cited in Othengrafen & Reimer, 2013) *“that a predominantly economic, political, and administrative interpretation of planning ... requires an analysis of selected aspects of the culture situation...”*.

An integrative approach to compare the spatial planning of different countries includes examination and analysis of the planning system, consisting of statutory, administration structure and forms of state organisation. It further includes the planning culture, consisting of norms, ideas, values, beliefs, attitudes and behaviours.

2.2. Policy arrangement approach

Spatial planning, consisting of planning culture and planning system, can be analyzed through the policy arrangement approach. The concept of policy arrangement has been defined “as the temporary stabilisation of the content and organisation of a policy domain” (Van Tatenhove et al., 2000, p. 54). Important issues of policy arrangements are the stability and change of those arrangements and the driving forces which initiate the shift of the policy arrangements. Arts et al. (2006) are mentioning four dimensions which need to be considered in the description and analysis of a policy domain. These dimensions are: actors, resources, discourses and the rules of the game. The visualisation of those four dimensions is illustrated by a tetrahedron (Fig.2). It shows mutual relations between the four dimensions which implies that each dimension has an influence on the respective dimensions. An analysis of a policy arrangement therefore needs to include an examination of those four dimensions because a shift in one of those four dimensions can introduce a change of the

policy arrangement. A change of policy arrangement can result from new actors which participate in a policy domain and which can form or break up the coalitions between actors who “*are involved in the policy domain*” (Arts, Leroy & van Tatenhove, 2006, p.99). Coalition in this sense can be defined as interactions between actors. The inclusion of new actors and the resulting reallocation of coalitions are also affecting the power relationships (Arts, Leroy & van Tatenhove, 2006). But nevertheless the dimension of power itself can influence the shift of a policy arrangement through the mobilization and adding of new resources, such as skills, knowledge and money. In addition, shifting rules of the game can also effect the temporary policy arrangement which can also result in new innovative approaches. Examples therefore can be the implementation of new laws on the national level which is effecting the policy arrangement on the lower level. A similar relationship can also be detected by the EU and the member states. Eventually “*policy innovation can also be brought about by the introduction of new policy concepts, new definitions of problems or the presentation of new approaches to solutions*” (Arts et al., 2006, p 100). Discourses like “*sustainable development, public-private partnership, ecological modernisation, corporate social responsibility*” had success in energising policy arrangements (Arts, Leroy and & Tatenhove, 2006, p. 100) This means that discourses have a high influence on the change of policy arrangement. New discourses can result in the forming of new coalitions, resources and rules of the game. As previously has been presented, a change of policy arrangement can be initiated by those four dimensions which can on the one hand influence the policy arrangement on its own, but that at the same time are affecting each other.

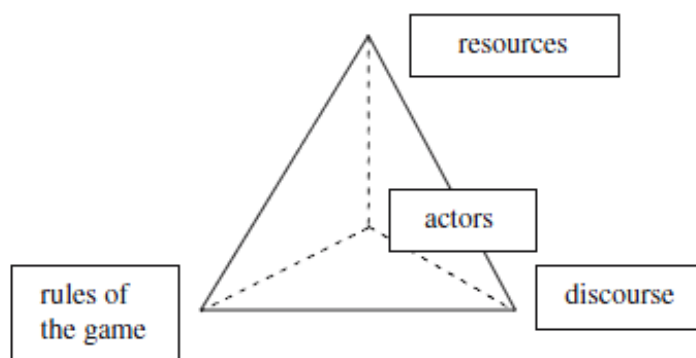


Figure 2 The tetrahedron of a policy arrangement (Arts et al., 2006)

2.3. Policy Transfer

More often countries are voluntarily or through coercive means implementing foreign policy into the national policy (Dolowitz & Marsh, 2000). Lesson drawing or policy learning, which are conceptualizations of policy transfer, are based on the idea that “*actors choose policy transfer as a rational response to perceived problems*” (Dolowitz & Marsh, 2000, p. 14). Dolowitz and Marsh (2000) are defining policy transfer as a process by which ‘*knowledge about policies, administrative arrangements, institutions and ideas in one political setting (past or present) is used in development of policies, administrative arrangements, institutions and ideas in another political setting*’ (p. 1).

Dolowitz and Marsh (2000) are also mentioning that policy transfer seems to be ‘*unsuccessful if it is unformed, incomplete and inappropriate*’. Other authors like Janssen-Jansen et al. (2008) have distinguished between three different forms of transfer: inspiration, learning and transplantation. Inspiration is about gathering and analyzing data and information about certain practices. Learning is defined as the adaption of the data and information collected through inspiration. ‘*With transplantation one looks to the specific conditions under which transfer of policy, instrument etc. to another planning context is possible*’ (Spaans & Louw, 2009, p. 4). A difference between policy transfer and lesson-drawing is that lesson-drawing is a voluntary process which the government can decide individually, while policy transfer can also be coercive (Spaans & Louw, 2009). Important questions regarding policy transfer are ‘*from which countries can we learn most and under which conditions will the lesson-drawing process be successful?*’ (Spaans & Louw, 2009, p.11). Often countries are facing comparable or similar problems which raises the question if countries can learn from each other. But there are several barriers “*mainly in a cultural, legal and political sense*” (Spaans & Louw, 2009, p. 2). Therefore an important issue of policy learning is the extermination of cultural, economic, social and institutional differences between countries. Policy learning is much more difficult if the discrepancy between the countries, regarding those four aspects, is too big. So before starting to collect information and to evaluate the data the cultural, economic, social and institutional differences should be exposed (Spaans & Louw, 2009). Also Dolowitz and Marsh (2000) have identified three factors which affect the success of transferring policy: uninformed transfer, incomplete transfer and inappropriate transfer. Uninformed transfer implies the collection of insufficient information. Incomplete transfer refers to crucial elements of policy which have not been transferred. Inappropriate transfer corresponds to the insufficient attention for differences between the donor and recipient country.

A researcher in this field is Rose. He mentions that even if different countries have different systems with different laws and processes, it is still possible to learn lessons from other countries. Rose (1991, p. 7) defines lessons as followed:

A lesson is here defined as an action-oriented conclusion about a programme or programmes in operation elsewhere; the setting can be another city, another state, another nation or an organization's own past. Because policymakers are action-oriented, a lesson focuses upon specific programmes that governments have or may adopt. A lesson is more than an evaluation of a programme in its own context; it also implies a judgement about doing the same elsewhere. A lesson is thus a political moral drawn from analysing the actions of other governments.

Lesson drawing or institutional learning is thus a process in which a country, which is dealing with a certain problem, is trying to find a suited or better solution for, through scanning programs across the national or federal border. The desire is to identify countries which are more effective in dealing with a similar problem, so that the program can be used as inspiration or guidance to develop a new or to adjust the old program to tackle the problem. The goal of lesson drawing is not to explain why certain programs in country x are working but not in country y, but to make a prediction '*whether a programme now in effect in count x would be effective if transferred to county y*' (Rose, 1991, p. 8). After scanning programs, the next step would be the creation of a conceptual model of the program, which should be "*accurate as description but its elements should be generic (...)*" (Rose, 1991, p. 20). Rose (1991) points out that the conceptual model should imply the basic and necessary details which are needed to be effective. This approach is characterized as a predictive and theoretical theory. In this research the term 'program' will be defined as legislation.

'Lesson-drawing can be a rational and progressive learning activity but only if the programme that is transferred is compatible with the value system of the recipient organization, culturally assimilated through comprehensive evaluation and, in addition, builds on existing organizational strengths' (Evans, 2004, p. 487).

Although the idea of transferring and simulating issues of the Dutch Environmental Law concerning regional planning processes is highly theoretical and is not debated in Germany, it still needs a theoretical background to analyse the 'what if' scenario. Policy transfer and the lesson drawing approach by Rose (1991) are providing these instruments.

2.4. Co-creation

Co-creation is a process which is often used in marketing management (Ramaswamy, 2011) and is a “...method of organizational change ... which has spread rapidly in the business sector” (Gouillart & Hallett, 2015, p. 40). But the issue and adoption of co-creation is rather new in the field of public sector (Gouillart & Hallett, 2015). That is why theoretical aspects of co-creation used for analyzing co-creation within regional planning will mainly be deduced from insights which have been made in connection with the business sector. Those will eventually be transcribed and operationalized for the public policy domain.

In the field of the business sector a main contributor to the theory of co-creation is Ramaswamy. He argues that “changes in business and society ... called for co-creation – the practice of developing systems, products, or services through collaboration with customers, managers, employees, and other stakeholders” (Ramaswamy, 2011, p. 195). With this Ramaswamy describes co-creation as a process or a tool in which customers, managers, employees and other stakeholders are not seen as a target group or a function within a company, but rather as an integrated and influential part of systems, products and services. That is why he later states that “the market is no longer about people as a target for the goods and services offered by the firm, but a forum where people outside the firm are integral to the value creation process of firms” (Ramaswamy, 2011, p. 195). He strongly relates people outside the firm to the value creation of it. This is an essential issue of co-creation because it opens the door to a more consumer-oriented production in which the consumer influences the direction of development, design, etc. The essences of the integration of different customers, stakeholders, etc. are the personal experiences of the different people because the end-user is eventually the person who knows what he needs. Through the integration of customers products can be better designed to the wishes or perceptions of the end-user. Different people have different experiences of the same product or process, which are not recognized during the production process. This can also be dependent on the social class and the living area for example. So through putting different people from diverse social classes together, you will get a better insight of the product.

The value of human experiences is also formulated by Ramaswamy (2011, p. 195) who says that “the primary forces driving this shift to co-creation of value through human experiences, facilitated by the firm's network (including communities outside the firm) were information and communications technologies that propelled an unprecedented shift in people's capacity to be informed, networked, and empowered”. In this statement Ramaswamy (2011) is also reflecting to the issue of the accessibility of information and possibility of communications. Within the topic of co-creation many authors are mentioning the importance of platforms,

through which on the one hand the firms enable the possibility for customers to deliver their opinion and experience and on the other hand the customers have the possibility, if they are interested in contributing the process of co-creation, that they can be informed through those platforms (Ramaswamy, 2011; Gouillart & Hallett, 2015). Being a tool for communication also implies that platforms function as a forum for ongoing interactions and discussions among customers and the firms. Interactions and discussions are important aspects of co-creation because without these it would eventually result into a process in which firms are deciding on their own how and which information, resulting from personal experiences, they are going to use (Ramaswamy, 2011). Furthermore, new interactions have also another function which is related to the essence of co-creation: the formation of new relationships, which is to improve the experiences of all actors within the network (Gouillart & Hallett, 2015). The whole process of co-creation starts with the experiences from each involved which will then through new relationships, resulting from interactions and dialogues between customers and firms, evolve to new experiences. Gouillart and Hallett (2015, p.42) further state that the “*process often leads to a reconfiguration of roles: Recipients of services become service providers, and vice versa*”.

Co-creation is about creating mutual value for the consumer but also for the firm (Ramaswamy, 2011). Resulting from these aspects of co-creation, it can be said that the “*core principle of co-creation is to engage people to create valuable experiences together, while enhancing network economics*” (Ramaswamy, 2011, p.195). Co-creation therefore can be described as an “*exchange process, with multi-sided interactions, through continuous dialogues and transparency, access and visualization of experiences*” (Ramaswamy, 2011, p195).

Ramaswamy focuses the use of co-creation on the marketing management. But his insights and main points can be transcribed to the policy field. His main issues of personal experiences, consumer-oriented production and integration of new actors can also be examined in the combination with spatial planning. Those aspects are not market specified aspects, but they can also be recognized in policy domains. His argument about changes in business and society which called for co-creation can also be identified in other domains, like spatial planning. Recent developments which are outlined in chapter 1 also raise the question if new instruments, like co-creation, are useful for spatial planning. Ramaswamy's theoretical aspects are focussing on the relation between producer, consumer and product. And this is exactly what spatial planning is about. Planning agencies are developing structural plans which have to be recognized and used by other planning agencies. In the field of spatial planning there are the same relations. For example between regional planning (producer), local planning (consumer) and structural plan (product). Co-creation in

Ramaswamy's eyes focus on the interactions, discussions, accessibility of information and possibility of communications. Those aspects already exist in spatial planning but they are prescribed by the planning system or influenced by the planning culture. But especially his main focus on personal experiences of the end-user is an essential aspect for using Ramaswamy's findings for this research. Co-creation is an instrument which strives for a cooperative production. It enables actors to propose their experiences to process. And this is the aim of this research. To identify to which extent the integration of new actors and new experiences are influencing the structural plan.

2.4.1. Important issues for co-creation

Leadership

For a successful implementation of co-creation several factors are relevant. Especially at the beginning, before the whole process of co-creation starts, factors like leadership and strategy are essential. A leader has different functions in the process of co-creation. He or she does not only have to recognize the benefits of co-creation but has also to *"to identify 'wellsprings' of co-creation opportunities that make strategic sense to them..."* (Leavy, 2014, p. 10). It is not only about implementing the idea of co-creation but also to deliberate the usefulness of it and to build up awareness regarding co-creation. Not in every situation the use of co-creation is beneficial, like in processes in which the decision has to be made in a short time period. In those cases it is unwise to use co-creation because it is a tool which asks time and effort. Eventually the leader decides if co-creation is valuable for a process or not. But if co-creation contributes value to the process, the leader has to *"to build the requisite capabilities to evolve their organizations towards more co-creative enterprises"* (Leavy, 2014, p. 10). Gouillart and Hallett (2015, p.46) have further worked out the five broad rules which leaders should bear in mind. Those five rules are:

Take a broad view: *"The wider the scope of a co-creation initiative, the more likely that effort is to unleash powerful forces of co-creation. To achieve real and lasting change, leaders should formulate a broad economic, social, or environmental agenda that captures people's imagination."*

Work from the bottom up: *"In a public sector co-creation project, transformation takes place mostly at the front lines. Success arises from a series of discrete initiatives in which communities of stakeholders painstakingly work through local issues."*

Trust the process: *"Public sector executives need to suppress their instinct to control every step of the co-creation process. To be sure, that process is not random: Leaders need to*

identify which communities to engage and which platforms to use in mobilizing those communities.”

Put people first: *“Co-creation is peoplecentric, not process-centric”*

Leverage technology: *“In the early stages of co-creation, live meetings and workshops generally work best as engagement platforms. But as the number of participants and the volume of interactions increase, introducing some kind of digital platform becomes indispensable.”*

Manner of working

Another important issue of co-creation is the manner of working, especially in the public sector. Employees have acquired a certain manner of working during the years they were working within the public sector. Often they see themselves as experts in the field for which they have the responsibility. This manner of working can be rather described as distant and non-integrative. Especially the older generations of employees are working in this manner which makes it more difficult for them to learn a new working habit, then for younger generations. The working style of the staff is often at odds with the way of working which is needed for co-creation which can be characterized as proactive, open and communicative. An implementation of co-creation can thus result in a transformation of the working style. Employees have to internalize this concept because without their commitment to co-create the value of using co-creation cannot be achieved at its fullest. Tummers, Voorberg and Bekkers (2015) have researched that a positive attitude of the public officials can strengthen the implementation of co-creation, which on the other hand also includes that a negative attitude can create obstacles for its implementation. Regarding the manner of working, leadership plays an important role. The leader of the co-creation initiative has to recognize if a person of its staff is not able to work in a manner which co-creation asks for and if it is necessary he has to intervene. Sometimes to move and replace one of the staff members can have a big influence on the success of implementing co-creation.

But also other actors within co-creation network have to recognize and accept this concept. This is especially difficult for actors which have high influence on the development of a product. However, co-creation is a democratic instrument and a process through which actors within the network should be treated equally during the process. A conflicting aspect of co-creation is the relation of the instrument with leadership (Gouillart & Hallett, 2015). Leadership already implies power relations because at least one person is the decision maker. This already starts with the implementation of co-creation which is decided by leaders. However policy implementations follow a formal democratic procedure (Gouillart &

Hallett, 2015). Eventually the population is voting for the people who will eventually make the decisions. The relation between leadership and co-creation is quite complex. The process of co-creation is a process in which the actors should be treated equally without power relations. But the decision making before and after the process includes power relations.

What a leader therefore should strive for is a shift in thinking within the actor-network to a more co-creative foundation which eventually will result in a process in which the thinking and actions of those actors can be characterized as co-creative. He should not function as a decision maker during the co-creation process. He should rather be a mediator with a monitoring function. His main focus should be to create more value through the process and how this can be achieved. Also Ramaswamy is stating that *“As leaders begin exploring value creation as a co-creation with their peers, employees, customers, suppliers, partners, financiers and other stakeholders, their thinking and actions will begin to change and they can elevate their enterprises to a higher orbit of value creation.”* (Leavy, 2014, p.10).

Process of co-creation

A remaining question though is how to structure the process of co-creation. Gouillart and Hallett (2015) have provided a model, the so called “Path of co-creation”. The model consists of five paths. It starts from the identification of target communities and ends with a value assessment. The model is specified for the use of co-creation within the public sector.

The first step of co-creation is to identify the target community. Gouillart and Hallett (2015) are stating that the first step is to select target communities who will take part in the co-creation process. Although firms or institutions often are selecting their target groups to co-create with, this is not completely according to the principles of co-creation. Co-creation is about using experiences from different people and the experience of interactions between people. Through a selection of people or a community by the producer or leader of the co-creation initiative, they are neglecting the experience of many other people who eventually would like to join. Of course many selected members of target communities are of value for the co-creation process. But a selection of members is inconsistent with the DART model of Prahalad and Ramaswamy (2004) because the leader or producer is neglecting the fact of access. The illustration of the DART model can be found in chapter 2.4.2. Through a selection of actors he is not fulfilling criteria of an equal access. That is why step 1 can be better formulated as followed: The selection of members of target communities and enabling full access for interested people.

