

Examining Discourse Coalitions in Public Participation Processes

How do discourse coalitions play a part in the participation processes of *Gebiedsvisie Campus Heijendaal*?

by

C.J.J. Hoekman

Bachelor Thesis
Geography, Spatial Planning and Environment
Nijmegen School of Management
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Preface

In the beginning of this year I was invited to come to a participation session on the campus. The workings of the people interacting with each other over how space should be utilised or designed fascinated me. So I started thinking about how these participation processes work, how they are influenced by how participants and the initiators see their reality and how that relates to others.

Soon, after some sparring sessions with Professor Arnoud Lagendijk and thorough methodological questioning of my supervisor, José Muller, plans were drawn up to write this thesis. By building onto the shoulders of great socio-geographical thinkers such as Foucault, Lefebvre and Hager a theoretical framework was built. Many afternoons were spent spelunking in the depths of the Central Library looking for theories and methods. I was quite hesitant to call possible interviewees in the end it all worked out. I have had great conversations with people from all walks of life. One interview even went a little differently than expected as the dog of one interviewee nearly drowned during the conversation, thankfully he is safe.

I feel that I have made a great leap in my academic and personal career in the past few months during this undertaking. Finding the time to actively work on the thesis proved quite the challenge while also being a board member, actively improving the life of students in Nijmegen. But in the last few months I have gotten more and more in the flow of writing and reporting results. I hope that this progress is visible in my work. All in all I am very proud and happy with the paper that lies here in front of you.

Many thanks to those who helped, who were open to interviews and took their time to share their experiences. Thanks to my family, friends, study association Mundus and all the coffee in the world.

Have a nice read.

Chris-Jan Hoekman

Abstract

This thesis is concerned with public participation in spatial developments. Which has become more and more prevalent in Dutch planning culture, collimating the new and upcoming *Omgevingswet*. However, participation often encounters resistance which could form a problem for policy makers, governmental actors and initiators of these projects. They often cite NIMBY-ism as an explanation for this resistance which is often short-sighted. This thesis presents a different perspective on public participation. In this case the participation process of *Gebiedsvisie Campus Heijendaal* in Nijmegen, the Netherlands, was examined via a case study utilising a variation of Hajer's Discourse Coalition Framework, which is often utilised in policy-related fields. Allowing for a critical look into societal processes. Semi-structured interviews were utilised to question various stakeholders. This data was analysed from which storylines, metaphors and place-frames could be deduced forming the base for a stakeholder's vision or discourse. From these discourses discourse coalitions can be established that could explain the experienced friction or resistance.

List of Abbreviations

ADA - Argumentative discourse analysis

DBH - *Duurzaam Bereikbaar Heijendaal*

DCF - Discourse Coalition Framework

E.g. - *Exempli gratia* - For example

Et al. - And Others

HAN - Hogeschool Arnhem-Nijmegen

I.e. - *Id est* - That being

NIMBY - Not In My Back Yard

N.d. - No date

RU - Radboud University

UMC - Academic Hospital

Summary

This thesis is concerned with public participation in spatial developments. Which has become more and more prevalent in Dutch planning culture, collimating the new and upcoming *Omgevingswet*. However, participation often encounters resistance which could form a problem for policy makers, governmental actors and initiators of these projects. They often cite NIMBY-ism as an explanation for this resistance which is often short-sighted. This thesis presents a different perspective on public participation.

In this case the participation process of *Gebiedsvisie Campus Heijendaal* (GCH) was examined via a case study utilising a variation of Hajer's (2006) Discourse Coalition Framework, which is often utilised in policy-related fields. Allowing for a critical look into societal processes. The participation process of GCH is initiated by the Radboud University, the Radboud UMC, the HAN and the Municipality of Nijmegen. With the GCH they would like to achieve certain spatial goals. Including more liveliness, more room for sustainable mobility, more intertwined institutions on campus and more interconnectivity between the campus and the city of Nijmegen.

Furthermore there are a range of stakeholders ranging from students and employee's to patients and inhabitants. Semi-structured interviews were utilised to question these stakeholders. This data was analysed from which storylines, metaphors and place-frames could be deduced. Which together form a vision or discourse for the campus. From these discourses three discourse coalitions could be established.

The progressive coalition consists of discourses that are all-in-all quite positive of the goals set by GCH and push for more progressive solutions. This is mainly seen in the shift from a car-centred campus to a car-restricted campus. The reserved discourse coalition is generally in favour of all the set goals. They however seek to mediate between the other coalitions. Seeing the participation process more as a "game" which should be balanced. The last coalition that has been identified is the critical coalition. What all these discourses have in common is that they are critical of the way the participation process is organised, especially in regard to the presentation of plans, which appear to have been made before the participation process has started.

These three identified coalitions struggle for discursive dominance and whose view or meaning of reality will be implemented in the GCH. Although the different discourses seem

to agree on most goals set in the GCH. The progressive coalition is the most positive about implementing the most far reaching measures. While the reserved coalition seeks to find more of a balance and the critical coalition sometimes questions if the problem should be fixed with the GCH.

There are two hot irons in the GCH. One being the way the process came to be and is currently experienced, on which the critical coalition is vocal in its stance and where the reserved coalition recognises that previous attempts of participation have floundered in the past. Members of the progressive coalition were not really part of these past processes hence they did not have a strong opinion on this except that there were too few students during the meeting. Which could lessen their total clout as a coalition. The other decisive point is the measure of car-restrictiveness. Where the progressive and critical coalitions clash. The reserved coalition could argue in both ways. The progressive coalition would like as little "metal" as possible on campus while the critical coalition wonders if this would achieve the goals set by GCH. This could also be an explanation for the friction and/or resistance. The last point of subtle friction is the "islanders" versus "outsiders" metaphor which lines up with the three discourse coalitions. It could be assumed that the initiators are mainly "islanders", as three of the four are the institutions on campus, which could be seen as less trustworthy when viewed from an "outsider's" perspective.

It will be interesting to see how the situation develops and to see which discourse will be institutionalised in the GCH final vision as that is yet to be decided.

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1. Introduction

The Municipality of Nijmegen together with *Duurzaam Bereikbaar Heijendaal* (DBH) held a participation evening on 12 January 2023. DBH is an organisation which is formed by the educational facilities on the campus Heijendaal, the academic hospital, governmental bodies and the public transport companies (*Duurzaam Bereikbaar Heijendaal*, n.d.). During this evening the *Gebiedsvisie* of the Campus Heijendaal was discussed. In this *Gebiedsvisie* spatial plans are made in general terms for the short term (2030) and long term (2040) (Van der Coelen, 2022). Through this participation process a concept *Gebiedsvisie* will be made which after another round of feedback will be presented to the municipal council who will accept or reject the plans. In the letter from Van der Coelen (2022) it is explained that the initiators, who call themselves the “campuspartners”, want to improve the following situations:

- More liveliness on campus
- More sustainable mobility
- More interconnectivity between the educational facilities and the UMC
- Making the campus more intertwined with Nijmegen as a whole

These ideas seem quite reasonable in my opinion. Yet most attendees of this participation evening were quite reserved and a few were vocally against the idea that any changes should be made. Most attendants were from the Brakkenstein neighbourhood to the south of the campus. Some of them claimed that their neighbourhood would not be reachable anymore when the possible solution of a car-free *Heyendaalseweg* was discussed. Others were worried that they were not being heard by the organisation.

This sentiment could stem from earlier in the process of participation. On the neighbourhood forum, *MijnBrakkenstein.nl*, Verhulst (2022) posted that the DBH-project is a thorny subject and that the Neighbourhood has not been contacted yet. They find that this is not acceptable and they are looking for people who want to actively involve themselves with the subject. In an article from VOX (Decates, 2021) a concerned citizen said that they feel that the only thing they can decide on is the colour of the barrier that will close off the *Heyendaalseweg*. Blaming DBH on a lack of communication towards the inhabitants who live in neighbourhoods around the campus. A different inhabitant connected with a resident's association said that they hoped that their concerns are taken seriously and that DBH does

not just perform their own ideas in the *Gebiedsvisie*. Adding that the resident's associations have already done proposals to improve the situation but they were invariably rejected.

The sentiment seems to have not changed much after the participation session as can be seen on a forum post from the *Wijkraad Brakkenstein* (2023-a). In this post the neighbourhood council is looking for opinions on the *Gebiedsvisie*. As it is stated, according to the post, that a car-free *Heyendaalseweg* will make other roads busier and the removal of parking on campus will lead to more cars from students and employees in Brakkenstein. In the powerpoint that is attached to the post on the forum it can also be seen that the subject of mobility is made bold and in a red colour (Wijkraad Brakkenstein, 2023-b). Signifying the importance to the local inhabitants.

A quick observation during the participation evening showed that the majority of people were of above average age. This group elderly people, who seemed to dominate the public debate might suggest some form of NIMBY-behaviour (Not In My Back Yard). Vehemently protesting against the suggested plans. It seemed that they disregarded the models made by PosadMaxwan, an international design firm and Goudappel, a well known name in the mobility-scene. However it seems that this might be a short-sighted conclusion as Devine-Wright (2019), Soeterbroek (2022), Kleinhans (2022) and personal communication with Professor Lagendijk (16-02-2023) explained when a participation process starts to flounder, opposition can form to the plans which has nothing to do with NIMBY-ism. A different explanation for this resistance has to be found.

During a talk with Lagendijk (16-2-2023) a suggestion was to look at this participation process through so-called discourse coalitions approach. This approach first coined by Hajer (1993; 1995; Hajer & Versteeg, 2005) was used to identify different competing perspectives on the UK's environmental politics at the end of the 20th century. The approach has also been used in other policy fields and different geographical scales (Merino & Bello, 2014; El Masri, 2019; Alvarado, Sutcliffe, Berker, Pettersen, 2021; Montana & Wilsdon, 2022). The key argument for this framework is that the way actors define issues through shared discourses influences their recognition of a public policy problem and the subsequent policy response (Kern & Rogge, 2018). Through this approach the friction during the participation sessions could be explained as different discourses clashing for dominance. This shall be explored during this thesis.

1.1 Background

Humans have the remarkable capacity to work together in groups to solve issues. Ever since the time of hunter-gatherers, discussions and deliberations have led society forward. Communication and social learning form the base for human adaptation (Renn, Webler & Wiedemann, 1995). The ancient Greeks and Romans held public fora on politics, policies and war (Pfeijffer, 2023; Renn *et al.*, 1995). This might have even taken place in *Ulpia Noviomagus Batavorum* or Nijmegen, as this settlement is known today about two millennia later. This participation of the (predominantly wealthy) citizenry continues in different forms through time and influences the Dutch planning traditions. For example the waterboards, which prevent the land from flooding through the collective management of levees and dikes, are often seen as the oldest democratic institutions of the Netherlands (Mostert, 2017). Another example can be seen in the founding of the Amsterdam stock exchange. Where through participation in the colonial ventures a regents or oligarchic class was formed, who created the now famous *Grachtengordel* and the polders (Dekker, De Klerk, Witsen, Van der Cammen, 2012). Over time more and more people were allowed to participate in decision making in the Netherlands. With the aftermath of the French revolution a more egalitarian political system evolved (Renn *et al.*, 1995). First all men, not just the wealthy, could have their say and later in 1919 women were allowed to vote as well, achieving universal suffrage (Leyenaar, Oldersma, Niemöller, 2019).

Universal suffrage did not stop the desire to participate more in the (spatial) decision making processes. The desire for more public participation was spearheaded by the social and ecological movements dissatisfied with the status-quo in the 1960's-1970's. Citizen-led initiatives became more commonplace. For instance Jacobs (1962) work on the destruction of neighbourhoods for motorways inspired public outrage and led to protests in the United States. This also happened in the Netherlands as in Amsterdam an ambitious plan was made to improve the car-traffic situation with massive arterial roads (Jokinen, 1968). but eventually after protests and public pressure the plans were cancelled (De Klerk, 2020). In Nijmegen the *Piersonrellen* happened as a reaction to a similar situation. It was decided by the municipal council to build a parking garage in the city centre, with the intent of rejuvenating the commercial scene. However at the same time there was a significant housing shortage and existing housing would make place for this garage. This infuriated locals who occupied the site. They eventually were removed with an overwhelming amount of force, including military police, tanks and other armoured vehicles. This show of force led to more criticism and the project was never started (Van den Hout & Gulmans, 2021). These

kinds of social protests shocked the political scene which slowly shifted to take in the demands for better governance and public participation (Renn *et al.*, 1995).

This shift from government towards governance took place in the late 90's and the beginning of the twenty-first century (Visser, Van Popering-Verkerk & Van Buuren, 2019). It entails a change towards a more engaged public decision-making process and less of a hierarchical structure, in which the state as sole actor decides what goes where and how. In governance, a more pluriform approach in policy-making involves various public and private actors (Lo, 2018). Where the goals of government are not only effectiveness and efficiency but also leave breathing space for civil servants to devote their efforts to really help citizens. Through which public-participation can be "provoked" and through which integration of citizens of a different cultural background (Van Houwelingen, Boele & Dekker, 2014). Focussing on social cohesion as well. The so-called "third generation" of participation encourages citizens to start their own initiatives to implement changes (Van der Heijden, 2011). This trend has continued to this day with the culmination of the new, all encompassing, *Omgevingswet* which will make citizen participation a mandatory part of the decision making process of all spatial developments in the Netherlands.

1.2 Participation

Now an understanding of where participation has come from an explanation on how participation is viewed in the literature and Dutch governmental policies. First of all a workable definition of participation is needed. In Visser *et al.*'s (2019, p. 4) work participation is defined as the following:

"Participation is a process in which individuals, groups and organisations share influence and control over collective issues, decisions or services which concern them."

This definition might suggest a certain need or willingness for cooperation (Slingerland & Köse, 2020). These collective issues, decisions and service could be matters of public interest. It is important to note that "public interest" might suggest a singular, homogeneous wish for a solution, yet that is not the case. Society is composed of various individuals with unique sets of interests, some of which are shared with other people. When interests are shared between these individuals they become shared interests. These various collectives all show a form of public interest (Renn *et al.*, 1995) These different forms of understanding also hint towards the discourse coalitions that will be described later on.

Renn *et al.* (1995, p. 2) use a different, yet more concrete, definition for public-participation in their work. They define public-participation as:

“Forums for exchange that are organised for the purpose of facilitating communication between government, citizens, stakeholders and interest groups, and businesses regarding a specific decision or problem”

This definition focuses more on the management-esque part of participation as is implemented in various instituted functional models. These are public hearings and meetings, focus groups, surveys, citizen advisory committees, referenda, initiatives and negotiations on the one hand. Yet on the other hand they exclude protests, expert workshops and serving in public-office as a government official. This exclusion lies on the basis that there is limited exchange of opinions and ideas during those activities (Renn *et al.*, 1995).

The definition of participation utilised in this thesis takes from both of the previously mentioned definitions to get a full coverage on participation, as in participation both the collective sharing of influence over issues, decision making and services and the exchange of ideas play a significant role. Hence in this case the definition of participation is:

“Participation is a process in which individuals, groups and organisations share influence and control over collective issues, decisions or services which concern them and exchange ideas and opinions over these collective issues, decisions or services in forums of exchange.”

When examining participation it is important to realise that there are, at least, two ways of looking at these processes. They can be viewed in both micro and macro levels. The micro level covers the abilities and experience of the individuals who participate within a process. This way of evaluating participation stems from conflict- and consensus theories such as Arnstein’s (1969) participation ladder. The macro level studies the impacts of participation upon society, public interest and the changes they produce. This way of looking at participation processes stems from consensus theories such as structural functionalism (Dew, 2014) and Marx’s (1859) radical conflict theory (Renn *et al.*, 1995).

1.2.1 Participation through the Citizen’s Perspective

When researching literature on participation Arnstein’s (1969) *A ladder on Citizen Participation* is frequently cited. In this work Arnstein advocates that the power in decision making is shared with citizens, especially those marginalised within society. As Arnstein wrote: “*Citizen Participation is Citizen Power*” (Arnstein, 1969, p. 216). Meaning that through participation more equal opportunities and better governance can be achieved. However not all attempts at participation are equal. The means of participation through which a citizen, or participant, can influence the decision making process differ in various cases. A hierarchical model has been constructed to indicate these differences and for participants to spot whether they are in a “empty ritual” or a real partnership.

Arnstein’s (1969) participation ladder. In this ladder eight different levels of participation are described. At every step the citizen is given more agency on the outcome by the initiators of the project.



Figure 1: Arnstein’s ladder on citizen participation (1969)

The participation ladder can be explained as the following. The levels of Non-participation are utilised as a substitution to real participation by the initiators with a certain malintent to “cure” or “educate” the participants into accepting the changes (Arnstein, 1969). The degrees of tokenism refer to the allowing of participants to be heard but they do not have a final say. There is no follow-up stage (Arnstein, 1969). Participants can have their say and

give their input but the initiators have all the power to leave it at that and continue with the changes. Non-participation and the degrees of Tokenism both can contribute towards negative feelings for the participant towards the initiators of the process, which is often the government. Arnstein (1969, p. 216) points out that: *“participation without redistribution of power is an empty and frustrating process for the powerless. It allows the power-holders to claim that all sides were considered, but it makes it possible for only some of those sides to benefit. It maintains the status-quo.”*

In the degrees of citizen power the participants have increasingly more decision making clout. The sixth step, partnership, allows for equal negotiations and trade-offs between the initiators and participants. In the highest tiers the citizens have nearly full control over the process and goals (Arnstein, 1969).

1.2.2 Participation through the Governmental perspective

Arnstein's ladder (fig. 1) on citizen participation was adopted in different ways in governmental policy and refined in further research. One such case is the work of Edelenbos & Monnikhof (2001) which is often cited in Dutch literature on participation processes (e.g. Van Houwelingen, Boele & Dekker, 2014). Edelenbos & Monnikhof (2001) refined the ladder into five, more nuanced, stages on which role the participants play in the process (i.e. to inform, to consult, to advise, to co-produce and to co-decide). Also adding explanations on when in the process participation plays a role, the conditions for participation, problem definitions and solutions. They also found some implications which could end up obstructing the original goals of why participation was chosen in the first place.

	inform	consult	advise	co-produce	co-decide
Phase in policy process	Late: plans have already been made by initiators	Late: initiators allow for reactions on plans	Early: initiators allow participants to add to agenda	Early: initiators allow participants to add to agenda	Early: initiators give reigns on policy to participants
Conditions	Strict: Has been decided by the initiators	Mostly Strict: Decided by the initiators	Used as Criteria for examination	Come into existence during process	Not decided by the Initiators
Defining the problem	Strict: Has been decided by the initiators	Mostly Strict: Decided by the initiators	Ideas of participants play a part	Decided by the participants & initiators	Decided by the participants
Solution	Strict: Has been decided by the initiators	Mostly Strict: Decided by the initiators	Ideas of participants play a part	Decided by the participants & initiators	Decided by the participants
Implications	No space for input from participants	Initiators might not take to the results of the process	Initiators are binded to results. With argumentation results can divert	Results are binding and are taken into account.	Initiators do not have to apply pressure. Results are taken into account by participants

Table 1: Five stages of participation schematically compared (Edelenbos, Teisman & Reuding, 2001, p.20) Translated by Author.

Administrators, civil servants and other officials have the task to improve the environment and solve (complex) problems. This often requires interaction with inhabitants and other stakeholders who need to lend their support to implement the changes in the environment. This interaction requires some sort of participation. In seeking this support, officials often find themselves in a situation where public-opposition is encountered or formed. Which often cannot easily be transformed into policy adjustments or alternative plans (Renn *et al.*, 1995). Thus having to choose between either not being able to do their jobs or disregarding the participation. Thus not really reaping the fruits of participation and good-governance.

