



Master Thesis

***Interactivity of District Meetings and the Attainment of goals in the Municipality of Enschede –
Process Evaluation of a civil participation experiment.***

Harm Dijkstra – s1114506 – Public Administration

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Supervision UT: Prof. Dr. S.A.H. Denters & Dr. P.J. Klok

Supervision Municipality of Enschede: Drs. L. Buiting & J. Micola von Fürstenrecht

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Abstract

This thesis presents an evaluation research of an participation policy experiment in the municipality of Enschede implemented between 2015 and 2016. The experiment was implemented with two main aims: The first was to increase citizens' participation in and influence on district policies and the second was to formulate and attain district goals. Towards these aims, district meetings were set up that resulted in district agendas containing goals specific for each district. We evaluate the process through description of the organization in terms of rules-in-use, followed by measurement of interactivity and attainment of agenda goals. Results are retrieved through a case study, in which 35 civil participants were involved in a survey and 5 in-depth interviews with municipal workers were conducted. Based on these interviews the first conclusion is that the process is organized in an interactive way regarding the rules-in-use. This corresponds with the municipal ambitions to increase citizen participation. Second, based on the survey including participant-citizens and interviews with participant-policy makers it is concluded that the meetings were interactive in terms of transparency, openness and equality and that participants evaluate the process and outcomes as satisfactory. Due to a low response on survey questions concerning agenda goals, limited conclusions could be drawn concerning the attainment of specific agenda goals. Future research on the attainment of goals created in a participative setting could bring more clarity about this topic.

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Preface

This thesis is the result of my research concerning an experimental citizen participation project in the city of Enschede which found place between 2015 and 2016, called the City Consultation. Main aim of the project was to increase citizen participation in the districts of Enschede. Between 2017 and 2018 I evaluated this project. My work would not have succeeded without the professional supervision of Bas Denters and Pieter-Jan Klok. This is why I would like to thank them in particular for the valuable feedback, their patience and support during the process. Through an internship with the district management of District North, I became acquainted with the inventive and extraordinary character of this project. I owe many people thanks for their support in my project. I want to thank Wilmien Haverkamp, Leon Buiting, James Micola, Simone Dobbelsteen, Hans Koning ter Heege, Rian Olthof, Marion Koppert, Job Kantelberg and Klazien Maathuis for their support. Next to them I want to thank the involved citizens in the process for the effort they put in answering my surveys. Finally I would like to thank friends and family that offered their kind support in this process which was not always easy, but very valuable for me!

Harm Dijkstra

Enschede, June 14th 2018

Voorwoord

Voor u ligt het resultaat van mijn onderzoek naar een experimenteel project in het kader van bewonersparticipatie in de stadsdelen van de Gemeente Enschede. De stadsconsultatie vond plaats tussen 2015 en 2016 en was een experimenteel project in het kader van bewonersparticipatie in de stadsdelen. Deze scriptie zou niet tot stand gekomen zijn zonder mijn begeleiders Bas Denters en Pieter-Jan Klok. Graag wil ik hen ten eerste danken voor de waardevolle feedback, het geduld en ondersteuning gedurende het afstuderen. Via een stage bij Stadsdeel Noord heb ik kennis mogen maken met de inventieve werkwijze en het bijzondere karakter van de stadsconsultatie. In de stage mocht ik een kijkje nemen achter de schermen nemen binnen de gemeente. Ik ben daarbij dank verschuldigd aan de vele medewerkers die in voorgesprekken, interviews en op andere momenten hulp boden aan mijn project. Hiervoor wil ik Wilmien Haverkamp, Leon Buiting, James Micola, Simone Dobbelsteen, Hans Koning ter Heege, Rian Olthof, Marion Koppert, Job Kantelberg en Klazien Maathuis danken voor hun ondersteuning. Daarnaast dank ik bij deze alle betrokken bewoners bij de stadsconsultatie voor hun deelname aan de enquêtes. Tot slot wil ik graag mijn vrienden en familie danken die mij hebben ondersteund in een niet altijd gemakkelijk, maar waardevol afstudeertraject!

Harm Dijkstra

Enschede, 14 juni 2018

1. Samenvatting

Deze Nederlandstalige samenvatting is bedoeld voor gemeentelijke beleidsmakers en overige geïnteresseerden die zich willen informeren over ervaringen in het rechtstreeks betrekken van bewoners in de beleidsbepaling van een stadsdeel of stedelijke gemeente. De samenvatting doet kort verslag van aanleiding, de opzet en resultaten van het uitgevoerde onderzoek en bevat enkele praktische aanbevelingen voor toekomstige projecten. De aanbevelingen kunnen gebruikt worden bij de verbetering van participatiebeleid in de zin van interactiviteit. Met interactiviteit wordt bedoeld dat bewoners op een meer transparante, open en gelijkwaardige manier worden betrokken en dat zij het proces positief beoordelen. Het onderzoek is gehouden naar aanleiding van een experiment met betrekking tot bewonersparticipatie tussen 2015 en 2016 in de gemeente Enschede. Met dit experiment heeft de gemeente een groep van 1000 bewoners rechtstreeks willen betrekken bij het stadsdeelbeleid. Belangrijk doel hierbij was om een meer diverse groep bewoners te betrekken in de beleidsbepaling binnen de stadsdelen. Het onderzoek is uitgevoerd tussen 2017 en 2018 in het kader van afronding van de master Bestuurskunde (Public Administration) aan de Universiteit Twente. Opdrachtgever is het stadsdeelmanagement van stadsdeel Noord te Enschede. Het management heeft de volgende opdracht geformuleerd:

In 2015 zijn veel inwoners en organisaties in de wijken betrokken in de Stadsconsultatie. Via de deelprojecten Enschede panel, stadsdeelgesprekken en weken van de wijken werkten zij mee aan de totstandkoming van wijkdoelen/programma's en de stadsdeelagenda's. Eigenlijk is betrokken een te klein woord, inwoners waren aan zet om aan te geven welke thema's belangrijk zijn voor hun wijk en dat is overgenomen in de stadsdeelagenda (SDA). Echter merken we, dat nu de SDA in de raad is vastgesteld, het eigenaarschap en betrokkenheid van inwoners niet meer zo zichtbaar en voelbaar is. Wel op een enkel thema maar niet in de breedte. Wat we graag onderzocht zouden hebben is hoe we het eigenaarschap van inwoners kunnen versterken voor hun leefomgeving, hun (talent)ontwikkeling, etc. Dat ze zich minder afhankelijk opstellen t.o.v. de overheid. Welke rol kan een SDA daarin hebben? En als we een SDA maken, wat werkt dan wel en wat niet?

In overleg met het Stadsdeelmanagement is gekozen voor een procesevaluatie van twee deelprojecten uit de stadsconsultatie. Deze deelprojecten zijn de stadsdeelgesprekken en de daarop aansluitende stadsdeelagenda's. Vooraf kon worden vastgesteld dat het proces van stadsdeelgesprekken en stadsdeelagenda's in de periode 2015-2016 op dezelfde wijze is uitgevoerd in de vijf stadsdelen van Enschede. Vandaar dat ervoor is gekozen om alle stadsdelen (m.u.v. centrum) te betrekken in het onderzoek. De verzamelde data bestaat uit vijf diepte-interviews met betrokken ambtenaren en 35 ingevulde online enquêtes van betrokken bewoners. In het onderzoek zijn drie onderdelen te onderscheiden die op elkaar aansluiten: Ten eerste is er via beleidsdocumenten en interviews met beleidsmakers

onderzocht in hoeverre het proces van de stadsdeelgesprekken interactief is georganiseerd in termen van de zogenaamde rules-in-use (Polski & Ostrom, 1999). Ten tweede is via een online enquête de groep deelnemende inwoners aan de stadsdeelgesprekken bevraagd. Het ging in dit deel om de vraag in hoeverre deelnemers het proces als interactief beoordelen in termen van transparantie, openheid en gelijkheid (Boedeltje, 2009). Ten derde is er in het onderzoek aandacht besteed aan de doelbereiking van het proces. Het gaat daarbij om de vraag in hoeverre de agendadoelen die zijn gesteld in de stadsdeelagenda's zijn behaald. Deze doelen zijn opgesteld naar aanleiding van de stadsdeelgesprekken. Hiervoor is aan de bewoners die deel hebben genomen aan de stadsdeelgesprekken gevraagd in hoeverre zij vinden dat de situatie in hun stadsdeel is verbeterd in de afgelopen twee jaar. Voorbeelden van agenda doelen het stadsdeel zijn meer zichtbaar toezicht van de politie, een hoger aantal inwoners met een betaalde baan en verbeterd onderhoud van groenstroken¹.

Bovenstaande heeft geresulteerd in de volgende hoofdvraag en deelvragen:

In hoeverre leiden de rules-in-use in de organisatie van stadsdeelgesprekken tot interactiviteit van deze gesprekken en tot het behalen van de doelen in stadsdeelagenda's?

Deelvraag 1: Voldoet de organisatie van de stadsdeelgesprekken in termen van de regeltypen aan de gemeentelijke ambities ten aanzien van interactiviteit?

Deelvraag 2: Hoe evalueren deelnemende bewoners en beleidsmakers het proces in termen van interactiviteit?

Deelvraag 3: Hoe beoordelen bewoners het proces ten aanzien van doelbereiking stadsdeelagenda's?

De verwachting is, dat naar mate de organisatie in termen van de regels correspondeert met de gemeentelijke ambities ten aanzien van interactiviteit (Dv1), bewoners en beleidsmakers positiever staan ten aanzien van het proces (Dv2) en de doelbereiking (Dv3).

¹ Voor de Agenda doelen: Zie appendix 1

1.1. Bevindingen Rules-in-use

In het eerste deel is naar aanleiding van de zogenaamde rules-in-use (Polski & Ostrom, 1999) nagegaan in hoeverre het proces van de stadsdeelgesprekken voldoet aan de gemeentelijke ambities in termen van regeltypen. Kern is dat de regeltypen meer of minder interactief kunnen zijn. De mate van interactiviteit is getoetst d.m.v. document studie en voorgesprekken. De verschijningsvormen van de verschillende regels zijn door Denters et al. (2003b) geformuleerd en worden hier in navolging van Boedeltje (2009) toegepast.

Resultaat uit dit deel is dat het proces in termen van de regels voor vijf van de acht toegepaste regels voldoet aan gemeentelijke ambities ten aanzien van interactiviteit. Hieruit is de conclusie dat de organisatie van stadsdeelgesprekken in termen van de regeltypen in ruime mate voldoet aan gemeentelijke ambities. In tabel 1 is te zien in hoeverre de regels interactief zijn en zijn aanbevelingen opgenomen. Zie verder Appendix 5 en 6.

Tabel 1: Rules-in-use: Resultaten en aanbevelingen

Nr.	Type regel	Resultaat	Aanbeveling
1.	Positieregels	Nvt.	Nvt.
2.	Grensregels	In hoge mate interactief toegepast	Stel vooraf een specifieke agenda op en communiceer die aan bewoners. Als het om een specifiek probleem gaat dat opgelost moet worden in samenwerking met bewoners, is de verwachting dat de opkomst hoger zal zijn dan wanneer bewoners worden uitgenodigd om mee te praten over relatief brede thema's.
3.	Autoriteitsregels	In hoge mate interactief toegepast	Wees bewust van de invloed van de spelvorm op de bewegingsruimte van deelnemers tijdens de bijeenkomst. Een spelvorm waarin via overleg schaarse middelen verdeeld moeten worden is voor bepaalde groepen beter toegankelijk dan voor andere.
4.	Aggregatieregels	In lage mate interactief toegepast	Faciliteer dat bewoners zelf een vertaling maken van prioriteitsstelling naar oplossing: Dit betekent dat de stadsdeelagenda's in een volgend proces niet door beleidsmakers, maar door bewoners zouden moeten worden gemaakt.
5.	Scoperegels (proces)	In hoge mate interactief toegepast	Faciliteer dat bewoners de vertaling naar de oplossingen maken op hetzelfde moment als de prioriteitsstelling, aangezien er grote kans is dat in een losstaande sessie de verhoudingen en uitkomsten zijn veranderd. Dit betekent dat het proces een volgende keer beter in één deel in plaats van twee delen kan worden georganiseerd.
6.	Scoperegels (uitkomsten)	In lage mate interactief toegepast	In het afgelopen proces is de indruk ontstaan dat de implementatie na het uitbrengen van de agenda niet optimaal is verlopen in termen van 'eigenaarschap' onder bewoners'. Faciliteer bewoners in de directe implementatie en spontaan bindende overeenkomsten: Dit houdt in dat oplossingen na de bijeenkomst worden vastgelegd en uitgevoerd door de participanten.
7.	Informatieregels	In hoge mate interactief toegepast	Faciliteer een korte enquête achteraf aan de gesprekken en agenda's. Een voorbeeld is opgenomen in appendix 6
8.	Pay-off regels	In hoge mate interactief	Nvt.