To enable that interested people or stakeholders can get full access to the co-creation initiative; the public sector needs to develop an engagement platform. The second step therefore is to attract those people and stakeholders for the co-creation initiative through those engagement platforms. The importance of platforms has already been mentioned earlier, but a side note is, that those platforms cannot be characterized as virtual platforms, like an online forum. Platforms can also be physical, like events or workshops. The desired aim of a platform, virtual or physical, is to create a possibility for the participants of the co-creation initiative to engage with each other, so that they can share and discuss information, experience and knowledge. Another function is to create new links between different actors and to foster these new relationships. The latter is also included in the five path model of Gouillart & Hallett as path three: "*Foster interactions among stakeholders*" (Gouillart & Hallett, 2015, p.44). Resulting from path three in which participants of the co-creation initiative are sharing their experience and forming new networks, path four is the logical consequence of path three, namely the enabling of new experiences. Gouillart and Hallett (2015, p. 44) presume that "*new interactions lead to valuable experience for all stakeholders - experiences that intrinsically improve the quality of their lives*". Finally the last path is to assess the new value which has been generated by co-creation. This value is most of the time measured by the economic value. To which extent the value of co-creation can be measured positively or negatively depends on the obstacles which occur during the implementation of co-creation.

Obstacles for co-creation in the public sector

Different obstacles challenge the implementation of co-creation for some projects. Especially in the public sector with its standards and bureaucratic and formal processes, an implementation of a new tool can encounter hindrances. Some of these hindrances can be characterized as political or governmental, while other hindrances are more individual-related. Gouillart and Hallett (2015) are mentioning issues which can form obstacles for the implementation of co-creation, like the rigidity of government or the matter of scale. New tools like co-creation are often questioning a different manner of working. Processes are diverse and functions and responsibilities are spread. Co-creation is not about central decision making. Especially the transition from a central government to a more open and transparent government in cooperation with different actors is making an implementation complicated and time consuming. A reason for this is that prescriptive laws are binding the government to fulfil certain roles and functions. Those prescriptive laws, if they are at odds with the content and application of co-creation, are hindering an implementation, especially in intertwined policy systems in which interrelation between laws and functions of the government can exist (Gouillart & Hallett, 2015). Only if binding laws give room for the

concept of co-creation it is under certain aspects, like the will and support of the government, possible to implement this tool.

Matter of scale is another issue which needs to be taken into account (Gouillart & Hallett, 2015). Within small projects it is often easier to pursue co-creation, than projects which are planned city- or state-wide. Depending on the policy level the projects can influence a wider amount of stakeholders, interest groups or citizens. This means that co-creation projects on a higher policy level affect more citizens, stakeholders and policy agencies. The results of bigger groups are more communications and interactions between the different actors within the co-creation project. This implies that the aspects of time and capacities have to be considered. Projects on regional level are more complex because of its scale and complexity than projects on local level. The complexity results from the higher amount of actors which are affected by the planning. This also includes more interaction, communication and coordination. Those aspects are time-consuming which stretches the composing of the structural plan. On local level the amount of involved actors is smaller which should reduce the complexity. However local planning is not as abstract as regional planning. This implies that citizens experience the effect of local planning in a different way than regional planning because of the effect on their surroundings. This can cause oppositions to the local planning aims. But this opposition can also arise on regional level, but rather through regional actors.

To support the process of co-creation, Gouillart and Hallett (2015) recommend two types of engagement platforms which need to be considered speaking about communication, interaction and coordination. *“The first one involves town meetings, workshops, and other forms of in-person discussion. The second involves deploying technology to accommodate civic participation on a large scale”* (Gouillart & Hallett, 2015, p. 46). Physical platforms like meetings, workshops and in-person discussions are beneficial to gather personal experience and to deeply discuss planning issues. Those platforms are valuable for the planning process. The weakness of physical platforms is the time-consuming aspect. The second sort of engagement platforms are digital platforms. Irrespective of the time which is used to design a digital platform, those communication platforms are not time-consuming and flexible because it is not time-dependent. The weakness is rather the value of information which can be gathered. It depends on use and responses on those platforms. If nobody makes use of it the effect is practically zero.

Next to matter of scale or the rigidity of government, there are still other issues which can form a driver or barrier for co-creation. An important issue is the political context. Implementing the same co-creation initiative into different countries does not achieve the same outcomes. Different state and policy cultures influence the outcome because some traditions can be characterized as top-down, bottom-up, centralized or decentralized

tradition. This implies that some policy cultures are already involving citizens in the policy making. This can be rather observed in bottom-up traditions. Other traditions, like the top-down or centralized one, have not experienced the involvement of citizens. This makes the implementation of co-creation much more complicated and time consuming. The researcher Tummers, Voorber and Bekkers (2015) are supporting this aspect. They say that “*different historical state and governance traditions could influence the success of co-creation initiatives, and often additional measure should be taken to make an initiative successful in another country*” (p.4).

2.4.2. The DART-model

The remaining question is how to build a system of co-creation. Prahalad and Ramaswamy (2004) state that interactions are at the basis of co-creation. They formulated that four issues are at the basis of interaction between the company and the consumer. Those four issues are dialogue, access, risk-benefits and transparency, so called DART (Figure 3), which has been mentioned in chapter 2.4.1 (Prahalad & Ramaswamy, 2004). Dialogue is an important aspect for co-creation because as mentioned earlier it is needed to exchange the experiences of actors and to provide those experiences to other actors of the network. But as Prahalad and Ramaswamy (2004) mention, dialogues imply “*interactivity, deep engagement, and the ability and willingness to act on both sides*” (p.9). A premise for a dialogue therefore is to create an atmosphere where the partners of a dialogue experience an equal treatment. To successfully implement co-creation it is important that consumer and producer “*become equal and joint problem solvers*” (Prahalad & Ramaswamy, 2004, p.9). Under these circumstances the dialogue partners can achieve an active dialogue and can develop a shared solution (Prahalad & Ramaswamy, 2004). Important therefore is that the dialogue has to be about the interests of the attendant actors.

Another characteristic of the leader should be to formulate defined rules of engagement, making sure that there is minimal misunderstanding. In this way, each actor will know the rules of the game they are contributing to and engaging in within the process of co-creation. Preconditions for a dialogue between actors based on equality are transparency and access to information. If for example consumers have less access and transparency to information it will be difficult to create a dialogue because this will be at odds with the aspect of equality. Here the producer has the responsibility to provide information to the consumers, because in general it can be stated that there is an information asymmetry between consumer and producer. Reason for this is that producers often have gathered information about certain issues beforehand. To achieve an equal dialogue this information needs to be transparent to make sure that both the consumer and the producer have the same knowledge about the

topic. This on the other side means that if the consumer has knowledge about the discussed topic, he also has to create the possibility for the producer to get access to their information (Prahalad & Ramaswamy, 2004). Especially the aspect of willingness needs more focus because co-creation is a process which is based on mutual interests of public agencies, economy and the population. As Tummers, Voorberg and Bekkers (2015, p.5) are stating, this includes that *“not only public organizations should encourage co-creation initiatives...”* but that *“citizens should also be willing and able to take up the challenge and try to develop co-creation initiatives”*.

An important issue for transparency, access and dialogue are platforms which have been mentioned earlier. Only if the consumer and the producer have full access to information and if the process is transparent, which can be supported through platforms, both parties can make a clear risk-benefit assessment. This assessment is then not only based on what for example professionals are saying, but also on one’s own analysis and understanding of the available information (Prahalad & Ramaswamy, 2004).

Both the DART-model and policy arrangement approach together form a sufficient theoretical basis to analyse co-creation in the field of regional planning. While the DART-model is more specified to analyse the instrument of co-creation, the policy arrangement approach is useful to examine the driving forces why regional planning has adapted the instrument of co-creation.

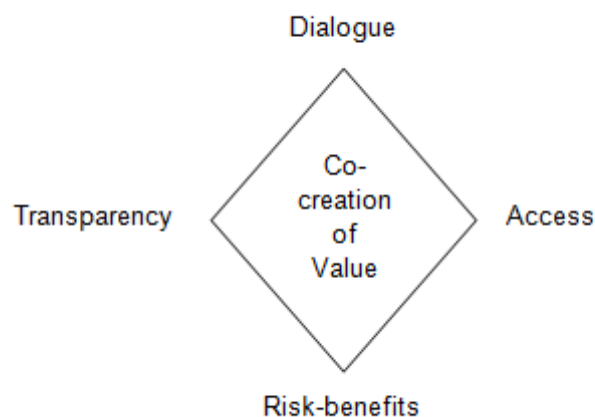


Figure 3 DART-model (Prahalad & Ramaswamy, 2004)

3. Methodology

The following chapters include a description of the research strategy and method of this research, how information has been collected and the operationalization of the theoretical framework.

3.1. Research strategy and method

The research includes a four-step analysis of transferability of co-creation within regional planning.

The first step is an examination of planning systems and planning cultures of both the Netherlands and Germany. This provides first information about how spatial planning is structured and reveals planning norms and values of the countries.

The second step is a detailed description of the regional planning of the province of Gelderland and the district council of Düsseldorf. This step is followed by a comparison of the regional planning systems and planning cultures.

The third step includes a close look at the instrument co-creation which is implemented in the “omgevingsvisie”. The analysis should reveal the dependent variables which need to be considered for an implementation of co-creation. Eventually step four includes the examination of the transferability of co-creation into the regional planning of the district council of Düsseldorf. This step is based on the criteria evaluated in step three.

The transferability of co-creation is examined based on a case study. The case study only focuses on the planning aspect wind energy. A holistic analysis about the transferability of co-creation within the regional planning of the district council of Düsseldorf would be too complex for this thesis. The reason to choose for the regional planning of wind energy is the complexity of this aspect. The regional planning of wind energy has many relations with higher planning agencies because it is hierarchically structured. Aims and goals of European Union concerning wind energy are translated into national policy which is directing the spatial planning of lower planning agencies. It is interesting to examine to which degree a bottom-up approach can be implemented into a hierarchic planned issue. The analytic implementation of co-creation within the regional planning of wind energy provides interesting aspects for the examination of the mutual influences of co-creation, the planning system and planning culture. Aim of this case study is to gather more knowledge about co-creation in combination with regional planning. It should reveal further information about the effect of planning cultures and planning systems on the implementation of new spatial instruments, like co-creation.

3.2. Data collection

The primary forms of data collection in this research are (expert) interviews and content analysis. Both are suitable for the collection of detailed and useful empirical data. The use of different data sources enables the application of triangulation. Triangulation is a method to verify the statements made during interviews with data gathered through content analyzes. If similarities can be discovered, it would increase the validity of this research (Saunders et al., 2013).

The purpose of interviews is to gather more supplementary and confidential information. In this research, interviews are used to collect information about the regional planning procedures of the province of Gelderland and the district council of Düsseldorf. Seven interviews were held in the Netherlands. Five with deputies of the province of Gelderland and one with an employee of Waterschap Rijn en IJssel as well as the municipality Nijmegen. In Germany six interviews were held. Three of them with deputies of the district council of Düsseldorf and one with an employee of the municipality Mönchengladbach. Also included are an e-mail interview with a spatial planning professor of the University of Dortmund and a phone interview with a deputy of the district council of Düsseldorf.

In-depth interviews with experts or deputies of planning agencies in particular have a central function. The objective of interviews is to get a better understanding of the regional planning procedures. Besides this they enable a better understanding of the regional planning processes, the planning culture and planning system.

The selection of interview partners is based on using the network of contact persons and interviewed respondents. A last question of some interviews was if there are interesting interview respondents for this research. This is a useful way to find valuable interview respondents. However, acting within a network of a contact person has its influences on the validity. The issue of validity can be found in chapter 3.3. But this method of finding interview partners created useful links to other interview partners which contributed interesting information and opinions to this research. At the same using the network of interview partners has a positive time effect. In my experiences the duration between contacting the interview partner and conducting the interview is shorter compared to interviews which are found with other methods. Contacted persons often react much faster and more obliging regarding the meeting date.

An important step before taking the interviews is to create a list of questions which is based on the operationalization of the theories. This question list functions as guideline during the interview. Characteristic of a semi-structured interview is that the interviewee can deviate

from the question list. A task of the interviewer is to direct the interview so that it is useful for the research (Saunders et al., 2013).

Once the interviews have been held and if possible have been recorded, the next step is their transcription. Subsequently the interviews will be analysed. A useful and applicable program for analysing qualitative data is ATLAS.ti. This program simplifies the analysis through codification of most important parts of the interviews. The used codes are based on the operationalization. The list of codes is attached in the chapter 11.3.

The second method of data collection is content analysis. Because this research is focused on two legal systems, the content analysis will mostly be focused on the law texts or supplementary dissertations, explanations and news articles. The other fundamental use of content analysis is the identification and analysis of useful theories which are used in this research. The content analysis will also function as initial method for creating fundamental knowledge for this research. It is also needed to set up the question list for interviews. A detailed and accurate content analysis is essential for further steps (Saunders et al., 2013). Therefore important information of different documents were marked or copied into another document. This provided a good overview of the most important information which then was used in this research.

3.3. Validity and reliability

Important aspects of a research are the validity and reliability of the collected data. Each type of research method and each form of data collection has been analyzed on its validity and reliability. It is still challenging for a researcher to provide a good reliability and validity in his research at the same time. The following paragraphs will expose the internal and external validity and reliability of this research, in which a distinction is made between the form of data collection and the research method.

The amount of interviews and the manner in which the interviews are conducted are quite essential for the reliability and validity. Fewer interviews can influence the internal validity of a research. The most influential factor is the amount of conducted interviews. A lower amount would eventually lead to a lower internal validity, while a high amount can increase it. Similarities or variations of answers between different answers to the same question can be an indication for the external reliability. Similarities in answers from different interviewees improve the external reliability, because of its generalization. However, variations in answers are obviously an indication for a low external reliability (Vennix, 2011; Saunders et al, 2013).

In many researches in which the external validity is low, the method of triangulation is applied. The purpose of this method is to achieve a higher external validity by comparing different sources of information (interviews, observations, papers, dissertations, etc.). If these sources are supporting the content of each other, the external validity would increase and vice versa. Essential for the triangulation is inter alia the content analysis (Vennix, 2011; Saunders et al, 2013).

3.4. Operationalization

One the most important analysis step is the operationalization of the theoretical framework. Theories can be adapted to several topics. It is necessary to identify important aspects of those theories and to make them measurable. Based on the theoretical frameworks, which has been elaborated in chapter 2, the following operationalization has been established. The tables 1, 2 and 3 include the operationalized theory, its variables and dimensions. The fourth column includes the theoretical source of the dimensions.

Theory	Variable	Dimension	Author
Co-creation	Dialogue	Digital platforms	Gouillart and Hallet (2015)
		Physical platforms	Gouillart and Hallet (2015)
		Equality	Prahalad and Ramaswamy (2004)
	Transparency	Information	Prahalad and Ramaswamy (2004)
		Process	
		Content	
	Access	Ability to act	Prahalad and Ramaswamy (2004)
		Willingness to act	
	Feasibility	Win-win-situation	
		Joint problem definition	Prahalad and Ramaswamy (2004)
		Joint problem solving	
		Joint problem of value	Ramaswamy (2011)
	Leadership	Rules of engagement	Prahalad and Ramaswamy (2004)
		Organizational evolvment	Tummers, Voorberg and Bekkers (2015) Leavy (2014)
		Identifications of actors	Gouillart and Hallet (2015)
Manner of working	Peoplecentric	Gouillart and Hallet (2015)	

		Proactive	Tummers, Voorberg and Bekkers (2015)
		Communicative	Tummers, Voorberg and Bekkers (2015)
		Personal contact	Gouillart and Hallett (2015)

Table 1: Operationalization co-creation

Theory	Variable	Dimension	Author
Policy arrangement	Resources	Skills	Arts, Leroy and van Tatenhove (2006)
		Knowledge	
		Money	
		Time	
	Actors	Regional actors	Arts, Leroy and van Tatenhove (2006)
		Coalition	
		Civil servants	
	Discourse	New approaches to solutions	Arts et al. (2006)
		Definitions of problems	
		Policy concept	
		Norms	
		Values	
	Rules of the game	Statutory	Arts, Leroy and van Tatenhove (2006)
		Political interactions	
		Formal procedures	
Informal procedures			
Decision making			

Table 2: Operationalization policy arrangement

Theory	Variable	Dimension	Author
Policy transfer	Planning culture	Norms	Othengrafen and Reimer (2013); Spaans and Louw (2009)
		Values	
		Beliefs	
		Ideas	
		Attitudes	
		Behaviours	
	Planning system	Statutory	Othengrafen and Reimer (2013); Rose (1991); Spaans and Louw (2009)
		Planning processes	
		Planning administration	
		Planning structure	

Table 3: Operationalization policy transfer

4. **Planning system and planning culture**

To analyze how co-creation is implemented in the “omgevingsvisie” of the Province Gelderland and which aspects need to be considered for an implementation of detailed background information about the planning culture and planning system needs to be provided. Additionally, the transferability of co-creation requires an examination of the planning systems and planning cultures of both the province of Gelderland and the district council of Düsseldorf. The following paragraphs give a descriptive overview of the planning system and planning culture, including the interrelations between different planning agencies of the respective countries.

4.1. **National planning**

Since the planning system and planning culture can differ per country, it is important to highlight how national spatial planning is structured in the Netherlands and Germany. The following two paragraphs therefore describe the planning culture and planning system of both countries.

4.1.1. **The Netherlands**

The Dutch spatial planning system has experienced several developments in the last years and will also face another change in the upcoming years. Thus, for an introduction of this planning system it is desirable to give an overview of the current system. Besides this the upcoming changes and how spatial planning is administrated in the Netherlands will be described. Speaking about changes there are two periods in time which will be highlighted in this research. The first one of them is the most recent development, the introduction of the “Wet ruimtelijke ordening (Wro)” in 2008. The Wro forms the basis of the current spatial planning. It has changed the planning culture and the interrelations between different planning agencies.

The second development will be the upcoming implementation of the “Omgevingswet” in 2018. The introduction of the “Omgevingswet” will introduce a change of Dutch spatial planning system. The relevance of those implementations is essential for this research because they have direct influence on regional planning. Those policy developments have a direct effect on the functions, authorities and processes of regional planning. The next paragraph describes the spatial planning system of the Netherlands, including the Spatial Planning Act and the Environmental Law.