A consequence of this inability of decision-making is that policies might not be implemented. Problems could go unattended and the organisation of the system could be endangered through a loss of faith in the government because of this inability to solve the problems or

through the continuous neglect of the participants' opinions (Renn *et al.*, 1995). This is what Habermas (1975) calls a legitimation crisis. When the public's frustration is channelled into opposition movements which over time could challenge the existing order. An example is the *Participatiestaking* of the *K-Buurt* in Amsterdam-West. Where the local population escalated to the city council when a shopping centre and accompanying public-square was redeveloped into housing without public space. A participation process was designed and all inhabitants could vote on one of two options. Yet these options did not seem sufficient and the participation process was boycotted in 2018. The Municipality has budged to the demands and after dialogue the situation has improved since (Verloo, 2021).

This example is problematic if you look at it from a consensus-theory based view and desirable or even inevitable in (radical) conflict-theories, by escalating the scope and changing the system to suit desired needs (Van Renn *et al.*, 1995; Marx, 1859). This is the so-called participation paradox where participation can create more unrest and polarisation (Van Houwelingen *et al.*, 2014; Van Gool, 2008).

Other objections on participation will be presented as well in this paragraph, which ever since the first attempts of participation have persisted (Van Houwelingen *et al.*, 2014). A worry of some is that participation could undermine representative democracy (Raad van Openbaar Bestuur, 2010). Others worry that a "class" of eloquent, highly educated, wealthy, white and often retired people take the time to participate (*i.e.* the usual suspects in literature; Lee & Abbot, 2003; May, 2006). These people take precedence over those who are marginalised in society and who do not have the means to participate. Thus not having a representative view of the problem (Van Houwelingen *et al.*, 2014). A different form of resistance is NIMBY-ism (Not in my backyard), when a change in land use could lead to less desirable effects to a person's environment. For instance when a new waste disposal facility is planned, resistance often forms, which in this example is a good thing according to Gerrard (1994). This is because it would stimulate different ways to think about how waste should be managed in a more environmentally friendly way. NIMBY-ism however becomes quite problematic for society when housing and social-service facilities are barred from construction (Gerrard, 1994). Common examples of societal services which often face NIMBY-ism are wind-turbines and asylum centres.

In current scientific debate NIMBY-ism is not seen as a valid explanation for resistance in public-participation (Verloo, 2021). Eranti (2017) argues that it is utilised as a mechanism for exclusion in public-participation, nullifying the concerns of citizens. Devine-Wright (2019),

Soeterbroek (2022), Kleinhans (2022) also agree that NIMBY-ism is often a short-sighted explanation.

1.3 Problem

The problem could be defined as follows: how does a process that is designed to increase support for a certain change in space (IPLO, n.d.) lead to the opposite reaction. This opposite reaction takes the form of resistance. Which is defined by Slingerland & Köse (2022, p. 9) as:

“a differing view or vision between the government and other actors in society (citizens, companies etc.). This resistance manifests when those actors individually or collectively challenge a, most often governmentally initiated, system transition or local project and/or the effects of which. The resistance can form before, during or after a participation process, initiated by the government, that aims to gain support for the system transition or local project.”

With the new *Omgevingswet*, which through participation seeks to have the best interests for citizens at heart, might not be as effective as is hoped because of this resistance. And even though this resistance is somewhat expected as opinions differ on issues and solutions facing society (Slingerland & Köse, 2022). Escalation could take place which could risk the suggested changes in space will not take place. Meaning that the problems, for which these plans were made, are not solved (Renn *et al.*, 1995). Another outcome is, when the participation process does not go in the desired direction, that the plans are forced through anyway (Scott, 1998; Hajer, 2015). Leading to an embarrassment or loss of face for the government, disillusionment of citizens, misspent resources, inefficiency and a loss of possible learning opportunities (Hajer, 2015; Kerstens, Nauta & Stok, 2020).

To prevent these undesirable situations both for citizens and governmental actors an explanation is needed. An explanation that goes beyond the framing of NIMBY-ism.

This thesis is concerned with searching for a possible explanation. As this opposite reaction on the plans made by the initiators could be explained through a difference in discourses during the participation sessions. And by identifying these differences and acknowledging them the focus can once again be placed on involving participants and gaining more insights from them.

1.4 Societal Relevance

This research will focus on the participation process of DBH and *Gebiedsvisie Campus Heijendaal* which are currently ongoing. Initially the third quarter of 2023 was selected as the end date, but at the time of writing a decision will be made by the municipal council in 2024. Meaning that this thesis might give another perspective in the decision making process. It will thus research a very recent process which will give a view on the current state of participation in Nijmegen and the Netherlands as participation is an ever developing tool used in spatial planning.

In addition to this, on the first of January 2024 the *Omgevingswet* will take effect (Rijksoverheid, n.d.). In this act various environmental and spatial planning laws are merged. Participation is made mandatory for governmental bodies and non-governmental actors are encouraged to organise participation processes (IPL0, n.d.). It is imperative that these participation processes are understood as fully as possible leading to more insight and experience in the field of participation. This thesis will contribute in that sense as it shines a different perspective on participation processes. These insights could in term, hopefully, reduce vertical polarisation, thus increasing trust between citizens and the government (KIS, 2023). And therefore reap more benefits from citizen participation and good-governance.

The use of Hajer's (2006; 1995; 1993) Discourse Coalition Framework (DCF) allows for a critical look into societal processes. This research could shine a light on society's struggles over meaning during the participation sessions, Meaning in a sense is the "language" that forms one's vision on reality. This meaning or vision is distributed as a discourse with one's power and/or resources. Which could problematise who is heard and who is not heard or who is advantaged and who is disadvantaged in these participation processes (Diem, Young, Welton, Mansfield & Lee, 2014; El Masri, 2019). Adding to the understanding of these participation processes.

1.5 Scientific Relevance

Singerland & Köse (2022) suggest that the desired knowledge on resistance within participation processes is mainly focussed on practicality in the field but that the overarching theories also do need more form. This research will add to the theoretical side of the scientific debate on participation using the DCF. Which until now has not been attempted to my knowledge.

Paradies, Pauchen, Hoekstra, Geurts, Marsman & Roelofs (2021) researched the state of participation processes in various climate mitigation and adaptation measures in the Netherlands. They recommended also looking at other fields to see if these experiences, such as the often too-late involvement of citizens in the process, can be corroborated within other scenarios. This thesis studies a case in a different field than Paradies *et al.*'s (2021) work, looking at a *Gebiedsvisie* and tackling a mobility issue. Adding to this they recognise the need to learn from each other's observations in the collective understanding of citizen-participation. Which is continuously evolving in practice and theory. Slingerland & Köse (2022) also see this exchange as valuable between knowledge circles and the practitioners of participation. Creating a, as they called it, "Community of Practice" on the topic of participation and resistance.

Bleijenberg (2021) researched the conversational part or the exchange of ideas of local participation and found that really listening to each other's arguments benefits the process, without self-referentiality. This self-referentiality is a habit of humans to only care and really listen to ideas that concern them in their specific field. Which could mean that someone else's ideas are not really taken into consideration. Which then could lead to frustration when they feel that they are not taken seriously. This consideration applies to both participants and those who do not participate, but are critical of the process nevertheless. Both transparency and righteousness are very important in the building of trust. She also found that most research has been done on citizens who participated because of their own direct interest. Citizens or stakeholders who participate on behalf of an organisation could be researched further to refine her insights. In this research the interests of organisations such as the Radboud University or RadboudUMC will also be taken into account as they play a part in the participation process of *Gebiedsvisie Campus Heijendaal* as well. The DCF also accounts for the government as an actor and a wider scope of actors can be utilised (El Masri, 2019).

The DCF has been applied on different cases in different policy related fields. Most studies using DCF have used a national or regional scale (Hajer, 1993; Merino & Bello, 2013; El Masri, 2019; Alvarado *et al.*, 2021; Montana & Wilsdon, 2022). This research will focus on a local case in geographical scale which could be a novelty.

1.6 Research Aim & Questions

This research aims to provide both practical and scientific insights on the effects of discourse coalitions on participation processes. In this case during the *Gebiedsvisie Campus*

Heijendaal. The main research question has been formulated, with Hajer's Discourse Coalition Framework in mind, as follows:

How do discourse coalitions play a part in the participation process in Gebiedsvisie Campus Heijendaal?

The following sub questions have been created to answer the main research question utilising the DCF (Hajer, 2006; El Masri, 2019; Alvarado *et al.*, 2020).

- *How do storylines play a part in the participation process in Gebiedsvisie Campus Heijendaal?*
- *How do metaphors play a part in the participation process in Gebiedsvisie Campus Heijendaal?*
- *How do place-frames play a part in the participation process in Gebiedsvisie Campus Heijendaal?*

1.7 Conceptual Model

In the figure below the conceptual model of this research is shown. The goal of this research is to determine how discourse coalitions play a part in the participation processes. This effect of the discourse coalitions will be described in the results and conclusion (*Chapter 5 & 6*).

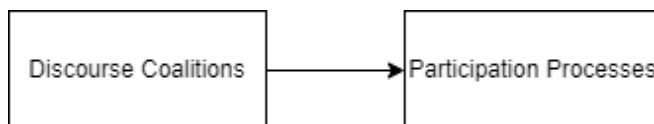


Figure 2: Conceptual model Discourse Coalitions on Participation Processes (Author)

1.8 Operationalisation

In this research discourse coalitions are operationalised using Hajer's guidelines (2006) and inspiration is taken from a schematic overview from Alvarado *et al.* (2020). The premise of this research is that different discourse coalitions are vying for discursive dominance which creates friction during a participation process. There need to be at least two, or more coalitions to have this friction. These coalitions are supported by the discourses of various actors. This discourse is produced through a combination of storylines, metaphors and

place-frames (fig. 3). This construct's dimensions are measurable through data-analysis from the data collected in the interviews and reactions.

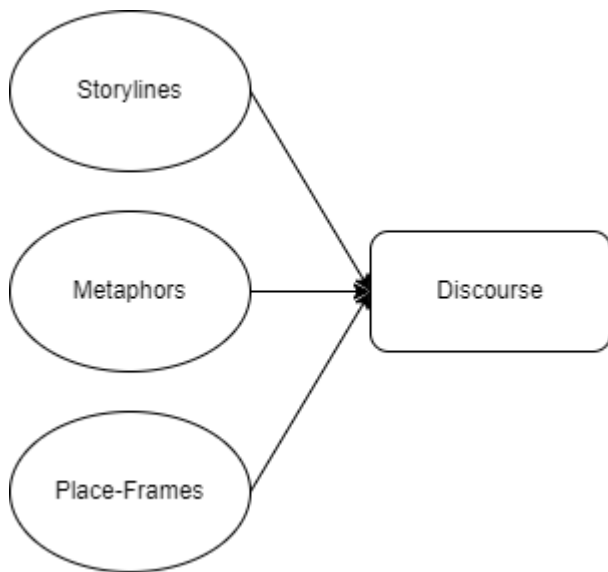


Figure 3: Operationalisation of discourse

These can be measured and identified in the analytical process. The storylines, metaphors and place-frames of the relevant actors will be collected primarily from the interviews. Through a process of coding these codes in the analytical process a feel for the data will be created and a table comparable to the table below has been filled in piece by piece (the filled-in table is found in *chapter 5.4 Discourses & Discourse Coalitions*).

	Coalition X	Coalition Y	Possible Coalition Z
Discourse			
Metaphors			
Storylines			
Place-Frames			

Table 2: Operationalisation of discourse coalitions inspired by Alvarado *et al.*, (2020)

2. Theoretical Framework

To research the impact of discourse-coalitions on participation processes it is necessary to look at how these concepts are constructed and how they interact with each other. These

concepts are researched through a literature study and explained for the purposes of this research.

2.1 Discourse Coalitions

Discourse theories start from the assumption that all actions, objects, and practices are socially meaningful and that these meanings are shaped by the social and political struggles in specific historical periods (Fischer, 2003, p. 73). The goal of discourse analysis is to show how these actions, objects and practices are socially constructed and what they mean for social organisation and interaction (Fischer, 2003). This is done through analysing different linguistic and non-linguistic materials such as verbal statements, historical events, interviews, ideas, politics and so on. The methods for doing these analyses are tools from rhetorical analysis, hermeneutics, deconstruction and genealogical approaches to discourse analysis (Fischer, 2003). This research will utilise the discourse analysis, in specific Hajer's (1993; 1995; 2006) DCF.

2.2 Discourse

The term discourse has different meanings dependent on the disciplinary context (Mills, 1997; Law, 2017). In social-constructivist thought social and public phenomena are creatively, flexibly and contextually constructed by social actors through interaction (Merino & Bello, 2014). In Foucault's (1969) social-deconstructive work he uses discourse to denote a social system that produces knowledge and meaning. These discourses form systematically from the objects of which they speak. Discourses, in a Foucauldian sense, have a formative or constitutive power that structures basic social definitions, meanings and socio-cultural interactions. This is the foundation of our society through a shared knowledge. That which forms a collectively constructed and shared truth of reality (Fischer, 2003; Adams, 2017).

Foucault did not leave any specific method to explore his notions on discourse (Leipold & Winkel, 2013; El Masri, 2019). Hajer's (1993; 1995; 2006) DCF, among others, is a promising tool in this case. As it differs from other frameworks in that it focuses not on the individual's concept of meaning but on a collective discursive construction or "discourse structuration". This occurs when a certain discourse starts to dominate a social unit (Hajer, 2006). This can eventually, when the discourse solidifies, become institutionalised into practice and law. This is called "Discourse institutionalisation" (Hajer, 2006). This collective

discursive construction is formed through argumentation and exchanges of different actors which form these discourse coalitions.

In society there is a struggle between actors for discursive dominance where the discourse facilitates or restricts the actors in their attempt to impose or persuade others to support their definitions of the social world. A reality in this argumentative game is determined by trust, credibility, and acceptability (Hajer, 1995; El Masri, 2019). This clash for discursive dominance could explain the friction during the participation session.

2.3 Storylines

Hajer (1993, p. 47) explains the formation of a discourse coalition through storylines as follows:

“A discourse coalition is the ensemble of a set of storylines, the actors that utter these storylines, all organised around a discourse. The discourse coalition approach suggests that politics is a process in which different actors from various backgrounds form specific coalitions around specific storylines. Storylines are the medium through which actors try to impose their view of reality on others, suggest certain social positions and practices, and criticise alternative social arrangements.”

As an interviewee tries to explain to the researcher how they see the participation process and its goals they utilise various statements and suggestions. These statements and suggestions uttered by actors are examined, summarised and form a condensed narrative or storyline which can be compared between actors and interpreted to discern discourses.

Actors do not have to have the same positions, goals or values to belong to the same coalition. As long as they see a problem in the same way they will utter the same sort of storyline or arguments. A discourse coalition does not form from a stable core-belief or value but from shared storylines (Hajer, 1995; 2006; Fischer, 2003).

2.4 Metaphors

This collective construction of discourses is often done with the utilisation of metaphors. A metaphor is a way of expressing the meaning of something in terms of something else. When a person is trying to confer meaning to another person metaphors are of help (Hajer, 2006). For instance if you need to explain how the earth is warming up due to climate

change, the metaphor of greenhouse gases is used. Not that there are specific gases that are only found in greenhouses but they do have the effect of trapping heat. That is what a greenhouse does, to create a warm environment. The same thing that the increase of these greenhouse gases in the atmosphere does, Which is thus making a good metaphor (Van Poppel, 2021). Metaphors often hide a deeper meaning, this meaning can be extracted and utilised in creating discourses.

2.5 Place-Frames

Another concept that should be explained for this research is place-frames. Even though this is a deviation from Hajer's (1993; 1995; 2006) view on the discourse coalition this concept could prove fruitful in this case. Feola, Goodman, Suzunaga & Soler (2022) examined how conflicting collective memories of a place, and the framings of the future of this place, interact and lead to the justification of particular forms of socio-material development. This could thus support this inclusion.

Martin's (2003) work focussed on community-based collective actions. Specifically looking at how organisations within a neighbourhood inspire its inhabitants to take up collective action. Martin (2003, p. 730) writes that:

“Place-frames constitute a motivating discourse for organisations seeking to unite residents for a neighbourhood-oriented agenda, despite very different substantive issues, from crime to land-use planning. This perspective allows for a more effective understanding of how place informs activism at a variety of spatial scales.”

The process of framing is used by people to organise their experience and make sense of events (Goffman, 1974; Martin, 2003). These experiences are often also associated with places. This concept could inform how actors handle towards a certain standpoint or discourse.

When there is a disconnect between the place-frames of citizens and the government an interesting situation can occur. Boland (2010) describes how Liverpool was chosen as the European cultural capital in 2008. A project which aimed to renew and blow new life into the economically-challenged city. Famous artists from Liverpool were invited such as Paul McCartney and Ringo Starr. But also other talent from abroad was flown in for the year-long event. Rebranding the city with new “place-myth” (Boland, 2010). This partially made-up myth of a city of great stars and culture directly clashes with the experience of daily life for the local inhabitants. Their place-frame of Liverpool also takes the realities of poverty,

unemployment, crime and gang violence into account (Boland, 2010). Which could be seen as two different discourses clashing. The case of Liverpool is an example of a difference in place-frames. But there could also be different place-frames that could be discerned in the actors of the participation process of *Gebiedsvisie Campus Heijendaal*. The campus could be seen through someone who has read Florida's (2002) *The Rise of the Creative Class*, whose frame of the campus will probably vary from someone who only walks their dog in the parks on campus.

Another way of looking at place-frames is through Levebre's (1991) trialectics. In this case the participants are all concerned with the same physically bounded area. This is called the *espace percu* or perceived space. All participants also have ideas and rationales about this area, even though they might not even visit that often. This, in Levebre's work, is called the *espace concu* or representation of space. What a space means to a person. And then a combination of the two spaces leads to the *espace vecu* or lived space. This is the space where the workings of society take place, interactions and experiences are made.

Place-frames are more akin to the *espace concu* or representational space. When multiple persons share the same meaning or frame of this representational space they might belong to the same discourse coalition. For instance for an academic or student the Campus is a place of belonging. For a citizen of Nijmegen the campus might be more of a place that is only travelled through. Different meanings, or realities, are thus allocated to the same physical area. Place-frames are rooted in post-positivist or interpretive school of thinking.

3. Methodology

In this chapter the scientific approach of this thesis is discussed. The research strategy will be explained, what kind of research is being done and which stratagems are employed. The acquisition of data and what requirements are necessary for respondents. Lastly the data analysis will be discussed as well.

3.1 Research Strategy

The research strategy is constructed utilising the methodological work "*Het ontwerpen van een onderzoek*" (Verschuren & Doorewaard, 2021). The considerations and explanations are explained below.

3.1.1 Quantitative versus Qualitative Research Methods

When discussing how a topic should be researched one of the first decisions that have to be made is quantitative versus qualitative research methods and depth versus width (Verschuren & Doorewaard, 2021, pp. 156-157). The advantages of quantitative research methods are that with a substantially large group of respondents the results will yield a higher external validity (Andrade, 2018). Meaning that the results of the study can be generalised over a larger population. A qualitative study will be more in depth than a quantitative study (Creswell & Poth, 2018, p. 84). As a researcher you are trying to make sense of natural phenomena and the meanings people give to them (Vennix, 2019, p. 199). With qualitative methods there is more space for follow-up questions and detail, allowing for a deeper dive into the subject matter during the observations and interviews. Leading to a higher internal validity, which means that the research questions can be answered with less uncertainties (Andrade, 2018). The downside however is that the results might not be applicable to all cases. The participation process, as a phenomena, is difficult to quantify as it is highly dependent on social interactions, designs and differing opinions. An in-depth qualitative approach is thus a better fit.

3.1.2 Qualitative Research Strategies

Another core decision in choosing which kind of strategy will be employed is empirical versus desk research (Verschuren & Doorewaard, 2021, p. 157). Or doing your own observations in the field versus utilising previous work to answer the research questions. As this research will focus on a case which is currently still ongoing, empirical research is the preferred choice. Moreover there does not seem to be any other literature focussing on the

interaction of discourse coalitions on participation processes which would make desk research less optimal.