	(toegang)	toegepast	
9.	Pay-off regels (budget)	In lage mate interactief toegepast	In de huidige situatie is het niet gelukt directe zeggenschap over budgetten te geven aan bewoners. Zorg ervoor bij een volgende bijeenkomst dat er vooraf een indruk is bij bewoners van de absolute middelen die gekoppeld zijn aan de inzet die op bepaalde onderwerpen gepleegd wordt.

1.2. Bevindingen interactiviteit

Om de tweede deelvraag te beantwoorden is onderzocht in hoeverre er voldaan is aan kenmerken van interactiviteit in het proces. De kenmerken van interactiviteit zijn door Mijke Boedeltje in haar promotie dissertatie (2009) gelinkt aan de rules-in-use. De kenmerken van interactiviteit in haar en dit onderzoek zijn transparantie, openheid, gelijkwaardigheid en tevredenheid over het proces. Hoe meer van deze kenmerken door de participanten positief worden beoordeeld, hoe interactiever het proces is verlopen. De belangrijkste conclusies zijn:

1. Het proces is op een transparante, open en gelijkwaardige manier verlopen. De bewoners beoordelen alle drie concepten als tamelijk interactief. Dit volgt logisch uit de vaststelling dat het proces met deze inzet is georganiseerd (rules-in-use).
2. Bewoners zijn tamelijk tevreden over de stadsdeelgesprekken in het algemeen. Deze worden respectievelijk beoordeeld met het cijfer 6,7

1.3. Bevindingen realisatie doelen stadsdeelagenda's

1. Veel gestelde doelen in de agenda's zijn niet (meer) kwantitatief meetbaar. Dit maakt het lastig om te monitoren hoe de actuele situatie ervoor staat ten opzichte van het doel.
2. Bewoners zijn tamelijk tevreden over de stadsdeelagenda's in het algemeen. Deze zijn gemiddeld beoordeeld met een 6,5. Dit volgt logisch uit de vaststelling dat het proces interactief is georganiseerd en dat bewoners tevreden zijn met de stadsdeelgesprekken.
3. Bewoners uit stadsdeel Noord en Oost geven aan dat de aanpak van zwerfvuil en het groenonderhoud in hun stadsdeel de afgelopen twee jaar is verslechterd.

2. Introduction & Relevance

Civil participation in policy making has gained an important role on various levels in public governance. Citizens, societal and private organizations are invited at an early stage in decision arena's, in which they fulfil a role in the formulation, implementation and/or evaluation of policy. Civil participation on the one hand can lead to effects on individuals, for instance in terms of knowledge of the political system and more trust. On the other side it can lead to effects on the level of the political system, for instance better policies, more support and satisfaction of citizens about policies (Pateman, 1970). There are various forms of civil participation, which can be seen as forms of democratic renewal. Smith (2009 pp. 72-79) distinguishes three forms: First, the popular assemblies in which big groups come together and decide about local subjects or budgets. Second, direct democracy via referenda and third, the so-called mini-publics. These are based on consensus in which a lot of attention is given to diversity in the participant group. The district meetings can be seen as a mini-public. In the Netherlands, especially local and regional governing organizations make use of interactive forms of decision making (Edelenbos, Klok, van Tatenhove, & Domingo, 2006). Municipalities are experimenting with innovative methods to stimulate civil participation and interactive governance, which can be seen as attempts to revitalize the political system (Denters, van Heffen, Huisman, & Klok, 2003b). This revitalization can bring solutions for democratic problems. Take for example the problem of low turn-out for municipal elections in the Netherlands, which consequently results in narrow support for public policy.

After the Dutch municipal elections in 2014, coalition agreements of Dutch municipal councils made clear that many of the municipalities made plans as to work towards all kinds of bottom-up democratic ideals (Cohen, 2015, p. 7).

Similar, in the coalition agreement of Enschede (2014-2018), the party coalition of D66, BBE, CDA, VVD and CU agreed on their common ambition to increase the citizen participation in policy making (Municipality of Enschede, 2014). To reach this ambition, from 2015 a participation process was implemented. An important part of this process were the so-called district meetings. For these meetings, organized in four districts of Enschede, a game form was developed that invited citizens to think over what problems deserve priority in the districts and which organization is first responsible for solving these problems. The meetings were directed by municipal policy makers. Through the input of citizens, district policy makers developed district agendas with policy goals for 4 districts in Enschede. To attain high citizen involvement in district meetings, 10.000 randomly selected citizens were invited to give their opinion about the public themes and the responsibility for these themes. About 250 inhabitants accepted the invitation and participated during the sessions. The agendas were officially adopted by the city council in 2016. As said before, this is an evaluation of an experiment in Enschede. The results of this evaluation are not only relevant for the different stakeholders in Enschede but may also shed some light on participative processes more generally. After all

these processes come with considerable costs and efforts, and it is worthwhile seeing what the results of these costly initiatives are (Irvin & Stansbury, 2004: p. 56). Before presenting the research questions, the context of the experiment in Enschede is discussed briefly. Concerning the municipal ambitions and rules-in-use of the process, district meetings form an important part of the overall municipal strategy concerning civil participation. To illustrate the wider framework of the meetings, the developments in municipal strategy regarding the topic were written in the policy document of ‘Society focussed work’ (2015). The developments can be summarized in three time-cohorts between 1994 and 2018. Table 2 provides insight in the development of the relationship between the municipal organization and citizens in these cohorts:

Table 2. Changing participation strategies in municipality of Enschede, between 1994 and 2018

Time-period	1994-2009	2009-2014	2014-2018
Title of policy	“District focussed work 1.0”	“District focussed work 2.0”	“Society based work”
Main Goal	Reduce ‘gap’ between citizens and municipal organization & increase involvement of citizens in public administration.	Strengthen communication between policy makers, professionals and citizens.	Together to a participative society.
Relationship between municipality and citizen	Citizens involved in municipal decision making	Citizens involved in municipal initiatives.	Government is involved in civil initiatives

As presented in the time-table, there have been shifts in the strategy of the municipal organization towards civil participation in district policy making. To give direction to the current strategy, political and administrative policy makers have set goals to coordinate municipal efforts. For our research, policy documents have been used to locate municipal goals in terms of citizen participation. These municipal goals are relevant while they form criteria that are needed to do evaluation-research (Bressers, 1993, p. 161). To give an impression, a brief list of goals that the municipality of Enschede strives for is presented:

1. Increased involvement and participation of citizens by experiments with different forms of civil participation (Gemeente Enschede, 2014, p. 7).
2. Municipality is open for and facilitates initiatives that come from society (Gemeente Enschede, 2014, p. 6).
3. To make a better connection between things that happen in the city and the tasks of the municipal organization the city consultation is held. The district meetings are a part of this so-called city consultation (Micola von Fürstenrecht, 2015, p. 2).
4. In the spirit of the Successful 'G1000' projects in the Netherlands, we strive to talk to other people aside from the 'usual suspects' (Respondent 5/1:79-84)

Having in mind the recent developments in the field of citizen participation and the policy goals of the municipality of Enschede, research questions are formulated and described in chapter 3.

3. Research Questions

The main research question of this thesis is:

To what extent are the rules-in-use in the organization of district meetings leading to interactivity of these meetings and the attainment of district agenda goals?

To answer the main research question, the following three sub questions are formulated:

SQ1: Does the organisation (rules-in-use) of the process of the district meetings reflect the municipal ambitions?

SQ2: How do civil and policy maker participants evaluate the process in terms of interactivity?

SQ3: How do civil participants evaluate the process in terms of goal attainment of the district agendas?

It is expected that to the extent that the organization (rules-in-use) corresponds with the municipal ambitions regarding openness and citizen participation (Q1), citizens and policy-makers are more positive in their evaluations of the process (Q2) and the goal attainment (Q3)

4. Theory & Conceptualization

Outline

This chapter reports about the use of previous research for the project. Throughout this and following chapters, the structure of the research questions will be followed. This implicates that the chapters are built along the order of research questions. Consequently, this chapter starts with the used theory concerning the rules-in-use of the process, the following section handles interactions in the process and the third concerns the attainment of agenda goals. To answer the research questions, municipal policy documents and academic literature is used.

4.1. Municipal ambitions and rules-in-use

This section describes theory related to the first sub question, concerning the rules-in-use. For this question and throughout the thesis the work Institutional Analysis Framework of Polski & Ostrom (1999) forms a main basis. This framework is a tool that can be used to analyse policy interventions in a broad variety of political-economic situations. Among other purposes, the framework was developed for policy analysts to evaluate the design of policy interventions and policy effectiveness. The framework is convenient for our analysis in the first place because it offers a method through which a policy can be analysed systematically. Second, the framework forms the basis to learn more about the interactivity of the process through the work of Boedeltje (2009), which is also a key work in the analysis of research question 2. In figure 1, the contents of the Polski & Ostrom framework are outlined. The framework is built around the social spaces (arenas) in which individuals interact, exchange goods and services, solve problems etc. The framework defines processes of interactive governance as action arenas. The arena is influenced by aspects from the physical world, but also through aspects of the community in which it is located and of the formal and informal rules-in-use that are recognized by the community.

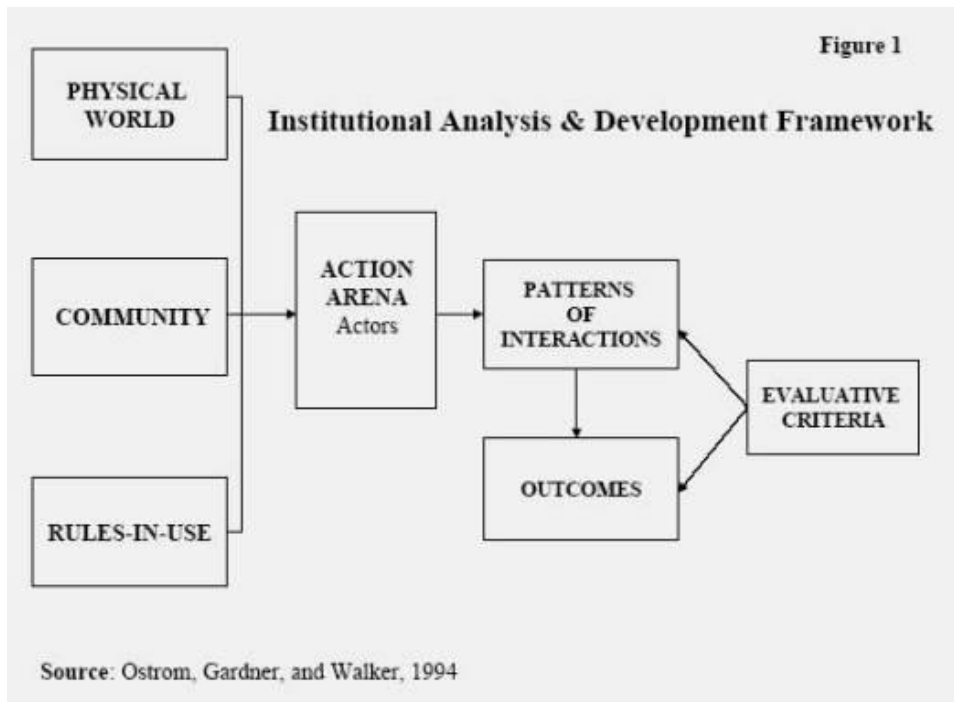


Figure 1. Institutional analysis & development framework (Polski & Ostrom, 1999).