The Dutch spatial planning system knows three different policy levels: the state, provinces and municipalities. Each of these administration levels has its own instruments for realizing

the spatial development of their responsibility area. § 2.1.1 Wro prescribes that each municipality is obligated to set up a “structuurvisie” (structural concept) in favour of a good spatial planning. § 2.2.1 and § 2.3.1 Wro are also prescribing that the provinces as well as the state have to create one or more provincial or national structural concepts in favour of a good spatial planning. A structural concept is an integral vision of the area which includes a broad outline of the upcoming spatial developments. Important issues which need to be included in the structural concept are the expected spatial developments. Besides this it includes which government has the responsibility to handle those developments. However, the Wro does not prescribe how the “Structuurvisie” has to be composed. Each responsible government can make individual decisions about the content and process of the “Structuurvisie” and the form of cooperation with regional actors (§2.1.3 Wro, §2.2.3 Wro and §2.3.3 Wro). The implementation of the national “Structuurvisie” will be decided by the “Eerste en Tweede Kamer” (parliament). The decision making of the provincial “Structuurvisie” shall be administrated by the “Provinciale Staten (PS)” (provincial council). The local “Structuurvisie” becomes res judicata by the “Gemeenteraad” (city council). Even after the decision making the structural concept has no juridical binding because it has no lawful status within the Wro. It has only obligatory binding for the respective spatial planning administrations. But the Dutch planning systems also includes planning instruments with a binding effect. On national and provincial level only the “inpassingsplan” (integration Plan) has a binding character. Those integration Plans are zoning plans of the state or the province which are used to secure national and provincial interests. Although structural concepts have no hierarchic interrelations, those integrations plans do. This means that an integration Plan of the state overrules provincial integration Plans and zoning plans. They need to be considered and included within the lower spatial planning processes and documents. Municipalities need to compose “bestemmingsplannen” (zoning plans) for their area of responsibility.

Omgevingswet

On 17 June 2014 the Dutch minister of infrastructure en milieu has presented the draft of the new ‘omgevingswet’ in the second chamber. The current ‘omgevingsrecht’ has evolved into a complicated and time consuming law with many different steps, interactions and bureaucratic processes. Reason for this development has been the implementations of new and additional laws and several changes of existing laws over time. Today the ‘omgevingsrecht’ includes dozen of laws with over hundreds of rules about space, infrastructure, water, environment and living. Each law has its own procedures and requirements which indicate an intertwined system with many delaying obstacles. With the new “omgevingswet” the minister of

infrastructure and milieu strives to simplify the current environmental law through an integration of several laws. The current draft includes an integration of 15 laws concerning issues of spatial planning. It is expected that the harmonization of these laws will improve spatial planning processes because of a better and simpler coordination of processes. It is assumed that a simplification of planning processes will have a beneficial effect on the amount of financial investment, not only expressed in money but also in working hours. These notions formed the inducement to adjust the 'omgevingswet' (Ministerie van Infrastructuur en Milieu, 2015).

But there are also other intentions of the new 'omgevingswet', for example to increase the flexibility and the adjustments of zoning plan norms. The expectation of the new 'omgevingswet' is that it should increase the efficiency of the whole planning processes (Ministerie van Infrastructuur en Milieu, 2012).

4.1.2. Germany

In Germany the task of spatial planning is to coordinate the spatial needs regarding diverse aspects of different thematic areas and to strive for a harmonization of conflicts. First of all the planning system of Germany will be outlined.

In Germany spatial planning is divided into different planning agencies which includes a division of tasks, functions and responsibilities which are legal, organizational and in form and content separated from each other (Ebert et al, 2015). Those administration layers are the "Bund" (state), "Länder" (federal state), "Bezirksregierung" (district council) and Gemeinden (municipalities). Each of these agencies also has individual instruments used for spatial planning which are bound by law. An informal instrument of the state is the draft of "Leitbilder der Raumentwicklung" (overall concepts of regional policy) and the implementation of "Raumordnerische Grundsätze" (fundamentals of relating to regional planning agency). Federal states are drafting "Raumordnungspläne" (state development programs) (§8 ROG). The instrument of the district council is the "Regionalplan" (regional development plan) (§8 ROG). The municipalities make use of urban land-use planning which consist of the "Flächennutzungsplan" (zoning plan) (§5 BauGB) and the "Bebauungsplan" (land-use plan) (§8 BauGB).

But although each planning administration and its planning instruments are legally, organizationally and in form and content defined and well differentiated, there are still interrelations and connections between those agencies and their instruments. Those interrelations and connections are created through the so called "Gegenstromprinzip"

(counter flow system), which is a mutual acclamation between the different planning agencies, and through obligatory processes, like the procedure of participation, or through exchange of information, etc. (Ebert et al, 2015).

The “Gegenstromprinzip” does not exist between each planning agency. This principle is used between two agencies at a time and only with the respectively superordinated and subordinated agency. Aim of the “Gegenstromprinzip” is to create a better mutual coordination between the individual spatial planning agencies. Because the planning system of Germany is hierarchically structured, the “Gegenstromprinzip” is preventing top-down decision makings without consultation of the subordinated planning agency. Lower planning agencies have the possibility to bring up their interests on a higher planning layer through dialogues and consultations (Ebert et al, 2015).

But before going into more detail lets first have a look on which functions and tasks each planning agency has. According to the “Raumordnungsgesetz” (Regional Planning Act), under the consideration of regional and the overall interests, the function of the state is to bundle the sectoral planning and to provide public investment. The state makes overall concepts of regional policy and decides about the implementation of principles. Those concepts and principles function as overall concepts of regional policy for the lower planning levels. The concepts and principles aim for a sustainable spatial development with comparable livings conditions in all areas. However, the concepts of regional policy are not binding because they have only a recommending character. The principles relating to regional planning agency have a binding character. This means that subordinated planning agencies have to recognize and implement those fundamentals into their planning processes and documents (Ebert et al, 2015).

Important tasks of federal states are the support and promotion of the federal state planning and the strengthening of the infrastructural measures. Bound by the Regional Planning Act, federal states have to implement federal state planning. Important documents with regards to content are the national concepts of regional policy and the principles of spatial planning. These two aspects need to be recognized within the federal state planning. But there is “blueprint” of how federal states have to implement national targets because national conditions are adjusted to specific federal states (Ebert et al, 2015).

The Regional Planning Act includes further distinction in the spatial planning of federal states by introducing two-stage spatial planning. The first stage is the federal state with its instruments and functions. The second stage is the regional planning by the District Council which is responsible for subareas of the federal state. The federal state is responsible for the spatial planning of the whole area. The function of the District Councils is to implement

arrangements and planning principles of the federal state planning in structural concepts. The district councils also have to observe if these issues are implemented and realized by local planning agencies (Ebert et al, 2015).

The “Gegenstromprinzip” plays an important role between the District Council and municipality. In general this means that the District Council does not only have the function as implementer and observer but also as mediator because another function of the District Council is to modulate received local suggestions with superordinated planning goals. The district council has to observe if aims and principles of the regional and federal planning are considered in the local planning. This means that the regional planning is the mediator between the municipal land-use planning and the federal planning. This interaction between local and regional planning agencies is implemented to reduce the possibility that local developments hinder the spatial planning objectives of the federal state planning (Ebert et al, 2015).

Aim of this German planning system, with the interactions between different planning agencies, it to achieve the realization of the national goals. The implementation process of these goals can be defined as a process of concretisation. It starts with the formulation of national aims which then will be more and more concretized by each subordinated planning agency until those goals are realized by the land-use planning of the municipalities which are legally obliged to implement the goals of the regional planning (§1.4 BauGB). This also means that the “Gegenstromprinzip” does not only function as a consideration tool but also to monitor if the national targets are achieved and to ensure that the spatial planning of different planning agencies within the federal system do not contradict each other.

4.2. Planning culture

The following two paragraphs include a description of the planning culture of the Netherlands and Germany. The planning culture is defined based on statements during the interviews and content analysis.

4.2.1. The Netherlands

Both the implementation of the “omgevingsvisie” of the province of Gelderland and the upcoming “omgevingswet” illustrate the new planning culture in the Netherlands. Both are strategic planning tools which include an integral planning of spatial aspects. The current

planning culture of the Netherlands focuses on cooperative and participative planning, for example through co-creation. It values the experiences and information of spatial actors which are integrated in the planning processes. The whole spatial planning evolves from a more public responsibility to a more cooperative planning. The planning culture has shifted from restrictive planning to an interactive and equal cooperation. Aspects like transparent, flexible, creative play a main role. The planning culture of the Netherlands is of course influenced by the Dutch characteristics, like openness, informal and sociable.

Central aspects of the current planning culture are the behaviours and skills of the civil agencies. They have a proactive attitude and willingness to work together with different actors and in new coalitions. It is important for them to have personal contact with planning partners. The current planning culture can be characterized as people-centric. It is important to take your time and pay attention to planning actors.

4.2.2. Germany

The implementation of the informal participation process of the district council of Düsseldorf indicates an aspect of the current planning culture in Germany. Participation, civil participation and civil cooperation are nowadays inherent parts of spatial planning (Helmholz, 2013). Likewise, the manner of working of public authorities has changed. New forms of cooperation and participation ask for new attitudes of planners. They are more proactive and have an innovative attitude (Reimer, 2013). To work cooperative and interdisciplinary are essential skills which planners nowadays need. They recognize the interests and needs of the population and implement those for the spatial planning (Helmholz, 2013). Especially participation processes which are not regulated by law, thus informal processes, are getting more attractive because they enable innovative, flexible and creative procedures (Helmholz, 2013). Examples for informal processes are cooperative workshops, “round tables”, open councils, etc. (Helmholz, 2013). An important fact which supports the more open and transparent transition is the internet. Information about processes and content can be spread more easily which increases the transparency of planning agencies.

The planning culture of Germany has shifted to a more open, cooperative and transparent culture. However the German planning system still has a hierarchic planning structure. This issue is still recognizable because of the responsibilities which the planning agencies have (Helmholz, 2013). Especially the older generation has problems with transition to new forms of cooperation and participation. Also during the interviews the issue of generation was often mentioned. Since a generational change in the district council of Düsseldorf has taken place,

the cooperation got more communicative and less hierarchic. The regional planning agency got more proactive (personal communication, 16.12.2015)

But there are also limitations for a cultural change of spatial planning which are also experienced in Germany. Participation and cooperation ask for time and personal capacities. Not every institution and stakeholder has those capacities to participate in planning processes. Time and money negatively influence the development of a participative, cooperative, transparent and open planning culture in Germany (Helmholz, 2013).

There are some similarities between the Dutch and German planning cultures. Both cultures can be defined as proactive, communicative and participative. Especially the skills and values of the civil servants are playing a role in the new planning culture. Their attitude towards planning actors is creating this new form of culture. The new planning cultures are resulting from generational change.

4.3. Regional planning

The main focus of this research is to identify important issues and aspects of co-creation for an implementation in regional planning processes. Regarding this aim it is crucial to expose the regional planning processes of the District Council Düsseldorf as well as of the Province Gelderland under the new “omgevingsvisie”. The following two paragraphs will illustrate how regional planning in those two agencies is performed.

4.3.1. Province Gelderland

The processes of the new environmental plan of the province of Gelderland have a slightly different process compared to the common regional planning process of Dutch provinces. The reason for this difference is the use of co-creation, which adds a new instrument within the issue of regional planning. But although the province Gelderland has implemented a new instrument for the drafting of the “omgevingsvisie” the general drafting process remains the same.

§ 2.2.1 Wro prescribes that every province has to draft a structural plan for the purpose of a good spatial planning which includes a framework of the spatial development. The “provinciale staten” (PS) determine the structural plan. Although the draft of structural plan is prescribed by law, neither the Wro nor the Besluit ruimtelijke ordening (Bro) is stating how the procedure of implementation is constructed. This means that the province does not need

to act through a prescribed procedure. This means that the province can make the decision about how they shape the structural plan (§ 2.2.2 Wro). Although the Bro and Wro do not prescribe a certain draft procedure, the province can still establish a “provincial inspraakverordening” which includes different rules about the realization process of the structural plan. If the province has not created such a document, the § 3.4 Algemene wet bestuursrecht (Awb) needs to be applied.

The general process of implementing a new structural plan can be divided into three steps: voorbereidingsfase (preparation phase), ontwikkel- en adviesfase (development and advice phase) and besluitvormingsfase (decision making phase). In the preparation phase the province is going to announce the preparation of the new structural plan. During this process it is also announced how the province is going to govern the participation of other organizations and policy agencies. Although the structural plan does not know many binding aspects, § 2.1.1 Bro includes a participation obligation. This means that the structural needs to include an exploration about how the population, planning agencies and NGO’s have been integrated during the drafting process.

Eventually the province formulates the subjects of the structural plan and announces the decision making procedure. The preparation development and advice phase of the structural plan can be identified as free format process because the province can decide on its own which method they can use to establish the structural plan. In general it can be stated that this process compounds out of three elements: the considerations with involved actors, public agencies and the creation of a vision. After the draft of the structural plan concept, the concept needs to be published (§ 1.3.1 Bro). Until that moment the concept of the structural plan can be reviewed by the different affected agencies, population and organizations. After 6 months, the received opinions of those actors will then be discussed and assimilated in the draft. Eventually the structural concept will be determined by the PS.

4.3.2. Regional planning Düsseldorf

The district council Düsseldorf is arranging a new regional plan since 2010. The old regional plan “Gebietsentwicklungsplan 99” (GEP99) is outdated and does not reflect the recent demographic developments. The new regional plan does not only include new prospective ecological, economical and social aims and strategies but has also a slightly different approach of regional planning. A difference between the current and old procedure is the informal participation process at the beginning of the regional planning process (Bezirksregierung Düsseldorf, 2014). It started with an opening meeting with District

Administrators, mayors and important regional actors. Content of this meeting was to inform those actors about the composing of a new regional plan. Furthermore, and the more important aspect of this meeting was the discussion about the planning strategies for the prospective regional planning. In this process participating actors had the possibility to state their interests. Those suggestions were recognized by the district council and were considered in the composing (Bezirksregierung Düsseldorf, 2016). It needs to be mentioned that the opening meeting is not prescribed by law, which means that it is up to the district councils to decide if this procedure is implemented in the composing process of the regional plan. After the opening meeting, the formal process of the regional planning has taken place. The formal procedure is prescribed by law. Essential laws for the regional planning are the “Raumordnungsgesetz” (ROG), which includes the legislative stipulations of the “Regionalplan”, and the “Landesplanungsgesetz NRW” (LPIG NRW).

§ 8.1 ROG includes that federal states have to create a “Raumordnungsplan” (regional planning program) as well as regional plans. Whereas the regional planning program is constructed by the federal state, the responsibility for drafting regional plans lies at the district councils (§ 4.1 LPIG). Not only is the responsibility prescribed, but also the composing procedure. A mentionable issue of regional planning is that it consists of two parallel processes: the environmental audit and the drafting procedure of the regional plan (§ 9 ROG). To guarantee that upcoming spatial developments will not harm ecosystems or have negative effects on their surroundings, the district council has to examine, describe and estimate the effects on

- Population, including the health, animals, plants and the biological diversity
- Earth, water, climate and landscape
- Culture and
- Interdependency between the aforementioned subjects of protection (§ 9.1 ROG).

The result of the environmental audit has an influential impact on the regional planning. Normally the process of regional planning of the regional plan starts with the decision of reworking or creating a new regional plan. This is coherent with the declaration of the environmental audit. After those decisions have been made the regional planning agency is making a concept about the determination of the regional plan. An essential process within this step is the scoping procedure which is prescribed by the “Gesetz über die Umweltverträglichkeitsprüfung” (UVPG). It includes the scoping of the extent and level of detail of the environmental audit (§ 5 UVPG). Another issue is the involvement of public agencies if their field of responsibility is affected by the environmental effects of the regional plan (§ 9.1 ROG). After those processes the planning agency of the district council is going to create the first draft of the regional plan including the motivations. Parallel to the

composing, the content of the environmental audit is formulated. The concept of the regional plan, together with the environmental audit, is presented to the regional council, which will then decide over the establishment of the regional plan (Erarbeitungsbeschluss) (§ 19.1 LPIG NRW). If the council has approved the composing of the regional plan, the regional planning agency will start with the enactment. The composing process of the regional plan is prescribed by § 19 LPIG NRW. Based on the enactment the participation procedure starts. Aim of this participation procedure is to give regional actors and public agencies the opportunity to respond on the content of the “Regionalplan”. Important documents, like the environmental audit, need to be displayed for at least a month (§ 10 ROG). Affected actors can also respond to those documents within one month. This also includes cross-border actors. After the deadline of the regional plan, responses from public agencies and regional actors are discussed with the regional planning agency during “Meinungsausgleichsterminen” (opinion adjustment appointments). During those meetings the involved actors are trying to reach a compromise (§ 19.3 LPIG NRW). If the regional planning agency of the district council is not able to reach a compromise with those actors, it is the task of the regional council to make a decision, based on the responses and the concerns. Eventually, after the participation process is finished, the regional planning agency reports the outcome of the participation process to the council. This report also includes the responses for which no compromise has been found, so that the council can take action (§ 19.1 LPIG NRW). The drafting process ends when the regional council decides about the establishment of the regional plan (Aufstellungsbeschluss) (§ 19.4 LPIG NRW). After the “Aufstellungsbeschluss” the regional plan will then be reported to the authority responsible for regional policy (Landesplanungsbehörde). This authority then has three months to respond to the content and formal process of the regional plan (§ 19.6 LPIG NRW). Only if this agency has no objection it will be published in the “Gesetz- und Verordnungsblatt” (Law and Ordinance Gazette) of NRW (§ 14 LPIG NRW). From this time on, the regional plan will come into effect.

4.4. New concepts

Both the province of Gelderland as well as the district council of Düsseldorf have implemented new processes and instruments to the composing of their structural concepts. The following two paragraphs include a description of those changes.