In Verschuren & Doorewaard (2021) five main approaches on research are discussed. Being surveys, experiments, the case study, grounded theory and desk research. Surveys are used to collect data on a wide scale which can then be generalised over the entire population. Respondents, *i.e.* the units of research, are chosen at random to get a representative image of the population. An experiment is often used when a hypothesis needs to be tested in a controlled environment. Measurements can be done at a specific moment or in intervals over time. When doing a case study the researcher takes an in-depth look at one or more specific cases. Vennix (2019, p. 211) emphasises that a case study investigates a contemporary phenomenon within its real-life context. In this approach multiple qualitative research methods are used as sources of evidence. In grounded theory witnessed phenomena are compared with each other and with theoretical principles. Through this comparative approach similarities and differences between phenomena and theory can be explained. Desk research is a non-empirical approach mainly done in libraries or archives. The positions of existing literature and their authors are being compared to answer the research questions.

3.1.3 Case Study

A case study involves the in-depth study of a case within a real-life, contemporary context or setting (Creswell & Poth, 2018; Yin, 2014). This can be at a more concrete level be individuals, groups, organisations or partnerships or in a more abstract level be a community, relationships, a decision process or a specific project (Creswell & Poth, 2018; Yin, 2014). A more comprehensive definition of what a “case” is, is given by Gerring (2007). Gerring (2007, p. 19) elaborates that: “[a] case connotes a *spatially delimited phenomenon observed at a single point in time or over some period of time.*”

Creswell & Poth (2018, pp. 159-162) have worked out a five-step procedure which should be followed when conducting a case study. These steps will be worked out in the following paragraphs.

The first step is to determine if a case study approach is appropriate for studying the research problem. Creswell and Poth (2018, p. 159) pose that: “A *case study is a good approach when the inquirer has clearly identifiable cases with boundaries and seeks to provide an in-depth understanding of the cases or a comparison of several cases.*” This

paper seeks to provide a comprehensive understanding of the participation process of GCH and the role that discourse coalitions play within this decision making process. This process has been observed in the Campus Heijendaal area (see: Appendix 1), thus being spatially delimited. The study is taking place during the participation process. The case has been studied over time from the first participation session on 12 January until 23 June, when the first results were written. It should be mentioned that the process of GCH itself has not been completed, the ramifications of this for this study will be reflected upon in *chapter 7.2 Reflection on Results & Conclusion*. With these boundaries the case study proves to be a suitable method for this thesis.

The second step, according to Creswell and Poth (2018, p. 159) is to identify the intent of the study and select the case accordingly. For this thesis a single case, the participation process of GCH, was selected. Focusing on the instrumental issue facing participation processes, that of resistance. It is not an intrinsic issue as this resistance often forms at other participation processes as well (Verloo, 2021, Creswell & Poth, 2018, p. 155; Stake, 1995). Through the observation and examination of this case statements and further suggestions can be made on the instrumental issue. Moreover the participation process of GCH, as a case, is an easily accessible case which according to Creswell & Poth (2018, p. 159) is desirable. This is because it ensures that enough possibilities for interviews are available.

The third step is the development of procedures for conducting the extensive data collection drawing on multiple data sources (Creswell & Poth, 2018, p. 159). To fulfil this step, a research plan has been set up utilising Alvarado *et al.*'s (2021) research model which takes from Hajer's (1993; 1995; 2006) DCF (see *chapter 3.2 Research Model*). In which data collection is also extensively discussed.

The fourth step is to specify the analysis approach on which the case description integrates analysis themes and contextual information. The analysis can either be done holistically or embedded on a specific aspect of the case (Cressell & Poth, 2018, p. 159). A holistic approach could have proven interesting giving an explanation of the whole case. Yet this thesis explores a specific aspect of the case being the discourses of the various participants and initiators of GCH. Through this examining these discourses this work seeks to explain the resistance towards the proposed plans of GCH. This is an "analysis of themes" focussing on a few key themes, or discourses in this case, that come forward during the analysis (Creswell & Poth, 2018; Yin, 2009)

Through the collecting of data and analysis, a detailed description of the case will form. This can be read in *chapter 4 Participation Process Gebiedsvisie Campus Heijendaal*.

3.1.4 Discourse Coalition Framework

Doing critical discourse analyses can be quite the challenge, especially for the first time, as it is quite an “artisanal” process (DeLyser, 2010; Hoggart, Lees & Davies, 2002). But there are some guidelines from previous research. In this thesis the DCF will be utilised as a guide (Hajer, 1993; Merino & Bello, 2013; El Masri, 2019; Alvarado *et al.*, 2021; Montana & Wilsdon, 2022). Advantages of utilising the DCF are that a quite complex and fragmented landscape can be understood through different discourse coalitions (El Masri, 2019).

This framework, as Hajer (2006, p. 71) put it has three advantages. These are as follows:

(1) It analyses strategic action in the context of specific socio-historical discourses and institutional practices and provides the conceptual tools to analyse controversies over individual issues in their wider political context; (2) it takes the explanation beyond mere reference to interest, analysing how interest are played out in the context of specific discourses and institutional practices; and (3) it illuminates how different actors and organisational practices help to reproduce or fight a given bias without necessarily orchestrating or coordination their actions or without necessarily sharing deep values.

3.2 Research Model

In accordance with the DCF (Hajer, 2006) a qualitative case study will take place. Hajer (2006, pp. 72-74) then elaborates on how an argumentative discourse analysis (ADA) should be done. However this approach is quite time intensive and the scope is too big to entirely fit in this bachelor thesis and case. For example El Masri's (2019) dissertation uses ADA to differentiate discourse coalitions in international education in Ontario, Canada. Her work on this case, with a timespan from 2005-2017 alone analysed 400+ newspaper articles, 195 policy papers and held 23 interviews. Hajer's (2006) guide does have good points on how to analyse the data which will be taken into account whenever this is possible. The materials and methods utilised in Alvarado *et al.* (2020) are much more suitable for this research, as a clear explanation and model is given in their work and being all in all simpler to use while still keeping true to Hajer's (2006) DCF. The model shown below in figure 3 is an adaptation of Alvarado *et al.*(2020)'s research model utilised in this thesis.

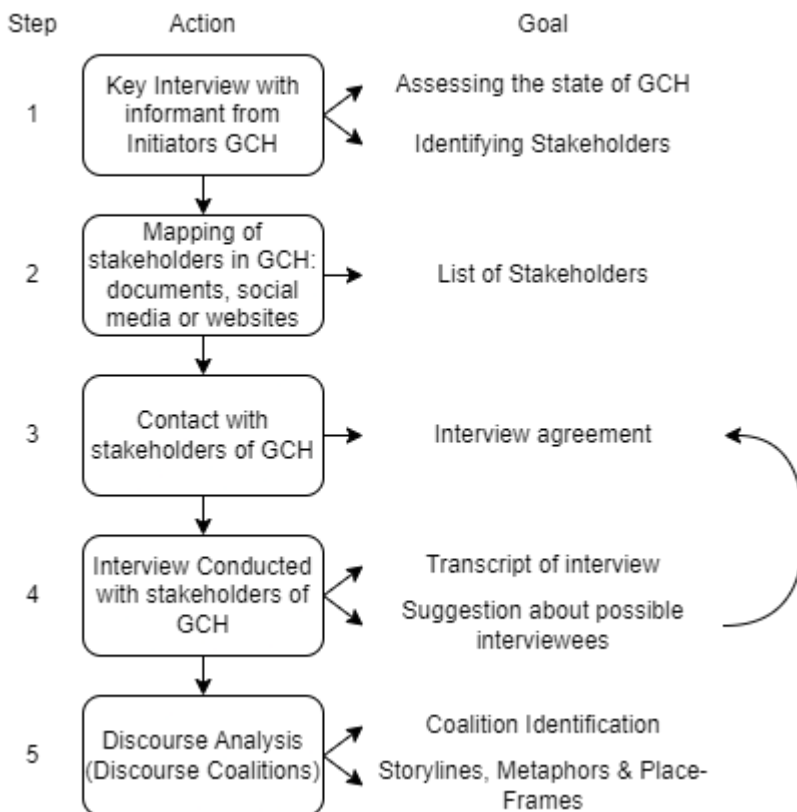


Figure 3: Research model inspired by Alvarado *et al.* (2020).

The first step was to gain a better understanding of the case with a so-called “helicopter interview”. This should be held with an actor or informant who has a clear view over the case (Hajer, 2006, p. 73; Alvarado *et al.*, 2020). For the studying of the GCH the most suitable person was the independent participation supervisor who chairs the meetings. He was willing to have this interview, however he did not want to give any critical statements on the ongoing process. A chronological order of events has also been established during this interview, which has been updated near the end of the writing process. As the process has been spread out over a longer timespan than initially planned by the campuspartners and Municipality.

In the second step that has been done was an additional literature study to map out the field, A list of stakeholders has been created to interview. Different (online) sources can be utilised for this purpose. The stakeholders are all described in chapter 3.3.3 *Collected Data*. also those who did not respond are added to give a clearer indication of the field. The study mainly focussed on interviews with the relevant actors chosen through this purposeful sampling (Creswell & Poth, 2018, p. 224).

During the third step the actors were contacted via email or by telephone, to see if they would partake in an interview.

In the fourth step the interviews are held to establish causal information chains and get insights into how an event, in this case the participation process, influences their opinion and the way they give meaning to the phenomena (Hajer, 2006). Thus finding out how they interpreted the process and being able to deduce the discourse that was used by the interviewee. Probing questions have been asked to see why the interviewee has a certain standpoint or to get more information on a specific topic. The place-frames of the interviewee can explain more of the interviewee's spatial point of view. A snowball technique has been utilised to see if more interviewees can be gathered until data saturation is deemed to be reached (Saunders, Sim, Kingstone *et al.*, 2018). The next step was to transcribe the interviews. Which has been done with manual labour, instead of speech-recognition programmes and artificial intelligence, with the benefit that more understanding has been gained when writing and listening to the data itself.

After all this data is collected the discourse analysis will be held. A process of coding and working through the text will start. Hajer (2006, pp. 73-74) suggests looking for positioning effects and key events that shape argumentation. Checks have to be made to establish if what an actor said is also in accordance with what is said in practice. This can be done when comparing the accounts from the sites of argumentation and the interview. At last all of the data can be interpreted by the research and an account of the discourses can be established through argumentative interpretation (Alvarado *et al.*, 2020). The different storylines, metaphors and Place-Frames can be discerned. As a last step Hajer (2006, p. 74) recommends visiting key actors again to see if the interpretation makes sense. As the discourses are inferred by the researcher and thus something could be misinterpreted.

After the analysis a conclusion will be written and in a discussion recommendations for practices and further research will be done.

3.3 Data collection

To gain the relevant data for this research a suitable collection method is needed. But first it should be determined what data is needed. This is done through identifying the object and subject of research.

3.3.1 Object & Subject of research

The objects of research are the various discourse coalitions which could be competing for discursive dominance over the *Gebiedsvisie Campus Heijendaal*. To research these objects of research a multiplicity of sources can be used. These sources are produced by subjects of research. So in this case a person who is participating in the *Gebiedsvisie Campus Heijendaal* or a person who is representing an organisation or group which has a stake in the participation process or the campus area. These actors are chosen through purposeful sampling instead of random sampling. In Creswell & Poth (2018, pp. 222-226) multiple forms of purposeful sampling are discussed. The main intent, in qualitative research, is to collect data in extensive detail on the actors or sites that are studied. This is also the case for discourse analysis (Fischer, 2003, p. 112). For this research actors are selected on a basis of maximum variation *i.e.* diverse variations of individuals based on specific characteristics (Miles & Huberman, 1994, p. 28; Creswell & Poth, 2018, p. 225). Random sampling would not be a good fit for this thesis as this variation would not be achieved. This research strives to interview these differing actors on the spectrum of the participation process. This varies from the initiators to the participants in the participation process. Some will look positively on the process and others might view the participation process in a different light. Their arguments, sentiments and place-frames are key to differentiate the discourses of the actors. Each interviewee needs to be, at least, familiar with the ongoing participation process but preferably have participated in the participation process. In this way the effect of the discourse coalitions on participation processes could be deduced.

3.3.2 Data Collection Method

For this research semi-structured interviews have been held with actors who are involved with or participating in the process of *Gebiedsvisie Campus Heijendaal*. This also has a precedence in the discourse coalition framework (Hajer, 2006; Alvarado *et al.* 2020). Vennix (2019, p. 217) discusses four different types of interview. These are the unstructured interview, the semi-structured interview, standardised questionnaires and fixed interviews. Advantages for this research in using semi-structured interviews are that foremost an interview guide is followed. This means that questions do not have to be formulated ad hoc as is done in an unstructured interview or conversation where there is a risk that certain desired knowledge is left out. Contrary to standardised questionnaires or fixed interviews there is still room for probing questions to gather more information over the subject. In the creation of the interview guide (see appendix IV) the goals of the research should be kept in mind. In this case a coherent storyline or discourse should ultimately be discernible from the

data. Which later on can be attributed to a discourse coalition to answer the main research question. The interviews and guide were made and held in Dutch as this is the preferred language for the interviewees.

Care has been taken during the interview as the subject could be seen as sensitive, as seen on the neighbourhood forum (wijkraad Brakkenstein, 2023-a) and in the reaction from community initiative *HoudHeyendaalsewegOpen* on the possibilities for an interview, so an open and receptive attitude has been adopted in verbal and non-verbal communication.

Hajer (2006, p. 73) recommends gathering information of the “sites of argumentation”, which in this case would be the participation evenings and the documents and data from *mijnwijkplan.nl*. The minutes of the evenings were not publicly available. But various documents have been collected and analysed in Atlas.ti.

3.3.3. Collected data

At the beginning of this research a few persons who had shown interests to be interviewed, all of whom have participated with or are initiators of the participation process. To reach more actors, snowball or chain sampling was utilised. It should be noted that this strategy does risk gathering more of the same or similar data. When saturation has been reached in a certain discourse coalition efforts were made to find more data on the other possible coalitions to be able to make a comparison.

In the table below (table 3) the interviewees and their affiliation to an organisation have been presented. The data-type is also written in this table as not every interview could be transcribed or a written reaction was provided instead. A reflection was given on this in *chapter 7.1 Reflection on Methods*.

Name	Affiliation	Data-type
Helicopter Interview with participation process supervisor	unaffiliated	Transcript
Interview with student & member of student union AKKU	Student Union AKKU	Transcript
Interview with inhabitant & ex-employee of Radboud University	unaffiliated	Memo & Written reaction*
Interview with employee of Radboud	Radboud University	Transcript

University 1		
Interview with employee of Radboud University 2	Radboud University	Transcript
Interview with employee of Radboud UMC	Radboud UMC	Transcript
Interview with civil servant	Nijmegen Municipality	Transcript
Interview with inhabitant & chairman of Brakkenstein neighbourhood council	Brakkenstein neighbourhood council	Transcript
Interview with student & inhabitant	unaffiliated	Transcript
Written reaction of inhabitant & member of Brakkenstein neighbourhood council	Brakkenstein neighbourhood council	Written reaction

Table 3: Overview of held interviews and data-type

There have also been attempts to reach other respondents. Yet they did not respond or did not want to participate in this study. These are shown in the table below.

Name	Affiliation	Response
Community Initiative/ Organisation of the petition	Community initiative <i>Houdheyendaalsewegopen</i>	Yes, declined
Hogeschool Arnhem Nijmegen	HAN	No

Table 4: Overview of attempted interviews

The community initiative did not want to give an interview, preferring to keep the dialogue through the official channels and not to discuss their thoughts in this research. The Hogeschool Arnhem-Nijmegen did not respond to the invitations. A reflection has also been written in *chapter 7.1 Reflection on Methods*.

3.4 Data Analysis

The data has been analysed using Atlas.ti software. With this software text and other material can be analysed using codes and networks. Another convenient tool in Atlas.ti is the memo function. This can be utilised as Saldaña (2009) put it: “*dump your brain*”. This is ideal to keep an overview and keep thoughts organised. This interview has utilised the various groups function to sort documents and codes.

The coding will be done following Saldaña's (2009) handbook while keeping the concepts of the DCF and argumentative discourse analysis in mind (Hajer, 2006). Starting in the first round the interviews will be coded using initial coding (Saldaña, 2009, pp. 81-85) to get a grasp of what possible codes could look like and if any similarities can be found between actors. During the process the open coding turned into more descriptive coding where one or two words are utilised to describe the meaning of the text. Metaphors are coded using in vivo coding (Saldaña, 2009, pp. 73-77) as it is important to have the literal metaphors as they are said.

A first round of open coding was done, where an effort was made to apply codes, which were thought up later in the process, on earlier data. Certain codes were also cleaned up, so for instance the code of goals (*doel*) and ambitions (*ambitie*) were merged to get a clearer overview. All metaphors were grouped together and sorted in different folders when their intent corresponded. When translating the interviews from Dutch into English summaries, which are provided in *appendix V-XIII*, a condensed data-body was created. An overview in a table was made from which similarities were discovered. This overview can also be seen in the results (table 5).

4. Participation Process *Gebiedsvisie Campus Heijendaal*

As was described in the research model through the interviews and research a more detailed description of the Case has formed which will be presented during this chapter.

4.1 Participation in Nijmegen Municipality

The Municipality of Nijmegen has a policyplan on participation in the spatial domain worked out in a fifteen-page document. Starting with the "why's", the city has some big challenges to overcome foremost being the (affordable) housing demand. But they also mention the reduction of utilisation of fossil fuels, Climate-proofing the city, A green and appealing city, A (sustainable) and accessible city and better participation processes (Gemeente Nijmegen, n.d.-a). All these challenges will result in changes in the physical domain. This combined with the new *Omgevingswet* will put a greater focus on participation.

The Municipality has three goals with participation.

- Improving the involvement of citizens in the decision-making.

- Making the way participation processes are implemented transparent for all.
- Improving the substantive quality of the decisions.

A well put together participation policy, as the policy document (Gemeente Nijmegen, n.d.-a) describes, can have a positive effect on the challenges facing Nijmegen. When people can advise, talk or co-decide on decisions the result will be better. Adding to this, through participation a greater understanding is achieved with the stakeholders on why certain choices were made. Reducing the amount of time-consuming legal procedures. As the future *Omgevingswet* will give more room to initiators, the Municipality wants to precede possible complications by having this policy.

As mentioned earlier, there is currently a switch in spatial laws going on with the new *Omgevingswet*. This work is written in a transitory phase, in which the old collection of laws (e.g. *Wet ruimtelijke ordening (Wro)*, *Wet algemene bepalingen omgevingsrecht (Wabo)*, *Waterwet*, *Wet natuurbescherming*) are still in effect but the plans and decisions are made in the spirit of the new *Omgevingswet*. Meaning that participation in spatial decision making has become the norm.

The Municipality of Nijmegen discerns five different roles within their participation policy. They all have certain abilities and functions in the participation process. They are as follows: City Council (*Gemeenteraad*), Board of the Mayor and Aldermen (*College van B&W*), Initiator(s), Inhabitants & Organisations and Civil Servants (for a more detailed overview see *Appendix II: Roles for Participation in Nijmegen Municipality*). The City Council is the head of the Municipality and decides on the scope of the participation process and whether the project will be executed as legislation. They can give the order that an *Omgevingsvisie* or *Gebiedsvisie* should be made. Next to the legislative role the council also has a controlling role making sure everything is done properly and stays i.e. within the set scope. The Board of the Mayor and Aldermen are tasked with carrying out the policies within the scope set by the council. This executive role is carried out through establishing other programmes and permits in accordance within the scope of the *Omgevingsvisie* and *Gebiedsvisie*. The initiator develops the plans for the city. They bring the ideas, funds or knowledge to the table. The Municipality can also take on the role of initiator but it is hoped that market forces will take on this role in the future. Inhabitants and organisations are often stakeholders and participate with the project. The council is elected by the inhabitants of Nijmegen and it is the main goal of the Municipality to serve its inhabitants. Civil servants carry out the policies and

advise the various organs of the Municipality. They communicate between the council, board, initiators and inhabitants. They also facilitate the participation process.