For the research questions of this thesis, the framework is used in the sense that the arenas are the district meetings, in which the interactions are influenced by rules-in-use and has certain outcomes that are assessed using evaluative criteria. While the district meetings in Enschede were set-up in one identical form for the districts, we consider the meetings as one arena. Next, a short summary is provided of the framework and the parts that are important for our research. According to Ostrom et al (2002:29-33) a minimal Action arena is consisting of:

1. Participants (Actors) in certain
2. Positions that must decide about different
3. Actions in relationship with the
4. Information that they have and how actions are
5. Linked to potential
6. Outcomes and the
7. Costs and benefits are accounted to actions and outcomes.

As an indication of how the framework applies to our research, the action situation of district meetings is shortly outlined. The situation consists of certain participants or actors, that are included in the decision

making. These actors are citizen-participants and policy maker participants (Feature 1). Second, the participants fulfil positions or roles; they can give input in the meetings or fulfil process tasks (Feature 2). The citizens are involved in one or more phases of the decision process and can do something in the arena, for instance talk about subjects, based on an agenda (Feature 3). About these subjects they are or have been informed to some extent (Feature 4). The opinion of citizens can have influence on the decision what to do next (Feature 5 and 6). Finally, the process includes costs and benefits for the municipal organization as well as the civil participants (Feature 7).

Complementary to the attributes that exist in the physical world and the community (the municipality of Enschede) the arena and its actors are influenced by the rules-in-use. In this thesis, analysis of aspects of the physical world and community are omitted. Focus is on formal and informal rules-in-use to get more knowledge about the organization of the district meeting process in relationship with the perceived interactivity and attainment of agenda goals. The interactivity dimensions are retrieved from the research of Boedeltje (2009) and are presented in the following part of this chapter.

As a first step in our analysis, knowledge is needed about how the process of district meetings is organized in terms of the rules-in-use. To do this, the formal and informal rules of the process are described. Ostrom et al. define rules as *'Prescriptions that define what actions (or outcomes) are required, prohibited, or permitted and the sanctions authorized if the rules are not followed'* (2002:38). Rules-in-use come in two general forms: Informal Rules and Formal Rules. The first form is described by Helmke and Levitsky as *'Socially shared rules, usually unwritten, that are created, communicated, and enforced outside of officially sanctioned channels'* (2004:727). Formal rules are defined as rules that are publicly established by a qualified body. The description of (behavioural) rules of the regime of Easton (1967) specify the ways in which members of the system can behave in the political life: how they can formulate demands, how these demands can be translated in outputs and how they can influence the applications of these outputs. Rules thus do not only bring obligations but also give actors certain rights. To the extent of interactive governance, rules can give participants the right for instance, to deliver a certain input. Rules are bound by context: They only yield in specific situations and for specific groups. Aside from this, rules are prescriptive, because those that are bound by them can be called to account for their behaviour if they do not obey the rules. Finally, rules can be complied to the extent that it is possible for actors to behave according to the rules to some extent (Shimanoff, 1980). The extent to which rules for processes of interactive governance have been fasted in written documents varies per process. Rules that apply for interactive governance are not always a matter of course and sometimes formulated in a vague, limited way, this can be seen as *'under-institutionalization'* (Denters et al. 2003b:5) and indicates that no or very limited rules are written for the process. Further, there is a distinction between formal and informal rules. Formal rules are publicly decided

on by a legal installed body. (Denters et al. 2003b:5). Helmke and Levitsky (2004:727) describe informal rules as 'Socially shared rules, usually unwritten, that are created, communicated, and enforced outside of officially sanctioned channels'. If for a process multiple informal rules apply, there is an extent of institutionalization of the process, but to a lesser extent than if formal rules are applied. Following Boedeltje, a rule is regarded as informal if it is a rule that is not officially been announced by a formal institution, but that is observable in documents or during meetings and that was given a normative content in interviews. Together with the formal rules, the informal rules form the 'Rules-in-use'. (Ostrom et al. 2002:39) or the 'Actual rules'. (de Boer, 2003). To distinct informal and formal rules and concepts as 'behaviour and 'culture' Denters et al. regard three characteristics important:

1. Informal rules have an explicit normative character. They should specify how an actor must behave. Others can hold this actor responsible if the actor is not compliant to the rules and the actor can also come back on the rule himself. They thus not hold merely obligations but also provide rights.
2. Informal rules have a general and sustainable character. They make explicit how an actor should behave in a given situation. A consequence of this is that the informal rules have a 'local character' (de Boer, 2003:7) this means that informal rules of one arena, or one city district have a distinctive character from informal rules in another district.
3. Multiple actors should know these informal rules and these rules should be accepted (by a majority). In a certain context, these informal rules are not to be questioned. (de Boer, 2003). The fact that multiple actors should know the rules and that these should be accepted by a majority is somewhat problematic, because consequently not everyone in a certain arena can know or acknowledge the informal rules.

Important for our research is the link that Boedeltje (2009) provides between the rules-in-use and the interactivity of the process. The IAD framework is used because it helps to reveal the rules of the process, and here through an image can be made towards the extent to which the process was organized in an interactive manner in terms of Boedeltje. The following rules are used to map the characteristics that are part of the process in the action arena, they form the method to provide knowledge about the extent to which the process was organized in an interactive way:

1. Position rules. These rules specify the different positions in a certain arena. This rule also forms the starting point for other rule types, that relate the different positions to power for instance.
2. Boundary Rules. This rule describes how the different positions are taken and left (the access to certain positions).
3. Authority rules. These rules specify which actions are admitted to a certain position on a certain point in the decision-making process.

4. Aggregation rules: These rules specify the transformation function that is used to change actions of actors on decision points in the decision-making process in (temporarily) outcomes. So about how decisions and other outcomes emerge based on contributions of the different position holders. (Denters et al. 2003b). Aggregation rules and authority rules are similar to each other. For instance, it can be that every participant has one vote (authority rule) and that every vote has the same weight (aggregation rule)
5. Scope rules: These rules specify the set of outcomes that can be influenced in an arena. The rules can go about the process.
6. Information rules: These rules specify the information that is available for every position and for the actors outside of the action arena
7. Pay-off rules: These rules specify the costs and revenues

Now the rules have been described, a general image of an interactive participation arena can be drawn: First it is important that citizens from various backgrounds have (potential) access to the arena and get in a position where they can say or do something to reach a certain consensus within a certain setting. In this framework the participants' main need is information about the further rules-in-use. In terms of boundary and authority rules the interactive arena suggests' that boundaries to act in the arena are reduced to a minimum and the actions admitted for participants are increased to a maximum, however it should be in line with participants' capacity. Further the scope should be maximized to the extent that citizen participants have as much influence as possible. Finally, the pay-off for all participants should be set in such a way, that every participant retrieves more out of the process than that he or she invested in terms of a positive evaluation.

4.2. Interactivity of process: Concepts of Boedeltje (2009)

In the work of Boedeltje (2009), she not only describes the process (rules-in-use) of participation, but also investigates the extent to which citizen participants in six Dutch municipal participatory projects perceived these projects as interactive. Boedeltje defines the interactivity of a process as the degree to which 'a government is perceived to give (in principle) all stakeholders opportunities to influence a policy making process'. This perceived interactivity is subdivided in four dimensions: transparency, openness, equality and satisfaction with the process. The potential support of participants for interactive governance is central in the work. The main question is: To what extent does an increase in interactivity lead to more support for interactive governance amongst inhabitants? Because this is very similar to our research question in this thesis, we have made extensive use of Boedeltjes work to describe both the organisation of the process and the perceived interactivity of the district meetings in the municipality of Enschede. To the extent that wider opportunities are provided and to the extent that policy makers are more inclined to take the

opinions of stakeholders into account their decisions, the interactivity is higher. In chapter 5 will see how Boedeltje measures the various aspects of perceived interactivity.

As a background in her dissertation, Boedeltje refers to the individual modernization theory of Fuchs and Klingemann (1995). This theory states that improved access to information via media and the improvement of education levels has resulted in cognitive mobilization of people (Boedeltje, 2009, p. 6). Via these two factors, the complexity in society is growing. This growing complexity holds that interests and problems become more interweaved with one another. Increased power of individual actors in society implies a corrosion of authority of public institutions. Public institutions are not anymore, the centre of power but just another centre of power amongst others (Nelissen, 1992). These developments are associated with a necessity to involve other actors beyond governmental actors in policy processes. In short, the necessity is due to the Increased complexity, pluriformity, dissensus and insecurity about problems and governmental steering (Boedeltje, 2009, p. 8). The emancipation of the individual in this regard, is the most prominent change in the Netherlands in the traditional system (Denters and Klok, 2005). This change is characterized by a trend of allowing citizens a degree of direct influence over public decisions. Denters and Klok (2010) specify this trend in their research “Rebuilding Roombeek”, (a district in the city of Enschede that faced the consequences of a major explosion in a factory in 2000):

“A recent comparative analysis comprising developments in local government in 15 advanced industrial democracies showed a trend of allowing citizens a degree of direct influence over public decisions—citizen governance (Box 1998; John 2009). The rise of citizen governance tends to be regarded as a promising development. It is not only thought to have positive effects on participants’ civic competence, civic virtues, and sense of community (Pateman 1970, 42; Mansbridge 1999; Berry, Portney, and Thomson 1993, 5–6; Fung 2004, 14–15), but also seen as a necessary condition for a political system’s responsiveness to citizen concerns (e.g., Verba, Scholzman, and Brady 1995, 1). “But of course, it remains to be seen whether these promises are actually fulfilled”.

This thesis has the ambition to provide a fragment of the answer to what extent the positive effects of citizen governance can be made visible. Through examination of the policy documents, a relation is expected between the organization and the extent to which the meetings were interactive, and the agenda goals were accomplished. But because the research is limited to one case, there cannot be made a comparison with other cases and consequently empirical testing is not possible. We try to deal with this problem by mapping the organization of the process in terms of the rules-in-use, via study of policy documents, interviews and a survey to describe the relationship between the organization of the process and the interactivity and outcomes of it.

4.3. Municipal Agenda Goals

In chapter 5 we focus on the substantive goals of the municipality of Enschede. Here we evaluate the substantive results of the district meetings. In the spirit of a follow-up of the district meetings in 2015, district management teams developed district agendas containing specified goals, retrieved from the input of district meetings (Municipality of Enschede, 2016). The third part of the research describes the attainment of these district agenda goals. The goals that were proven fit for operationalization are presented in the next chapter. Apart from used literature, policy goals retrieved from municipal documents is essential for policy evaluation, because it reflects the motivations of the municipal organization to implement policies that reflect political wishes.

5. Methods

5.1. Selection units of observation

At the start of the policy process, a random assignment took place of 10.000 citizens (18 years and older) that received a letter with invitation to participate in the district meeting of their district. Further advertising found place in various local media. Of the 10.000 invited citizens, eventually about 250 came up and participated in the meetings. The research population consists of these participants. During the meetings, contact-lists were distributed and participants could if they wanted fill in their name, so that they might be reached to join the follow-up of the district meetings: the weeks of the districts. 174 e-mail addresses were retrieved through the contact-lists. Of these addresses, unfortunately 41 were not in use anymore at the time of the survey, which results in 133 active e-mail addresses. From this group eventually, 35 fully filled-in surveys were collected. Before the research, preliminary conversations were held with policy makers. Basic information was available via policy documents, creating an impression of the process. For knowing the extent of interactivity, involved policy makers were selected for interviews. The selection depended on the amount and kind of information that they had in terms of experience with the meetings or agendas. In table 2 the functions of involved policy makers are summarized.