4.4.1. Omgevingsvisie

Reasons for the inducement of the “omgevingsvisie” are the social developments which take place in the Netherlands and the province Gelderland. Examples of social developments are the changes in living, working and the technological development. But also more global issues like the consequences and uncertainties of the climate change or more local or regional issues as the decline of the population and resulting from this the vacancy of flats (Provincie Gelderland, 2015). Demographic developments like dejuvenation and ageing are also issues which are considered and recognized in the “omgevingsvisie”. Those varied and diverse developments are reasons why the province Gelderland decided to implement a new regional plan, the “omgevingsvisie” (Provincie Gelderland, 2015). Aim of this plan is to cope with the constant changing social developments. The province saw that the old “streekplan”, which was the former regional plan, is not a suited instrument for dealing with the current changes of this time (Engbers and Heesen, 2014). The main idea of the “omgevingsvisie” is that it has to be as variable and flexible as the social developments (Engbers & Heesen, 2014). Especially in spatial planning this has a consequence because the “streekplan” has been a steady instrument, in which the province, in consultation with relevant regional partners, has formulated area-wide regulations. The plan included “do’s and don’ts” and has been a fixed plan for at least ten years. This means that although social developments have been shifting over the ten years, the planning instrument stayed the same. This eventually developed into an unbalanced relation between social developments and the planning instrument which eventually could not solve the problems at the right time (Engbers and Heesen, 2014). Through this a delay of planning starts to occur. The new “omgevingsvisie” therefore has a different foundation about how regional planning has to be executed which differs from the “streekplan”. While the “streekplan” implies rather a description of Gelderland, with a more detailed map about the functions and uses of places in combination with regulations, the new “omgevingsvisie” implies aims and qualities which should be achieved (Provincie Gelderland, 2015). Unlike the “streekplan” the “omgevingsvisie” is not a complete and accurate plan. It is rather a concept in which the task stays central (Provincie Gelderland, 2015; Engbers and Heesen, 2014). The task therefore is not a description given by the province about where wind plants have to be built to achieve a more sustainable energy. The task would rather be how the province in co-creating with other actors can achieve a rising production of sustainable energy. The new “omgevingsvisie” is more like a path than a final product which can be in a state of shift if the social developments ask for it (Provincie Gelderland, 2015). This means at the same time, that it is not necessary to appoint a life span of the “omgevingsvisie” because the problem defines the duration of it. Altogether this shows that the “omgevingsvisie” is a dynamic regional plan which adapts to the social developments. The dynamics of this plan also allows implementing the instrument

of co-creation. This has not only been used during the formulation of the regional plan but is also used during the implementation and will still be used in the future. Co-creation is the central aspect of the “omgevingsvisie”. Through this the “omgevingsvisie” is also an instrument which invites other actors in its realization (Provincie Gelderland, 2015). Invited actors are not only relevant regional partners, but also citizens, lower policy authorities or everyone else who has interest in contributing to the process.

An important and influential part of the “omgevingsvisie” is the “omgevingsverordening”. This instrument includes norms and regulations about the included topics of the “omgevingsvisie” (Provincie Gelderland, 2015). There are for example norms about the distances of activities, like the wind power plants. This instrument is needed to create a certain level of regulation. Not with the aim to forbid activities, but to prevent foreseeable damage to nature or living conditions. It is a task of the province to compose an “omgevingsverordening” (§ 4.1 Wro).

The content of the “omgevingsvisie” has been structured by the issues of “diverse, dynamic and beautiful Gelderland” (Provincie Gelderland, 2015). The issue of diversity is concerned with the regional differences in social matters and tasks and the cherishing of the regional identities. Because of the fact that the province Gelderland has diverse regions, like the “Rivierenland” or the “Stedendriekhoek”, the province, in co-creation with other actors, tries to stress the diversity of those regions and to formulate aims which fit to the characteristics of those regions. This means that a region which is characterized as a green place, used for recreation, will not be transformed to a place used for industry. The issue of dynamic is concerning with the provincial ambitions referring to the spatial-economic field, like housing, living and mobility. The issue of beauty is concerned with issues of nature, water, soil and culture (Provincie Gelderland, 2015). Within this content the province has together with other actors formulated the aims how to preserve those qualities and how to develop them in a positive way. Each ambition, which is formulated under the issues of diversity, dynamics and beauty, has been worked out in co-creation with other actors. Because one of the main aims of the “omgevingsvisie” is the creation of a strategic plan which gives a direction instead of exact answers, the further realization of the “omgevingsvisie” takes place through cooperation with other actors and provincial implementation programs.

During the drafting and implementation process of the omgevingsvisie the province Gelderland has four roles (Provincie Gelderland, 2015):

Normative province: The role of a normative province is to formulate clear rules, to determinate minimum conditions and maintenance of laws.

Enterprising province: The role of the enterprising province is to perform general provincial tasks. It further implies that the province puts effort into accomplishing the desired results and to ponder the pros and cons of investment decisions.

Inspiring province: The role of the inspiring province is to create synergy effects through connecting actors and to create collaborative vision of the future.

Connecting province: The role of the connecting province is to connect different programs, organizations and developments and in addition to present an overview of those different issues.

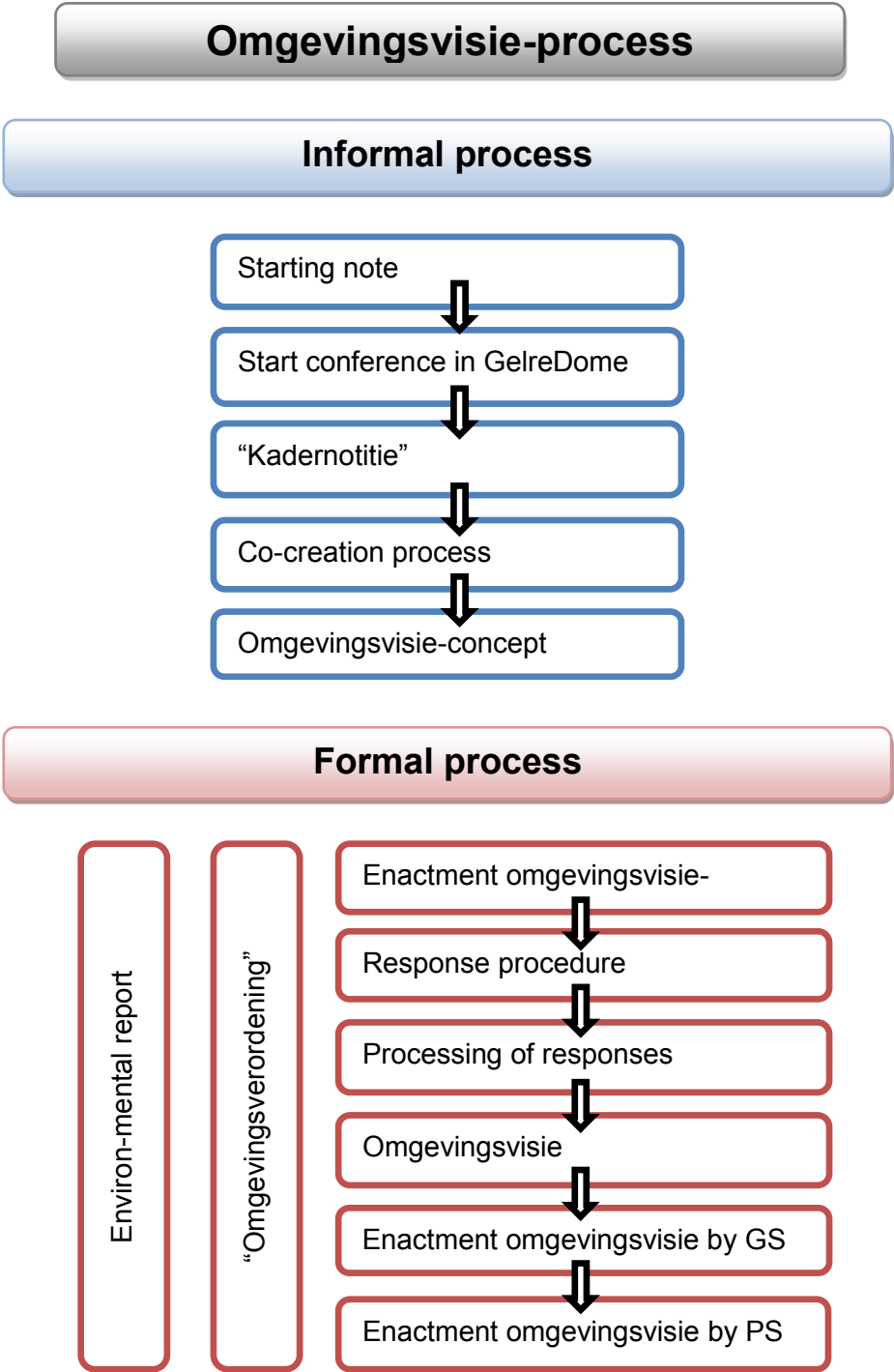


Figure 4 "Omgevingsvisie" process

4.4.2. Regionalplan

Although the regional planning processes of district councils of Germany proceed more or less in the same procedure as described in paragraph 4.3.2, the district council Düsseldorf has added one more step. This additional process will be outlined in this chapter.

Atypical for regional planning, the district council Düsseldorf has used an informal process of participation before the actual regional planning procedure starts. The informal process consists of different meetings, dialogues and “round tables” (Bezirksregierung Düsseldorf, 2014). During those meetings different regional actors were invited by the district council to participate and contribute their experiences and interests. This process has proceeded under the name “Startschuss: Neue Ideen für die Region” (starting note: new ideas for the region). The beginning of this process was dominated by meetings. Those plenary meetings included presentations about spatial relevant topics, like housing, infrastructure, etc. Later on those issues were deepened during the “round tables” (Bezirksregierung Düsseldorf, 2014). During the “round tables” the different spatial topics were discussed in more detail. The discussion took place between members of the district council of Düsseldorf and regional actors, who are specialized on the respective planning topics. The participation presumes certain relations to the topics. This means that economic related actors have participated in “round tables” about industry, logistic and commerce (Bezirksregierung Düsseldorf, 2016). The comments and suggestions which were formulated and communicated during this informal process were later on recognized. The information resulting from the “round tables” were for the most parts integrated in the composition of the “Leitlinien” (guidelines). Those “Leitlinien” form the basis for the composing of the “Regionalplan” (Bezirksregierung Düsseldorf, 2016). Because of the fact that this process has been informal it means that the district council is not legally bound to implement this procedure during the drafting and implementation process of the Regionalplan. The processes afterwards follow the prescribed procedure of regional planning.

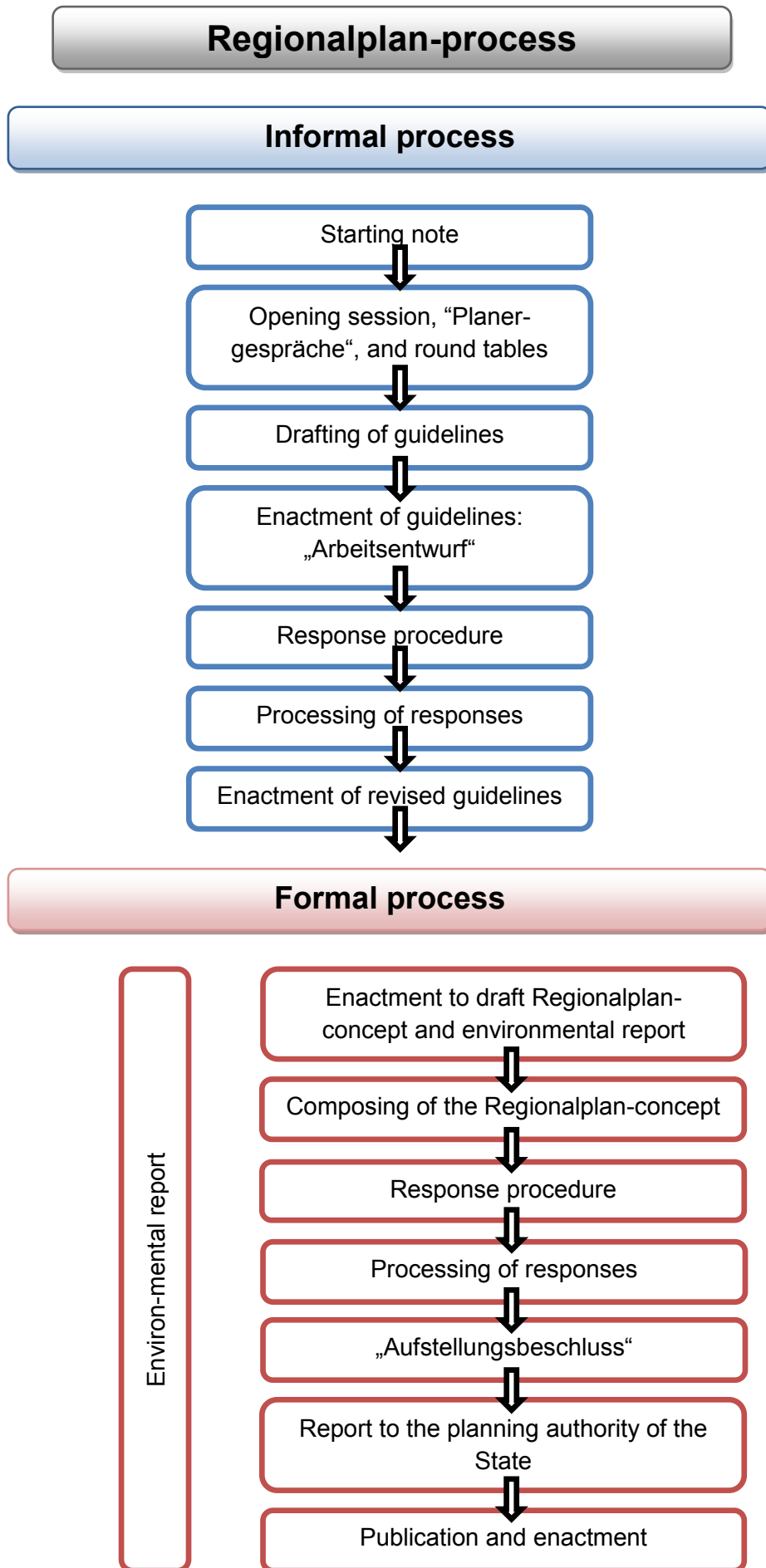


Figure 5 "Regionalplan" process

4.5. Comparison of planning processes

The omgevingsvisie-process as well as the Regionalplan-process have been described in the previous paragraphs. Figure 6 illustrates those two planning processes side by side. It is mentionable that both processes are alike considering the structure. Both processes include both an informal as well as a formal process. But there are several differences between those processes. The first disparity is the product which results from the informal process. The result of the informal process of the “omgevingsvisie” is the concept of the structural plan. However, the informal process of the “Regionalplan” creates spatial guidelines which form the basis for the “Regionalplan”. The differences of formal process can be explained by the different planning systems. The province of Gelderland has to compose an “omgevingsvisie” and an “Omgevingsverordening”. The district council of Düsseldorf only has to compose a “Regionalplan”. A similarity of both processes is the formal requirement to make an environmental report. This is not astonishing because it a requirement of the EU. The essential difference between those two planning processes is the resulting product of the informal process.

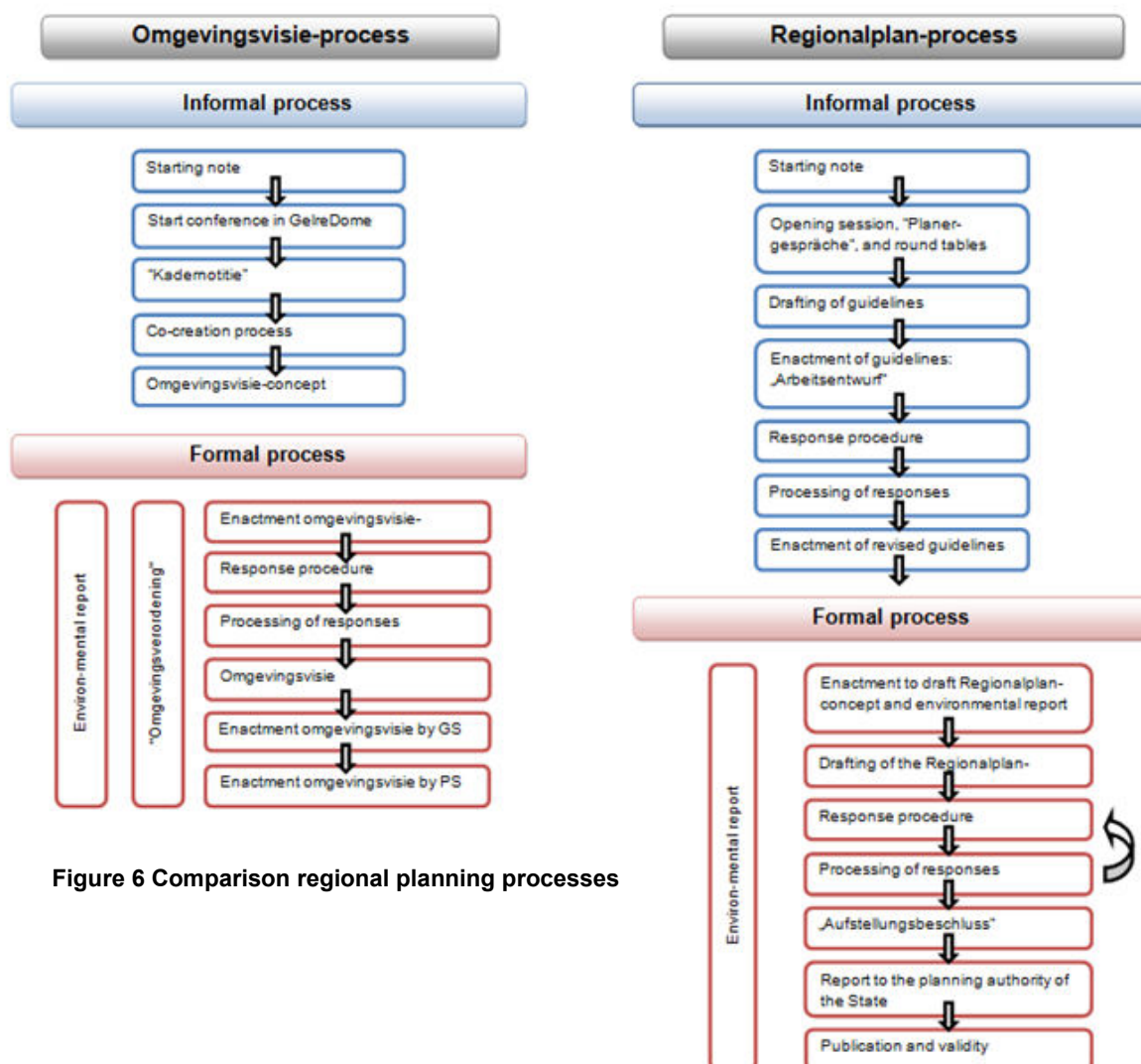


Figure 6 Comparison regional planning processes

4.6. Aspects of co-creation

The previous chapters include a description of the regional planning processes and the new concepts of both planning agencies. The information about both systems should enable a first analysis of the implementation of co-creation.