These actors have different instruments for shaping space in Nijmegen. They are based on a hierarchical system, ranging from large and general visions to the smaller, more concrete implementations. This thesis only focuses on the two largest instruments, being the *Omgevingsvisie* and *Gebiedsvisie* (see *Appendix III: Overview of the spatial instrumentarium in Nijmegen Municipality*). The *Omgevingsvisie* (see: Gemeente Nijmegen, 2020) is a document with the general policy framework for spatial development in the Nijmegen Municipality. The *Gebiedsvisie* contains the general scope or framework for a certain area in Nijmegen. This scope should be in-line with the *Omgevingsvisie* which is situated higher up in the instrumentarium. The GCH stems from the desire, which is worked out in the *Omgevingsvisie*, to improve the campus in different ways (Gemeente Nijmegen, 2020, pp. 80-83) which will be discussed in the subsequent chapter.

4.2 Participation and *Gebiedsvisie Campus Heijendaal*

As participation is a mandatory part of every new development in Nijmegen a participation plan has to be made. This has also been done for the *Gebiedsvisie Campus Heijendaal* (Gemeente Nijmegen, n.d.-b). In this plan the goals are laid out. The goals of the initiators (*i.e.* Radboud University, Radboud UMC, HAN and Nijmegen Municipality) are as follows (Gemeente Nijmegen, n.d.-b, p. 2):

- The improvement of the liveliness and livability of the area, to allow for Campus Heijendaal to become a place for living, staying, socialising and recreation as well as its current functions pertaining to studying, research and receiving care.
- More sustainable mobility in, to and from the campus, or a sustainably accessible campus.
- The strengthening of the internal cohesion of the area, with the aim of creating a more intertwined and whole Campus Heijendaal in sense and function.
- The improvement of the interconnectivity between Campus Heijendaal, surrounding neighbourhoods and the rest of Nijmegen (both in physical and relational sense), to make Campus Heijendaal a more lively part of the city.
- An increase in economic activities on the campus, with the aim to have the added value of the companies be beneficial to research, education, societal impact and employment opportunities.

- Working together on the (economical) profiling of Campus Heijendaal, to have the profile of Campus Heijendaal support the city and broader region.

It is interesting to note that the last two goals mentioned above have not been communicated in the letter sent with the invitation of 12 January. The reason why this is the case is unknown at the moment of writing.

The goal of participation within the project of GCH is, according to the participation plan (Gemeente Nijmegen, n.d.-b, p. 3): “*to give a voice to stakeholders whose life can be influenced by the plans which are worked out by the partners during the creation of the Gebiedsvisie.*” Which is again in line with the municipal guidelines on participation with the aim of finding better solutions, greater involvement within the decision making process and if possible a more supported decision. When looking at table 1 (Edelenbos, Teisman & Reuding, 2001, p.20) the participants of *Gebiedsvisie Campus Heijendaal* have an advisory role, this is also corroborated during the interview with the participation supervisor. This was also announced at the beginning of the session that all input is appreciated but not every idea can make it into the final vision.

The process was envisioned with three participation sessions. The first two were planned in a more quantitative manner of around 15-40 people. The third session was planned as a broader session to mobilise more stakeholders (Gemeente Nijmegen, n.d.-b). However, as the participation supervisor explained there was more interest than initially anticipated. This interest on 12 January seems to mostly stem from inhabitants of the Brakkenstein neighbourhood. Who were still looking for the answers from *Duurzaam Bereikbaar Heijendaal*. Time was taken to answer some of these questions in the first half of the evening.

The powerpoint (Wijkraad Brakkenstein, 2023-b) also states that a majority of the 156 people who participated had an age of 55+ years were present during the participation-session. This is partly explained by the fact that more elderly people live in Brakkenstein being that around 1000 people are between 45 and 65 years of age and the 65+ group consists of around 1055 people (CBS, 2022). Which is about half of the population of Brakkenstein (CBS, 2022). On the other hand these people probably have more time on their hands.

After the presentation from DHB there was an interactive workshop on the GCH. Where people could share their input and ideas via post-it notes and drawing on maps. From which this input can be utilised and presented during the second session.

A different way to participate is via the *Spiegelgroep Heijendaal*. According to the participation supervisor the *Spiegelgroep* has been created to improve communication between initiators and interested inhabitants and as a platform for reflection and learning on the participation process. For instance they also reflected on the timepath of the process and the history of participation in the area. The time path has also shifted from a decision in the third quarter of 2023 towards 2024. And the second and third sessions will be postponed until 11 July 2023. Allowing for more time to be taken in working out the input. This unfortunately has the effect that this thesis cannot cover this facet of the participation process. In the figure below (figure 4) a chronological order of events is presented to get an overview.

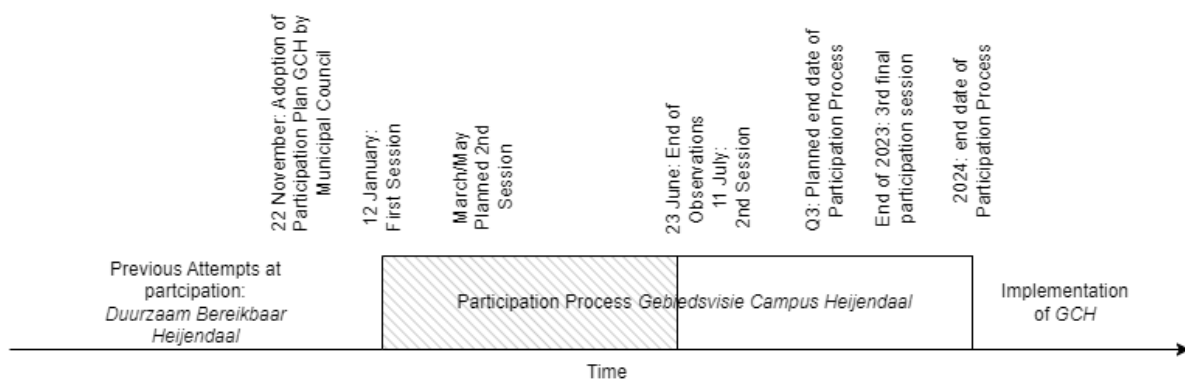


Figure 4: Chronological order of events (Author)

5. Results

The results of the analysis are presented in this chapter.

5.1 Storylines

After the first interview the process of discerning the storylines starts. For ease of reading they have been sorted into different themes, where parts of the storylines of each person, or groups of similar storylines are elaborated upon. These themes are the goals of GCH, mentioned in the invitation written by Van der Coelen (2022). Other themes are “why” people are participating and how they feel the process is proceeding.

5.1.1 Theme: Reasons for participating in *Gebiedsvisie Campus Heijendaal*

The reasons for participating in the process vary greatly from person to person. Some participate from the side of their employer who are on the initiating or advising side of GCH. Others feel the need to participate because they want to share ideas, out of curiosity or are defending or conveying their interests. One of the persons interviewed did not feel the need to participate during the process.

During the interview with the civil servant from the Nijmegen Municipality. His role, and occupation, is to supervise and support the four parties (*i.e.* the Municipality, Radboud University, Radboud UMC and the HAN) in the creation of the GCH. Participation is a necessary step in the realisation of spatial plans, especially with the upcoming *Omgevingswet*. Following the framework of participation of Nijmegen Municipality they have made a participation plan for the GCH. Which has also been examined by the *spiegelgroep* on which they have improved it and started the participation process. In the role as initiator, the Municipality has the goal of creating better plans and learning the motivations and stakes for the inhabitants, companies and institutions. Giving a voice to those who you would not hear from otherwise. The goal is not to create more support, which would mean that everyone is on the same side. Support and participation do not have the same intent. The Vision of the Municipality is found in the *Omgevingsvisie* of the whole Nijmegen, he explains. The GCH should be in line with this scope. Examples are that more urban density, housing and employment are sought after. Other opportunities for which the campus Heijendaal is suited is more mixed-use of land when possible. Other requirements are the structuring of traffic and greenery.

The employees of the institutions (*i.e.* Employees of Radboud University 1 & 2 and the Employee of Radboud UMC) have similar reasons to participate in the project. As they are on the initiating side they have joined the participation because of their expertise and/or experience. They are appointed by their respective institution to work on this project. Their goals vary, mostly focussing on solving the mobility issues plaguing the campus area in a sustainable way. The employee of the Radboud UMC added that for them the main goal still is to provide good healthcare which should be accessible for everyone. In addition to this, they would like to see a nice, lush and green parklike campus. Developing the campus in a way that benefits more people. By working together as institutions they want to participate and facilitate to achieve those goals. To increase efficiency, especially in spatial terms, and to find solutions. Their knowledge and experience aids in an advising role during the process. They feel that it is good that participation is done, because everything they want to do on campus has an effect on the surrounding area. Some of them have also joined the advisory *Spiegelgroep* creating the participation plan for *Gebiedsvisie Campus Heijendaal*.

The inhabitant and ex-employee's reason to join the participation process is because he is an expert in the field of participation. Having extensively studied and taught about these processes in the past he got involved in the *spiegelgroep*. The goal of participating in the process for this person is utilising his expertise to improve the quality of the process. A point of note is his ambivalent position towards the process. Being both an expert, an ex-employee and an inhabitant.

Then there are those who participate because of a certain interest that they feel that has to be defended. For the student and member of AKKU student union the main goal of participating on GCH is to give students a voice and to ensure that they can easily reach the campus.

The conversation with the chairman of the Brakkenstein neighbourhood council mostly went about the design of participation and over their reservations on the developing mobility situation. He got involved with the process when, in the local newspaper, the plans were presented to restrict access to cars on the Heyendaalseweg. This was a surprise for them and they wrote to the Municipality for an explanation. From that point onwards he participated via the Brakkenstein neighbourhood council. One of many of such councils that advise the Municipality on topics such as participation. The written reaction from the inhabitant & member of the Brakkenstein neighbourhood council corroborates this story.

Then there are those who did not feel the need to participate in the process. During the interview held with a student and life-long inhabitant of the Brakkenstein neighbourhood he explained that he was not very involved with the participation process. When asked if his parents were engaged with the GCH, he said that that was not the case. Adding that: *“It is not a hot-topic during dinner.”*¹

5.1.2 Theme: Current experience of *Gebiedsvisie Campus Heijendaal*

From the standpoint of the employee's of the Radboud University it is important that the GCH is supported by the Municipality, the institutions on campus and the inhabitants of the surrounding neighbourhoods. With participation possible changes can be aligned with the neighbourhoods and insights from the inhabitants could be taken into account. When they presented their conceptual vision of the campus it became clear that there were people who had a vision perpendicular to them. For instance the idea of car-free Heyendaalseweg caused a lot of commotion. Which makes the participation process a challenge. The first employee had two explanations, one being that there is a knowledge-gap between him as an expert in the field of mobility and the inhabitants and the other is the mistrust. This mistrust stems from the past, but he did not have personal experience with what happened. These difficulties in the relational sphere are making the participation process a challenging exercise. However he feels that by assessing the needs and conceptualising space in and around buildings a vision, with multiple ideas and solutions can be developed. For instance the vision of car-free Heyendaalseweg will be re-evaluated to include the concerns of the inhabitants.

The second interviewed employee of the RU mostly agrees with the first and added that even when they would differentiate from the wishes and concerns of other parties that they, as initiators, would need to give clear underpinnings in the participation report. Thus also creating better plans through participation. He was also surprised by the amount of people who attended the participation session as the initiators had originally planned for a much more scaled down session. He reckons that the past attempts of participation played a big part in that.

The employee of the Radboud UMC has worked on campus for quite some time and he is able to recall these difficulties from the past. He explained that there is a misconception or miscommunication between the inhabitants of the surrounding neighbourhoods and the

¹ “Het is geen hot-topic aan de eettafel.” - Interview with student & inhabitant

plans of the campuspartners. There is a wish to have less through-traffic on campus and study done to see what would happen if the Heyendaalseweg would be cut-off. As this improves the livability. The conclusion of the study stated that this was not an option as it would have a significant spillover of car-traffic into the surrounding areas. Which would be undesirable. A reduction of car movements from staff and students of the institution should be realised if car-restrictive measures were to be taken on the Heyendaalseweg or Erasmuslaan. These plans came into the hands of the press, who were looking for sensation and framed the wrong picture, according to him. This led to resistance where, as he put it: *“You can explain what you want, but no-one listens.”*² Because everyone had taken a stance already. The part where the campus partners also do not want to cause this spill-over was not heard. DBH was started, and a few participation sessions were held. Eventually DBH was taken on into the GCH where this subject of car-restriction also takes centre stage. He notes that the restriction of cars is a challenging and polarising subject. A less car-orientated campus has many positive impacts. Yet it is hard to reach a solution through discussion when the nearby inhabitants are showing NIMBY-behaviour and holding a petition before any plans are set in stone, according to his personal view. He views it as a nation wide trend as this polarisation can be seen everywhere in the Netherlands. The positive sides of plans are not being emphasised enough leading to a more negative process.

The civil servant explains that through the participation process everyone’s voice can be heard. As that is their work and intent. However he also recognises that there is some mistrust from things that happened in the past between the neighbourhoods, the Municipality and the institutions on campus. This comes forward in the vision of a car-free Heyendaalseweg, as a petition has started which has gathered a lot of support. He reckons that people feel that that decision has been taken beforehand. This is however not the truth, he explains. *“We have indicated that we have an open stance in this project and nothing has been decided yet.”*³ The closure of the Heyendaalseweg is not the point of departure or a given in GCH. He adds that: *“This message has, when reading the petition, not reached them sufficiently or they do not trust us on this.”*⁴ People have carried over their preconceptions from previous attempts into this project, which makes participation more challenging.

² “Je kan lullen als Brugman” - Interview with employee from the Radboud UMC

³ “We hebben ook aangegeven dat we heel open in dit project staan en dat er nog niks is besloten.” - Interview with civil servant

⁴ “Deze boodschap is, als ik de petitie lees, niet voldoende overgekomen of men vertrouwt ons daar niet op.” - Interview with civil servant

The student and member of the student union worries about the fact that not many students are participating during the sessions on GCH. As this vision has major impacts on the experience of students on campus.

The inhabitant and ex-employee gives a critical examination of the DBH-process. On which he was bewildered by the limited geographical and substantial scope of the process. Asking critical questions on the intent of the campuspartners. He wonders: *“why is there a game of chess [in the form of] participation being played all the while the Municipality is also developing policies together with the so-called campuspartners in parallel.”*⁵ Arguing that: *“It is some kind of phantom play, in which the so-called partners have identifiable visions and interests.”*⁶ As it is unclear what these impersonal organisations want from the process, especially the HAN. He feels that with the GCH the Municipality is trying to cover up or lessen the importance of the polarising “stinger” of the possible closure of the Heyendaalseweg. Remarking that it still feels unclear what scale is sought and which goals the partners are trying to reach with this measure. Due to his ambivalent position he does not want to speak for the inhabitants of his neighbourhood. But he does recognise that there is a significant amount of distrust between them and the initiators of the process. There is a feeling of David fighting the mighty Goliath. This is mostly because of the uncertainty and the past. The petition is a potent indication of this distrust. He did not sign this as he does feel that it is a bit polarising and he wants to keep talking in the process. The goals do not seem to give any win-win situations for the inhabitants.

The members of the Brakkenstein neighbourhood council seem to concur with the above mentioned story. They see the car-free Heyendaalseweg as a worrying development. Adding to this they find it unclear who decides what is done with the input and who gets to decide. It feels like a lack of democracy. So they sent a letter to the board of the mayor and aldermen. The problem is unclear. The chairman says: *“For us it seems that the goal is mainly to close the Heyendaalseweg. And nothing else.”*⁷ Better communication is definitely a point of improvement. Moreover there is a concern that there will be a bigger burden placed on the surrounding neighbourhoods. Parking and the increased traffic volume were not calculated properly in the original plans, he adds. The neighbourhood council is also worried that

⁵ “Het schaken op het bord van de burgerparticipatie enerzijds, terwijl parallel de gemeente beleid ontwikkelt samen met de zgn. 'campus partners'” - Interview memo and written reaction of inhabitant and ex-employee Radboud Universiteit

⁶ “Het is een soort schimmenspel, waarbij die zogenaamde partners aanwijsbaar uiteenlopende visies en belangen hebben.” - Interview memo and written reaction of Inhabitant and ex-employee Radboud Universiteit

⁷ “Want het komt voor ons over dat het doel vooral is om de Heyendaalseweg af te sluiten. En niets anders.” - Interview with inhabitant & chair of Brakkenstein neighbourhood council

through also being an initiator the Municipality takes a stand already. It is important that they create the scope in which the project or changes should take place. In the ideal situation the initiator, a private party, has to consult the inhabitants, looking for a solution that is reachable and desirable. Adding to this worry they feel that the city council can also be sidelined with a traffic-decree from the board of the mayor and aldermen, he explains.

It is all and well with the work-sessions and the *Spiegelgroep* but the fact remains that a plan was presented with six different variations of restricted access in line with DHB. If it was up to them they would say, take a look at the formulated points without a preconceived bias and think of solutions without any extra burden for the neighbourhood. But sadly this is not the case and the people, informed by the press, all sign a petition in response. It is sad because, as he put it: *“Everyone wants a sustainable and green campus. Everyone would find that a beautiful idea.”*⁸ Yet by not sufficiently involving people, mistrust and resistance grow. The only way to fix this is to look at it with an “open visor”, he adds. It is an issue of communication and a preconceived car-free stance. Making plans for four years without involving citizens is not helpful. The Municipality can choose in the end, but by already preferring a solution the process becomes less democratic. It is done in the old way, a presentation, taking in responses and reacting to them. He continues: *“We are mainly discussing the colours of the flowerpots and maybe the placement of street lamps.”*⁹ This feeling is shared by the fellow members of the neighbourhood council, speaking for a majority of the neighbourhood. Yet, as he explains, it is important that possible consequences are measured before making an informed decision. Looking through an “open visor” weighing the positives and negatives. Engaging the surrounding neighbourhoods, not even giving in on their demands, but it is important to take them seriously. This is concurred by the other interviewed member of the council. He also sees progression on the communication front of GCH. however they are still questioning if there is room for real participation. As is stated that: *“During the whole process the interests of the campus are given priority over the concerns of the surrounding inhabitants.”*¹⁰ mentioning the preconceived position that the Heyendaalseweg should be closed. It is a missed chance, according to him, because that will only create a more livable campus and not a more livable surrounding area. A group of concerned citizens has also formed because of this spillover of traffic and parking in the neighbourhoods, starting the petition.

⁸ “Want iedereen wil een duurzame en groene campus. Dat vind iedereen hartstikke mooi.” -Interview with inhabitant & chair of Brakkenstein neighbourhood council

⁹ “Je praat toch meer over de kleur van de bloembakken. En wellicht de plaats van de lantaarnpalen.” -Interview with inhabitant & chair of Brakkenstein neighbourhood council

¹⁰ “Tijdens het hele traject worden de belangen van de campus vooropgesteld en niet de belangen van omwonenden.” -Written reaction of inhabitant & member of Brakkenstein neighbourhood council

The student and inhabitant recognises that there is some commotion in the neighbourhood, which he finds intriguing. As he had gotten a letter with an invitation for the petition as well about the possible closure of the Heyendaalseweg. He however did not participate in the process directly.

5.1.3 Theme: More liveliness on Campus Heijendaal

When asked what people thought of the first goal of GCH, the creation of more liveliness, two main storylines came up. All of the interviewees recognised that the campus becomes less lively after office-hours and some even felt that during the day more activities are desired.

Both students see this as a very positive endeavour. The student & member of the student union elaborates that some steps have been taken but that the buildings and facilities close quite early. The employees of the Radboud University agree with the goals, saying that bringing more liveliness on campus is mostly a case of better programming during the days and even during the weekend. Another point is sharing of the existing facilities between the institutions. In this way the campus will be a more inviting and enjoyable space for everyone, including inhabitants. Other measures such as housing and changing land-use on campus could also offer a solution in this case.