Table 3: Function of policy makers involved in preliminary conversation or interviews.

Function	Interaction
Project manager Strategy & Control	Preliminary conversation
Staff Member District management	Preliminary conversations
Advisor finance and Planning & Control	Preliminary conversations and emails
Project manager District Agenda's	Preliminary conversations and emails
Ex-district Manager North	Preliminary conversations and interview
District Manager West	Preliminary conversation and interview
Project Manager District Meetings	Preliminary conversation and interview
District Team Member North/Centre	Preliminary conversation and interview
District Team Member East/South	Interview

5.2. Data collection

In order to collect the data, three methods are used: A desk study of policy documents, interviews with policy makers and surveys to participants. For answers in terms of sub question one, policy documents are analysed and there were preliminary conversations with policy makers. For sub question two concerning the interactivity, policy makers were interviewed, and citizens were surveyed. The third sub question concerning the attainment of district goals was answered through the citizen survey. The research was conducted in 2018 in the municipality of Enschede. Main aim of the surveys is to take into account the evaluation of civil participants. Main aim of the interviews is to attain deeper understanding about the intentions in the process in order to evaluate the interactivity from the standing point of policy maker participants.

Surveys were emailed to the participants that filled in their contact information during the meeting they attended. In the email to the attendees, a link was provided to the online survey application Qualtrics. For the data collection on the level of involved civilians, we chose for online surveys. Advantages of surveys are that they can be filled in on a chosen time by respondents and they cannot be influenced by the interviewer when they give their answers. A disadvantage of surveys in comparison to the interviews is the response rate. This is lower in online surveys than in interviews. Further advantages of online surveys are that in a quite short time, a broad range of people can be invited, and respondents might feel less social boundaries in giving their true opinion while unanimity in the processing of results is guaranteed in the invitation e-mail. An online survey also has the advantage that respondents can take their time to fill in the survey, and therefore can think before they give an answer. Further disadvantages of the method are that hard-to-reach respondents are not motivated to fill in an online survey. It can also be the case that participants do not feel comfortable in telling the truth. Further, the answer options can lead to unclear data, while answer options are interpreted differently by respondents. To give an impulse to the amount of responses, invited recipients received two reminders in a period of three weeks to fill in the survey.

For the evaluation of interactivity, depth interviews with involved policy makers were held face-to-face in municipal buildings. The interviews were recorded and transcribed and had a duration of about an hour. Interviews have certain benefits relative to surveys. In an interview, more information can be retrieved from respondents and when a respondent finds a question hard to answer, the researcher can give some explanation. Also, the response is higher in interviews compared with surveys. However, depth interviews have also certain disadvantages. They cost a lot of more time and money in comparison to surveys. For the policy makers it was important to gain detailed information.

5.3. Response and representativeness

An estimation of the total amount of participants in the district meetings is about 250. This resulted in about 50 participants in the 5 districts. However, the central district is omitted from this thesis while its agenda is vastly different in terms of the themes in comparison to suburban districts. The total amount of participants is not precisely known because participants were not forced to fill in their email address. In total an amount of 174 addresses were sent a survey. 41 of these addresses bounced because the address was no longer in use. This resulted in a sample of 133 addresses. Of these addresses, 35 participants filled in the whole survey. This is a response of 26,3%. The total non-response is 73,7%, which is a quite high non-response. A high non-response does not cause problems if the results are not biased by some other variable. There is no bias if the non-response is distributed random and appears in all places (de Leeuw & Hox, 1998). If a certain important variable of the research has influence on a certain group that will or will not fill in the survey, then selective response or self-selection appears (Aarts, 1999). The consequence of self-selection is that the outcomes of the research and the generalizations to the whole population can be distorted. It can be the case in our research for instance, that those respondents that were not in favour of the process are less keen on cooperation in the survey, which would turn out in more positive outcomes. The opposite can also be the case: Dissatisfied participants can fill in the survey because they want to make a point and positive participants don't see the need of filling it in. Another form of self-selection can be that persons with certain characteristics are keener on filling in the survey. Age, education level and ethnic background can play a role, as well as participation in associations by participants. This may lead to an over- or underrepresentation of certain groups. Therefore, it is not possible to see if and to what extent this type of self-selection applies.

5.4. Validity and Reliability

By using a quantitative as well as qualitative method, and involve both public servants and participants, it is attempted to enforce the internal validity of the research. Through the use of these mixed methods we get a more balanced and full picture. The sample of respondents in the survey is limited to 133 e-mail addresses of which 35 respondents filled in the survey. In this regard, the representativeness of the sample is limited to about 14% of the total amount of 250 participants in the district meetings. Further, the sample is limited to the respondents that took the effort to fill in their contact details during the district meeting they attended. Concerning the interviews, the respondents were interviewed in a private setting and they were told beforehand that their answers would be treated confidential. The parts of the answers that are referred to are not traceable to the respondent. However, it is tried to have an independent attitude in the interviews, depth interviews are always more or less subject to the interviewers' views and opinions on the matter, as well as the earlier conversations with colleagues. As well in surveys and interviews, the risk of social compatible answers exists (Dijkstra & Smit, 1999). The risk is higher in interviews while there is a direct

contact between the interviewee and the respondent. Apart from asking questions in a neutral way, this risk cannot be avoided.

The concepts of Boedeltje (2009) that are used, are covered to the extent of interactivity and acceptance of the process. However, we do not consider all the operationalizations of her research. There is for instance no control for 'conformity of participant's opinion'. Also, other variables she uses, like association membership, the extent of activism in these possible memberships and third variables like education level of or the motivation to fill in the survey are omitted for reasons of effort and time of respondents. A second threat for internal validity is maturation while a considerable time has passed since the district meetings were held in 2015. The generalizability of results is limited to the extent that a significant part of potential respondents cannot remember (exactly) how the interactions during the district meetings found place. The extent to which the results of this research apply to other settings is limited to the extent that the research finds place in a specific location and on a specific time. Due to local factors like culture and economic variables, results of the research are not to be expected completely comparable with other situations. However, it is quite plausible that in a comparable situation (Dutch city where the same method is followed in the process) results will be comparable.

6. Operationalization of variables

Outline

Following the explanation model of Boedeltje (2009), the perceptions of interactivity and the acceptance of the process and outcomes by participants and policy makers are analysed. By constructing these perceptions in scales, the concepts are grouped in four categories: transparency, openness, equality and overall interactivity. Through this groups we can evaluate the process in terms of interactions. The Agenda Goal Attainment is reported as mean goal attainment per district. Main reason for construction of these scales is to formulate more reliable answers on the research questions and present them in a clear form.

6.1. Operationalization rules-in-use

To measure the variables concerning organization of the process, we return to the rule types of Polski & Ostrom, defined as *'Prescriptions that define what actions (or outcomes) are required, prohibited, or permitted, and the sanctions authorized if the rules are not followed'*. The rules provide a basis to answer sub question 1: 'How was the process of the district meetings organized regarding the municipal ambitions and the rules-in-use?'. In table 4, the rules are operationalized, in line with Boedeltje (2009, pp. 78-81).

Table 4. Operationalization Table Rules-in-use

Rule type:	Default Condition:	Least interactive form:	Most interactive form:	Variable:
1. Position Rules	In the process there is only 1 position	(No position for citizen-participants)	(No most interactive form)	(No least or most interactive form)
2. Boundary Rules	Everyone can get access to the process that he/she wants and can leave this position when he/she wants	Citizens have no access to a process of decision making	Every citizen can take part in interactive meeting if he/she applies for it.	The less Conditions necessary to get access, the more interactive
3. Authority Rules	Every position holder is authorized to exert for him/her each physically possible action	Citizens are only allowed to listen in meetings	Citizen can exert each physically possible action.	The more actions that are allowed, the more interactive
4. Aggregation Rules	Each actor acts independently	The outcomes of a meeting are retrieved by note all the input of participants or through formulating of a 'mean' through civil servant	The outcomes of a meeting are retrieved by voting of participants, in which the value of each individual vote is weighing equal and depends on majority vote.	The more the rules guarantee that each vote/opinion is treated equal, the more interactive
5. Scope Rules of the content	There are no limitations in the meetings concerned to topics	The scope of the meetings is limited to topics that were prescribed by the municipal organization.	There are no limitations in the meetings in concerned to topics.	The less limitations that are formulated through substantive scope rules, the more interactive the process is.
6. Scope Rules of the process	There are no rules that clarify the status of the results of this arena for the subsequent process	The results of meetings have an 'informative status'	The results of meetings have a spontaneous binding status in which politics and administration do not have to confirm the outcomes	The more impact results of meetings have on subsequent decision-making the more interactive the process is.
7. Information Rules	Each actor is free to give or receive information	The citizen (as a position) has no right of	The citizen (as a position) has the full right to	The more information

		information before, during and after the process. The municipality does not provide it	information before, during and after the meeting in which information is provided when questioned as well as on set times.	position takers can get access to and is provided by the municipality, the more interactive the process is.
8. Pay-off Rules entrance arena	Entrance is free for all	The citizen (as a position) is discriminated before entrance.	Entrance is free for all.	The less financial or transaction costs citizens must make in the arena, the more interactive the process is.
9. Pay-off Rules concerning outcomes	No financial framework is given	Citizens have no say about municipal budget.	The citizen as a position has full disposition about the budget that is attributed to the project.	The greater the part of municipal budget citizen participants have a binding say in, the more interactive the process is.

6.2. Operationalization Interactivity Concepts

In table 4, the dimensions, concepts and operationalizations are presented that are used to answer our second sub question: How do civil and policy-maker participants evaluate the process in terms of interactivity? As mentioned before, these dimensions are retrieved from Boedeltje (2009). We use them to construct measurement scales in section 5.2.1. In table 4 the concepts are operationalized towards the survey set-up for civil participants. In table 5 the concepts for the in-depth interviews are operationalized.

Table 5. Operationalization of interactivity in surveys.

Item nr.	Dimension	Conceptualization	Operationalization	Possible answers
1	Transparency _Before	Transparency before the meeting about the intention of the meeting	I was informed before the meeting about the goal of the meeting	Entirely disagree Disagree Agree Entirely Agree Don't know
2	Transparency _During	Transparency during the meetings about the intention of the meeting	I was informed during the meeting about the goal of the meeting	Entirely disagree Disagree Agree Entirely Agree Don't know
3	Transparency _After	Transparency after the meetings about how the input would be processed	I was informed after the meeting about what was done with the opinions of inhabitants	Entirely disagree Disagree Agree Entirely Agree Don't know
4	Transparency _Agenda	Transparency about what would be discussed in the meetings	It was clear during the meeting where would be talked about and where would not be talked about.	Entirely disagree Disagree Agree Entirely Agree Don't know
5	Transparency _Influence	Transparency about which topics the participants had influence on	It was clear during the meeting where inhabitants had something to say about and where not.	Entirely disagree Disagree Agree Entirely Agree Don't know
6	Transparency _Action	Transparency in the meetings what would be done with the input of participants	It was clear during the meeting what in the end would be done with the input of inhabitants.	Entirely disagree Disagree Agree

				Entirely Agree Don't know
7	Openness _Presence	Possibility for participants to be present with the meeting	It was possible for inhabitants to be present at the meeting	Entirely disagree Disagree Agree Entirely Agree Don't know
8	Openness _Opinion	Possibility for participants to give their opinion in the meeting	It was possible for inhabitants to give their opinion in the meeting	Entirely disagree Disagree Agree Entirely Agree Don't know
9	Openness _Topics	Possibility for participants to define the topics	It was possible for inhabitants to influence the subjects of the meeting	Entirely disagree Disagree Agree Entirely Agree
10	Openness _Say	Possibility for participants to say what they want	It was possible for inhabitants to say what they want	Entirely disagree Disagree Agree Entirely Agree Don't know
11	Equality _Opinion	Equal possibility for participants to give their opinion	The possibility to give opinion during the meeting was equal for all inhabitants	Entirely disagree Disagree Agree Entirely Agree Don't know
12	Equality _Influence	Equal influence of participants on outcomes of the meeting	Participants had equal influence on the outcomes of the meeting	Entirely disagree Disagree Agree Entirely Agree Don't know
13	Acceptation _Importance	Meaningfulness of meeting	My rating about the overall importance of the meeting	Grade (1-10)
14	Acceptation _Whole	Grade meeting	My rating of the meeting as a whole: (grade of 1 to 10)	Grade (1-10)