4.6.1. Province of Gelderland

The province of Gelderland has already implemented co-creation which implicates that co-creation aspects can be found. If we only focus on the regional planning system there is one influential aspect which makes an implementation of co-creation possible. This aspect is the lawful freedom of the province to design the process of the “Structuurvisie”. Besides the enactment process the decision is made based on the norms and values of the politicians and public officials of the province. This includes that if we reflect on the causal model, that both the planning system and planning culture have an influential effect on co-creation. One aspect is that the planning system has no regulation concerning the composing process of the “Structuurvisie” which increases the impact of the planning culture. The planning culture of the Netherlands can be characterized as bottom-up, open, communicative, problem oriented, cooperative and without a hierarchic relation between planning agencies and regional actors. Those norms and values enable an implementation of an instrument like co-creation. Both foundations, the planning culture and planning system, do not hinder an implementation.

4.6.2. District council of Düsseldorf

Although the district council of Düsseldorf has not implemented co-creation, it shows first aspects of this instrument. A closer look at the planning system shows that the statutory implies a certain room of planning freedom. This planning freedom results from the informal process. The district council of Düsseldorf already shows some aspects of co-creation. The informal participation process reveals some of the core aspects of co-creation. It enables the ability to act for a selected group of actors who can contribute their knowledge and experiences to the process. However, a selection of actors excludes the aspect of equality. Through implementing the informal participation process, which is rather new in Germany, the district council shows aspects of organizational evolvement which strives for a joint problem definition. The manifold dialogues, meetings and “round tables” also include the use of physical platforms based on a communicative manner of working. The process is of the “Regionalplan” is also transparent because all documents regarding process and content are available.

5. Analysis

Chapter 4.6 includes first aspects of co-creation which are based on the regional planning procedures of the “omgevingsvisie” and the “Regionalplan”. However, not all aspects of co-creation can be identified based on the planning procedures which results from content analysis. Empirical information is needed to make an in-depth analysis of the implementation of co-creation. The empirical information is collected through interviews with regional actors and officials of the province of Gelderland. The interviews were held by means of a questions list which is based on the different dimensions of the operationalization. The following research aspects are resulting from the co-creation operationalization which can be looked up in chapter 3.4. The operationalization is based on the DART-model and further theoretical insights of Prahalad & Ramaswamy (2004), Ramaswamy (2011), Tummers, Voorberg, & Bekkers (2015), Gouillart & Hallett (2015) and Leavy (2014).

5.1. Aspects of co-creation within the “omgevingsvisie”

Digital platforms

With the digital platform “ gelderlandanders.nl” the province has created the requirements of a digital communication. One of the main aims of the digital platform “ gelderlandanders.nl” is to get in contact with citizens and new regional actors. But the response was only moderately because only a view entrepreneurs and citizens made use of this tool (personal communication, 28.05.2015).

During the interviews questions were ask about the use and the necessity of a digital platform But none of the interviewed person has really made use of their possibility, neither intern members of the province nor the regional actors. But the regional actors suggested that their colleagues were active on the digital platform (personal communication, 18.01.2016 & 23.12.2016). However, it is questionable to which extent.

A closer look at the platform has revealed that the current activity on the platform “ gelderlandanders.nl” can be described as low. Most of reports on “ gelderlandanders.nl” were not commented or at least with one or two comments. The interesting point is that those comments were often made by the employees of the province. It can be assumed that this platform is hardly used by external actors. This statement was supported by an employee of the province (personal communication, 29.06.2015).

A digital platform has not only the function as a communication tool but also as platform to exchange information and to create transparency. The platform provides a bunch of

information about different drafting procedures and documents which give deep insights of the omgevingsvisie. It further provides links to other sources and websites (personal communication, 29.06.2015). The placement of planning documents on a digital platform makes them accessible for every interested person (personal communication, 28.05.2015). The digital platform “gelderlandanders.nl” provides overarching information about the content which increases the transparency of the process of the omgevingsvisie.

The theoretical background of co-creation puts a focus on a digital platform. For regional planning a digital platform adds another communication tool to already existing forms of communication, like meetings and workshops. During the interviews it became obvious that the practical use of a platform is personal bound. In general the interviewed persons preferred common and existing communication forms and were not so much into communicating through a digital platform.

During the research, which has been performed after the drafting procedure, the daily use of the digital platform can be measured as low. To which extent the platform was used during the time of drafting process cannot be evaluated. But based on the content of the interviews it can be assumed that the use of it does not exceed the practice of physical platforms and communication. Of course the accessibility of information regarding the process and content of the omgevingsvisie is increased by a digital platform. It provides a central place to go for interested persons who want to gather more information about the omgevingsvisie. To this regard it increases the transparency of the whole composing and implementation process of the omgevingsvisie. Concluding it can be stated that a digital platform functions as an extra tool which supports a more communicative and transparent planning process (personal communication, 18.01.2016).

Physical platforms

The aspect of physical platforms needs to be differentiated between activities based on the formal procedure of regional planning and based on the introduction of co-creation.

The co-creation process started with a meeting organized by the province Gelderland. Aim of this meeting was to introduce the new form of policy making (personal communication, 28.05.2015). This kind of meeting can be characterized as a plenary and informational meeting which are used for bigger auditions. During the co-creation phase of the omgevingsvisie the province established different working groups formed around certain planning topics, like water, nature, housing, etc. During those meetings the participating actors together discussed the objectives of the topics. The duration of those meetings varied

which means that some meetings were held on several days (personal communication, 23.12.2015).

Another issue to make those meetings more interesting and refreshing were the chosen locations. It has been stated that the location of a meeting can have a positive effect on the process because new surroundings can inspire people (personal communication, 01.07.2015). It was also mentioned that the new surroundings had a stimulatory effect on the process. The province also organized further unusual activities. During a meeting a poem was created which was based on the content and results of the meeting. Those ideas had positively stimulated the process of those meetings, with the effect that those meetings were kept in mind (personal communication, 18.01.2016).

The process of the “omgevingsvisie” also included more formal physical platforms. For example the final information meetings which were held in the respective municipalities. Those meetings were organized by the “Provinciale Staten” (PS) (personal communication, 01.06.2015). At that time each citizen had the possibility to express their opinions about the omgevingsvisie. But in general the idea and aim of the different meetings was to gather and to collect the personal experiences and information from different actors. Those experiences and information were used for the formulation of the omgevingsvisie to create a better and more practice oriented foundation (personal communication, 23.12.2015). The different experiences and information have not resulted in new innovative ideas. But they created additional value for the content and process of the “omgevingsvisie” because collective elaborations often results in a broader consensus about different topics (personal communication, 23.12.2015).

Physical meetings have essential function for co-creation processes and the formulation of the content. The main function is to gather and collect the information and experiences from different actors in the field of regional planning. The province has applied different activities to make the collaboration process more interesting and inspiring. Those activities were highly valued by the different interviewed persons and affected the process of the omgevingsvisie in a positive manner. In comparison to the aspect of digital platform, all of the interviewed persons preferred face-to-face meetings and dialogues instead of digital communication. It was often mentioned that physical platforms are essential for the co-creation process because they enable the communications and dialogues between different actors (personal communication, 01.06.2015). A diversity of physical platforms, like plenary meetings, round tables, workshops or face-to-face meetings, are also important for the co-creation process. The important issue of diversity is to create an objective picture of the experiences and interests. It is difficult to generalize and balance the interests of people based on a plenary

meeting because not everyone who attends the meeting dares to express their interests. In those cases personal dialogues can be advisable.

Variety

New settings and tools of the omgevingsvisie have shifted the regional planning process. Questionable is if those changes have also resulted into new actors and actors-constellations. Aims of the digital platform are a more transparent process and the creation of requirements for new actors to participate in the process of the omgevingsvisie.

The province has invited the traditional and known regional actors, like municipalities, Waterschap, Koophandel, interests groups, etc., to attend to the starting meeting. But it has been stated it is not possible for the province to contact every person with the objective of participation (personal communication, 28.05.2015). This inability should be adjusted by the configuration of the digital platform. It was supposed that the platform is a tool which enables actors to approach the provincial agency (personal communication, 28.05.2015). This new approach has not result to new actors. It has been mentioned that the variety of actors has not changed during the process of the omgevingsvisie, in comparison to older regional procedures (personal communication, 03.06.2015).

In terms of actor-constellations, the process of co-creation has resulted into new constellations. The formation of new constellations refers to the new cooperative, integral and strategic planning procedure. The communication of older regional planning procedures was based on the formal response procedure. This includes a two-way interaction between planning agency and regional actors. But through the collective elaboration of the different topics through working groups several constellations has been established. During the interviews different examples were outlined. One constellation has been created around the water topic. Responsible Waterschap institutions (Waterschap Rijn Ijssel, Waterschap Revierenland and Waterschap Veluwen) of the province Gelderland have worked out the content of the topic Water, whereby Waterschap Rijn en Ijssel was the coordinator. This normally is the task of the province (personal communication, 23.12.2015). In the previous “streekplan” each Waterschap has made on recommendations to the structural plan. During the “omgevingsvisie” those three Waterschappen together took the responsibility to elaborate the water topic (personal communication, 23.12.2015). But also within the topic of nature new actor constellations have been established. At least 50 actors concerning with nature development have worked together in different working groups (personal communication, 28.05.2015).

During the old process of the “streekplan” the province constructed a structural plan and each regional actor has been able to respond to the content. This has been a linear process in which each actor has tried to accomplish the implementation and recognition of their own interests. Through the process of co-creation this linear system has not completely vanished because actors still have the opportunity to make representations. However, the content of the omgevingsvisie has been designed through co-creation. The process of co-creation brought different actors around the same table, although some of them have contradicting interests. With the help of working groups, actors, which previously have stated their responses, worked together and have formed new coalitions.

Equality

An important aspect which was mentioned during the interviews with regional partners of the province was that the persons were pleased with the new policy style of the province Gelderland (Personal communication, 18.01.2016 & 23.12.2015). They stated that the new manner of communication and collaboration has changed. The communication and collaboration developed to processes with equal treatment between regional actors and civil servants. Information was also not held back by the province. At the same time the new policy style created an open atmosphere in which each actor could state their opinions (personal communication, 18.01.2016). The province really took the effort to work together with regional partners at the same level. A development of both the province and Waterschap has been identified. In the past both institutions tried to stand above other actors. The hierarchic relation between province, Waterschap and other regional actors has changed. They try to coordinate their activities and interests to achieve collective products, the “omgevingsvisie” (personal communication, 23.12.2015).

But although the omgevingsvisie has been composed through a cooperation of different actors, the province still has the power of decision making. This means that there is still a hierarchic relation between the planning agency and regional actors. But the interviewed persons saw the aspect of decision making not as a degradation of equality. They saw this aspect as a role which the province has and which is prescribed by law (Personal communication, 28.05.2015, 01.06.2015, 23.12.2015 & 18.01.2016).

The interviews have identified that the province Gelderland reached a level of cooperation during the drafting process of the omgevingsvisie in which the power relations between the actors have changed. Especially the new planning culture influences the cooperation processes between planning agency and regional actors. A proactive manner of working characterized by missing hierarchic relations has resulted into a more equal process and

treatment. Civil servants approached regional actors to be part of their projects with a supportive intention. They are strengthening the personal contact between the planning agency and regional actors. Their action is based on achieving the spatial goals, instead of their function as an official of the province. This form of approach contributed to a more equal cooperation and communication. The “omgevingsvisie” is also based on participatory processes, which include no regulation about “who has the right to participate and who not”. Each actor had the chance to participate (personal communication, 28.05.2015). Concluding it can be stated, that only the instrument of co-creation changed the policy culture of both the province Gelderland but also of other institutions.

Information and content

Most of the information about the omgevingsvisie, its processes and meetings are available for each interested person (personal communication, 28.05.2015 & 18.01.2016). Especially the digital platform “gelderlandanders.nl” has mainly been used for the allocation and transportation of information. But through the physical forms of communication, like meetings, newspapers, working groups, etc. a lot of information is exchanged. During an interview it has been mentioned that for a transparent and open process all information has to be available, which should eliminate meetings behind closed doors (personal communication, 23.12.2015). This implies that reports of the working groups and meetings has also be transcribed and uploaded to the digital platform. But this was not always the case which has been mentioned during an interview. The co-creation process has been an informal process in which in the province has deliberately decided not to act as in formal procedures. This implies that not all dialogues and meetings were recorded and signed by the participating actors (personal communication, 28.05.2015). This means that not all meetings and dialogues are published. However, if persons are interested in the information they are able to contact responsible officials of the province of Gelderland for the needed information.

Although a digital platform has a limited use for communication, it is doubtless useful for the transportation and allocation of information because it forms central place which is easy to find and which reduces the challenge to find the exact information. This means that the province Gelderland has established sufficient possibilities to gather the needed information which at the same time enables an each actor to be on the same standard of knowledge concerning the omgevingsvisie. But there is one issue whereon the province has no influence and that is the willingness of other actors to internalize this information.

Process

The transparency of information gives first insights of the transparency of the process. An interviewee mentioned that the reporting of the process got enough attention. In his eyes a bit too much because he suggested that it resulted into a longer drafting and implementation process (personal communication, 18.01.2016). But a transparent process was a main objective of the “omgevingsvisie”. It has been stated that the information about each step of the omgevingsvisie has to be available and understandable for each actor and citizen (personal communication, 28.05.2015). The information about the planning process is also published on the digital platform of the omgevingsvisie. Thus it is available for each interested actor. The province made different figures to transport a clearer overview of the “omgevingsvisie” process.

Based on the content which has been formulated for the transparency of information, the digital platform is useful to provide the information about the previous and upcoming processes of the omgevingsvisie. Although the reporting of the process is a fundamental aspect of the “omgevingsvisie”, the extensive reporting is criticized, because of the proportion between invested time and benefit.

Ability to act

Aim of the “omgevingsvisie” and the province was to create communicative and joined problem-solving concept. This requires the creation of possibilities, so that each interested actor can participate. A public official of the province Gelderland stated that the province provided created such possibilities. Each actor has been able to act during drafting process of the omgevingsvisie (personal communication, 28.05.2015).

The omgevingsvisie included two processes in which each actor has been able to act. The first one has been the co-creation process and the second was the formal response procedure in which each actor has the opportunity to make statements on the omgevingsvisie. If for example some actors did not have the resources to collaborate during the composing process of the omgevingsvisie, they still had the chance to send a response on the structural plan. This also means that each actor who was involved during the composing process had still the possibility to response to the omgevingsvisie afterwards.

A good example for the aspect “ability to act” is the elaboration of the water topic. In the topic of water the province is the decision maker who drafts the structural plan and Waterschap is the executing actor of this structural plan. But during the omgevingsvisie this responsibility has changed because the Waterschap Rijn & IJssel, as coordinator, has drafted the content

of the topic water, in co-production with the Waterschap Rivierenland and Veluwe. This step was really welcomed by Waterschap because they had recently constructed a water vision for 2030. They used the ability to act to implement the issues of their water vision into the “omgevingsvisie”. This gave them the possibility to influence the objective formulation of water related aspects (personal communication, 23.12.2015). Thus, the integration of co-creation has shifted the role of the province. The province enabled other actors to take an active position during the composing process.

But the ability to act does not only depend on the fact the province Gelderland creates the possibilities to act. It also depends on the interests of actors and their resources and capacities which enables them to actively participate in the process or not. This issue was also mentioned during an interview (personal communication, 23.12.2015). The reasons why several actors only participate in the formal response process are the aspects time and money. Some institutions have a lack of man power to participate in the omgevingsvisie (personal communication, 23.12.2015, 01.06.2015). To what extent time and money influence the ability to participate in the “omgevingsvisie” processes is questionable.

The concluding formulation of the ability to act is that it is double-edged sword. This means that the ability to act is subject to the resources which actors need to participate in a regional planning process. On the other side the ability to act depends on the policy culture of the regional planning administration. It depends on the willingness of a regional planning agency to transfer planning responsibilities to regional actors.

Willingness to act

Another issue is the willingness to act. Of course relevant regional actors are using the possibility to further enhancing their position in the regional planning (personal communication, 23.12.2015). A motivation to participate in the “omgevingsvisie” is to have more influence on the content (personal communication, 23.12.2015). But although the willingness to act can be detected by regional actors and public agencies, under the assumption to take advantages, this aspect is not suited for the citizens.

During the interviews it became quite clear that the province Gelderland has created the requirements for each interested actor or person to participate. However, this possibility was hardly taken by citizens (personal communication, 28.05.2015, 01.06.2015 & 03.06.2015). The province has organized several plenary meetings for citizens, but the appearance of citizens was relatively low. Thus, the province created the requirements for an each to participate (digital platform). However they did not put extra efforts in the mobilization of

citizens because of their experience regarding the willingness of citizens to participate in regional planning (personal communication, 28.05.2015).