The employee from the UMC also saw the need for a more lively campus. For instance by transforming a parking lot into usable living quarters. There is however a reservation in how much can be transformed without changing the green and open parklike feel of the campus. Also other facilities can be utilised and events can be hosted but care must be taken not to compete with the other facilities in Nijmegen. He wonders if it is bad that activity happens in different zones on campus while in different places it is nice and quiet. He adds: *“People do not come for fun to a hospital”*¹¹. He can imagine, from the patient’s eyes’ that it is nice to have a place to walk, rest and enjoy some nature. So a balance has to be found, between busier spaces such as Erasmusplein and the Gymnasion and quieter spaces for instance around the back of the hospital.

The civil servant did not want to go into details on the goals of the GCH. As the process is still going on and plans are still being devised. They are looking into creating more liveliness through mixed-zone housing if the space allows for it. As is mentioned in the

¹¹ “Je komt natuurlijk niet voor de lol naar een ziekenhuis” -Interview with employee from the Radboud UMC

Omgevingsvisie.

The inhabitant and ex-employee mentions that the decline in liveliness after hours is not an issue for him. It could also be seen as a space of contemplation. Where after a busy day the campus can come to rest. More liveliness could mean, as others see it, drinking establishments, hustle and commotion.

Both members of the Brakkenstein neighbourhood council feel that this goal seems positive for the campus. There are opportunities to be gotten but it should be in cooperation with the neighbourhood to not cause unintended disturbances.

5.1.4 Theme: More room for sustainable mobility on Campus Heijendaal

Many of the participants have chosen to participate in GCH because of mobility-related interests. These range from the goal of more sustainable mobility, safety, parking-policies and the elusive *knip* in the Heyendaalseweg and Erasmuslaan.

For the student and member of the student union joining the GCH is improving mobility which should be done in a sustainable way. As to not worsen the environmental crises that we are facing as a society. During the interview he says: *"[Mobility should be done in a way] in which sustainability and making sure [to deter] roaring diesel-powered engines is a good development."*¹² He would rather not have all cars become electrical vehicles, as he prefers shared services and public transport. Reducing the amount of car movements in total. The other student saw some low hanging fruit in sustainable transportation he adds: *"Why don't we just power those buses with electricity or hydrogen?"*¹³ Accessibility takes on different forms. The foremost is traffic safety, allowing for more walkability and better cycle infrastructure. Also the public transport should be improved, especially the reduction of delays, bettering the reliability and ensuring better service. The other student's storyline is comparable as he is also positive over a more car-restricted campus.

The employees of the university would like to see more space for walking and cycling and better organised public transportation. Some spots on campus are also far too congested and noisy. In the ideal situation sustainable mobility takes the centre stage. Through cycling, a direct bus, improved signage and when there is space left it could be used for the car. An

¹² "[Hierbij] is duurzaamheid en zorgen dat je [niet meer] met ronkende diesels hier maar blijft rijden is wel een belangrijke ontwikkeling." - Interview with student & member of student Union AKKU

¹³ "Waarom maken we die bussen niet gewoon elektrisch of waterstof?" - Interview with student & inhabitant

effort should be made to discourage car usage, which will not only benefit the campus but society as a whole. One objective is to, as the second interviewee put it: *“To have less metal on the street.”*¹⁴ Reducing car-dependency. The “postage stamp” that is the campus lies in the middle of the city. It is thus imperative that alternatives are presented to reduce car movements and that the communities are involved with this. This can only be done if good alternatives can be given. Better public transport, P+R facilities and prioritising cyclists over through traffic. Improving the pedestrian and cycling paths. This could then lead to a reprofiling of the “barrier” roads, making them smaller and reducing the speeds. They do recognise that certain exemptions have to be made for this, for example disabled people or those who work late night shifts in the academic hospital. But for students and staff, he says: *“It should be the case that, in a manner of speaking, you are mad to take your car to campus.”*¹⁵ Because it would take longer and be more expensive than the alternatives. Ideally, in his vision, you should design the campus in a way that there would not be any barriers because of traffic. In such a way, he portrays: *“That you would not have to look to the left and right anymore when crossing the Erasmuslaan.”*¹⁶ Improving safety, reducing car and freight movements in a sustainable way. Reliability of public transportation still poses a challenge.

The employee of the UMC agrees with the previous stories that an alternative is needed for the car. The Municipality is already working on making Nijmegen more car-restrictive. A suitable alternative in his eyes would be a better bus-lane. An increase in quality of service and facilities in public transport is needed. As well as safer cycling and pedestrian paths. In the future the car will play a less important role in this city. One way to discourage this is by charging for parking. Although this is also a sore point for the surrounding neighbourhoods, as people seem to park there instead. Building more parking spaces for cars is a lost rear-guard action, as it only allows for more cars and it will result in more traffic overall. On the participation front he hopes that some sort of balance can be found, but it is quite difficult to reach. The aim ideally is that when you want to go to the campus you take public transport, go on a cycle or walk and as a last resort take a (shared) car. This is not only for sustainability, but also health, safety and quality of living.

The civil servant explained that the city is looking for ways to be more efficient with space.

¹⁴ “Dat er minder blik op straat staat.” - Interview with employee from Radboud University 2

¹⁵ “Het zou eigenlijk zo zijn dat je bij wijze van spreken gek bent als je nog de auto neemt.”- Interview with employee of Radboud University 1

¹⁶ “Dat je de Erasmuslaan gewoon kan oversteken en niet meer naar links of rechts hoeft te kijken om over te steken.” - Interview with employee of Radboud University 1

This also includes the way how to look into mobility is filled in. Nijmegen wants to densify further and cars do take in a lot of space. This space could also be used for a better cycling or walking experience or more room for public transportation. Restricting cars more towards the main arterial S-roads instead of the inner roads.

The inhabitant and ex-employee finds sustainable transit is a noble cause. He doubts however if the partners have the power over the transit agencies to find changes. Something should be done with the “sardine tins” that transport students between the central station and the campus. Improvements could be made in cycling infrastructure, mainly in north-south directions. Also the signage could be more clearly for pedestrians

The chairman of the Brakkenstein council also looks favourably towards sustainable transport. Zero-emissions and a reduction in freight traffic would seem logical steps. Once again, he recommends, finding a balance without a preconceived solution. Hinting that there should be less of a focus on the *knip* in the Heyendaalseweg and that different solutions could be found. The other member has his questions on the consequences for the neighbourhoods. Wondering if the closing of the road is a solution. One of his pain points is the parking policy of the campus institutions. As staff and students park their cars in the neighbourhood instead of on campus. It was hoped that a solution could be reached in DBH, yet that has not been the case for now.

5.1.5 Theme: More intertwined institutions on Campus Heijendaal

The third goal set out in GCH is a more intertwined campus. All actors, except one, agrees that this is a good thing. However opinions vary on how it should be done.

The student and member of the student union sees the need for more interaction between the institutions on campus. He experienced studying both on the HAN and the Radboud University and noticed that this interaction did not go particularly smoothly. Improvement of this interaction could, in his opinion, benefit those who follow master or pre-master programmes at the RU. But even more beneficial is the contact between these people, which might reduce the stigma between these implicit social classes of MBO, HBO and WO. In spatial terms he argues for less segregation between the institutions because in society we also live together.

The civil servant sees much more potential when the institutions work together. As the campus currently does not really feel like one entity. This would give the campus a boost and

be aiding the economical development of the city. The employees of the RU and the academic hospital also argue for more interaction between the institutions. They see a role in aligning the visions of the campuspartners. Interaction between the UMC, HAN and Radboud can be seen in two ways, one is programmatically, utilising each other's facilities and giving lectures together. It would make the whole operation less expensive and more efficient as the employee of the UMC added. The other way to look at this interaction is in physical spatial terms. As was explained in the interview with the second employee: *“Currently we [as the institutions] are facing with our backs towards each other.”*¹⁷ Most developments only envisioned their own piece of campus respectfully. While the other institutions are an afterthought. He would like to see some kind of breakthrough, making it easier to traverse the whole campus with nice public meeting places so people can interact more. And as a benefit having a more cohesive feeling campus boosting quality of the existing pedestrian and cycling routes, which often abruptly end or are routed through the less desirable spots. So when new routes are chosen they should not be an afterthought. Because if you want to get anywhere you have to follow the main roads. The campus is not very easily traversable. By improving this, he feels, more interaction between the institutions will follow. As was said during the interview with the employee: *“They [the roads] are more like dividing lines between the institutions on campus. Especially the Heyendaalseweg, Erasmuslaan and Kapittelweg.”*¹⁸

The inhabitant and ex-employee wonders if a spatial fix is necessary to increase the interaction between the institutions. As they could meet digitally without a physical barrier. Yet this rarely happens. It is the ancient geographical question if space can change human behaviour. It is more important that the institutions are on the same page when it comes to spatial policies. As it is currently not the case when looking at the institutional car policies.

The chair of the Brakkenstein neighbourhood council also brings up the car parking policies. In which the Municipality should take a more assertive role. This is because the Radboud University and the UMC have totally different parking policies, which they have been trying to unify for over 20 years now. That is beyond understanding, he explains. The UMC is trying to get people to cycle to work, charging different rates during the day. But the Radboud is doing nothing of the sort which is a disappointment. The other member of the neighbourhood council does not see how this is improved in the GCH.

¹⁷ “We staan nu met de ruggen naar elkaar toe” - Interview with employee of Radboud University 2

¹⁸ “Nu zijn het [de wegen] vooral scheidslijnen tussen de verschillende instellingen op de campus. Vooral de Heyendaalseweg, Erasmuslaan en de Kapittelweg.” - Interview with employee of Radboud University 1

The student and inhabitant also does not see how to improve the interaction between the institutions. However it will probably make the campus a nicer and more connected place to be.

5.1.6 Theme: More interconnectivity between Campus Heijendaal and Nijmegen as a whole

The last theme that is discussed in this chapter is the goal of more interconnectivity between the campus Heijendaal and Nijmegen as a whole. The need for more connectivity however varies per interviewee.

Both employees of the Radboud University find that the campus is a space which should be attractive and appealing to everyone. So making the campus, with all its qualities, a part of the city is a good development. During the interview with the second employee he mentioned that next to campus Heijendaal there is another campus. The Noviotech campus is another partner with which the city of Nijmegen can promote itself to the outside world. Next to that there lies the question if the campus will become a more urbanised area of Nijmegen or if it will remain the Heijendaal estate as it was before the institutions came. This question of identity will also be something that will be solved in the GCH. By sharing more of the facilities, especially after working times, with others could prove interesting for the city. Other facilities for the city could be placed on campus grounds as well. The campus could also help reduce the housing shortage by providing space for new homes. The old estate is something which can be seen in certain places but not in others. So a balance has to be found between urban space and the green parkland.

The civil servant adds that with GCH It is however not the intention to create an “island” but to create a real part of the city. Connecting the surrounding neighbourhoods and still increasing this “campus feeling”. Hence increasing the quality of the space on- and off-campus.

Even though he himself does not experience a need to improve the interconnectivity between the campus and the city, the student and member of student union AKKU sees the need to reduce the barriers for everyone to be able to profit from the campus and its

facilities. As he argues that: *“not only inhabitants will benefit but it is also good for students to get out of their student bubble.”*¹⁹

The other student would like to see better transportation options towards the other places in the city. He is a bit reserved on how the car-free Heyendaalseweg would work out for automobilists. When travelling towards the city centre from the neighbourhood the campus does feel a bit like a “block” and not really part of Nijmegen persé. He would welcome a bit more of the city on campus as it would improve the quality of the space. Giving the people access to a place where they normally do not visit. Making it easier for a social drink and having it be less of a hindrance or “block” in the road.

The inhabitant and ex-employee argues that the interconnectivity between the campus and the city is something that the institutions feel is important but it depends if it will happen more if a spatial solution is chosen. It is a sensitive topic because, as he feels, that in this and the other goals set by GCH, the benefits for the surrounding neighbourhoods are not made explicit. And thus when these goals are achieved on campus the less desirable spillover, *i.e.* traffic and congestion, will land in their vicinity. So the resistance to the plans does not come from fear but from the spatial spillover. He would be able to swallow the restricted-car plans if they were expanded over more of the city, and not just the campus, in that way the spillover does not affect the neighbourhood.

The last goal of more interconnectivity is a difficult thing to balance according to the employee from the Radboud UMC. As the campus has a certain role, of course it should be easily accessible for everyone. However the campus should not compete with other places in the city. So a balance has to be found there. He notes that for automobilists the campus might even become more of an “island” when closing the roads. The area would become more open for everyone on the campus. Of the whole of Nijmegen about one-fifth of its inhabitants has a direct link to the campus, as employee or student. And when looking at it that way the campus is already doing a good job.

The chairman of the Brakkenstein neighbourhood council also feels like this. He is more positive on the interconnectivity. Some time ago the fences around campus were removed, allowing for easier access to walk the dog for instance. The other member of the

¹⁹ “niet alleen voor de bewoners de campus betrekken maar ook juist voor studenten weer goed is om uit die studenten bubbel te komen”- Interview with student & member of student union AKKU

neighbourhood council however does not see how interconnectivity can be improved in GCH.

5.2 metaphors

The Discourse Coalition Framework places emphasis on metaphors. In total around 35 metaphors have been collected from the interviews and statements.

The metaphor that has been expressed the most is the one of the campus as an “island”. The campus is not a real island. As there is no moat or body of water present around it. But the interviewees utilised this metaphor to indicate the somewhat isolated nature of the campus grounds for those who are not students or employees. This “island” thus creates “islanders” and “outsiders” as can be seen in the following quotations; *“All those islanders can be found in the city during the evening.”*²⁰ and *“I, as an outsider, find the area quite pleasant to stroll through.”*²¹

This “island” is something that is seen as an undesirable image and that has to be reduced. The civil servant, when talking about cohesion said: *“You do not want it to become an island. You want it to explicitly become a part of the city.”*²² Reducing the, as an employee put it: *“figurative fence around the campus which only allows for students and staff.”*²³ This figurative “fence” also comes back as a “wall” or when travelling through the area as a whole “block”. As the student and inhabitant hopes: *“That the [campus] will be seen less as a hurdle or a block on the road.”*²⁴ Making the campus more accessible to all. Adding to this the breaking of the “student bubble”, a protective comfort zone, is seen as positive as well.

Another set of metaphors is connected to the car-oriented nature of the campus. For starters the student & member of student union AKKU mentioned that with the sustainability goals the reduction of polluting “roaring diesel engines” should be achieved. There were also mentions of less “metal” on the street and as one of the employees of the Radboud exclaimed: *“The asphalt is dominating here”*²⁵ To make the campus feel more as a whole is

²⁰ “Al die eilandbewoners zijn ‘s avonds ook in de stad” - Interview with employee from RadboudUMC

²¹ “Ik vind het als buitenstaander wel een prettige omgeving om door te wandelen.” - Written reaction from inhabitant and member of Brakkenstein neighbourhood council.

²² “Je wil niet dat het een eiland wordt. Je wil nadrukkelijk dat het een onderdeel van de stad wordt.” - Interview with civil servant

²³ “Een hek omheen waar je be wijze van spreken dat alleen maar geschikt is voor studenten en werknemers.” - Interview with employee from Radboud University 1

²⁴ “Dat het [de campus] minder gezien gaat worden als een hindernis, een blok in de weg gezien gaat worden.” - Interview with student & inhabitant

²⁵ “Hier is het asfalt echt dominant” - Interview with employee from the Radboud University 2

another ambition of the GCH. But the Heyendaalseweg, Erasmuslaan and Kapittelweg feel more like “demarcation lines” which keep the institutions from getting in each other's space. The employee from the UMC suspects, when removing these “lines”, that: *“If we continue with these plans the island will become greater. When we have less through traffic that movement will go around the island.”*²⁶ This affects the automobilists whereas the cyclists and pedestrians will have an improved experience on campus.

It does however not help that, as one employee of the RU put it: *“Currently we [as the institutions] are facing with our backs towards each other.”*²⁷ Referring to the entrances of the buildings and the individual developments of the institutions. Stating that some gains might be made on the goal of more interaction between the institutions on campus and creating more cohesion.

The scope of the Gebiedsvisie mostly entails this little “postage stamp”, as an Radboud employee put it. Referring to the small size of the planning area but also stating that what happens here can have effects on the surrounding area. That is why participation is necessary according to him.

Then there are various metaphors used to explain the emotions around the participation process. Most of these stem from earlier encounters in the past. As the inhabitant & chair of the neighbourhood council put it: *“We are mainly discussing the colours of the flowerpots and maybe the placement of street lamps”*²⁸ signifying the lack of real input on what they see as the main issue. This feeling is shared by other inhabitants through metaphors such as “phantom play” and wondering why the “game of chess” is even played. That the participation process is a challenging operation is shared by almost all respondents. Another is the “David versus Goliath” fight that was felt by some of the inhabitants. This is a reference to an ancient story where an underdog beats a giant, in this case the inhabitants versus the big institutions. On the initiating side one employee was questioning the purpose because after some sessions the stances of the participants had only hardened. Stating: *“I feel that it is a bit like a formality at the current stage.”*²⁹ Another metaphor used to outline

²⁶ “Ik denk dat we, als we de plannen door zouden zetten, nog sterker een eiland worden. Op het moment dat we minder doorgaand verkeer krijgen dan gaat die beweging om heen.” - Interview with employee of the Radboud UMC

²⁷ “We staan nu met de ruggen naar elkaar toe” - Interview with employee from the Radboud University 2

²⁸ “Je praat toch meer over de kleur van de bloembakken. En wellicht de plaats van de lantaarnpalen.” - Interview with inhabitant & chairman of the Brakkenstein neighbourhood council

²⁹ “Ik vind het een beetje een wassen neus op dit moment.” - Interview with employee from the Radboud UMC

the situation is “preaching like Brugman.” Brugman was a preacher during the 15th century who preached all kinds of virtues (thedutchhistorian, 2022). Yet in the more modern sense, and the context of this quote, it means *“You can explain what you want, but no-one listens.”*³⁰ Referring back to this entrenched stance.

The solution, according to the chairman of the neighbourhood council, is to look at it with an “open visor”. Which means to see with whom they are dealing and in this case clearly see what their goals and motivations are (Stoett, 1925). The “visor”, as a part of the mediaeval knight, could also hint at the tense and somewhat confrontational or polarised setting experienced by some of the stakeholders. Others might not even consider it that important, it being a “far from my bed show” or as the student & inhabitant says: *“Because I study here I still get a hint of what is going on, but it is not a hot-topic at the dinner table.”*³¹ Being not interested in the process or content with the outcome.

The last few metaphors talk about the more positive aspects of the Heijendaal campus. One of which is from the student & inhabitant: *“I can drop out of bed and I’m here on campus.”*³² Even though his bed is not literally on campus this metaphor signifies that he values the fact that you can live close to the campus. In comparison to other places such as the “Uithof” in Utrecht. Another thing is that the campus is often described as “green” which refers to the abundant nature, especially in the south of the campus. When kept in tact this will prove a great “strength” of the campus in the future, as people will increasingly long for this in the future, according to the inhabitant & chairman of the Brakkenstein neighbourhood council.

5.3 Place-Frames

When asked if the respondent feels at home, they gave an answer that they did or that they did not. When asked why they did or did not an explanation came forth. This explanation combined with their ideal vision on the campus and previous statements allows for the construction of a place-frame. Although all the interviewees have their own specific place-frames of the campus four main frames have been identified. This is not a black and white categorisation, as someone who sees the campus as an economical and productive space could also still really enjoy the greenery. These will be elaborated upon in this chapter.

³⁰ “Je kan lullen als Brugman” - Interview with employee from the Radboud UMC

³¹ “Wellicht omdat ik er studeer krijg ik er nog net wat meer van mee, maar het is geen hot-topic aan de eettafel.” - interview with student & inhabitant

³² “Ik rol letterlijk m’n bed uit en dan ben ik op de campus.” - interview with student & inhabitant

5.3.1. Campus as a meeting & collaboration space

The campus as a meeting and collaboration space is a place-frame in which the social interactions take centre stage. The facilitation of these interactions is the main purpose of the campus grounds. The campus already has a few quality spaces for meeting and socialising, for instance the benches at Maria Montessori building or the Blommers café, but others could be improved or created. The various associations are a benefit in this regard as well. Through this socialising between students, teachers, staff and even inhabitants from Nijmegen a fabric is created. Allowing for making friends and sharing of ideas and learning.