Table 6. Operationalization interactivity in interviews

Item nr.	Dimension	Operationalization (question)
1.	Transparency	To what extent did participants get information before the district meeting?
2.	Transparency	To what extent did participants get information during the district meeting?
3.	Transparency	To what extent where participants informed after the meeting about the further process?
4.	Transparency	To what extent where participants informed about what topics would be talked about and which would not be talked about?
5.	Transparency	To what extent where participants informed about the extent to which their opinion would be considered?
6.	Transparency	To what extent where participants informed after the meeting about what would be done with their input?
7.	Openness	How did the number of participants that participated influence the process and goal attainment?
8.	Openness	To what extent could participants give their opinions?
9.	Openness	To what extent could participants decide which topics would be discussed in the meetings?
10.	Openness	To what extent could participants say what they wanted to say about the discussed topics?
11.	Equality	To what extent did participants had equal opportunity to give their opinion?
12.	Equality	To what extent did participants have equal influence during the meeting?
13.	Acceptation of process	How would you grade the process in district meetings?
14.	Acceptation of process	What is your motivation of this grade?
15.	Acceptation of outcomes	How would you grade the outcomes in terms of the district agenda's?
16.	Acceptation of outcomes	What is your motivation for this grade?

6.2.1. Scales Interactivity

As indicated before, the concept of interactivity is subdivided in three dimensions: Transparency, Openness and Equality. Further we measured the overall acceptation of the process. To get more reliable and clear results for these dimensions, respondents that filled in 'don't know' to 50% or more questions per dimension are omitted from the results. This is because we assume that if people are not capable of answering 50% of these questions, their memory of the meeting is less reliable. Complementary to the results, the inter-item validity is also given. This requirement stimulates content validity in the sense that only sufficient enough constructs are suitable for analysis. As mentioned earlier, participants got 12 questions about these dimensions. Of these questions, 6 are about the transparency, 4 about Openness and 2 about Equality. For each item respondents can take a stand. The following answering options are possible: 1: I do totally not agree, 2: I do not agree, 3; I do agree, 4: I do totally agree and 5: I don't know. The last category is indicated as missing value, so that the reports were only the answers of citizens that can answer the question are included. Further, as indicated the first part consists of 6 questions. In the mean result, the responses are filtered to the extent that only the responses of citizens that formulated an answer to 50% questions or more are included. This is done because we want that enough variables are included in drawing conclusions about the interactivity constructs. The following scales are made in terms of the interactivity dimensions:

1. The Transparency Dimension consists of the following items:

(Transparency_Before+Transparency_During+Transparency_After+Transparency_Agenda+Transparency_Influence+Transparency_Action)

2. The Openness Dimension consists of the following items:

(Openness_Presence+Openness_Opinion+Openness_Topics+Openness_Say)

3. The Equality Dimension consists of the following items:

(Equality_Opinion+Equality_Influence)

4. The Interactivity Concept consists of the following items:

(Transparency_Overall+Openness_Overall+Equality_Overall)

Table 7: Reliability of Scale Construction

Scale name	Nr. of Items	Cronbach's Alpha	Mean Inter-item Correlation	Item Mean min	Item Mean max
Transparency	6	0,816	0,413	2,654	3,346
Openness	4	0,730	0,432	2,630	3,333
Equality	2	0,800	0,678	2,818	3,091
Interactivity	3	0,846	0,677	2,958	3,104

From table 6, it becomes clear that the inter-item reliability is high. Cronbach's alpha is $\geq 0,7$ for each scale construction. We regard this as high enough to continue our analysis and construct the scales as described.

6.3. Operationalization Agenda goal attainment

To answer our third sub question 'How do civil participants evaluate the process in terms of goal attainment of the district agendas?' the district agenda goals are operationalized to be answered in the civil participant survey. In Appendix 1, the operationalizations of Agenda goal Attainment per district are presented.

6.3.1. Agenda Goals District North:

1. Increase of involvement of citizens in maintenance of common grounds
2. Decrease of rubbish on the street
3. Increase of the attention for sustainability
4. Decrease of nuisance caused by groundwater
5. Increase of the number of citizens with a payed job
6. Increase of the number of citizens that commits volunteering work
7. Decrease of the number of citizens that has debts
8. Increase of the attachment between citizens
9. Improvement of the ambiance between citizens that have divergent beliefs
10. Decrease of overall nuisance
11. Increase of visible supervision of police and citizens
12. Increase of traffic safety
13. Increase of overall liveability

6.3.2. Agenda Goals District East:

1. Decrease of the amount of litter in the streets
2. Increase of the weed control
3. Increase of the maintenance of parks
4. Decrease of the nuisance of youth groups
5. Decrease of the problems with drugs
6. Decrease of poverty
7. Decrease of unemployment
8. Decrease of the number of citizens with problematic debts
9. Increase of shopping offer in my district
10. Increase of overall liveability

6.3.3. Agenda Goals District South:

1. Increased Stability in demand and supply of health care
2. Increased facilitation of citizens towards volunteer jobs or meaningful day activities
3. Increased cooperation between organizations that support citizens
4. Decrease of the number of citizens with problematic debts
5. Increase of respect between citizens of different cultural backgrounds
6. Increase of cooperation in dealing with confused citizens
7. Increase of young people that practise sports
8. Increase of overall liveability

6.3.4. Agenda Goals District West:

1. Increase of care and support for citizens
2. Improvement of the way that people treat each other
3. Improvement of the approach of malicious health care organizations
4. Decrease of the amount of people with problematic debts
5. Decrease of the amount of people that finds it hard to get a job
6. Decrease of organized crime
7. Improvement of the ambiance between different groups of citizens
8. Increase of traffic safety
9. Increase of counteractions to stop nuisance of young people
10. Increase of overall liveability

6.4. Scales Goal Realization

In the survey part concerning interactivity, participants were asked to answer questions about the district they live in. For each single item, the answering possibilities were the same. We recall that the possible answers were: 1. Situation degraded in the last two years, 2. Situation stayed the same in the last two years, 3. Situation improved in the last two years. 4. I don't know. Further, some districts had very similar goals: It is for instance a goal for district North and East to diminish rubbish in the streets. Therefore, we try to say something about district goals that were identical or similar for 2 or more districts. To increase reliability of the items, mean scores were taken to get an overall image of goal attainment since the implementation of the agenda's in 2016. Further, respondents that filled in 'don't know' to 50% or more questions are omitted from the results. This is because we assume that if people are not capable of answering 50% of these questions, their memory of the meeting is less reliable. Also, it deserves mentioning that item nr. 6 in District east, concerning the chance that inhabitants report criminal activities and nuisance to the police is omitted because the item is regarded as multi-interpretable.

After analysis of the scales, it became clear that no reliable results could be retrieved concerning the agenda goals, because the N was too low. However, the overall grade that was given to the agendas as a whole is positive. In that sense we can say that in general terms, citizens are satisfied with the district agendas.

7. Results & Conclusions

Outline

Previous chapters described the method through which the main question is investigated: *To what extent are the rules-in-use in the organization of district meetings leading to interactivity of these meetings and the attainment of district agenda goals?* First, the Interactive Analysis Development Framework by Polski & Ostrom was used to analyse the rules-in-use of the organization. Consequently, the interactivity of district meetings is conceptualized and operationalized and third the goal attainment of agendas and the overall satisfaction with the agendas is measured. Now the different measures and methods have been described, the results are presented in this chapter. The interactivity of the organization is described in the first part along the rules-in-use. In the second section the results of the survey in terms of interactivity is given and in the last part the results of the agendas are presented.

7.1. Results & Conclusions Organization of Process

Results concerning sub question 1 are retrieved through a document study and interviews with 5 policy makers. In Chapter 4, we operationalized the parts of the process (see table 2). Concerning the rules in relation with interactivity, the results are presented in table 7 and 8. In table 7 the organization of the process is outlined and supported by quotes from the interviews that were held with policy makers, partially answering sub question 1 by giving the results concerning the rules-in-use of the process. The first column of the table presents the rules-in-use. Starting point with each rule are the two main positions in the arena's: Policy makers and Citizens. The second column describes how the district meetings were planned regarding the municipal ambitions. The third column describes how the district meetings took place, according to policy makers. On the basis of the interviews and policy documents we consider the procedures as being more or less interactive. First the reasons that the organization is regarded as interactive are summed and second the reasons for lacking interactivity. Subsequent, the conclusions are stated.

Table 8: Results Rules-in-use - Interview quotes

Rule Type/ Interactivity dimension	Description of the district meetings regarding the municipal ambitions (Retrieved from policy documents and preliminary conversations)	Interview-Quotes (Nr order: respondent nr, question nr and sentences)
1. Positions	Two positions: Citizens and policy makers. One or two policy-maker participants take stage on the beginning of the meeting to welcome citizens. A few colleagues are instructor on a table, containing about 10 citizens. They give instructions about how the game is played and are instructed that they must stimulate equal chance of input by citizens.	(1:1:13-15) "There were municipal workers from throughout the organization because a goal was to involve more colleagues". (1:1:21-25) "It should become something that was built together with partners and inhabitants. It would become something of us all"
2. Boundaries	10.000 Citizens from Enschede were invited at random from the population register. 1000 were expected to come up. Some 250 came up eventually.	(1:2:9-10) "In all the meetings total we hoped for some 1000 participants. So, when you divide that through five districts, in total an amount of 200 participants could have joined in the meetings". (1:5:133-134) "But of these participants, few had a foreign background, few are low-educated. So, a certain group comes up to these meetings. Question is to what extent that is a bad thing?" (2:25-26) "What was nice is that the people who came up weren't just the usual suspects" (2:26-30) "I would have rather seen some more participants, but in the end, looking at the small groups we had we have done some beautiful things".
3. Authorities	Policy makers have constructed five	(3:10:25) "Participants got the opportunity to say what they

	<p>themes. The themes are: Safety, Care/Health support, Clean Living Environment, Youth & Education, Social Living Environment and Leisure. These themes are used to discuss who is responsible for them.</p> <p>Policy makers are assigned as 'chairmen in the background' on the tables</p> <p>Citizens can discuss with each other what themes they find important and who is responsible.</p> <p>Citizens can assign responsibility for the themes through a limited amount of 'coins' that represent the municipal organization, civil organizations and individual citizens'.</p>	<p>had to say".</p> <p>(2:10:17-20) "Participants got full freedom of input. At the table there were process leaders, responsible that participants all gave equal input, these were trained in conversation techniques".</p> <p>(2:2:49-55) "Some participants needed some time to get used to the game-form, but in the end it was a pleasant and good form"</p>
4. Aggregations	<p>Citizens around tables come to a consensus about their distribution of coins to themes.</p> <p>Policy makers made photographs of the game settings when consensus was reached.</p>	<p>(1:5:28-29) "It was made very clear for participants that their input from the meetings would be processed and be the basis of district agenda's"</p> <p>(4:8:37-38) "Consensus played a very important role".</p> <p>(4:4:46-50) "I think that it was positive that we used the game to frame in the meeting. I found that it was good thinking because it withheld participants from just complaining and the game brought focus in the question in the sense of "What should we do about it?"</p>
5. Scope in terms of the content	<p>Policy makers wrote district agendas through the photographs of the game settings that showed the 1) priority themes in the districts and 2) responsibility for these themes.</p>	<p>(4:1:7-9) "In the preparation we agreed as policy makers that it should not become just a forum for complaints".</p> <p>(5:1:580-581): "It is hard to say what the concrete outcomes were of the process".</p>