There are different assumptions for the missing willingness of citizens to act during the omgevingsvisie process. One aspect is that they have no interest to participate because they do not feel any effect of this plan on their daily live. This means that they cannot comprehend to which extent the agreements of the omgevingsvisie effect their surroundings (personal communication, 23.12.2015). Most of the time, a structural plan does not have an effect on specific personal interests of a citizen. The abstraction level of a structural plan and regional planning is not tangible for an average citizen.

The abstractness of the omgevingsvisie and the missing concern for regional planning are arguments for the missing willingness of citizens to act.

Win-win-situation

The process of co-creation during the omgevingsvisie has resulted in several win-win-situations. A first win-win situation is that more integral solution has been made. This resulted from the participation and collaboration of different actors, who are specified on different planning domains (personal communication, 01.06.2015). An example is the situation in the Veluwe, where recreation and nature preservation are playing a key role. If actors of both domains are only focussing on the realization of their interests, an integral collaboration cannot be created. Only if those actors work together and trying to harmonize their interests, regional solution can be found. Nature preservation does not basically exclude recreation. A combination of both can have mutual benefit (personal communication, 01.07.2015).

Another win-win situation can found regarding the process of the topic water. The new manner of policy making of province has enabled Waterschap to compose the content of the topic water. This has resulted into a more practice oriented product which is mutually accepted. Furthermore, the whole process between Waterschap and the Province Gelderland has been formed closer relationship. Waterschap and the Province Gelderland are now acting as equivalent partners who will work together more closely during the implementation of the water issues (personal communication, 23.12.2015 & 28.05.2015).

But at the same time the result of a win-win situation has to be analyzed critically. The win-win situation of the water topic was based on collaboration between the three institutions of Watschap and the province Gelderland. This is a manageable amount of actors. Furthermore, Waterschap had composed the content on its own. However, to achieve a win-win situation in bigger group constellations is more difficult. Especially when involved actors

have contradicting interests, like in nature related topics. The agreement of such working groups is often a compromise between the participating actors. This is also recognizable in the “omgevingsvisie” in which the formulation of some goals is kept vague. This can be referred to the different and conflicting interests of the actors (personal communication, 18.01.2016).

The win-win situations have to be critically analyzed because the implementation of co-creation on one side can result in new forms of collaborations and linkages of actors. On the other side an integral and regional harmonization of interests can be achieved. Also the new power relations and the collective topic related elaboration can be seen as a win-win situation of the process because eventually the participated actors are committed to the drafted product. But the formulation of goals can also be based on the lowest common dominator. This can occur if a vast amount of actors is involved in the process or if the working groups are dominated by contradicting interests. The result of goals which are based on the lowest common dominator is a vague formulation of those goals. But still win-win situations still remain as a highly debatable aspect.

Joint problem definition and joint problem solving

The digital and physical platforms formed the basis of the joint problem definition of the omgevingsvisie. The example of the collaboration between Waterschap and the province Gelderland concerning water topic shows that actors are enabled to define the problem definition and that the content of the omgevingsvisie is based on the problem definition designed during the high amount of working groups (personal communication, 28.05.2015 & 23.12.2015). Although the concept and final omgevingsvisie was eventually formulated by public officials of the province of Gelderland, the agreements from the different working groups, meetings and the digital platform were recognized in document. This process can still be characterized as a joint problem definition because all actors who have participated contributed to the content of the omgevingsvisie. However, there were actors who could not attend during the meetings of the omgevingsvisie. But they had still the opportunity to make representations on the concept of the omgevingsvisie which could result in modifications of the omgevingsvisie (personal communication, 01.06.2016).

The cooperation between the different actors during the working groups was highly open and problem oriented. A feeling was transmitted that each actor had a voice and has been able to table their experiences and knowledge. The problem definition in this sense was based on the different insights of actors. It was not a process in which the regional actors are ticking off a list created by the province (personal communication, 18.01.2016). Furthermore, a joint

problem definition and solving was also one of the central aspects of the omgevingsvisie. This aspect can only be achieved through cooperation with regional actors and a transparent process (personal communication, 28.05.2015). The interest of the province of Gelderland, to achieve a joint definition and solving of regional issues, can be demonstrated through the role which different civil officials have during the implementation process of the omgevingsvisie. Their function is to link different actors and subjects from different domains within a region, with the aim to strengthen their positions. If for example some actors are struggling with the implementation of a recreation area because of nature oriented issues, they try to connect the responsible actors so that a mutual solution can be found (personal communication, 01.07.2015). This is one intention of “omgevingsvisie”. It is important to cooperate with actors which are essential for a certain task so that good results can be achieved. This includes that for solving a problem it sometimes can be useful to integrate other actors (personal communication, 28.05.2015).

To achieve a joint problem definition it is necessary to create a communicative platform through which actors can communicate and come in contact with each other. The province has provided this in form of a digital platform, as well as meetings, working groups, etc. Through those platforms the province Gelderland has received broad insights about the practice from different points of views which then have formed the basis for the objective formulation of the omgevingsvisie. To which extent problem solving takes place by the means of the omgevingsvisie is still difficult to answer.

Rules of engagement

The “omgevingsvisie” process includes two rules of engagement. The first one is that the task stands central. With this he meant that if interested actors want to join the omgevingsvisie process that they need focus on the objectives which the omgevingsvisie is framing. It is not about realizing own subjective interests and to take action for the own interests. It is about creating an integral and problem-oriented document for the province Gelderland. The second rule of engagement is an open and transparent communication. Co-creation is a communicative tool which depends on a good communication, cooperation and transparency. This needs to be internalized by interested actors. Those two rules are not only important aspects of the omgevingsvisie but are essential for realizing projects which make use of co-creation (personal communication, 28.05.2015).

The rules of engagement can be characterized as open as the process of co-creation is in itself. There are no prescribing rules of the province for actors to participate in the process of

the omgevingsvisie. The actors only need to accept the conditions of an open, transparent and consensus oriented process.

Organizational evolvment

Another important factor which is a task of the leader is the organizational evolvment. The process of the previous “streekplan” was characterized as linear and predetermined (personal communication, 03.06.2015). But the implementation of the instrument co-creation has changed the manner of policy making of the province Gelderland. The change of policy making has also been recognized by the regional actors. They are pleased by the new manner of policy making because the province is more open, proactive and transparent (personal communication, 18.01.2016). This new manner of working has also created a new impetus. The organizational development of the province has also influenced the internal manner of working of Waterschap. They decided to think about internal issues for which co-creation could also be a useful instrument (personal communication, 23.12.2015).

Civil officials of the province Gelderland had a more critical view on the organizational development. It has been difficult for the province to fulfil the new open role because of the tension between being open and working together with regional actors, and at the same to work for political parties which also strive for certain goals (personal communication, 01.06.2015). This has been an obstacle to really fulfil the role as an open province. However, an organizational evolvment cannot be realized in such a short time. It takes time until this process really has been implemented. Her reasons for this are personal bound issues. Some public officials have the same manner of working over the past 40 years. This aggravate the transition from a linear and hierarchic policy making to a more open and transparent (personal communication, 01.06.2015). For them it is not as easy as for recently graduated students to internalize the new method of working. Some public officials are not able to work under the new circumstances, which led to some problems (personal communication, 28.05.2015). It is then up the project leader how to deal with such situations.

Another organizational evolvment is less concerning with the evolvment structure and manner of working but focuses on the communication. Openness and transparency are two important aspects of co-creation but communication skills are as important. It is important to avoid the use of a formal language because it can result communication problems. Using a “normal” language can avoid communication problems and strengthen the relation between public officials of the province and a regional actor. The aim is to create a conversation between people without a functional background. One aspect to reach this situation is to use the same “language” (personal communication, 03.06.2015).

One of the most important aspects for the implementation of co-creation and for the organizational evolvement was that the “provinciale staten” has approved and supported the new direction of regional planning. Without a broad political consensus about the implementation of co-creation the whole process would have proceeded differently.

Identification of actors

A closer look at the actors which are participating in the process of the omgevingsvisie reveals that actors which are involved in the “omgevingsvisie” are almost similar to the actors which participated in the “streekplan” (personal communication, 03.06.2015). The province has tried to include further actors through different measures. One tool to include further actors was the digital platform, “ gelderlandanders.nl”. The idea of the platform, regarding the identification of actors, was that if the province cannot find non-usual-suspects for the process then maybe it is the other way round (personal communication, 28.05.2015). The province suggested that through the platform actors are contacting with them. But this happened rarely. Another option which the province had was to ask already included actors if they have further suggestions for additional actors which are of value for the process. But also this step had a limited success rate (personal communication, 28.05.2015).

The empirical aspect of the identification of actors illustrates that the province as well as other integrated actors could in general not find new actors for the process of the omgevingsvisie. Several reasons can be stated why the identification has not born fruits. One reason is that the province has already invited traditional regional actors to the process of the “omgevingsvisie”, like Waterschap, municipalities, environmental organisation, etc. Those are important actors which are acting on the level of regional planning. Another reason why actors did not participate could be the lack of resources, like time, money and capacities, which disabled them to participate in this long and time-consuming process.

Manner of working

One of the most challenging obstacles was the manner of working which can be divided into the following aspects: peoplecentric, proactive, communicative and personal contact. The difficulty to shift the manner of working is connected with the habit of people and their working style of the last years. Co-creation asks for a peoplecentric, proactive, communicative working procedure with personal contact. Those aspects can be in odd with working style of the previous “streekplan” which has been more hierarchic. This conflict has also occurred during the process of the “omgevingsvisie”. The general problem can be

described as person-related (personal communication, 01.06.2015, 03.06.2015, 01.07.2015 & 28.05.2015). Especially since the new cooperation process of the “omgevingsvisie” is not prescribed, some officials had problems during the starting phase. There are different examples which illustrate the obstacles which took place. One of the examples is that a public official has organized a working group with other actors to discuss the problems and to find a suited solution. Although there were different opinions and suggestions from other actors he eventually wanted to establish his own solution of this problem. He has not recognized that co-creation is a peoplecentric instrument and that his opinion is not superior to those others. Another example is that one public official had not a proactive attitude regarding the search of new actors. Because he worked on the position for such a long time he knew which actors to contact and who is needed. This led eventually to complaints about his manner of working (personal communication, 28.05.2015). These examples show that although actors have personal contact and are communicating with each other, it is still troublesome to neglect the habit of working. It has an influential effect on the process of co-creation. At the same time it can be stated that if the manner of working (peoplecentric, proactive, communicative and personal contact) is essential to the process of co-creation because it strengthens the trust and the cooperation between the integrated actors.

5.2. Evaluation of the implementation

The empirical analysis of the use of co-creation within the process of the omgevingsvisie enables an evaluation of the instrument for regional planning. The previous processes of the regional planning were structured in a linear and hierarchic process. Nowadays through the instrument of co-creation regional planning of the province of Gelderland has rather developed to a cooperative, communicative and transparent process. Co-creation is composed of different factors which are illustrated in the operationalization in chapter 3.4. But although each of the different dimensions has an effect on the process of the omgevingsvisie there are some aspects which have a higher importance than others. Resulting from the examination in chapter 5.1 an evaluation of different dimensions can be made. The examination has identified three aspects which came up in every interview with Dutch public officials and regional actors. Those three aspects are communication, collaboration and information. Based on the importance it can be stated that those three aspects form the pillar for the implementation of co-creation within the “omgevingsvisie”. The three aspects communication, collaboration and information are further divided into different dimensions which are illustrated in table 4. The different dimensions reflect important issues of the three aspects which have a high influence.

But there were also important variables like the manner of working, organizational involvement, ability to act, the joint problem definition and the equality of actors. Those five aspects were often highlighted during the interviews. These variables had a positive effect on the cooperation process of the omgevingsvisie and the communication between actors. Also the availability and transparency of information is an important factor of co-creation to guarantee that each actor has the opportunity to be well informed.

But although the interviewed actors were pleased by the new process they also stated some critics. One main point was the duration of the whole process. The whole process was time intensive and wide-ranging (personal communication, 18.01.2016). This has eventually resulted in a more imprecise formulation of the regional planning objectives of the omgevingsvisie because of the high amount of dialogues (personal communication, 18.01.2016). It has been recommended that it would be more efficient to start from a broad perspective, to gather information and experiences from different actors. However, the province should limit the process of communication. Eventually, the aim of regional planning is the formulation of a policy document which is needed for municipal spatial planning (personal communication, 18.01.2016).

Another critique which has been mentioned and which is also content of different responses on the “omgevingsvisie” was that the “Omgevingsverordening” has not been elaborated in a co-creation process or at least not to that extent as the “omgevingsvisie”. The “Omgevingsverordening” includes prescribing issues which are relevant for the spatial planning of municipalities (personal communication, 18.01.2016).

There are two basic foundations of the implementation of co-creation. On the one side the shift in planning culture which has been developed into a more actor oriented, cooperative and communicative bottom-up approach. The reason for this new planning discourse is that the old regional planning processes are too static which are too inflexible to cope with the current social and demographic developments. More integral and flexible planning instruments and processes are needed to manage those developments.

But the change in discourse has not only taken place on provincial level. The introduction of the “omgevingswet” planned for 2018 and the rising use of co-creation by other planning agencies and regional actors identifies a shift in the planning discourse. The integration of planning-relevant actors and cooperation those actors are a central aspect of the new discourse. The change of planning culture to a more open, transparent and equal style of the province was one of the main issues which was mentioned during the interviews. The new regional planning style and the introduction of co-creation are welcomed by the regional actors. This implementation of co-creation has been broadly positively accepted. That the

implementation process has not proceeded efficiently and effectively, speaking of time-quality relation, is understandable. It is the first “omgevingsvisie” of the province of Gelderland which makes use of co-creation. The province is still in a learning phase and needs to elaborate which processes can be organized more effective and efficient.

The implementation of the instrument co-creation in the “omgevingsvisie” of the province of Gelderland has also been possible because the Dutch planning system. Chapter 4.6.1 has already elaborated that the province is free to choose the method and style of how they are going to compose the structural plan. This freedom increases the relevance of the planning culture because the decision to make a policy change is made by the officials of the different policy levels and their councils. Concluding, it can be stated that a planning system must include some planning freedom for more creative and divers planning approaches, like co-creation. But it is not always necessary because a shift in the planning discourses and culture can also result in a rearrangement of the statutory. This can be illustrated by the introduction of the “omgevingswet”.

Communication	Digital platform Physical platform Communicative manner of working Personal contact
Collaboration	Equality Variety Ability to act Willingness to act Win-win situation Joint problem definition and solution Rules of engagement Organizational evolvment Identification of actors Peoplecentric Proactive
Information	Digital platform Physical platform Transparency of information, process and content

Table 4 Pillars of co-creation for the “omgevingsvisie”

5.3. Is co-creation useful for regional planning?

The examination of co-creation used for the omgevingsvisie has provided first insights of the use of co-creation within regional planning. While some aspects of co-creation are beneficial and useful for regional planning, other factors do not have that much impact on the planning process.

The remaining question therefore is if co-creation is a useful instrument for regional planning. The usefulness of co-creation within regional planning depends on different issues like resources, time and context. Co-creation is a process which asks for time. Co-creation is an instrument which consists of many different processes: the formulation of rules of the game, a broad involvement of actors, the setting up of the procedure, group meetings, plenary meetings, reporting, etc. All of those processes are time intensive and need a good preparation. None the less those are only the process of the instrument of co-creation which means that processes of the formal decision making, like the opportunity to make representations, the voting of the of the councils are not even considered. Thus co-creation is not a useful instrument for regional planning processes which need a fast decision making procedure.

Next to time the context is also an aspect which should be considered before implementing co-creation. Some regional planning aspects are not debatable or are legally prescribed by higher administration levels, like the EU, the state or federal state. In those cases co-creation is also not usable because it is an instrument through which insights are gathered to produce content which is debatable.

Another aspect which should be considered for the use of co-creation is the aspect of internal resources but also the resources of regional actors. A co-creation process cannot bear any fruits if either the province or the regional actors do not have the personal and financially capacity to participate in such a complex process.

Those three aspects need to be considered before a co-creation process should be implemented. Of course there is still the factor the willingness to act, which is based on the interest of a regional actor to participate in the regional planning. But this aspect can be more or less neglected because as the examination of the omgevingsvisie has shown, regional actors would take every possibility to strengthen their influence in regional planning, see Waterschap.

If the aspects of time, resources and context are allowing the implementation of co-creation, regional planning agencies should take the possibility because co-creation instrument which can generate valuable results for regional planning. Especially since the regional planning

agency needs more input and cannot really draft satisfying content, co-creation can be of value. As it has mentioned during the interview you cannot know what the final result is, but an integral cooperation with actors from different domains with different experiences and knowledge can establish more quality with regard to content than if it is a one sided creation (personal communication, 03.06.2015). A structural plan also has not completely been drafted through co-creation but can only for certain issues. Because co-creation is still an informal instrument, regional planning agencies can still vary in its use.

Concluding it can be stated that co-creation is an instrument which is a complement to already existing instruments, like the programmatic approach. It has been mentioned that sometimes it is not the most efficient and useful instrument because some contexts and tasks ask for a more hierarchic approach in which the regional planning agency needs to perform as superior actor (personal communication, 01.07.2015). So the use of the instrument depends on resources, time and context.

6. Co-creation in the regional planning of the district council of Düsseldorf

The examination of the “omgevingsvisie” indicates several aspects which need to be considered for an implementation of co-creation. This chapter is analysing if the instrument of co-creation is transferable into the regional planning of the district council of Düsseldorf. To analyse this transferability the first step is to highlight the aspects of co-creation which need to be considered. The focus here lies on the identification of pre-conditions. The next step is to analyse if the planning system and planning culture of the district council of Düsseldorf accepts an implementation of co-creation. This step makes use of the earlier evaluation of the planning system and planning culture. The step of this chapter is the analysis about the implementation of co-creation within the regional planning procedure of wind energy.

6.1. Transferability of co-creation

A remaining question is if the instrument of co-creation is transferable to other planning systems. The analysis of the omgevingsvisie identifies the most relevant issues for an implementation of co-creation. Those aspects are illustrated in chapter 5.2. It can be stated that a successful transfer and implementation of co-creation into another planning system depends on several pre-conditions. Those pre-conditions need to be examined and evaluated before the instrument co-creation can be transferred.