Adding to this, according to the student & member of student union AKKU, these links can also reduce the social segregation between the different levels of education and institutions. Which would be a positive development for society as a whole. The facilities should be more inviting as meeting places for inhabitants as well. The student & inhabitant also recognises the meeting and collaboration frame as his social life is a big part on why he enjoys being on campus.

5.3.2. Campus as a green & recreational space

The place-frame shared by almost all actors in some sense or another is that the campus is a beautiful green space, suited for recreational needs. When asked what the people like about the campus, the nature and greenery is one of the first things that are expressed. Taking strolls through the parks in the south of the campus. This green space is, as the chair of the Brakkenstein neighbourhood council explained, a real strength of the Heijendaal campus. This view is also shared by the first employee of the Radboud University, The inhabitant and ex-employee. The green space should be protected and or expanded further.

5.3.3. Campus as a economical & productive space

A more “technocratic” view of the campus area is as an economical & productive space. This frame also comes forward in the “Omgevingsvisie” and is shared by the civil servant from Nijmegen Municipality, the second interview with an employee from the Radboud University and the interview with the Radboud UMC.

The campus Heijendaal already is a big economical player in the Nijmegen Municipality but there is even more potential. For instance, connecting with the Novio Tech Campus would make it a bigger, more important player in the region, but also in a nation-wide sense. The campus should therefore be connected more with the city as a whole and quality should be

improved. They are also in favour of redeveloping parts of the campus into mixed-use developments and housing. The sharing of facilities also leads to cost-reductions and improved efficiencies.

5.3.4. Campus as a transitory space

When one does not feel the need to be on campus but merely passes through the area to reach other parts of the city the campus becomes a transitory space. Where ease of movement is the main purpose of the campus. The roads should make for a direct route to the desired destination. What happens inside or on the campus is not really important. The thoroughfare function of the Heyendaalseweg should be kept either in the current situation or in a tunnel of some sort. Of all participants asked this frame is only shared by the inhabitant & member of the Brakkenstein neighbourhood council.

5.4 Discourses & Discourse Coalitions

Through analysis and examination the following discourses and overarching coalitions could be identified. The discourses of the interviewees are presented per discourse coalition for ease of reading.

The three discourse coalitions have been identified. A table is shown below for a summarised look.

Discourse Coalitions	Progressive Coalition	Reserved Coalition	Critical Coalition
Storylines			
Theme 1: Reasons for participating in <i>Gebiedsvisie Campus Heijendaal</i>	<ul style="list-style-type: none"> - Representation of students, mobility - Experience in mobility, advise - Did not directly participate 	<ul style="list-style-type: none"> - Experience with mobility, advise - Experience with development, advise - Support of process 	<ul style="list-style-type: none"> - Experience with participation process - Defending interests neighbourhoods
Theme 2: Current experience of <i>Gebiedsvisie Campus Heijendaal</i>	<ul style="list-style-type: none"> - Too few students involved - challenge 	<ul style="list-style-type: none"> - Challenge - Participation is necessary 	<ul style="list-style-type: none"> - Not democratic enough - Plans are already made
Theme 3: More liveliness on Campus Heijendaal	<ul style="list-style-type: none"> - Very positive 	<ul style="list-style-type: none"> - Positive - Balance 	<ul style="list-style-type: none"> - Neutral - non-issue
Theme 4: More room for sustainable mobility on Campus Heijendaal	<ul style="list-style-type: none"> - Very positive - Car-restrictive 	<ul style="list-style-type: none"> - Positive - Balance 	<ul style="list-style-type: none"> - Neutral - negative

Theme 5: More intertwined institutions on Campus Heijendaal	<ul style="list-style-type: none"> - Very positive - Positive 	<ul style="list-style-type: none"> - Positive 	<ul style="list-style-type: none"> - Neutral - Spatial fix?
Theme 6: More interconnectivity between Campus Heijendaal and Nijmegen as a whole	<ul style="list-style-type: none"> - Positive 	<ul style="list-style-type: none"> - Positive - Balance 	<ul style="list-style-type: none"> - Positive
Metaphors	<ul style="list-style-type: none"> - “Islanders” - “Less metal on the streets” - Reducing the figurative “fence” 	<ul style="list-style-type: none"> - “Islanders” - “Backs toward each other” 	<ul style="list-style-type: none"> - “Outsiders” - “Shadow play”
Place-Frames	<ul style="list-style-type: none"> - Meeting and collaboration space - Green and recreational space 	<ul style="list-style-type: none"> - Economic and productive space 	<ul style="list-style-type: none"> - Green and recreational space - Transitory space

Table 5: Overview of discourse coalitions of *Gebiedsvisie Campus Heijendaal*

5.4.1 Progressive Coalition

The progressive coalition consists of discourses that are all-in-all quite positive of the goals set by GCH and push for more progressive solutions. This is mainly seen in the shift from a car-centred campus to a car-restricted campus.

The discourse of the student & member of student union AKKU falls under the progressive discourse coalition because. He has joined the participation process because he feels that students should easily reach the campus and that their voices should be heard. He worries that not enough students participate during the process which might lead to less desirable solutions for the whole student population. He cooperatively works with the initiating side to give his input. He is in favour of almost all goals, sometimes even wishing that more radical solutions should be chosen. For example electric cars, which seem more sustainable, are also not a viable solution according to him on the topic of sustainable transit. Preferring other means of public transit. He also feels that the campus should be as inclusive as possible for everyone. This is also reflected in his place-frame where the campus is a place of meeting and collaboration.

The firstly interviewed employee of the Radboud University’s discourse also falls in the progressive discourse coalition. This is because he joined the participation process to advise on the topic of mobility and sustainable transportation. He sees the participation process as

somewhat of a challenge, as there seems to be friction between the initiators and some of the participants. He is positive and in favour of all goals. Seeing car-restrictiveness as a solution to the traffic problems and an increase to livability on campus, as currently much of the campus is a parking lot. This aspiration to change land-uses, such as more greenery or housing facilities, for other purposes can also be seen in his place-frame of the campus as a Green and Recreational space. Which differs from his colleagues.

The last discourse that falls in the progressive coalition is the discourse of the student & inhabitant. Even though he does not directly participate in the participation process, he does see the commotion it caused in the neighbourhood with the petition. He also agrees with almost all goals. Also being quite in favour of the proposed plans of car-restriction and sustainability. Arguing that this is a good time to test the implications for the city and neighbourhood. The campus should be improved for everyone, but the main target group should remain students and scientists. He enjoys being on campus with his social life being situated there as well. Aligning with his place-frame of the campus being a place of meeting and collaboration.

5.4.2 Reserved Coalition

The reserved discourse coalition is generally in favour of all the set goals. They however seek to mediate between the other coalitions. Seeing the participation process more as a “game” which should be balanced.

The second employee from the Radboud University participates because of his experience in managing real estate and developing the campus. He also sees the participation process as a somewhat challenging challenge. He also agrees with most goals. Where the second employee differs from the first is that the campus, according to him, should still be accessible via car and seeking consensus in this way. This is also the reason that he is assigned to the reserved discourse coalition. He sees the campus more as a place with more economic and productive potential. Also arguing for the bigger picture with the Novio Tech campus.

The employee from the Radboud UMC has also been assigned the reserved coalition. He has also joined the participation process for his experience in the field of mobility and he also finds the participation a bit challenging. He also mentions the NIMBY mentality, yet he also argues for more balanced approaches towards the goals of the campus. That participation is a necessary and important part in the decision making progress. This balance comes

forward when mentioning the liveliness, which should not take place everywhere on campus. He also shares the economic and productive place-frame.

The last discourse that can be attributed to the reserved discourse coalition is from the civil servant. In his role he joined the participation process as a supportive role. He also sees the participation process as a challenge. As a civil servant he takes a more neutral position in the process, although the goals have been set up together with the campus partners and the Municipality. The process should follow the participation plan and be executed properly. He also has the more economic and productive place-frame of the campus.

5.4.3 Critical Coalition

The last coalition that has been identified is the critical coalition. What all these discourses have in common is that they are critical of the way the participation process is organised, especially in regard to the presentation of plans, which appear to have been made before the participation process has started. Thus not starting with a blank slate. On the goals they vary from somewhat positive to neutral.

The discourse of the inhabitant and ex-employee is quite critical of the design of the process. He has joined the participation process to improve and advise on the way participation is conducted. Arguing that the goals are unclear and the development of policy behind closed doors. When the results of the plans could have significant repercussions for the surrounding neighbourhoods. This causes mistrust which is not desirable for the process. The petition is a clear sign of this. He himself is somewhat neutral to the goals, not minding the silent campus in the evening. He encourages the improvement of the sustainable traffic and the cooperation of the institutions, not perse with a spatial fix. He figures that the goals do not give any sign of win-win for the inhabitants. He himself values the campus for its green and recreational purposes.

The inhabitant and chair of the Brakkenstein neighbourhood council is also quite critical of the way the participation process is organised. He joined the participation process to defend the interests of his neighbourhood. He repeats the frustrations of the process lacking in democracy as plans seem to already have been made. He is neutral on most points mentioning that the spillover of decisions on the campus will have consequences for the neighbourhood. He however is quite positive, as an “outsider”, about the greenery around the campus.

The last discourse is the one of the inhabitant and member of the Brakkenstein neighbourhood council. He is also quite critical of the process corroborating the standpoints mentioned before. He is more reluctant on the goals of the GCH as he views through the transitory place-frame. The goals should not have to interfere with the through traffic as he sees it.

6. Conclusion & Discussion

The main research question of this thesis shall be answered during this chapter. After the answers are provided a discussion on the results will be had where recommendations for practice and further research are also given.

6.1 Conclusion

The question with which occupies this thesis is *“How do discourse coalitions play a part in the participation process in Gebiedsvisie Campus Heijendaal?”* To answer this main question three sub-questions have been drafted in chapter 1.6 *Research Aim & Questions*. These will be answered before answering the main question in this chapter.

How do storylines play a part in the participation process in Gebiedsvisie Campus Heijendaal?

Storylines definitely play a part in the participation process. This is because when the interviewee tries to explain to the researcher how they see the participation process and its goals, exhibiting their perceived meaning in a way. They utilise various statements and suggestions. The actors also practise according to these storylines which makes it very potent in explaining how and why the situation is the way it is. These statements and suggestions uttered by actors have been examined, summarised and form a condensed narrative or storyline. Looking at the six themes that have been distinguished, some differences and similarities can be found between the stakeholders. The starkest differences can be found in the themes of how the process is designed (theme 2) and the goal of more room for sustainable mobility on Campus Heijendaal (theme 4).

The design of the process is something that is being contested. The initiating parties on the one hand see the participation process as a challenge, citing mistrust, history and NIMBY-ism as foremost reasons why this is the case. On the other hand some of the participants argue that the process is undemocratic and that plans have already been made before the participation plans had started. This difference could explain some of the frustrations and felt tensions during the first participation session.

This fourth theme, more room for sustainable mobility, is also the main reason why many of the people participated in GCH (theme 1). Be it from the previous attempts of participation

and a need to defend their own interest or because their field of experience is mobility related. What is interesting is that almost all of the interviewees were positive on more sustainable transport. However, how sustainability should be implemented is the part where storylines start to go in separate ways. Some argue that cars should not belong on campus, creating more space for the other modes of transportation and improving the quality of life. Others argue that the restriction of cars will have negative spill-over into the surrounding neighbourhoods and or feeling of exclusion. Some of them are looking toward a more balanced approach.

What is interesting is that on all other themes there are no unbridgeable gaps as all actors are somewhat positive to very positive. Where those who are somewhat positive argue that there should be more attention for effects to the surrounding areas around the campus and that the neighbourhoods should be involved better, referring back to the second theme.

How do metaphors play a part in the participation process in Gebiedsvisie Campus Heijendaal?

Metaphors also play a part in the participation process, but not as much as the storylines. The metaphors are utilised by the stakeholders to emphasise or criticise certain themes or meanings. The most potent metaphor is the campus as an “island”. This insinuates that there are those who are “islanders” who belong and those who are “outsiders” who do not belong or who feel that they do not belong. This “island” also came back as a metaphorical “wall”, “fence” or “bubble”. Whether a participant or stakeholder is an “islander” or not does make a difference in their positivity on the GCH. As the scope mainly focuses on the campus area and less on the surrounding neighbourhoods. This thus could also explain some of the frustrations of the inhabitants.

The metaphors on sustainable mobility (theme 4) and the way the participation plan is designed and experienced (theme 2) are also quite telling, giving more dimension to those storylines.

How do place-frames play a part in the participation process in Gebiedsvisie Campus Heijendaal?

Place frames play a somewhat interesting role as they have required a lot more interpretation to be composed than storylines and metaphors as they are directly uttered by

the actors. Four place-frames have been established during the interviews. Being the campus as a space of meeting and collaboration, a green and recreational space, an economic and productive space and a transitory space. The major difference between the first three and the last is that the transitory space does not allocate value to the campus itself but to how easily you can get through. A point of conflict between place-frames could be the allocation of housing, which is proposed in the way of “where deemed possible”, versus greenspace. But this has not really come forward during the interviews. All in all the place-frames seem to co-exist therefore not playing a big part in the participation process of GCH.

After answering the sub-question the main question can be answered. *How do discourse coalitions play a part in the participation processes of Gebiedsvisie Campus Heijendaal?*

Discourse Coalitions play a role in the *Gebiedsvisie Campus Heijendaal*. The three identified coalitions struggle for discursive dominance and whose view or meaning of reality will be implemented in the GCH. Although the different discourses seem to agree on most goals set in the GCH. The progressive coalition is the most positive about implementing the most far reaching measures. While the reserved coalition seeks to find more of a balance and the critical coalition sometimes questions if the problem should be fixed with the GCH. As mentioned before in the sub-question on storylines there are two hot irons. One being the way the process came to be and is experienced, on which the critical coalition is vocal in its stance and where the reserved coalition recognises that previous attempts of participation have floundered in the past. Members of the progressive coalition were not really part of these past processes hence they did not have a strong opinion on this except that there were too few students during the meeting. Which could lessen their total clout as a coalition. The other decisive point is the measure of car-restrictiveness. Where the progressive and critical coalitions clash. The reserved coalition could argue in both ways. The progressive coalition would like as little “metal” as possible on campus while the critical coalition wonders if this would achieve the goals set by GCH. This could also be an explanation for the friction and/or resistance. The last point of subtle friction is the “islanders” versus “outsiders” metaphor which lines up with the three discourse coalitions. It could be assumed that the initiators are mainly “islanders”, as three of the four are the institutions on campus, which could be seen as less trustworthy when viewed from an “outsider's” perspective.

It will be interesting to see how the situation develops and to see which discourse will be institutionalised in the GCH final vision as that is yet to be decided.

6.2 Recommendations for further research

During the writing and researching of this thesis various topics have come forwards which could form the base for further research.

The first recommendation is to look at this case, when the process has come to an end, to see how the situation has developed, how this has impacted the discourse coalitions and which discourse coalition has been institutionalised.

The second recommendation for further research is that this is one attempt at utilising the DCF on a single case. Other participation processes should also be studied to see if this method holds up there as well in explaining resistance. Where a greater distance is put between the institutions of which the researcher hails and the time to do research for the entire duration of the process is available.

The third recommendation for further research specifically in the methods. as observed during the themes of the goals with GCH that most persons who participated are in favour of the ideas in concept. As they planned to tackle problems which are observed by most participants. They however do differ on how much energy should be allocated to the problem and how far the measures should go. It was expected that people were for and against certain measures in a more black and white sense or in good and bad solutions. I would recommend utilising some sort of scale on which the people's attitudes towards a problem or goal could be measured. This could lead to more interesting results in further (maybe even quantitative) research.

6.3 Recommendations for practice

A recommendation for the initiating side of the participation process of GCH is to realise that most people are in favour of the proposed changes in one way or another. There is wiggle-room available when the participants are taken seriously and their concerns are heard. As far as this research concerns there was no real NIMBY behaviour. Gradual and piecemeal steps could be taken with car-restriction, for instance reducing the speed on the Heyendaalseweg or trying a test to study the effects of closure in real terms, as is done in Amsterdam's Weesperstraat. The greenery of the campus is a real boon to the surroundings and this should be taken even more as an inspirational source. The accessibility could be

improved with better connections towards the neighbourhoods. In this way a sort of win-win situation could be created which stimulates positive participation.

A recommendation for the Municipality of Nijmegen is to really divide the civil servants who are checking on the legitimacy and fairness of participation processes and those who develop policies for the city. As this could lead to misunderstandings in the process where the Municipality does both which could look like a conflict of interest. Moreover the combining of the previous, and somewhat controversial, DBH and GCH during the same sessions carries over that resistance from one project towards the other. It is also more prone for miscommunications between people.

7. Reflections

In research, especially the qualitative kind, there are a lot of considerations that you as a researcher have to keep in mind which will be reflected upon during this chapter.

7.1 reflection on methods

This chapter will reflect on the methods used and limitations found within these.

First of all, my position in this research. I am a male bachelor student in the field of Geography, Spatial Planning and Environmental studies. I agree with the plans of the *Gebiedsvisie Campus Heijendaal* and DBH. I have tried my best to keep my opinion out of this thesis. Even though I felt that I was neutral enough, the fact that I stem from the RU and GPE-cluster did not allow me to interview the citizen coalition of *HoudHeyendaalsewegopen*. As was stated in their reaction. During the interviews my positionality did not interfere, an open and empathic stance was kept which led to plenty of fruitful data.

Secondly, for the sake of validity I had to be aware that since this is an ongoing process my research could have influenced the natural cause of things. All data has been anonymised for this purpose as the intent is to put no-one at risk.

Thirdly, I tried to follow Hager's (2006) guide on DCF with ADA as much as possible, but some steps were not possible to perform for various reasons, one of which is the limited time of the Bachelor Thesis or that what was described simply was not the case during the interviews. This is also the reason I shifted towards the research model of Alvarado *et al.*

(2020). For instance a second visit to some of the actors was recommended by Hajer (2006) yet this is something that I failed to do. Which makes the results less valid as the discourses are inferred from their reality by the researcher. Who could make mistakes. Moreover I would have liked to have made observations during the participation sessions to see the interactions between the different discourses and what argumentation was utilised. With this better triangulation could be done strengthening the validity of the thesis.

Fourthly, the quality of this research depends on if certain actors allow for interviews and if the initiators of Gebiedsvisie Campus Heijendaal allow me to do my research. I strived to get a complete picture of the whole “landscape” Of GCH; this mostly went well, except for the last campus partner. The HAN sadly did not respond, even after repeated attempts. Moreover I would have liked to interview the organisers of the petition of “houdheyendaalsewegopen” but they declined. This has reduced the validity somewhat yet I am content however with the amount of interviews I took. As there are a lot of stakeholders in the area, of whom 156 were at the first participation session. Which would be impossible to interview using qualitative methods during a bachelor thesis. One planned interview (written reaction of inhabitant & member of the Brakkenstein neighbourhood council) could not take place because of unavailability and the nearing deadlines. The interview with the inhabitant and ex-employee has taken place, but to my disappointment the audio-take was unusable, as it recorded the air conditioning in the EOS building instead of the conversation. A memo for my part and written reaction of his was combined to salvage the situation somewhat.

Just as the Municipality has difficulties finding a representative range of stakeholders a certain group is overrepresented in this thesis. As could be observed during the participation session on 12 January the “usual suspects” (see *chapter 1.1.2 participation through the Governmental perspective*) took time to participate. This thesis somehow managed to only interview men. However I did manage to get a more even spread of age and occupation.