<p>6. Scope in terms of the process</p>	<p>Policy makers presented the outcomes of an online survey that was filled in by citizens and informed the participants in the meetings what were the most important subjects in the city, according to the survey respondents. The following question was central: “Of the 6 themes, these are the four themes that are most important in your district. Do you agree, or should there be other themes included that are more important/should the prioritization be altered? The list could not be made longer than 4 themes.</p> <p>Policy makers ‘stored’ the distribution of responsibilities in the game. These ‘outcomes’ formed the basis to come to specific actions per district in the further process of ‘Weeks of the districts’ (Aug-Sept 2015)</p> <p>Aside from the participation aspect, the municipal organization had the ambition to increase mutual understanding amongst policy makers located in the districts with policy makers that are responsible for the ‘programmes’ (Economy, health care, social work etc)</p>	<p>(5:1:647-648) “Through of the themes that participants gave priority, we asked people later in the weeks of the districts: So, you find this important, but what should be done and who should do it?”</p>
<p>7. Information</p>	<p>Citizens got an invitation letter before the meeting that included explanation of the intention of the meeting.</p> <p>Citizens got explanation of the game from policy makers during the meeting</p>	<p>(1:2:18-24) “We did not give enough attention to marketing. In communication we thought that a letter from the mayor would get people to join, but we did not realize that a lot of people throw away a letter from the municipality without reading it”.</p>

	<p>Citizens got mail after the meetings with report and information about the process.</p>	<p>“I think the invitation and the goals that were put in, were to abstract. It was about ‘The future of our city’ and things like that. Maybe to major and abstract”.</p> <p>(3:1:6-8) “There was sent a report to all the participants, I’m sure of that”.</p> <p>(5:147-150) “It was hard for people with another ethnic background because the game was rather complex for them. Also, they are not used to such a discussion and the distribution of responsibilities between inhabitants, professionals and municipal actors. It was clear that they could not participate in a good way. The game form should be changed into something less complex”.</p> <p>(6:4:21) “After the meetings, it was not very clear what exactly would be done with the outcomes. Also due to confusion of tongues that came from the district programmes”.</p> <p>(14:1:23-25) “Participants got a report, but I doubt to what extent they would say now that they were involved after the meetings”</p>
<p>8. Pay-off (access)</p>	<p>Citizens did not have to pay anything except being present at the meeting.</p>	<p>(5:1:519-520) “We managed that there was always something nice to eat. In that way it also got fun to attend for participants”.</p>
<p>9. Pay-off (budget)</p>	<p>Policy Makers had the intention to link the district agenda outcomes to municipal budgets. This idea was not implemented.</p> <p>Citizens had no say about budgets for the</p>	<p>(5:1:619-622) “The link of the budget with what citizen wanted, that was also what the municipal secretary wanted then. But that did not work out as it should I believe”. “But it was the intention to make the link of what citizens found important to the prioritization of means”</p> <p>(4:6: 26-30) “The intention was to link the district agenda’s</p>

meetings and agendas. These were part of the working budget of the districts.

to the district budget. The idea was that citizens had influence on the budget. Well, this turned out to be very complicated and could not be realized. So eventually the district budget was not linked”.

(5:1:516-520) “Costs were payed from the working budget of the districts”.

Conclusions per Rule

1. Position rules: As for the position rules it is already noticed that no least or most interactive form is recognized, while the positions of an actor are just a starting point for the rights and duties, and distinction in interactivity can only be made then.

2. Boundary rules: For a more interactive arena, in principle as many citizens should be able to join. In order to maximize the amount of participating citizens a random sample of 10.000 citizens above 18 was drawn from the population register. Furthermore, the meetings were actively promoted in meeting points and local media. In district North, efforts were made to include people with a migration background. The form of the game was however hard to understand for people that have limited knowledge of Dutch language and/or participants that have limited affinity with Dutch 'participatory culture'. Based on this criterion we consider that the process was organized strongly interactive in terms of the boundary rules.

3. Authority rules: For a more interactive arena, in principle as many actions as possible should be possible for participating citizens. Example from the district meetings is that participants do not only have to listen what policy makers have to say. They can give their input in a proactive way and there is also room for subjects that were not planned by the policy makers. Furthermore, policy makers were explicitly instructed to have an independent role and invite silent actors to give their input about the topics. Based on this criterion we consider that the process was organized strongly interactive in terms of the authority rules.

4. Aggregation rules: For a more interactive arena, in principle decisions should be acknowledged in a democratic manner that guarantees a vote for every citizen as position. With regard to the process, participants were instructed to come to consensus about prioritizations of topics on the one hand and distribution of responsibility on the other. The input of citizens was translated by policy makers in an output (a kind of mean). Practically this meant that a photograph was made of the distributions and that policy makers used these photographs for the next steps: The Weeks of the districts (omitted from this research) and the district agendas. Intention of the weeks of the districts was to make agreements about specific measures. Based on this criterion we consider that the process was organized weakly interactive in terms of the aggregation rules.

5. Scope rules in terms of the content: For a more interactive arena, in principle there should be as less limitations as possible for the scope rules in terms of the process. This implies that the position of civil participant can bring in all subjects that are possible. Towards the process, there was a small limitation in the sense that involved policy makers were instructed to counteract on participants that did only complain. Furthermore, the game form that was used limited the participants to the extent that citizens could not opt in or out for the game. Nevertheless, citizens were free to express their feelings about topics that were not

directly meant to be discussed. Based on this criterion we consider that the process was organized interactive in terms of the scope rules of the process.

6. Scope rules in terms of the process: For a more interactive arena, in principle the decisions should have a spontaneously binding status. With regard to the process, scope rules in terms of outcomes were limited because the intention was to account for this in the continued process of weeks of the districts, which is omitted from this research. The possible scope in the process of district meetings was the throughput of prioritizations into the district agendas, but citizens could not control what would be included in the agendas. In that way the agendas can be seen as having an informative status. Based on this criterion we consider that the process was not organized interactive in terms of the scope rules of the outcomes.

7. Information rules: For a more interactive arena, in principle the information for participants should be distributed by the policy makers and participants should have full access. With regard to the process participants were invited and got information before, during and after the meetings. This information consisted of the invitation letter, instructions during the meetings and a message after the meetings with the district agendas in it. Based on this criterion it is considered that the process was organized highly interactive in terms of the information rules.

8. Pay-off rules in terms of the access: For a more interactive arena, in principle the participants can participate for free and the barriers for them to come should be minimalized. Towards the process it is clear that participants can participate for free and that the municipality takes responsibility for costs of location and beverages. Further, the meetings were held after work time. Based on this criterion it is considered that the process was organized highly interactive in terms of the pay-off rules in terms of the process.

9. Pay-off rules in terms of the budget for outcomes: For a more interactive arena, in principle the share of the total municipal budget that participants have to their disposal should be as large as possible to realize their goals. Towards the process there was no clear budget for specific actions. Based on this criterion it is considered that the process was not interactive in terms of the pay-off rules concerning the outcomes.

It is expected that to the extent that the organization (rules-in-use) correspond with the municipal ambitions regarding openness and citizen participation (Q1), citizens and policy-makers are more positive in their evaluations of the process (Q2) and the goal attainment (Q3)

Summarizing, of the 8 rules-in-use, 7 rules are applied in an interactive form. These results indicate that the organization of the process was highly interactive. Therefore, it is expected that the citizens also evaluate the meetings as interactive and that the process goals are attained. In the following section, the results concerning the interactivity of meetings are presented.

7.2. Results & Conclusions Interactivity Meetings

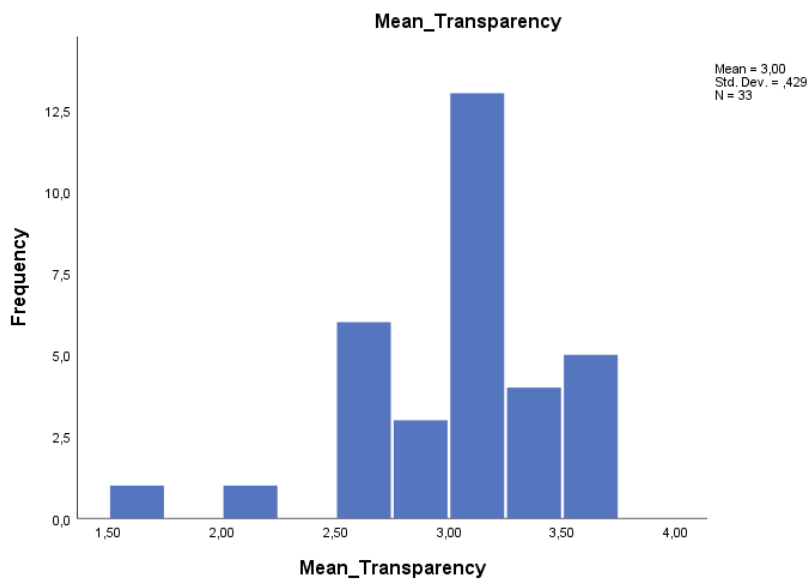
In this section, the results related to sub question two are presented. The results are reported for the dimensions as well as the overall interactivity. The overall interactivity is computed by standardizing the dimensions and divided by three. The means and standard deviations of the overall interactivity are reported in table 9. Recall that the possible scores for the dimensions were 'I do totally not agree (1), I do not agree (2), I agree (3) and I to totally agree (4)

Table 9: Results Interactivity

Dimension (score)	N	Mean \pm SD
Transparency (1-4)	33	3,00 \pm 0,43
Openness (1-4)	30	3,13 \pm 0,39
Equality (1-4)	27	2,96 \pm 0,55
Mean Interactivity (1-4)	19	2,99 \pm 0,42
Overall Grade meetings (1-10)	35	6,65 \pm 1,59

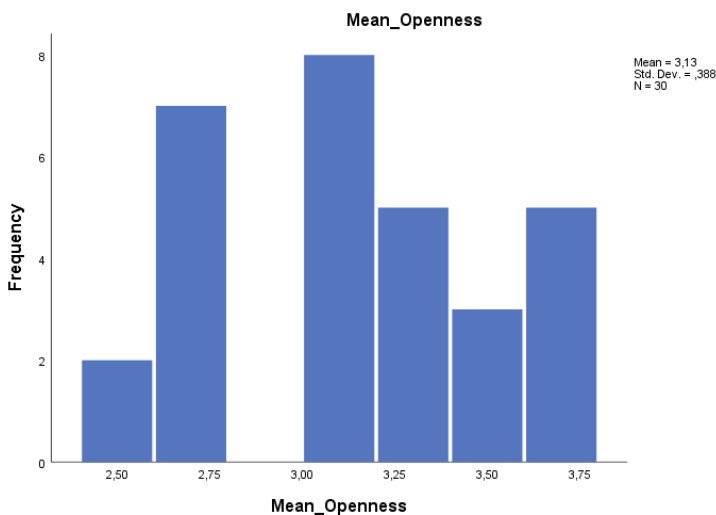
The score for the dimensions as well as the whole interactivity is approximately 3, which corresponds with 'I agree'. This implicates that participants agree with positive statements concerning transparency, openness, equality and interactivity. Further, Figure 2 to 5 show the histograms for the three dimensions. In table 10 , frequencies of the overall grade that participants give to the district meetings. The mean score for the meetings is 6,65. This indicates that respondents are satisfied with the meetings. Finally, the regression analysis for overall grade meetings in relation to the interactivity dimensions is presented table 11. The results indicate that a high perception of equality and transparency to a lesser extent, are positively associated with the extent to which citizens are satisfied with the process. Openness seems to be lesser important in the satisfaction of citizens with the process.