The first and primary pre-condition is the planning system of a country. In the context of regional planning, the planning system needs to include statutory provisions which enable the regional planning agency for more creative and innovative planning approaches. In the case of the “omgevingsvisie” the statutory provisions have not prescribed how a structural plan has to be executed, besides of the formal process of approval.

But there are planning systems which prescribe the regional planning processes. Only if the planning systems include possibilities for free decision making and creativity, the instrument of co-creation is applicable.

The next pre-condition is the context of planning culture. Co-creation is typified as a bottom-up approach in which communication, cooperation and transparency are essential aspects. It is a consensus finding approach in which personal contact and equality have essential functions. For that reason, the planning culture should not be defined as top-down planning. Important aspects of the planning culture, in regard to co-creation, are the social skills and attitudes of the officials of the planning agency. In other words essential factors are the people who are drafting and implementing the regional planning. Those officials have to be communicative, proactive and peoplecentric. There should also be a broad consensus of the

need and relevance of cooperation between the regional planning agency and regional actors so that the ability to act can be assured. This should enable a joint problem definition and solution.

The preconditions of co-creation therefore are related to the planning system and planning culture. However, a successful implementation of co-creation also depends on the issues time, resources and context which have been outlined in chapter 5.3.

6.2. Co-creation as an instrument for the District Council Düsseldorf

An examination of the planning system and planning culture is necessary to elaborate to what extent the instrument of co-creation is transferable into the regional planning system of the District Council of Düsseldorf. A closer look at the planning systems shows that the formal process of regional planning of the District Council of Düsseldorf does not enable an implementation of co-creation (chapter 4.3.2). The regional planning agency is legally obliged to compose a structural plan and they have to follow a statutory process (§ 15 ROG; personal communication, 03.06.2015). The planning system of Germany still has a formal and hierarchic character in regards to content and process.

But an implementation of the instrument co-creation within the regional planning of Düsseldorf is still possible. However, it has one restriction which is that it can only be implemented in an informal process. The reason why co-creation can be used in the informal process is because it has no legal binding but a self-binding character (personal communication, 03.06.2015). Informal instruments can contribute to the realization of structural plans (Ebert et al, 2016). Informal processes are defined as bottom-up approaches with cooperative participation processes. They are consensus-orientated, flexible and have no statutory binding which already indicates first aspects of the instrument of co-creation. One aspect of informal processes is that the planning agency is free to make its own decisions about the procedure and design of the informal process. Characteristics of the informal process are that it is activity-oriented and practice-oriented (Ebert et al. 2016). The informal process gives room for enough creativity for cooperative processes because of the missing legal binding and procedural rules (personal communication, 12.07.2015). This also includes the implementation of co-creation which is a cooperative participation process.

To get a closer look on how regional planning in the district council of Düsseldorf is currently executed during the Regionalplan process, we can gather insights of the respective regional planning culture. A deeper look at the new planning process already indicates a shift of policy making because the district council Düsseldorf has already implemented an informal process for the formal planning process. The function of the informal process was to the gather

insights, interests and information from regional planning partners and first recommendations about the “Startschusspapier” which included first information about the aims of the Regionalplan (personal communication, 03.06.2015). The regional planning agency has acted in a proactive way through the invitation of traditional regional actors, like municipalities, regional actors and other institutions which have a regional relevance (personal communication, 16.12.2015). An additional step of the informal process was the creation of working groups and round tables for different domains, like conversion, transport infrastructure, open space, logistic, etc. The existence of those meetings shows that the district council has implemented a more actor-oriented and cooperative approach of regional planning (personal communication, 06.01.2016). During those meetings open discussions were held in which the regional actors could discuss and present their objectives and ideas (personal communication, 13.01.2016). The implementation of these meetings created the ability to act. The round tables can further be described as joint problem definition because ideas, information and interests were eventually considered in the composing of the guidelines of the “Regionalplan”. An important issue, which was mentioned during the interviews with regional actors, was the manner of working of the regional planning officials. They stated that officials of the district council of Düsseldorf are communicative, cooperative and open because dialogues were also held informally (personal communication, 06.01.2016 & 16.12.2015). Those characteristics were not typical for previous regional planning processes, for example during the GEP99 (personal communication, 16.12.2015). But those characteristics cannot be generalized because there are still some planning officials which are behaving in a more hierarchic manner (personal communication, 16.12.2015).

All those issues of the regional planning of the district council Düsseldorf are showing a change of the regional planning culture of the district council Düsseldorf. Although the formal process of the Regionalplan still remains hierarchic, the informal process contributes to a more bottom-up approach. The informal planning process of the Regionalplan includes the following aspects: joint problem definition and solving, proactive and communicative manner of working with personal contact and actor-oriented and cooperative approach (personal communication, 06.01.2016 & 16.12.2015).

If we are now reflecting on the question if co-creation can be implemented into the Regionalplan procedure the answer would be “yes”. But with the restriction that it can only be implemented in the informal process. However, this process is not as decisive as the formal procedure because it is rather used for the collection of information which is used for the formulation planning guidelines.

An issue which is based on the hierarchic planning system is that higher objectives, which are included in the “Landesentwicklungsplan” (LEP), have a prescriptive influence, like the

demand of land which needs to be calculated for wind energy, etc (personal communication, 13.01.2016). Those issues are not debatable and therefore do not give room for any co-creation. So the planning context or topic still plays a role (personal communication, 13.01.2016). If we reflect on the planning culture it is still questionable if the current development is sufficient for the implementation of co-creation. Of course the planning culture nowadays is more actor-oriented and communicative which also affects the power relation between planning agency and regional actors. However, the officials of the planning agency feel responsible for the composing of the structural plan. This attitude could hinder a full implementation of co-creation because co-creation implies a division of responsibilities (personal communication, 03.06.2015).

6.3. Case study: wind energy

The following paragraphs includes an elaboration of the implementation of co-creation in the regional planning of wind energy.

One of the main objectives of the EU is climate change. Several objectives have been formulated which shall guarantee a more efficient use of energy and a reduction of CO²-emissions (Bundesministerium für Umwelt, Naturschutz, Bau und Reaktorsicherheit, 2016). Those objectives are preventive measures to reduce the effects of the climate change. The members of the EU have agreed about three aims which should be realized until 2020. Those aims are:

- A reduction of greenhouse gas emissions by 20%
- An increase of the use of sustainable energy by 20% of the whole energy consumption
- An increase of the energy efficiency by 20% (European Parliament, 2008)

Those aims are legally binding for the different members states. Art.288 of the Treaty on the Functioning of the European Union (TFEU) includes the statutory provisions about the mode of operation of the EU. It prescribes that European principles are binding for each member state. However, it is up to the member states how they are going to achieve the European principles. Member states can decide about the form, measures and administration to realize the European principles.

The realization of European principles implies that Germany has to achieve a sustainable energy production of 20%. This principle stays in close relation with the planning of wind energy because it highly contributes to the production of sustainable energy (European Commission, 2012). The national planning of wind parks and wind power plants is thus

directly influenced by the European principles. The “Bundesregierung” has determined that 35% of the energy production in 2020 will be based on sustainable energy (Peters et al, 2013). This national objective has a statutory binding because it is defined in the “Erneuerbare-Energien-Gesetz (EEG)”. But it is still unclear how a differentiation between federal states and regions can be made and what the consequences of the realization of the national aim are (Peters et al, 2013).

Chapter 4.1.2 already described the planning system of Germany. It has been illustrated that the German planning system has a hierarchic approach which means that national goals need to be recognized and implemented into lower planning agencies. The formulation of planning objectives, concerning the planning of wind energy, is resulting from the European, national and federal climate protection objectives (Peters et al, 2013).

The planning objectives of the federal state have the most impact on the development of wind energy. Those objectives are resulting from the national aims regarding sustainable energy. As Peters et al (2013) mention, those national aims are more specified by the federal states based on the regional characteristics of the federal states. The reason why the federal state level has the most impact on the development of wind energy is that their objectives are directly influencing the regional planning of district councils.

A task of the regional planning agency is the identification of suitable areas for wind energy. The challenges of finding those areas are the wind conditions and the minimization of conflicts with other spatial users (Peters et al, 2013). The regional planning agencies formulate objectives and principles about the wind energy in the structural plans. The aspect of wind energy also implies an area-based specification. The objectives and principles are based on the guidelines of the state development plan. Those include generalized textual statements about the wind energy without area-based specification. The objectives and principles of the structural plan also have a binding function for local planning agencies.

6.3.1. Planning of wind energy

For the planning of wind energy coherent and comprehensible planning concepts are requested (NLT, 2013). The regional planning agency is composing structural concepts, which include “Ziele” (aims) and “Grundsätze” (principles), to structure the exploitation of wind power. The structural concepts further include textual and graphic regulations for the exploitation of wind power. A main task of the regional planning agency regarding the regulation of wind energy is the definition of priority areas. The assessment of priority areas can be divided into four processes (NLT, 2013).

The first process is to separate the areas which do not come in consideration for the use of wind energy. Those areas are called “harte Tabuzonen” (hard taboo-zones). The consideration is based on “harte Tabucriteria” (hard taboo-criteria). Resulting from the judgement of the Oberverwaltungsgericht Nordrhein-Westfalen, 1. July 2013, 2 D 46/12.NE, openJur 2013, 31657 “Harte Tabucriteria” are for example:

- Areas with insufficient wind conditions
- Splinter settlements beyond the outskirts of the city
- Coherent woodlands
- Military areas
- Conservation areas (§ 23 BNatSchG)
- National parks and national monuments (§24 BNatSchG)

Also Natura2000 can be considered as “harte Tabuzone”. Those areas will not be considered in the following process for a consideration of the use of wind energy.

The second step is that planning agencies can eliminate further areas for the consideration of the use of wind energy. Those areas are called “weiche Tabuzonen” (soft taboo-areas). The elimination of those areas is based on the spatial objectives of the planning agencies which excludes an implementation of wind energy in those areas. The implementation of wind energy in those areas would be possible, legally speaking. But the planning agency excludes those areas through self-prescribing, abstract and standardised criteria which have to be applied evenly for the whole planning area. A justification of the elimination is necessary. Those “weiche Tabuzonen” do also not come in consideration for the use of wind energy (NLT, 2013).

The third step is the identification of priority areas for wind energy. The remaining areas, after the exclusion of the “harte und weiche Tabuzonen”, are specified as territorial potential areas for wind energy. It has to be investigated if the implementation of the wind energy is conflicting with the current spatial use of those potential areas. If activities in those areas preclude the implementation of wind energy, a consideration has to be made. Thus, this step includes a consideration of the wind energy based on the public interests.

The fourth and last step is the examination of the remaining potential areas. It has to be evaluated if those areas guarantee enough potential space for the use of wind energy and if substantial space is created for the wind energy. The substantial space for wind energy is based on the distances between wind power plants and their surroundings (NLT, 2013). Different issues like noise emission and shadowing also need to be recognized. An enactment which needs to be considered in the planning of wind power plants is the

“Windenergie-Erlass”. This document includes regulations for the planning and approval of wind power plants and references to the objective formulation and application.

If the concept for the planning of wind energy does not provide enough substantial space for wind energy, step three has to be repeated. If a new consideration of the potential areas does not achieve sufficient room for the use of wind energy, step two has to be repeated. This includes that the defined “weiche Tabuzonen” need to be reconsidered.

Those four steps, which are illustrated in figure 7, are only used for the planning of wind energy in the areas outskirts the city (§35.5 BauGB).

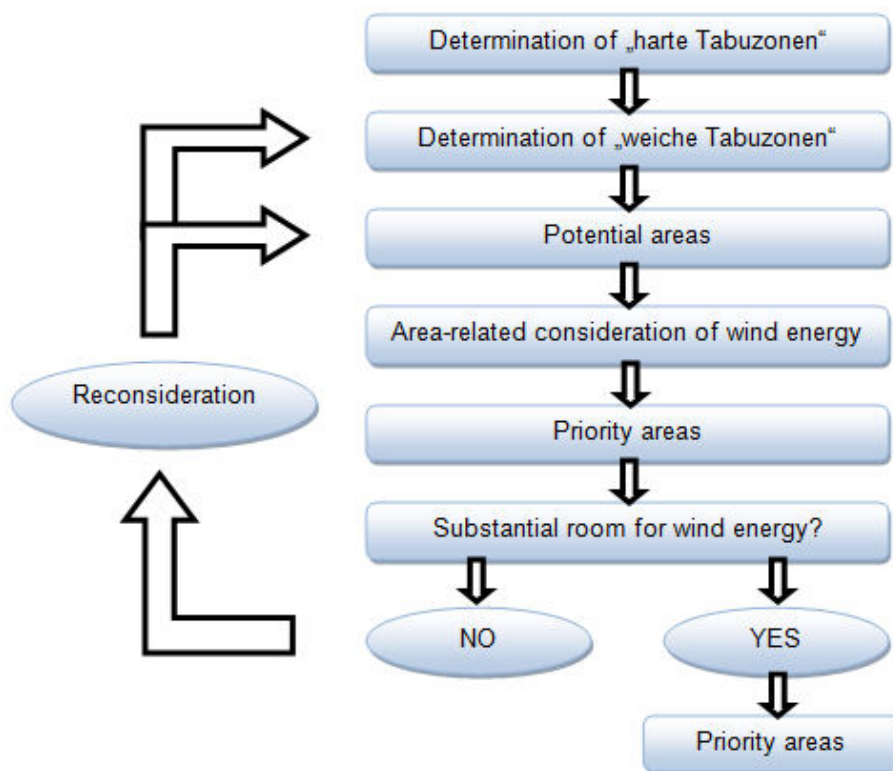


Figure 7 Identification process of priority areas for wind energy (MKULNV, 2015)

6.3.2. Wind-energy planning through co-creation?

The aim of this chapter is to identify if the instrument of co-creation can be used for the planning of wind energy. Based on the analysis of the chapters 4.3.2, 4.6.2, 6.1 and 6.2 it can be stated that it is possible to use co-creation in the process of regional planning. The interesting question is if this instrument is also useful for regional planning of wind energy.

The first issue which needs to be examined is the process of planning procedure of wind energy. The district council of Düsseldorf has integrated the aspect of wind-energy in the informal participation process. Round tables and dialogues were held to discuss wind-energy related topics. The intention of round tables is to involve regional actors in the planning procedure. They can actively participate during the process of the "Regionalplan". This has also been stated during the round table about energy (Bezirksregierung Düsseldorf, 2011). A description of this informal process has already been made in chapter 4.4.2 which was used to identify first aspects of co-creation. Those aspects were: ability to act, joint problem definition, transparent procedure and information, physical platforms, communicative manner of working and organizational involvement. This implies that the regional planning processes of wind-energy also include those aspects because of the same planning process. Chapter 6.1 and 6.2 further elaborated the pre-conditions of an implementation of co-creation. The analysis revealed that through the informal participation process requirements are created to implement a creative and cooperative planning instrument. This aspect also supports the possibility to implement co-creation.

The more conflicting issue for an implementation of co-creation is the planning system. Although it includes the possibility to implement co-creation by means of an informal process, it further includes regulations which hinder an implementation. Those regulations are concerning with the prescribing objectives and principles of wind energy. The previous chapters showed that the objectives and principles concerning the planning of wind energy are prescribed by higher planning administration. The current "Landesentwicklungsplan (LEP)" concept for example includes an objective that the district council of Düsseldorf has to arrange 3500 ha of priority areas for wind energy (personal communication, 13.01.2016). This objective is binding for the district council and needs to be implemented. Those are binding specifications which are not debateable (personal communication, 13.01.2016). This fact alone would not be the problem which would prevent an implementation of co-creation because also binding objectives can be achieved through co-creation. But there are two aspects which hinder the implementation of co-creation.

One of those aspects is the process to identify priority areas for wind energy. The process includes hard and soft criteria to identify "harte und weiche Tabuzonen" for wind energy.

Those criteria need to be adapted in the process and which are also used by the district council Düsseldorf (communication, 13.01.2016). Those criteria have an exclusionary effect. This means that areas identified as “harte und weiche Tabuzonen” are no longer considered for an implementation of wind energy. Examples of those criteria were already given in chapter 6.2. But a further aspect of the identification of priority areas is that the exclusion is also based on distances. There are different regulations about the distances between wind power plants and urban places, military areas, infrastructure facilities, etc (MKULNV, 2015). Those criteria reduce the amount of space which is left for the planning of wind energy.

The third aspect which hinders the implementation of co-creation in the regional planning of wind energy is the aspect of spatial equality. The distribution of wind energy plants has no equal distribution. Priority areas for wind energy can often be found rural areas because of their less conflicting potential with other uses. This makes it even more important to treat each municipality with equal criteria. The use of such criteria also means that it hinders the consideration of personal interests of regional actors. It requires a proper spatial planning, although the resistance in some municipalities is higher than in other based on effect which they experience from the priority areas. But the criteria are important to reach an equal treatment concerning the protective rights (communication, 13.01.2016).

Concluding it can be stated that hindering issues for the implementation of co-creation within the regional planning of wind energy are the “harten und weichen Tabuzonen”, the equality and the planning system. The hierarchic planning system of Germany hinders the implementation of co-creation in the planning processes of wind energy.

7. Policy learning

One objective of this research is the issue of policy learning. The examination of co-creation used for the “omgevingsvisie” and the analysis about transferability and implementation of this instrument indicate important issues which need to be recognized.

Spaans and Louw (2009) stated that cultural, legal and political aspects are playing an important role in policy learning. After the analysis of co-creation and its transferability this statement can be verified. Especially the statutory provisions have a central function for the implementation of co-creation. Compared to the Dutch planning system, the German planning system has many regional planning regulations which hamper the process of implementation. The hierarchic structure, with its binding relations between the different planning agencies, hampers an implementation of new policy instruments. By means of the case study a transplantation of the instrument co-creation into the regional planning system of the district council Düsseldorf has been tried to achieve. For this the specific conditions, under which co-creation has been implemented in the “omgevingsvisie”, were elaborated. The elaboration has identified important issues which were relevant for the implementation of co-creation (table 4). The analysis of the “omgevingsvisie” shows that the planning culture of the Netherlands was the central aspect of co-creation because the statutory includes no process guideless for the regional planning. However, the case study showed that the planning system of Germany has hindering effect on the theoretical implementation of co-creation and that the planning culture has a secondary function.