7.2 reflection on results and conclusion

When looking at the results and conclusion, what I feel is a glaring problem, the fact that the whole research stems from input during the first participation session and emotions and opinions from previous participation attempts. When trying to analyse the participation process of *Gebiedsvisie Campus Heijendaal* only being able to research one-third of the phenomena makes it less valid when trying to explain the whole of it. Adding to this chronological issue, partly because of the delays of the participation process itself and the

strict deadline of the bachelor thesis I was unable to attend the other participation meeting (11 June 2023) to see if any observable changes have happened ever since 12 January. Moreover I could not give any judgements on which discourse coalition became the dominant one as this is decided when it is institutionalised into practice by the City Council. A lesser limitation adding to this is that the process was already ongoing when this research started. So I was not there from the beginning. Thus I might have missed some of the first steps of the participation process. This knowledge has been somewhat attained during the interviews.

However what was found is something that I did not expect. As written in *chapter 6.2 recommendations for future research* that I thought that the situation would be more black and white or good and evil it is in fact more nuanced. I expected starker differences between the coalitions because of the observed frustrations during the participation session and with the petition of *HoudHeyendaalswegopen*. However I still feel that discourse coalitions can be a great tool to examine these processes.

Another reflection is that the field of public participation is quite dynamic and new ideas are implemented in a continuous learning process. That could mean that the findings of this thesis might become less relevant over time.

7.3 reflection on the working process

Looking back at the process of writing this thesis, there are a million things I would have done differently. Which is good as the writing of the thesis is a learning process. The idea of studying the participation process of GCH arrived quite quickly but “how” this should be done was more of a challenge. I feel that I could have informed myself better in the beginning stages of the process, which would have saved a lot of extra work. A very potent source of methods and research can be found in physical books. E.g. Renn *et al.* (1995) was found halfway in the writing process, which had I read it before I started writing a lot of work could be saved. During the writing of this proposal I realised how you need to set limits for yourself. As this is a bachelor thesis you should not try to write a dissertation for which a lot more time is allocated. This means that you should be aware of the feasibility of the study in the allocated time frame. This does mean that the discourse coalition framework, utilising argumentative discourse analysis, simply cannot be done perfectly during the short time-span of the bachelor thesis and a middle road should be taken. Yet with this middle road validity is lost.

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Appendix

Appendix I: Planning Area of *Gebiedsvisie Campus Heijendaal*



Planning area of GCH with ownership delineated per institution. From: (Gemeente Nijmegen, n.d.-b)

Appendix II: Roles for participation in Nijmegen Municipality

City Council	The city council creates the scope within which the city can develop. Through instruments such as the <i>Omgevingsvisie</i> and <i>Gebiedsvisie</i> . The council also has a controlling role whether the board of mayor and aldermen are operating within this scope. The council also has a legislative role as the head of the Municipality.
Board of the Mayor and Aldermen (College van B&W)	<p>The Board of the Mayor and Aldermen carry out the policies within the scope set by the city council (which is made together with initiators and inhabitants) and gives a more concrete form to the set scope. This is done by the board through establishing (partial)programmes and ambition-documents, forming agreements, granting permits and acting in accordance with actual practice.</p> <p>With these executive instruments, the board acts within the scope set by the council. For a (partial)programme that has a focus on the implementation of different policies the foundation can be laid in the <i>Omgevings-</i> or <i>Gebiedsvisie</i>. For example the established plans for shared-mobility in Nijmegen for which the foundation is laid within the various <i>Omgevingsvisies</i>. Ambition-documents can be made to ensure that certain objectives are met by the different parties involved within a <i>Gebiedsvisie</i>. A permit with more possibilities might be the driving change within a new <i>Omgevingsplan</i>. The relation within these different scopes and the implementation of these scopes, for effective functioning of the entire system, relies on values such as (maneuvering) space, trust and knowing your role within the process.</p>
Initiator	<p>An initiator develops one or multiple plans for the city. The initiator helps in tackling or finding solutions on challenges facing the city. <i>I.e.</i> housing shortage. They can also design public space. The initiator can bring ideas, knowledge, funds and/or the skills to implement these spatial changes.</p> <p>In some cases the Municipality itself is the initiator, yet in most cases a market force will take on this role.</p>
Inhabitants and Organisations	The Municipality serves her inhabitants. The council represents all inhabitants of Nijmegen and everything that the Municipality does is for the betterment of its inhabitants. Inhabitants can be involved in different ways; as stakeholder, contributor, advisor, interested party, a role in carrying out the plans or deciding on the suggested plans. Organisations often also play a role of stakeholder.
Civil servants	The civil servants carry out the policies in different roles (as a generalist or specialist) and advise the board of the mayor and aldermen. They provide a good connection and communication between the board, inhabitants, organisations and initiators. They also facilitate the parties in the participation process.

roles for participation in Nijmegen Municipality (Gemeente Nijmegen, n.d.-a, pp. 6-7)

Translated by author

Appendix III: Overview of the spatial instrumentarium in Nijmegen Municipality

Name in the <i>Omgevingswet</i>	Nijmegen "translation"	Authority
<i>Omgevingsvisie</i> (Framework)	<i>Omgevingsvisie</i> With this document the general policy framework for spatial development in the Nijmegen Municipality. As a "successor" of the old "structuurvisie".	City Council
<i>Omgevingsvisie</i> (Framework)	<i>Gebiedsvisie</i> This document contains the general scope or framework for a certain area in Nijmegen. This scope should be in line with the framework from the <i>Omgevingsvisie</i> .	City Council
<i>Programme</i> (Operationalisation)	<i>Ambitiedocument</i> These ambition documents are more concrete forms of the <i>Omgevingsvisie</i> and <i>Gebiedsvisie</i> in the form of a programme (bound to a certain area).	Board of the mayor and aldermen
<i>Programme</i> (Operationalisation)	<i>(Deel)Programma</i> The Municipality works with (partial)programmes. These are more concrete forms of the frameworks set by the council. These programmes are bound to a certain spatial theme.	Board of the mayor and aldermen
<i>Omgevingsplan</i> (Framework and legislation)	<i>Omgevingsplan</i> A collection of all previous <i>bestemmingsplan</i> and other spatial regulations together in one plan. The more concrete working-outs of the <i>Omgevingsvisie</i> and <i>Gebiedsvisie</i> will be translated into regulation and be implemented.	City Council
<i>Omgevingsvergunning</i> (most concrete form)	<i>Omgevingsvergunning</i> This permit is what an initiator needs to start his spatial plans in the most concrete form. When the plans are in line with all of the above. A permission can be granted and the plans can be executed.	Board of the mayor and aldermen

Overview of the spatial instrumentarium in Nijmegen Municipality. Inspired from Gemeente Nijmegen (n.d.-a, pp. 7-8)

Appendix IV: Interviewguide

Question	Goal
introduction	
<p>Mijn naam is Chris-Jan Hoekman, Ik studeer in het laatste jaar van de bachelor Geografie, Planologie en Milieu aan de Radboud Universiteit. Mijn afstudeeronderzoek houdt zich bezig met de werking van participatieprocessen. Ik onderzoek momenteel het participatieproces omtrent de gebiedsvisie Campus Heijendaal. Dat is ook de reden dat ik u heb gevraagd om een interview.</p> <p>Het interview bestaat uit (hoeveel delen) en zal ongeveer 30 minuten duren. Het eerste deel zal gaan over</p> <p>De resultaten zullen worden verwerkt in de afstudeeropdracht/</p>	<p>To inform the interviewee why he or she is interviewed.</p> <p>In general interviewees will be more cooperative and motivated when they know why they are interviewed and how the interview will proceed (Vennix, 2019, p. 220)</p>
<p>Staat u er voor open dat ik een opname maak? Deze zal worden verwijderd nadat de data is verwerkt in mijn onderzoek.</p>	<p>To ask for consent for a recording, which will be transcribed later. If the interviewee objects to a recording written notes will be taken.</p>
<p>Ik start de opname. Dankjewel dat je hiervoor openstaat. De opname kan altijd worden gestopt en deelname aan dit interview is geheel vrijwillig.</p>	<p>To affirm to the interviewee that the recording has started and that it is voluntary. Which could help in making the interview a comfortable and open discussion.</p> <p>Also this will be said on the recording so later, would it be necessary, I can show that they did give permission.</p>
<p><i>Part 1 General information, Collecting arguments and sentiments.</i></p>	
<p>Kunt u zich voorstellen?</p> <p>Wat is uw achtergrond?</p>	<p>To gather some personal information about the actor and their knowledge on participation processes. Also an introductory question to get into the flow of things.</p>
<p>Part 2 Participation Process GCH</p>	

<p>Hoe bent u betrokken bij het participatieproces Gebiedsvisie Campus Heijendaal?</p> <p>Wat is uw rol binnen het participatieproces?</p> <p>Welke doelen heeft u/ de organisatie van uw organisatie door bij te dragen aan het participatieproces GCH?</p> <p>Doorvragen waarom? Hoe ziet u dat voor zich?</p>	<p>To gather information on why or how the actor became/is involved with GCH.</p> <p>Alvarado et al (2020) the informant as a practitioner. A beginning of a storyline (Hajer, 2006) could be identified.</p> <p>Goals, metaphors could be used to make this clearer</p>
Part 3 Storylines	
<p>Hoe ervaart u het participatieproces tot nu toe?</p>	<p>To gather information on their sentiments/feelings towards GCH.</p> <p>Possible metaphors can be used here.</p>
<p>Hoe ervaren uw collega's/buren/medestudenten/mede-bewoners het participatieproces?</p>	<p>To gather extra information, on a group level, on sentiments/feelings towards GCH. What are their views?</p>
<p>Wat vindt u van de voorgestelde wijzigingen in het gebied/ De gestelde doelen?</p> <ul style="list-style-type: none"> • Meer levendigheid op de campus • Meer (ruimte voor) Duurzaam vervoer • Meer wisselwerking tussen verschillende instellingen op de campus • Meer vervlochtenheid met de stad en de campus <p><i>Give some examples</i></p>	<p>To gather storylines on GCH and its proposed changes on campus. Creating and finding metaphors.</p>
Part 4 place-frames	
<p>Voelt u zich thuis op de campus? Waarom wel/niet?</p>	<p>Establishing place-frame, also storyline and/or metaphors</p>
<p>Hoe zou u de Campus voor u zien?</p>	<p>Establishing place-frame, also storyline and/or metaphors</p>
End of the interview.	

<p>We zijn aangekomen bij het einde van het interview. Dank u voor uw tijd en bijdrage aan mijn afstudeeropdracht. Ik stop met de opname.</p>	<p>To inform the interviewee that the interview has come to an end. Thanking them for their time and effort.</p>
<p>Heeft u nog vragen aan mij?</p>	<p>To allow for "closure"</p>

Appendix V: Summary interview with student & member of student union AKKU

The major points which were discussed was that a campus should be a place to meet people. Where students and staff are encouraged to mingle and exchange ideas. Others, such as inhabitants of the surrounding neighbourhoods are also welcome. It is logical, according to him, that what happens inside of the buildings on campus is mainly focussed on education and research. The outside however is an inviting place with lots of greenery and benches.

The main goal of participating on GCH for him is to give students a voice and to ensure that they can easily reach the campus. This reachability or accessibility takes on different forms. The foremost is traffic safety, allowing for more walkability and better cycle infrastructure. Also the public transport should be improved, especially the reduction of delays, bettering the reliability and ensuring better service.

He worries about the fact that not many students are participating during the sessions on GCH. As this vision has major impacts on the experience of students on campus.

He recognises that the campus becomes less lively after office hours and buildings close quite early. There are already steps taken but this could be done further. He feels that bringing more activity to the campus is a good endeavour supported by most students as well. Also mentioning that possible disturbances experienced by inhabitants of the surrounding neighbourhoods would be less severe because of the isolated nature of the campus.

As mentioned before, one of the motivations of participating is improving mobility. This should be done in a sustainable way. As to not worsen the environmental crises that we are facing as a society. During the interview he says: *"[Mobility should be done in a way] in which sustainability and making sure [to deter] roaring diesel-powered engines is a good development."*³³ Rather having electrical vehicles, but preferring shared services and public transport. Reducing the amount of movements.

³³ "[Hierbij] is duurzaamheid en zorgen dat je [niet meer] met ronkende diesels hier maar blijft rijden is wel een belangrijke ontwikkeling."

He also sees the need for more interaction between the institutions on campus. He experienced studying both on the HAN and the Radboud University and noticed that this interaction did not go particularly smoothly. Improvement of this interaction could, in his opinion, benefit those who follow master or pre-master programmes at the RU. But even more beneficial is the contact between these people, which might reduce the stigma between these implicit social classes of MBO, HBO and WO. In spatial terms he argues for less segregation between the institutions because in society we also live together.

Even though he himself does not experience a need to improve the interconnectivity between the campus and the city he sees the need to reduce the barriers for everyone to be able to profit from the campus and its facilities. As he argues that: *“not only inhabitants will benefit but It is also good for students to get out of their student bubble.”*³⁴

Other things he values on campus is the natural environment, the spaces to meet, whether inside a café or on the sporting fields. He feels right at home on campus because of being an active student, with a social life on campus. He relates that this might not be the case for everyone.

³⁴ “niet alleen voor de bewoners de campus betrekken maar ook juist voor studenten weer goed is om uit die studenten bubbel te komen”

Appendix VI: Summary interview memo and written reaction of inhabitant & ex-employee of Radboud University

The most important takeaway of this interview was how the design of participation sessions influence the mood of the people who are participating. As expert in the field of participation and having studied these processes in the past he got involved in the “spiegelgroep”. The goal of participating in the process for this person is utilising his expertise to improve the quality of the process. A point of note is his ambivalent position towards the process. Being both an expert, an ex-employee and an inhabitant.

He starts with the past, with the DBH-process. On which he was bewildered by the limited geographical and substantial scope of the process. Asking critical questions on the intent of the campuspartners. He wonders: *“why is there a game of chess [in the form of] participation being played all the while the Municipality is also developing policies together with the so-called campuspartners in parallel.”*³⁵ Arguing that: *“It is some kind of phantom play, in which the so-called partners have identifiable visions and interests.”*³⁶ As it is unclear what these impersonal organisations want from the process, especially the HAN. He feels that with the GCH the Municipality is trying to cover up or lessen the importance of the polarising “stinger” of the possible closure of the Heyendaalseweg. Remarking that it still feels unclear what scale is sought and which goals the partners are trying to reach.

Due to his ambivalent position he does not want to speak for the inhabitants of his neighbourhood. But he does recognise that there is a significant amount of distrust between them and the initiators of the process. There is a feeling of David versus Goliath. This is mostly because of the uncertainty and the past. The petition is a potent indication of this distrust. He did not sign this as he does feel that it is a bit polarising and he wants to keep talking in the process.

He mentions that the decline in liveliness after hours is not an issue for him. It could also be seen as a space of contemplation. More liveliness could mean, as others see it, drinking establishments, hustle and commotion.

³⁵ “Het schaken op het bord van de burgerparticipatie enerzijds, terwijl parallel de gemeente beleid ontwikkelt samen met de zgn. 'campus partners'”

³⁶ “Het is een soort schimmenspel, waarbij die zogenaamde partners aanwijsbaar uiteenlopende visies en belangen hebben.”

More sustainable transit is a noble cause. He doubts if the partners have the power over the transit agencies. However something should be done with the “sardine tins” that transport students between the central station and the campus. Improvements could be made in cycling infrastructure, mainly in north-south directions. Also the signage could be more clearly for pedestrians.

On the interaction between the institutions he wonders if a spatial fix is necessary as they could meet digitally without a physical barrier. Which rarely happens. It is the ancient geographical question if space can change human behaviour. It is more important that the institutions are on the same page when it comes to spatial policies. As it is currently not the case when looking at the institutional car policies.

Moreover the interconnectivity between the campus and the city is something that the institutions feel is important but it depends if it will happen more if a spatial solution is chosen. It is a sensitive topic because, as he feels, that in these goals the benefits for the surrounding neighbourhoods are not made explicit. And thus when these goals are achieved on campus the less desirable spillover, *i.e.* traffic and congestion, will land in their vicinity. So the resistance to the plans does not come from fear but from the spatial spillover. He would be able to swallow the restricted-car plans if they were expanded over more of the city, and not just the campus, in that way the spillover does not affect the neighbourhood.

He does feel at home on the campus. It is a place full of memories and he often visits. He now and then takes his friends for a walk through the parks. He would like to see a bit more logical connections between Park Brakkenstein and the Campus. Even though it is a monument he would encourage the Municipality to dare and make it part of the whole.

Appendix VII: Summary interview with employee of Radboud University 1

In this interview with an employee of the Radboud University the focus was mostly on the issues and visions of mobility on campus. That is also where his expertise lies. The goal is to make sure that everyone can come to the campus in a sustainable way. Adding to this the question came up on how to utilise the space effectively and in a beneficial way. Working together with colleagues from the campuspartners in an advising role. He thinks it is a good cause that inhabitants are involved through participation, albeit opinions might differ sometimes.

He feels that it is important that the GCH is supported by the Municipality, the institutions on campus and the inhabitants of the surrounding neighbourhoods. By assessing the needs and conceptualising space in and around buildings a vision can be developed. For instance allowing for housing, so that the campus remains more lively after office hours. This game of conceptualising is also relevant in the field of mobility. As he puts it: *“They [the roads] are more like dividing lines between the institutions on campus. Especially the Heyendaalseweg, Erasmuslaan and Kapittelweg.”*³⁷ In the plans an effort is made to look at different solutions and visions on the assessed needs.

Although he has not experienced it himself he does recognise that there is history before the GCH. It is a challenge to participate with people who have a vision perpendicular to yours. This has two explanations, one being that there is a knowledge-gap and the other is the mistrust. These difficulties in the relational sphere are making the participation process a challenging exercise.

The ambition to make the campus more lively is, according to him, mainly a case of programming and better sharing of the facilities. In this way the campus will be a more inviting and enjoyable space for everyone, including inhabitants.

On sustainable transportation a lot more has to be done, in his eyes. There is a lot of space for cars, too little for cycles and the public transportation is far too crowded. The university would like to see more space for walking and cycling and better organised public

³⁷ “Nu zijn het [de wegen] vooral scheidslijnen tussen de verschillende instellingen op de campus. Vooral de Heyendaalseweg, Erasmuslaan en de Kapittelweg.”

transportation. Some spots on campus are also far too congested and noisy. In the ideal situation sustainable mobility takes the centre stage. Through cycling, a direct bus, improved signage and when there is space left it could be used for the car. An effort should be made to discourage car usage, which will not only benefit the campus but society as a whole. The “postage stamp” that is the campus lies in the middle of the city. It is thus imperative that alternatives are presented to reduce car movements and that the communities are involved with this. He does recognise that certain exemptions have to be made for this, for example disabled people or those who work late night shifts in the academic hospital. But for students and staff, he says: *“It should be the case that, in a manner of speaking, you are mad to take your car to campus.”*³⁸ Because it would take longer and be more expensive than the alternatives.

To increase the interaction between the institutions he sees a role in aligning the visions of the campuspartners. Boosting quality of the existing pedestrian and cycling routes, which often abruptly end or are routed through the less desirable spots. So when new routes are chosen they should not be an afterthought. Because if you want to get anywhere you have to follow the main roads. The campus is not very easily traversable. By improving this, he feels, more interaction between the institutions will follow.

The campus is a space which should be attractive and appealing to everyone. So making the campus, with all its qualities, a part of the city is a good development. Not having a fence, only allowing entry for students and employees.

The campus is a place that he feels at home, it is a diverse, lively and green place with beautiful buildings embedded into their surroundings. There are however places that deserve some attention with plain, boring squares where nothing happens. The city centre is also close by which lessens the “island-like feel”. Which is a great bonus compared to other campuses in the Netherlands. Ideally, in his vision, you should design the campus in a way that there would not be any barriers because of traffic. In such a way, he portrays: *“That you would not have to look to the left and right anymore when crossing the Erasmuslaan.”*³⁹ Improving safety, reducing car and freight movements in a sustainable way.

³⁸ “Het zou eigenlijk zo zijn dat je bij wijze van spreken gek bent als je nog de auto neemt.”

³⁹ “Dat je de Erasmuslaan gewoon kan oversteken en niet meer naar links of rechts hoeft te kijken om over te steken.”