Figure 2: Histogram mean transparency frequencies



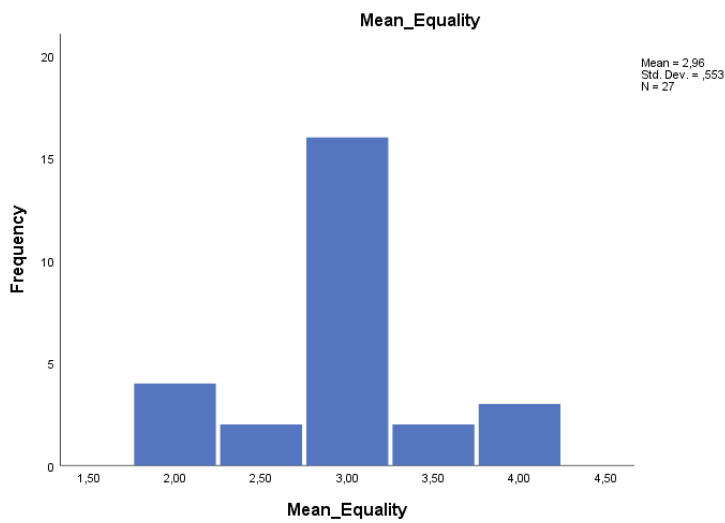
The frequency of scores shows that over 60% of the respondents agrees with positive statements concerning the transparency. Further, only three percent scored under 2,5 which indicates that two respondents of 35 score a mean of 'I do not agree'. Therefore the conclusion is that the transparency was quite high during the meetings.

Figure 3: Histogram mean openness frequencies



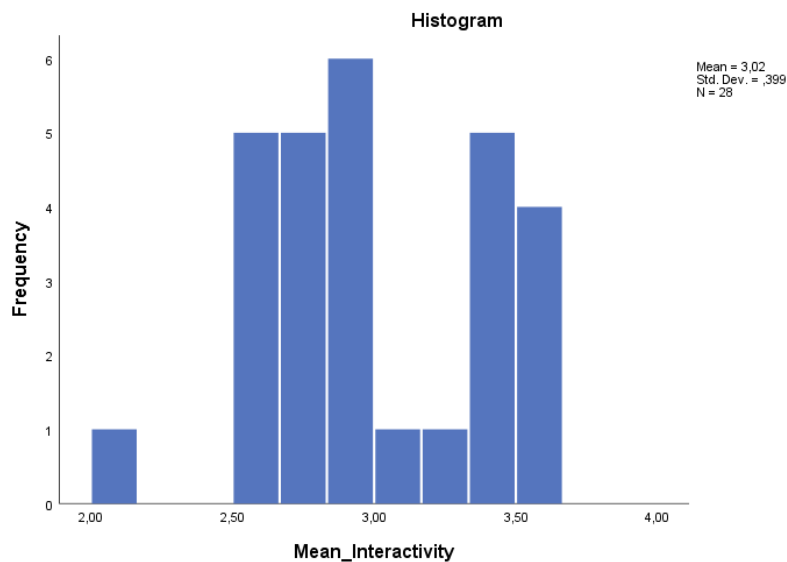
The frequency of scores shows that over 60% of the respondents agrees with positive statements concerning the openness. Further, none of the respondents had a mean score below 2,5 which indicates that no respondent has a mean score of 'I do not agree'. Therefore the conclusion is that the openness was high during the meetings.

Figure 4: Histogram Mean Equality frequencies



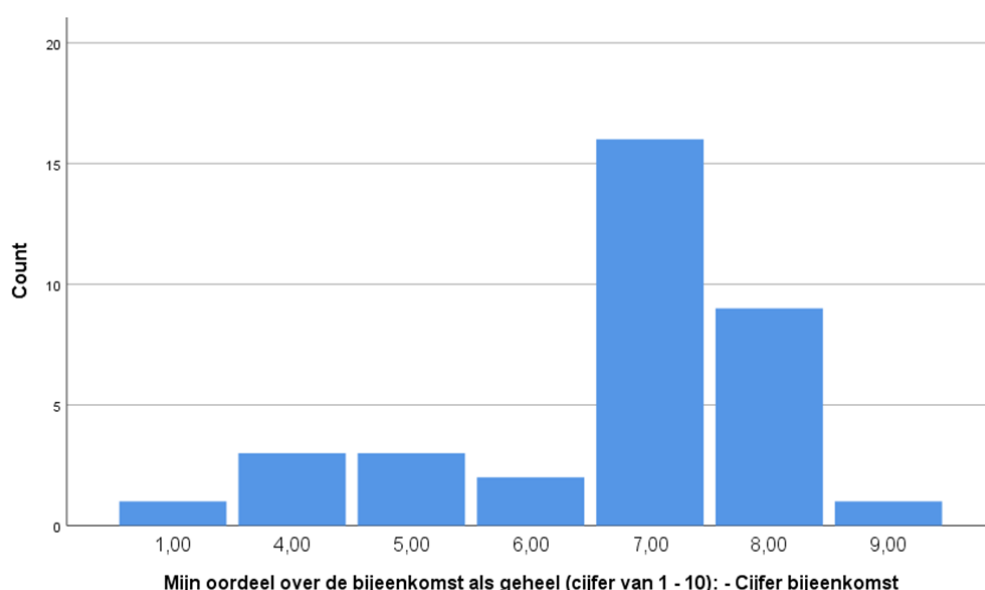
The frequency of scores shows that over 80% of the respondents agrees with positive statements concerning the openness. Further, four respondents had a mean score below 2,5 which indicates that these had a mean score of 'I do not agree'. Therefore the conclusion is that the equality was high during the meetings, but that a minority did not felt as if they had an equal chance to give input.

Figure 5: Histogram Mean Interactivity



The frequency of scores shows that the most respondents agree with positive statements concerning the interactivity dimensions. Further, 1 respondents had a mean score below 2,5 which indicates a mean score of 'I do not agree'. Therefore the conclusion is that the interactivity was high during the meetings.

Figure 6: Histogram overall satisfaction meeting



The results shown in figure 6 can be interpreted as a satisfactory score for the district meetings as a whole. In addition to the results above, table 10 provides the computed correlation coefficients for the score on the three different dimensions and the overall grade participants give to the meetings. As can be seen in table 10 a small to average positive correlation is found between the dimensions and the overall grade participants give to the meetings. The conclusion is that the Equality dimension is the most decisive dimension for participants when they grade the district meetings, transparency is also important and openness is less important for participants in the overall grade they give to the meetings.

Table 10: Regression overall grade meetings and interactivity

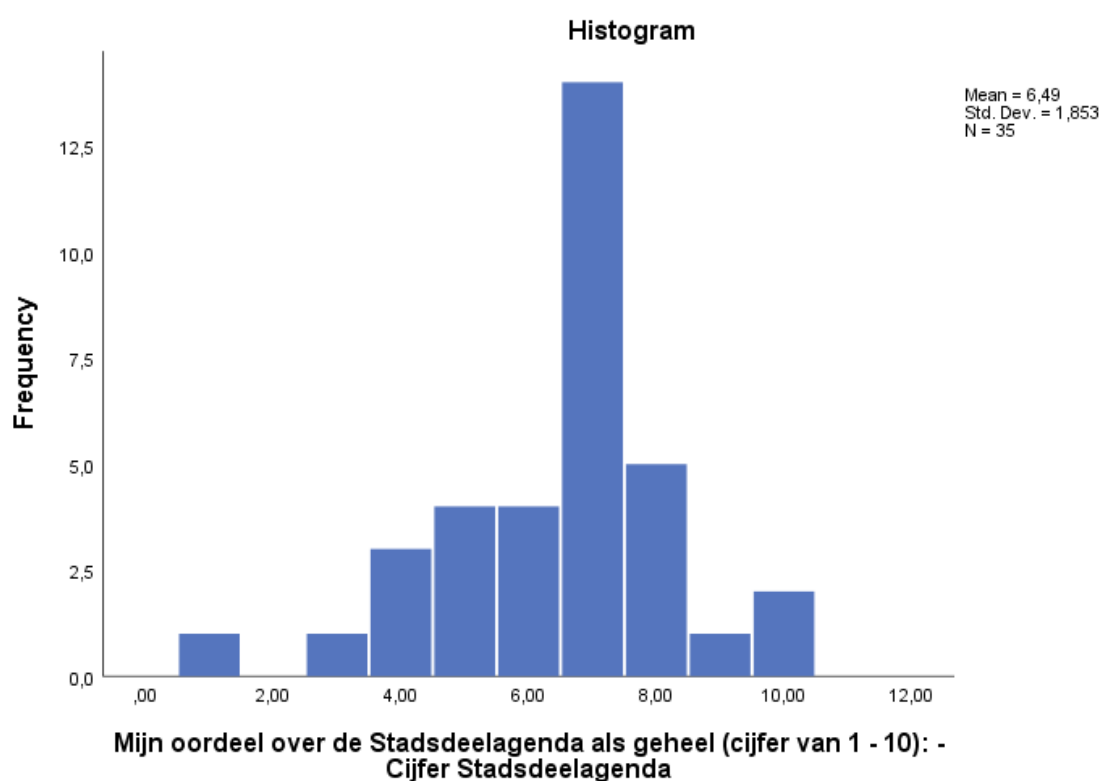
Dimension	Stand. Regression Coefficients Beta
Transparency	0,377
Openness	-0,034
Equality	0,465

Finally, it is recalled that it is expected that to the extent that the organization (rules-in-use) corresponds with the municipal ambitions regarding openness and citizen participation (Q1), citizens and policy-makers are more positive in their evaluations of the process (Q2) and the goal attainment (Q3). In the first phase of this research we have concluded that the rules-in-use in the organization correspond with the municipal ambitions regarding openness and citizen participation. Now, the second phase has ended we can conclude that also the citizens and policy makers are positive in their evaluations of the process. In the next chapter we will see to what extent the agenda goals have been attained.

7.3. Results Agenda Goal Realization

This section presents the results in terms of the agenda goal attainment. First the frequency table for the overall grade for district agendas is presented (figure 7) . Next in table 16, mean results are given for the attainment per district. Then in table 18, results of a comparison between the grade of the meetings and overall grade of the agendas can be found. Finally in table 19 some results concerning notable agenda items are discussed.

Figure 7: Histogram frequencies overall satisfaction agendas



Most important result is that the overall evaluation by citizens is fairly positive. Citizens give a mean score of 6,45 to the overall agenda. Further, a vast majority of about 75% of the participants is satisfied with the district agendas. 25% appears to be not satisfied. Towards attainment of individual goals per district, respondents could only answer questions for their own district. This is the main reason that the N in table 16 is quite low.

Mean Attainment of agenda goals per district

Table 16. Mean attainment of agenda goals per district.

District (score)	N	Mean \pm SD
Attainment_Noord	5	1,89 \pm 0,32
Attainment_Oost	7	1,88 \pm 0,30
Attainment_Zuid	2	2,52 \pm 0,48
Attainment_West	2	2,30 \pm 0,85
Mean grade District Agenda	35	6,48 \pm 1,85

Despite attempts to increase reliability, the N is too small for conclusions about individual items or comparison of districts. What we can see however is that the overall satisfaction for meetings and agendas seems to be associated:

Table 17: Crosstabs overall satisfaction meetings and overall satisfaction Agendas

Category	N
Grade for overall satisfaction meetings and grade for agenda's the same.	22 (62,8%)
Grade for agendas higher then grade for meetings	4 (11,4%)
Grade for meetings higher then grade for agendas	9 (25,7%)

The results show that a majority of the respondents indicated to be equally satisfied with the meetings as towards the agendas in general terms. Further we can see a small difference between satisfaction about the meetings and satisfaction about the agendas. It appears that overall satisfaction about the meetings is somewhat higher then satisfaction about the agendas. It may be that this result is associated with citizens that gave input but the agenda was not the result that they wanted. Further it is indicated in some reactions by citizens that they were positive about the process but were not informed later about what was done with their input. This is in line with the reactions of some policy makers that were not sure about the follow up of the meetings in terms of which of the agenda goals were attained.