The most important step of policy learning is to examine the planning system of both countries. It is essential to elaborate why a country like the Netherlands is able to implement an instrument like co-creation and why the statutory basis allows an implementation. The second step is to identify comparable statutory provisions in the receiving country. Analyse if it creates enough room to implement the same concept. The third step is to have a closer look at the interactions which took place during the implementation process and how those interactions can be defined. In the process of co-creation for example, those interactions were defined as communicative, cooperative, open, transparent, equal, etc. This step is about the identification of the planning culture of the “donor” country. Step four is to compare the planning culture characteristics of the “donor” country with the own planning culture. Those issues do not have to be consistent because policy learning also includes an organizational evolvment. If the analysis of the planning system and planning culture enables an implementation of a new planning instrument, the last step will be its implementation.

8. Conclusion

The comparison between the two regional planning agencies the province Gelderland and the district council Düsseldorf and their structural plans has identified new insights of regional planning.

The first result of the comparison and the analytic examination of the regional planning procedures and policy making is that both planning systems introduced new planning instruments. The province of Gelderland has implemented the co-creation instrument in “omgevingsvisie” process. The district council of Düsseldorf has added the informal process in the “Regionalplan” process. The modernisation of both systems is based on a new discourse. The new planning discourse results from generational change of the officials of the respective planning agencies. The old generation often worked more restrictive and hierarchical. The new generations of planners can be characterized as open, consensus-finding, transparent, communicative and cooperative. The new manner of working is positively affecting the cooperation between planning officials and regional actors.

New planning instruments, like co-creation or the informal processes, are creating new possibilities for regional planning agencies to tackle regional developments. However, regional planning agencies should use the broad field of instruments for spatial planning. There is no planning instrument which can deal with any spatial question. Based on the context, resources and time regional planning agencies still need to consider which planning instrument should be used for a certain task and process. Planning instruments like co-creation and informal processes are time-consuming. It is unusable for fast decision makings and policy implementations. Each planning instrument has is positive and negative aspects. However, a broader choice of instruments can eventually improve the results of the regional planning.

The analysis of co-creation has established interesting information about its usefulness for regional planning. In general this instrument has increased the acceptance of regional actors about the content of the omgevingsvisie. It strengthens the cooperation and communication between the regional actors and the regional planning officials. This results into a more practice-oriented spatial planning. However, the involvement of divers and numerous actors affects the formulation of the content of a structural plan, particularly when they have conflicting and contradicting interests. Different interests can result in a more unclear formulation of the structural plan because it makes it is easier to include the different interest and positions of the regional actors. The missing explicitness of content is especially problematic in the later implementation phase because of understanding problems.

Especially for municipalities which eventually have to consider the structural plan during their municipal land use planning.

If we are analysing the shift of regional planning, based on the policy arrangement approach regarding its dimensions resources, actors, rules of the game and discourses, it can be concluded that changes of regional planning are mainly resulting from the dimensions actors, rules of the game and discourses. Changes in those three dimensions have eventually resulted into the regional planning processes which are taken place in the province Gelderland and the district council Düsseldorf. The dimension resources is also an important aspect but which is more an aspect of the possibility to participate in regional planning, which means that it has not as much influence on the new policy arrangement has a more intrinsic effect.

The causal model (figure 1) presented mutual relations between the variables co-creation, planning culture and planning system. After the analysis of co-creation and its transferability a new presentation of those relations has to be made. The analysis of co-creation has identified that there are mutual influences especially in the Netherlands in which the planning system is going to change based on the planning culture (see chapter 4.2). But the planning culture is still subordinated to the planning system in regards to the implementation of new planning instruments. The Dutch planning system provides the needed freedom for the implementation of new planning instruments on regional level. The premise for an implementation of co-creation therefore was this statutory freedom. The German planning system also creates to possibility for an implementation of co-creation through the informal processes. But other planning system related aspects like the mandatory provisions of higher planning concepts can hinder an implementation of new policy instruments. The planning culture has a superior function regarding the implementation of co-creation. The use of a communicative, collaborative and problem-oriented instrument would only be used if the planning culture of country has comparable characteristics. What we have seen in this research is that based on cultural change new instruments like co-creation and the informal process has been introduced. The new relation of planning system, planning culture and co-creation (new planning instruments) is illustrated in figure 8.

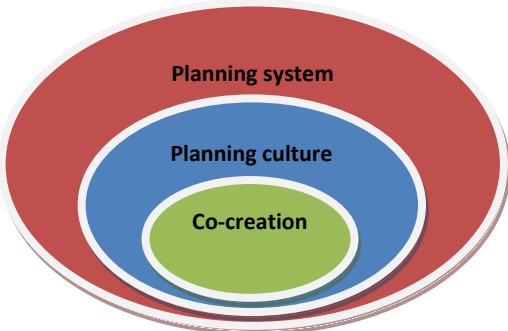


Figure 8 reworked causal model

9. Critical reflection

The process of this master thesis has to be reflected critically on different aspects. One the aspect is the use of theory and its operationalization. This thesis has different aims which include the comparison of planning systems, the examination of co-creation within regional planning and the transferability of a planning instrument. For all these aims different theories has been adapted and formed the basis for the whole research. The primary focus of the theories lies on the issue of co-creation which has been seen as the central aim. Especially the combination of the theoretical aspects of the comparative approach of spatial planning and the policy arrangement approach were useful to make a comparison based on the same dimensions. Those two theoretical approaches have worked together quite well because of similar dimensions.

Reflecting on the methodology the interviews with officials and employees of regional actors were the most useful instrument to gather the needed information for both the planning systems and cultures and the instruments of co-creation and the informal process because they provided the procedural and normative information of the regional planning processes. This enabled a two-sided analysis of the processes and views and experiences which the different actors had during the processes. In total there were eleven face-to-face interviews, one phone interview and one interview per e-mail. Although this is a high amount of interviews they were still not satisfying for an all-embracing analysis because there were respectively two interviews with regional actors from each country. A higher amount of interviews with regional actors would have increased the generalization of the findings. But still those interviews had a high intrinsic value and really have supported the research. A useful tool for the analysis of the interviews was Atlas.ti which simplified the analysis.

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11. Annex

11.1. Interview respondents

<u>Fact-to-face interviews</u>	<u>German respondents</u>	
	Chirstoph van Gemmeren Bezirksregierung Düsseldorf 3. June 2015	Joerg Figgener Stadt Mönchengladbach 16. December 2015
	Udo Jessner Regionalrat 24. July 2015	Dr. Vera Jablonowski IHK Düsseldorf 6. January 2016
	<u>Dutch respondents</u>	
	Michiel Koetsier Provincie Gelderland 28. May 2015	Bas Nijenhuis Provincie Gelderland 1. July 2015
	Marjon Albring Provincie Gelderland 1. June 2015	Bram Zandstra Waterschap Rijn en IJssel 23. December 2015
Natascha Groot Provincie Gelderland 3. June 2015	Matthijs Lenis Gemeente Nijmegen 18. January 2016	
Elke Zeijl Provincie Gelderland 29. June 2015		
<u>Phone interview</u>	Hauke von Seht Bezirksregierung Düsseldorf 13. Januar 2016	
<u>Via e-mail</u>	Dr. Sabine Baumgart Universität Dortmund 12. July 2015	

11.2. Interview guide

11.2.1. Dutch

Inleidende thema's:

- Functie van Waterschap
- Rol van Waterschap voor regionale planning

Access

Wat zijn de redenen geweest om actief mee te doen bij de omgevingsvisie?

Waar zijn verschillen in het participatieproces van de omgevingsvisie vergeleken met de oude structuurvisie?

Welke effecten heeft het nieuwe procedure van de omgevingsvisie op uw mogelijkheden om inhoudelijk mee te werken en invloed te nemen?

Welke beperkingen heeft U tijdens het co-creatie proces beleefd?

Welke poging heeft U of de provincie gedaan om andere actoren bij het proces te betrekken?

Dialogue

Welke gebruik heeft Waterschap van de digitale platform "gelderland anders" gemaakt?

Hoe waardeert U de communicatie op de digitale platform?

Welk nut heeft de platform „gelderland anders“ voor het opstellen van de omgevingsvisie gehad en heeft het nog steeds nut?

In welk mate heeft de platform „gelderland anders“ aan het resultaat van de omgevingsvisie bijgedragen?

Welk functies hebben meetings met andere actoren, vooral de provincie, of groepsbijeenkomsten voor U en de doeleindenomschrijving van de omgevingsvisie gehad?

Prefereert U liever digitale communicatiemogelijkheden of face-to-face afspraken?

Welke communicatieform heeft volgens U het meest aan het resultaat van de omgevingsvisie bijgedragen?

Heeft Waterschap tijdens het opstellen van de omgevingsvisie in een andere groepsconstellatie gewerkt vergeleken met de voorafgaande structuurvisie?

Hoe heeft U de samenwerking binnen de werkgroepen beleefd?

Heeft Waterschap tijdens de samenwerking binnen de werkgroepen een andere werkklimaat beleefd, vergeleken met de oudere proceduren?

Welk effec heeft het instrument co-creatie op de dynamiek en de inhoud van de werkgroepen?

Welk mogelijkheid hebben de actoren om actief aan werkgroepen mee te doen en hun ervaringen en kennis te laten horen?

Transparency

Hoe werd de informatie tussen de verschillende actoren uitgewisseld en heeft iedere actor de mogelijkheid gehad om op dezelfde kennisniveau te zijn?

Bestonden vertrouwelijke informaties, die alleen voor enkele actoren toegankelijk zijn geweest of was iedere informatie voor een ieder bereikbaar, door bijvoorbeeld in digitale vorm?

Door welk maatregelen werden en worden andere actoren of burger van de discussies en de resultaten van de werkgroepen of meetings in kennis gebracht?

Binnen welk tijd worden informaties verder gegeven?

Op welk manier werden en worden de werkgroepen gedocumenteerd? Zijn deze documentaties ook voor iedereen toegankelijk?

Bestond voor kijkers de mogelijkheid om tijdens een werkgroep aanwezig te zijn?

Feasibility

Hoe verliep de samenwerking tijdens de werkgroepen?

Welk invloed heeft Waterschap op de inhoud van de werkgroepen?

Welk bijdrage heeft Waterschap gegeven aan de doeleindenomschrijving van de werkgroepen?

Welke effecten hebben meningen, interessen en voorstellen van andere actoren op uw eigen percepties en uiteindelijk op de doeleindenomschrijving?

In welk mate zijn de verschillende meningen, ineressen en voorstellen van andere actoren behaartigd worden tijdens de doeleindenomschrijving van de werkgroepen?

Hoe zou U het resultaat van de werkgroepen evalueren?

Is Waterschap met het resultaat tevreden geweest of heeft U achteraf nog een zienswijze ingediend om inhoudelijk veranderingen te maken?

Leadership

Welk richtlijnen heeft de provincie voorgeschreven voor de samenwerking van de omgevingsvisie?

Heeft U een ontwikkeling vastgesteld van de werkwijze van de provincie, ook in vergelijking met de oude structuurvisie?

Hoe is de provincie tijdens het procedure van de omgevingsvisie opgetreden?

Manner of working

Hoe zou U de samenwerking met de provincie en de andere actoren beschrijven?

Hoe heeft de provincie hun “normerende, inspirerende, verbindende en ondernemende” rol omgezet?

Welk invloed heeft het instrument co-creatie op de digitale en persoonlijke communicatie tussen de actoren?

Welk ervaringen en indrukken heeft u met de nieuwe manier van samenwerken gemaakt?

Wat zijn de verwachtingen geweest van de verschillende actren tijdens de uitwerking van de omgevingsvisie?

In hoeverre zijn ervaringen en interessen van de verschillende actoren relevant voor de uitwerking van de omgevingsvisie?

Welk pogingen heeft Waterschap gedaan om de omgevingsvisie tot een positief resultaat te brengen? Heeft U deze pogingen ook bij andere actoren vast kunnen stellen?

Afsluitende vragen

Wat zijn volgens U de belangrijkste factoren voor de realisatie van de omgevingsvisie?

Zijn er nog processen die aandacht verdienen en waar een verandering wenselijk is?

Welk voor en nadelen heeft de omgevingsvisie voor Waterschap?

11.2.2. German

Interviewfragen

Einleitendes Gespräch über:

- Funktion der Institution
- Rolle der Institution in der Regionalplanung

Access

Was waren für Sie Gründe, um aktiv an dem Regionalplan mitzuwirken?

Welche Unterschiede bestehen im Beteiligungsverfahren zwischen dem jetzigen Regionalplan und der vorherigen Regionalplanungen, dem GEP99?

Welche Auswirkungen hatten die ersten Planergespräche des Regionalplans auf Ihre Möglichkeiten sich inhaltlich zu beteiligen und Einfluss zu nehmen?

Welche Einschränkungen haben erleben Sie in der Regionalplanung?

Dialogue

Welche Funktionen hatten Einzeltreffen mit anderen Akteuren, besonders mit der Bezirksregierung, oder Gruppenveranstaltungen für Sie und die Zielformulierung des Regionalplans?

Haben Sie während des Aufstellungsverfahrens des Regionalplans in einer anderen Akteuren-konstellation gearbeitet, verglichen mit dem vorherigen GEP99?

Wie empfanden Sie die Zusammenarbeit innerhalb der Planergespräche, Runden Tische und Arbeitsgesprächen?

Haben Sie während der Zusammenarbeit innerhalb dieser Vertiefungsgruppen eine andere Arbeitsatmosphäre erlebt als bei dem vorherigen Verfahren des GEP99? So ja, welche Gründe lagen für den Unterschied zugrunde?

Welche Möglichkeiten wurden jedem Interessenten gegeben, um sich aktiv an den Vertiefungsgruppen zu beteiligen und sich einzubringen?

Transparency

Wie fand der Informationsaustausch zwischen den verschiedenen Akteuren statt und wurde jedem dadurch die Möglichkeit gegeben auf dem gleichen Wissenstand zu sein?

Bestanden auch vertrauliche Informationen, die nur für einzelne Akteure einsehbar waren oder fand eine für jedermann zugängliche Digitalisierung aller Informationen statt?

Durch welche Maßnahmen wurden andere Akteure oder Bürger von den Diskussionen und den Ergebnissen der Vertiefungsgruppen oder Einzelgesprächen in Kenntnis gesetzt?

Innerhalb welchen Zeitraums wurden Informationen weitergegeben?

Auf welche Art und Weise fand eine Dokumentierung der Vertiefungsgespräche statt? War diese für die Öffentlichkeit zugänglich?

Bestand die Möglichkeit als Zuschauer während der verschiedenen Vertiefungsgespräche anwesend zu sein?

Feasibility

Wie verlief die Zusammenarbeit während der Vertiefungsgruppen?

Welchen Einfluss hatten Sie auf die Sachlagenbeschreibung Ihrer Vertiefungsgruppe?

Welchen Beitrag leisteten Sie zu der Formulierung der Leitlinien?

Welche Auswirkungen hatten Ansichten, Interessen und Vorschläge anderer Akteure auf Ihre Vorstellungen und letztendlich auf Leitlinien des Regionalplans?

In welchem Maß wurden die verschiedenen Interessen und Anregungen der anwesenden Akteure während der Vertiefungsgruppen in den Leitlinien berücksichtigt?

Wie würden Sie das Resultat der Vertiefungsgruppen aus Ihrer Sicht bewerten?

Waren Sie zufrieden mit dem Ergebnis oder haben Sie nachträglich noch Stellungnahmen eingereicht, um eine inhaltliche Änderung zu erreichen?

Leadership

Welche Vorgaben wurden Ihnen, von Seiten der Bezirksregierung, in der Zusammenarbeit für die Regionalplan gestellt?

Welche Entwicklung konnten Sie an der Arbeitsweise der Bezirksregierung feststellen, auch im Vergleich zum alten GEP99?

Wie trat die Bezirksregierung während des Verfahrens des Regionalplans auf?

Manner of working

Wie würden Sie die Zusammenarbeit mit der Bezirksregierung und anderen Akteuren beschreiben?

Wie würden Sie die Rolle und Funktion der Bezirksregierung im Regionalplanverfahren beschreiben?

Welche Erfahrungen und Eindrücke haben Sie in der Art und Weise der Zusammenarbeit gesammelt?

Was waren die Erwartungen der verschiedenen Akteure während der Erarbeitung des Regionalplans?

Inwiefern waren die Erfahrungen und Interessen der verschiedenen Akteure relevant für die Erarbeitung des Regionalplans?

Welche Bemühungen haben Sie auf sich genommen, um den Regionalplan zu einem positiven Resultat zu bringen? Konnten Sie diese Bemühungen auch bei anderen Akteuren entdecken?

Abschlussfragen

Was sind aus Ihrer Sicht die wichtigsten Faktoren für die Umsetzung des Regionalplans gewesen?

Bestehen aus Ihrer Sicht noch Prozesse oder Punkte, wo eine Änderung wünschenswert wäre und wie könnte man diese erreichen?

11.3. Atlas.ti

Name	Gro...
ability to act	61
attitudes	11
behaviours	14
beliefs	53
civil severant	17
co-creation	27
communicative	40
decision making	38
definitions of problems	2
digital platforms	23
equality	16
formal procedures	5
ideas	3
identification of actors	9
informal procedures	4
joint creation of value	5
joint problem definition	70
joint problem solving	14
knowledge	12
money	11
new actors	5
new approaches to solutions	54
new coalitions	9
norms	8
old coalitions	2
organizational evolvment	85
peoplecentric	1
personal contact	12
physical platforms	37
planning administration	30
planning processes	86
planning structure	15
policy concept	70
political interactions	30
private actors	3
proactive	12
Regional actors	26
rules of engagement	8
Skills	15
statutory	31
time	17
transparency content	8
transparency information	9
transparency process	14
values	11
willingness to act	46
win-win situation	7