Appendix VIII: Summary interview with employee of Radboud University 2

This interview discussed more facets of the GCH. This person's goal is to ensure that, in the long term, the campus stays a good place to learn and research. He is also looking into ways to see if it is possible to realise (temporary) student housing on campus. Being part of the project team for GCH from Radboud University and a part of the *Spiegelgroep*. He thinks that participation is necessary because everything that is done on campus has a direct relation with the surroundings. With participation possible changes can be aligned with the neighbourhoods and insights from the inhabitants could be taken into account. These insights range in a spectrum from very concrete to very conceptual. For instance the idea of car-free Heyendaalseweg caused a lot of commotion. This is something that they are now re-evaluating. When a choice is made and the insights of the inhabitants are not followed a sufficient underpinning must be made. Ensuring better plans. Even though it can be a challenge sometimes. As they did not expect something as abstract as a Gebiedsvisie to have so much interest from the inhabitants. This could be explained, according to him, because of things that happened in the past in which people still wanted an answer or more involvement. The "spiegelgroep" can enlighten them on these things.

There is not enough liveliness or interaction happening on campus. Even during the working hours. He thinks that it is possible to encourage more interaction through programming. Which forms the foundation of liveliness on campus, as he sees it. In addition to this the space should be of good quality, just like the already existing facilities. This programming should also be stretched beyond just the working hours. Also on the weekend.

As DBH has become part of the GCH the sustainable transit goals have been given a place as well. One objective is to, as he put it: *"To have less metal on the street."*⁴⁰ Reducing car-dependency. This can only be done if good alternatives can be given. Better public transport, P+R facilities and prioritising cyclists over through traffic. Improving the pedestrian and cycling paths. This could then lead to a reprofiling of the "barrier" roads, making them smaller and reducing the speeds. Reliability of public transportation still poses a challenge.

Interaction between the UMC, HAN and Radboud can be seen in two ways, one is programmatically, utilising each other's facilities and giving lectures together. The other way to look at this interaction is in physical spatial terms. As he explained: *"Currently we [as the*

⁴⁰ "Dat er minder blik op straat staat."

*institutions] are facing with our backs towards each other.*⁴¹ Most developments only envisioned their own piece of campus respectfully. While the other institutions are an afterthought. He would like to see some kind of breakthrough, making it easier to traverse the whole campus with nice public meeting places so people can interact more. And as a benefit having a more cohesive feeling campus Heijendaal.

On the subject of interconnectivity of the campus and Nijmegen he mentions that next to campus Heijendaal there is another campus. The Noviotech campus is another partner with which the city of Nijmegen can promote itself to the outside world. Next to that there lies the question if the campus will become a more urbanised area of Nijmegen or if it will remain the Heijendaal estate as it was before the institutions came. This question of identity will also be something that will be solved in the GCH. By sharing more of the facilities, especially after working times, with others could prove interesting for the city. Other facilities for the city could be placed on campus grounds as well. The campus could also help reduce the housing shortage by providing space for new homes. The old estate is something which can be seen in certain places but not in others. So a balance has to be found between urban space and the green parkland.

The campus is a space in which he feels at home. With loads of green space to walk through and flexible spaces. He adds: *“that you walk between all those young students who are enjoying their lives. That shines over.*⁴² praising the dynamic working environment. If it were up to him the greenery in the south should stay as it is of high quality. In the more urban north-eastern part of the campus different forms of land-use should be encouraged such as housing and making the whole a bit more lively and with a higher density. All in all the infrastructure should be less prominent. He argues that, in comparison to the Wageningen campus: *“The asphalt here is dominating.*⁴³ Being in favour of reprofiling the streets. A total car-restricted campus is not necessary.

⁴¹ “We staan nu met de ruggen naar elkaar toe”

⁴² “Dat je loopt tussen jonge studenten die zin hebben in het leven. Dat straalt over”

⁴³ “Hier is het asfalt echt dominant”

Appendix IX: Summary interview with employee from the Radboud UMC

In this interview the topic of “autoluw” or car-restriction was the most prevalent. Parking, Greenery and a possible explanation for resistance were also discussed. As he has worked on campus for quite some time he is able to recall these difficulties from the past. He explained that there is a misconception or miscommunication between the inhabitants of the surrounding neighbourhoods and the plans of the campuspartners. There is a wish to have less through-traffic on campus and study done to see what would happen if the Heyendaalseweg would be cut-off. As this improves the livability. The conclusion of the study stated that this was not an option as it would have a significant spillover of car-traffic into the surrounding areas. Which would be undesirable. A reduction of car movements from staff and students of the RU, UMC and HAN should be realised if car-restrictive measures were to be taken on the Heyendaalseweg or Erasmuslaan. These plans came into the hands of the press, who were looking for sensation and framed the wrong picture, according to him. This led to resistance where, as he put it: *“You can explain what you want, but no-one listens.”*⁴⁴ Because everyone has taken a stance already. The part where the campus partners also do not want to cause this spill-over was not heard. DBH was started, and a few participation sessions were held. Eventually DBH was taken on into the GCH where this subject of car-restriction also takes centre stage. Leading to a petition as well.

He notes that the restriction of cars is a challenging and polarising subject. The aim ideally is that when you want to go to the campus you take public transport, go on a cycle or walk and as a last resort take a (shared) car. This not only for sustainability, but also health, safety and quality. But it is hard to reach a solution through discussion when the nearby inhabitants are showing NIMBY-behaviour and holding a petition before any plans are set in stone, according to his personal view. And this polarisation can be seen everywhere in the Netherlands. The positive sides of plans are not being emphasised enough leading to a more negative process.

The academic hospital's main aim is to provide good healthcare. They want to be accessible for everyone and they would like a nice, parklike campus. They want to participate, facilitate and think alongside the campuspartners to achieve those goals. Developing the campus in a way that benefits more people. The ground position of the UMC, especially now a part of the old building will be demolished, allows for decisions to be made on how much greenery can

⁴⁴ “Je kan lullen als Brugman”

be added or other specific wishes to be implemented. Another goal is sustainability and reducing the amount of cars. He explains that the campus is visited by around 70.000 people everyday and a lot of them still come by car. One way to discourage this is by charging for parking. Although this is also a sore point for the surrounding neighbourhoods, as people park there instead. Building more parking spaces for cars is a lost rear-guard action, as it only allows for more cars and it will result in more traffic overall. On the participation front he hopes that some sort of balance can be found, but it is quite difficult to reach.

As one of the initiators of GCH, the UMC looks positively towards the aspiration to have a more lively campus. As the campus becomes quite empty after hours. This can be done through allocating more space for (student) housing. Transforming a parking lot into usable living quarters. There is however a reservation in how much can be transformed without changing the green and open parklike feel of the campus. Also other facilities can be utilised and events can be hosted but care must be taken not to compete with the other facilities in Nijmegen. He wonders if it is bad that activity happens in different zones on campus while in different places it is nice and quiet. He adds: *“People do not come for fun to a hospital”*⁴⁵. He can imagine, from the patient's eyes' that it is nice to have a place to walk, rest and enjoy some nature. So a balance has to be found, between busier spaces such as Erasmusplein and the Gymnasium and quieter spaces for instance around the back of the hospital.

On more sustainable transport he argues that an alternative is needed for the car. The Municipality is already working on making Nijmegen more car-restrictive. A suitable alternative in his eyes would be a better bus-lane. An increase in quality of service and facilities in public transport is needed. As well as safer cycling and pedestrian paths. In the future the car will play a less important role in this city.

He mentions, on the interaction between the institutions of the campus, that the campus does not have a shared identity. This is something that they want to improve, sharing each other's facilities, parking spaces. But that also requires some work and mindset, thinking less from institutions and more in one shared space. It would make the whole operation less expensive and more efficient.

The last goal of more interconnectivity is a tricky one, according to him. As the campus has a certain role, of course it should be easily accessible for everyone. However the campus should not compete with other places in the city. So a balance has to be found there. He

⁴⁵ “Je komt natuurlijk niet voor de lol naar een ziekenhuis”

notes that for automobilists the campus might even become more of an “island” when closing the roads. The area would become more open for everyone on the campus. Of the whole of Nijmegen about one-fifth of its inhabitants has a direct link to the campus, as employee or student. And when looking at it that way the campus is doing a good job.

On feeling at home on the campus he says that: *“I have always seen the campus as the best workplace in the Netherlands”*⁴⁶ It is a big employer with lots of career progression. He values all of the facilities, greenery and buildings. There are investments being made in sustainability and the environment. He would like to see less cars and a more efficient usage of space. As a lot of the buildings are shamefully unoccupied during the day, in his opinion. Normalising taking different forms of transit and placing more emphasis on quality and the meeting of people.

⁴⁶ “Ik heb altijd de campus als mooiste werkplek van Nederland beschouwd”

Appendix X: Summary interview with civil servant

During the conversation with a civil servant from the Nijmegen Municipality we discussed the “design” of the participation process and the role of the different municipal organs in the process. His role is to supervise and support the four parties in the creation of the GCH. Participation is a necessary step in the realisation of spatial plans, especially with the upcoming “Omgevingswet”. The Municipality has implemented a framework on participation. The Municipality is also an initiator in this process. So they have also made a participation plan for the GCH. Which has also been examined by the “spiegelgroep” on which they have improved it and started the participation process.

He continues that the Municipality has two roles in this process. One role is as initiator, making plans and participating with the goal of creating better plans. Through participation it is possible to learn the motivations and stakes for the inhabitants, companies and institutions. Giving a voice to those who you would not hear from otherwise. The goal is not to create more support, which would mean that everyone is on the same side. Support and participation do not have the same intent.

The other role is the governing body. As the city council can implement the *Gebiedsvisie* when it is presented by the board of the mayor and aldermen during the council meeting. The city council will assess the proposed vision and if the participation process has been done properly. This can be done through questioning and examining the participation report. The GCH, if it is wished, can be changed via amendments and motions or rejected entirely. Fulfilling their supervisory role.

His hope is that through the participation process everyone’s voice can be heard. As that is their work and intent. However he also recognises that there is some mistrust from things that happened in the past between the neighbourhoods, the Municipality and the institutions on campus. The idea of the car-free Heyendaalseweg for instance, on which a petition has gathered a lot of support. Reckons that the decision has been taken but that is not the truth, he explains. *“We have indicated that we have an open stance in this project and nothing has been decided yet.”*⁴⁷ The closure of the Heyendaalseweg is not the point of departure or a given in GCH. He adds that: *“This message has, when reading the petition, not reached them sufficiently or they do not trust us on this.”*⁴⁸ People have carried over their

⁴⁷ “We hebben ook aangegeven dat we heel open in dit project staan en dat er nog niks is besloten.”

⁴⁸ “Deze boodschap is, als ik de petitie lees, niet voldoende overgekomen of men vertrouwt ons daar niet op.”

preconceptions from previous attempts into this project, which makes participation more challenging.

The Vision of the Municipality is found in the “Omgevingsvisie” of the whole Nijmegen, he explains. The GCH should be in line with this scope. Examples are that more urban density, housing and employment are sought after. Other opportunities for which the campus Heijendaal is suited is more mixed-use of land when possible. Other requirements are the structuring of traffic and greenery.

On the goals of the GCH answers are given in broad terms. As the process is still going on and plans are still being devised. We are looking into creating more liveliness through mixed-zone housing if the space allows for it. This also includes the way how to look into mobility is filled in. Nijmegen wants to densify further and cars do take in a lot of space. This space could also be used for a better cycling or walking experience or more room for public transportation. Restricting cars more towards the main arterial S-roads instead of the inner roads.

There is much more potential when the institutions work together. As the campus currently does not really feel like one entity. This would give the campus a boost and be aiding the economical development of the city. It is however not the intention to create an “island” but to create a real part of the city. Connecting the surrounding neighbourhoods and still increasing this “campus feeling”. Increasing the quality of the space on- and off-campus.

He however does not feel at home on campus. As he explains that he is not an employee nor a student. He does however see it as a beautiful area that has improved a lot ever since he has studied in the old Thomas van Aquinostraat compared with the new buildings. He did not answer the question on what he, personally, would change on campus. As he stated that it only mattered what comes out of the GCH. He added: *“I do not have a personal wishing list.”*⁴⁹

⁴⁹ “Ik heb geen persoonlijk wensenlijstje.”

Appendix XI: Summary interview with inhabitant & chairman of Brakkenstein neighbourhood council

The conversation with the chairman of the Brakkenstein neighbourhood council mostly went about the design of participation and over their reservations on the developing mobility situation. The Brakkenstein neighbourhood council is one of 19 neighbourhood councils which advise the Municipality on how to improve participation and changes in the public space. He got involved with the process when, in the local newspaper, the plans were presented to restrict access to cars on the Heyendaalseweg. This was a surprise and they wrote to the Municipality for an explanation.

These plans have been worked on by the campuspartners and the Municipality since 2018 and they form important input for the GCH. However the inhabitants of Brakkenstein see the car-free Heyendaalseweg as a worrying development. Adding to this they find it unclear who decides what is done with the input and who gets to decide. It feels like a lack of democracy. So they sent a letter to the board of the mayor and aldermen. The problem is unclear. He says: *“For us it seems that the goal is mainly to close the Heyendaalseweg. And nothing else.”*⁵⁰ Better communication is definitely a point of improvement. Moreover there is a concern that there will be a bigger burden placed on the surrounding neighbourhoods. Parking and the increased traffic volume were not calculated properly in the original plans, he adds.

The neighbourhood council is also worried that through also being an initiator the Municipality takes a stand already. It is important that they create the scope in which the project or changes should take place. In the ideal situation the initiator, a private party, has to consult the inhabitants, looking for a solution that is reachable and desirable. Adding to this worry they feel that the city council can also be sidelined with a traffic-decree from the board of the mayor and aldermen, he explains.

It is all and well with the work-sessions and the “spiegelgroep” but the fact remains that there is a plan, with six different variations of restricted access in line with DHB. If it was up to them they would say, take a look at the formulated points without a preconceived bias and think of solutions without any extra burden for the neighbourhood. But sadly this is not the case and the people, informed by the press, all sign a petition in response. It is sad because, as he put it: *“Everyone wants a sustainable and green campus. Everyone would find that a*

⁵⁰ “Want het komt voor ons over dat het doel vooral is om de Heyendaalseweg af te sluiten. En niets anders.”

*beautiful idea.*⁵¹ Yet by not sufficiently involving people, mistrust and resistance grow. The only way to fix this is to look at it with an “open visor”, he adds. It is an issue of communication and a preconceived car-free stance. Making plans for four years without involving citizens is not helpful. The Municipality can choose in the end, but by already preferring a solution the process becomes less democratic. It is done in the old way, a presentation, taking in responses and reacting to them. He continues: “*We are mainly discussing the colours of the flowerpots and maybe the placement of street lamps.*”⁵² This feeling is shared by the fellow members of the neighbourhood council, speaking for a majority of the neighbourhood.

On the goals set by the initiators of GCH, he has to add that they all seem good goals. He recognises that the campus indeed becomes a lot less active in the evening. And mentions that opportunities can be achieved. Yet, as he explains, it is important that possible consequences are measured before making an informed decision. Looking through an “open visor” weighing the positives and negatives. Engaging the surrounding neighbourhoods, not even giving in on their demands, but it is important to take them seriously. He also looks favourably towards sustainable transport. Zero-emissions and a reduction in freight traffic would seem logical steps. Once again, he recommends, finding a balance without a preconceived solution. For the third goal, the interaction between the institutions, the Municipality should take a more assertive role. Radboud and the UMC have totally different parking policies, which they have been trying to unify for over 20 years now. That is beyond understanding, he explains. The UMC is trying to get people to cycle to work, charging different rates during the day. But the Radboud is doing nothing of the sort which is a disappointment. On a more positive note, on the interconnectivity, the fences around campus have been removed, allowing for easier access to walk the dog for instance.

He feels at home on campus, he also works there. Even if he did not work on campus he could enjoy the space. There are lots of benches and he thinks that the surrounding neighbourhoods would welcome more open debates, lectures and maybe even a neighbourhood drink on the campus. Which would improve the binding to the area. A quarter of the inhabitants of Brakkenstein work on campus so there is a chance to improve the bond. The nature on campus is important to the people. He recommends being hesitant to housing, especially flats, on campus as less and less green is available to the city. That would be the great strength of the campus Heijendaal.

⁵¹ “Want iedereen wil een duurzame en groene campus. Dat vind iedereen hartstikke mooi.”

⁵² “Je praat toch meer over de kleur van de bloembakken. En wellicht de plaats van de lantaarnpalen.”

Appendix XII: Summary interview with student & inhabitant

An interview was held with a student and life-long inhabitant of the Brakkenstein neighbourhood. Mostly discussing the proposed goals of the GCH as he himself was not very involved with the participation process. He does recognise that there is some commotion, which he finds intriguing, about the possible closure of the Heyendaalseweg. He had gotten a letter with an invitation for the petition as well. When asked if his parents were engaged with the GCH, he said that that was not the case. Adding that: *“It is not a hot-topic during dinner.”*⁵³

The goals sound very positive to him. He would also like to see a more car-restricted campus, he does not often drive. So it would be a more livable space for walking and cycling. For more sustainable transportation he sees some low-hanging fruits. He adds: *“Why don't we just power those buses with electricity or hydrogen?”*⁵⁴ He doesn't really see how to improve the interaction between the institutions. However it will probably make the campus a nicer and more connected place to be. He would like to see better transportation options towards the other places in the city. He is a bit reserved on how the car-free Heyendaalseweg would work out for automobilists. When travelling towards the city centre from the neighbourhood the campus does feel a bit like a “block” and not really part of Nijmegen persé. He would welcome a bit more of the city on campus as it would improve the quality of the space. Giving the people access to a place where they normally do not visit. Making it easier for a drink and having it be less of a hindrance or “block” in the road.

He does feel at home on campus. He lives nearby and he knows his way around. It is a beautiful, varied and healthy environment. His social life plays a role as well in feeling at home. The green space is also important to him, and if he had a say he would improve the connectivity with the rest of Nijmegen even more with cheaper and better quality public transportation. There is a balance to be found however, as the campus still is a place where people study and do research. A more car-restricted road would be a good idea, worth temporarily trying out. Although there will probably be more protests. The inhabitants should not bear the brunt of the car-free campus. And if everything was up to him he would disperse the campus over the whole city. But he realises that that might be a bit too ambitious.

⁵³ “Het is geen hot-topic aan de eettafel.”

⁵⁴ “Waarom maken we die bussen niet gewoon elektrisch of waterstof?”

Appendix XIII: Summary written reaction of inhabitant & member of Brakkenstein neighbourhood council

The written reaction from the inhabitant agrees with previous statements of the Brakkenstein neighbourhood council. Supporting livability, green spaces and being reserved on the mobility front. He participates because he wants to support and contribute towards the improvements in the neighbourhood.

One of the pain points is the parking policy of the campus institutions. As staff and students park their cars in the neighbourhood instead of on campus. It was hoped that a solution could be reached in DBH, yet that has not been the case for now. As DBH has become part of GCH.

He sees progression on the communication front of GCH. however they are still questioning if there is room for real participation. As is stated that: *“During the whole process the interests of the campus are given priority over the concerns of the surrounding inhabitants.”*⁵⁵ mentioning the preconceived position that the Heyendaalseweg should be closed. It is a missed chance, according to him, because that will only create a more livable campus and not a more livable surrounding area. A group of concerned citizens has also formed because of this spillover of traffic and parking in the neighbourhoods.

The goals of the GCH are somewhat positive for the campus itself, but he has his questions on the consequences for the neighbourhoods. Wondering if the closing of the road is a solution.

As he is not a student or active on campus he does not find it relevant to feel at home. However as an outsider he feels that it is a nice environment to stroll through. He suggests keeping the Heyendaalseweg but to build a tunnel, on top of which more living space can be created and mixed-use facilities can be built.

⁵⁵ “Tijdens het hele traject worden de belangen van de campus vooropgesteld en niet de belangen van omwonenden.”