Next, the correlation between overall satisfaction with the meetings and the agendas is presented. This information is relevant because we can see a significant association between the given grade and interactivity, indicating that citizens that give a higher grade to the process are more inclined to give a high grade to the agenda's: Calculating the Pearson's R for overall satisfaction with the meetings and overall satisfaction with the agenda's (in grade of 1-10) shows a value of 0,847, which is a quite high positive correlation.

Table 18: Results garbage and green maintenance (situation deteriorated = 1, situation stayed the same =2, situation improved =3)

Item	N	Min	Max	Mean	SD
The amount of rubbish on the streets in my district has lessened in the last two years	7	1	2	1,14	0,378
Prevention of green decay in my district has improved in the last two years	10	1	2	1,30	0,483
Maintenance of public gardens in my district has improved in the last two years	10	1	2	1,20	0,422
Involvement of citizens in care for the public space in my district has improved in the last two years	7	1	2	1,57	0,535
The amount of rubbish on the streets in my district has lessened the same in the last two years	10	1	2	1,10	0,316

Table 18 presents five results concerning items of physical maintenance of common grounds in the districts. However, the N is low, it is notable that 4 of 5 mean scores have a mean under 1,5 and that no respondent thinks that the situation has improved. This indicates that in certain areas, the situation has deteriorated in the last two years. Therefore, our conclusion is that the agenda goals concerning physical maintenance are not attained.

In the previous chapter, we saw that the results concerning organization in terms of rules and the satisfaction and perception of interactivity were in line with our expectation. We recall that it was expected that to the extent that the organization (rules-in-use) corresponds with the municipal ambitions regarding openness and citizen participation (Q1), citizens and policy-makers are more positive in their evaluations of the process (Q2) and the goal attainment (Q3). In terms of the goal attainment, most important conclusion towards this line of reasoning is that in terms of the overall satisfaction with the agendas the results are compliant. It can however not be said with certainty to what extent individual goals were attained.

8. Discussion & Recommendations

Outline

Main goal of this research was to evaluate a policy organization in terms of rules, its process in terms of interactivity and outcomes in terms of goal attainment. This is considered relevant primarily because participative experiments and policies can be seen as attempts to revitalize the political system. Second, because public institutions can be hold accountable for their public duties, it is important to evaluate and increase knowledge about the extent to which a public body succeeds in attempts to revitalize the political system. Before discussion of the results, the research questions are recalled:

To what extent are the rules-in-use in the organization of district meetings leading to interactivity of these meetings and the attainment of district agenda goals?

SQ1: Does the organisation (rules-in-use) of the process of the district meetings reflect the municipal ambitions?

SQ2: How do civil and policy maker participants evaluate the process in terms of interactivity?

SQ3: How do civil participants evaluate the process in terms of goal attainment of the district agendas?

8.1 Rules-in-use

The expectations in the beginning of the research were that interactive organization is associated with interactive perceptions and the attainment of agenda goals. In line with this expectation, the results retrieved through interviews revealed that the experiment in which initial citizens were invited personally was quite ambitious and policy makers were partially successful in this ambition, if we refer for example to the perceptions of the participants. Asking for the ambition to invite 10.000 citizens, policy makers expected around a 1000 participants. When the eventual numbers appeared to be around a quarter of their expectation, many of them reacted quite disappointed, but nevertheless they were fairly positive about the organization of the process. Several mentioned the external effect of the project, in terms of improving internal communication by blending policy makers with different backgrounds into the process. Further, when looking back, policy makers think that the goal of reaching a group that was not reached before was attained. Towards the follow-up however, mixed signals came up. It appeared that the organization of the process costs a lot of time and effort. It deserves mentioning that the actual costs could not be retrieved. However the costs were not a main topic in this evaluation, it would have been informative to make a fair estimation of it in terms of political context. When asking, policy makers were not able to make an estimation of the time and means that were put in the project, while if we look at the information that we do have, it is undoubtable that a lot of public funds have been invested in the process.

8.2 Interactivity

In line with the expectation, answers of these research questions reflect that the rules-in-use correspond with an interactive setting and that this results in meetings that are evaluated as interactive by participants. Further it is expected that the goals are attained. From the interviews and policy documents it became clear that the process of district meetings was organized in an interactive way in terms of the rules. In this research, starting point is the idea that an increase of interactivity increases goal attainment. Increase of interactivity can however also result in an increase of complexity. Evaluating this standing point raises the question to what extent the highest forms of interactivity are desirable? One could reason that if participants have many possibilities to act, complexity is rising in the arena, and consequently the only ones that participate are the citizens that already were active in various societal positions, which is associated with citizens that enjoy a relative high income and education. Policy makers in Enschede call these participants the 'usual suspects'. It was found in several preliminary conversations and in the interviews that an intrinsic motivation of policy makers was to increase diversity amongst participating citizens. In this sense it is a paradox that intensifying citizen participation in terms of interactivity can eventual result in growing complexity in society, while the intention of intensifying participation is to reduce the growing complexity, as we mentioned earlier in the beginning of this thesis (Boedeltje, 2009, p. 6). This is why in order to give an impulse to people that rarely participate, the processes should be kept simple and accessible for everyone. As we saw in the research results civil and policy maker participants evaluated the process as interactive. However, towards the third sub question it is not clear whether the goals of the district agendas were attained. This indicates that 2 of 3 research questions were answered as expected. Towards the third attainment of agenda goals, the overall grade for the agendas indicates that participants are fairly positive about the agendas. However it is not as positive in comparison to the satisfaction about the meetings. As mentioned earlier, for this research extensive use has been made of Boedeltje (2009, p.199). In the results, she discusses the influence of the rating by citizen participants of the process and outcomes on the eventual rating of citizens of interactive governance. Conclusion was that both types of perceptions have influence on the support for the policy, but that the influence concerning the outcomes is more significant than the influence of the process. This result is in line with the conclusions towards district meetings and agendas for the correlations of openness and equality (table 14).

8.3. Recommendations concerning municipal participation policy

1. Concerning the increasing interactivity towards the scope rules (process) and the boundary rules, it was a priority for the municipal organization to increase the turnout of citizens that participate in district meetings. In this regard it is recommended to limit the scope of the subjects in order to lessen the boundaries and increase the turnout of people. A good example of this is the quite successful 'firework forum' that was organized in 2018 in Enschede. This forum showed that when a clear topic is offered to participants in order to solve it, many citizens will participate in the process.
2. Concerning the authority rules it is important that policy makers are aware of the influence that the game form can have on the space for participants during the meetings. A play form in which scarce means are distributed through consensus is for certain groups better accessible than for others. This should be borne in mind when it is an intrinsic goal to increase diversity and also include groups that are less obvious to participate.
3. Concerning the increased interactivity towards the aggregation rules, it is recommended for future processes that the translation from priorities to specific actions is carried out by citizens instead of policy makers. This indicates that instead of a document that is produced by the district management, the citizens should produce this result themselves (with help of the district management). One could think about a physical agenda in which citizens agree on which actions should be taken by whom at which time and place. An example may be that citizens agree to have a yearly clean up each spring and that the district management facilitates needed tools and food/beverages for the citizens that contribute.
4. Concerning scope rules in terms of the process of district meetings, the process consisted of the throughput of prioritizations into the district agendas, but citizens could not control what would be included in the agendas. In that way the agendas can be seen as having an informative status. It is recommended for future processes that the translation from priorities to specific actions is carried out on the same moment as the prioritization instead of in two moments.
5. Concerning scope rules in terms of the outcomes of process of district meetings, it is the impression that the implementation after the productions of agendas was not optimal in terms of 'ownership amongst citizens'. Facilitate citizens in direct implementations and spontaneous binding agreements. This holds that a meeting should have a clear intrinsic goal and that solutions are being implemented after the meetings.
6. Concerning the information rule it is recommended to include an evaluation moment including citizen participants at the end of the period.
7. Concerning the pay-off rule regarding policy it is recommended to provide citizens an image of the means that are available for certain goals.

8.4. Limitations and future research

In revision of the evaluation and thesis process, the most influential limitation is the response to the survey. 35 people answering questions about 4 district agenda's is seen as undermining of the reliability of the results. Moreover, the questions that citizens had to answer concerning the district agendas were for a large part questions that the average citizen cannot answer lacking background information (like statistics of earlier times). When considering for instance that in every district the goal was implemented that debts should be lowered, one might consider this goal measurable for the municipal actors, but not (directly) for the citizen participants. Second limitation is that several years have passed since the district meetings. Therefore, it is assumed that a significant part of the (potential) participants was not able or willing to produce clear answers to the questions. Third limitation is that the citizen participants are not interviewed and therefore it cannot be known how they evaluate the process aside from the interactivity and agenda outcomes. This could be a part of future research. For reasons of time-limitations the follow-up of the district meetings (weeks of the districts) could not be included in the research. In the weeks of the districts, citizens were invited to bring in specific solutions for the priorities that came out of the district meetings. For a full image of the participation policy in Enschede 2014-2018 it is recommended that also this project is researched and evaluated. Finally, the initial idea was to include evaluation of cultural goal attainment. In short, the participation policy of the municipality of Enschede is part of a broader municipal policy in which ambitions were agreed about, related to the internal work culture. Research and evaluation of the attainment of these cultural goals would provide a welcome addition to this research in terms of knowledge about the internal municipal culture in the time that the participation policy was implemented.

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Appendix 1: Operationalization District Goals

Table 18: Attainment of goals in district north

Item nr.	Name	Category	Operationalization	Possible answers
1	North_ Public_Space	Environmental	Involvement of inhabitants with taking care of the public space in my district has: ... in the last two years	Degraded Stayed the same Increased Don't know
2	North_ Rubbish	Environmental	Amount of rubbish on the streets in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
3	North_ Sustainability	Environmental	Attention for sustainability in my district has: ... in the last two years	Diminished Stayed the same Increased Don't know
4	North_ Groundwater	Environmental	Nuisance by groundwater in my district has: ... in the last two years	Worsened Stayed the same Diminished Don't know
5	North_ Job	Socio-economic	Amount of inhabitants that has a payed job in my district has: ... in the last two years	Decreased Stayed the same Increased Don't know
6	North_ Volunteer	Socio-economic	Amount of inhabitants that commits volunteering work in my district has: ... in the last two years	Decreased Stayed the same Increased Don't know
7	North_ Debts	Socio-economic	Amount of inhabitants with debts in my district has: ... in the last two years	Increased Stayed the same Decreased Don't know
8	North_ Attachment	Social	Attachment of inhabitants amongst each other has: ... in the last two years	Decreased Stayed the same Increased Don't know

9	North_ Ambiance	Social	Ambiance amongst inhabitants that have different convictions in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
10	North_ Nuisance	Safety	Nuisance in my district has: ... in the last two years.	Increased Stayed the same Reduced Don't know
11	North_ Surveillance	Safety	Visible surveillance of police or inhabitants in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
12	North_ Traffic	Safety	Traffic safety in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
13	North_ Quality	Overall Quality of life	Overall quality of life in my district has: ... in the last two years.	Degraded Stayed the same Improved Don't know

Table 19: Attainment of goals in district east

Item nr.	District	Category	Operationalization	Possible answers
1	East_ Weeds	Environmental	Action to Reduced weeds in my district have: ... in the last two years	Degraded Stayed the same Improved Don't know
2	East_ Maintenance	Environmental	Maintenance of public green strips in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
3	East_ Waste	Environmental	Amount of inhabitants that participate in separate waste collection has: ... in the last two years	Degraded Stayed the same Improved Don't know
4	East_ Youngsters	Safety	Nuisance of youngsters in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
5	East_ Drugs	Safety (Health)	Problems with drugs in my district have: ... in the last two years	Worsened Stayed the same Diminished Don't know
6	East_ Report	Safety	Chance that inhabitants report criminal activities and nuisance to the police has: ... in the last two years	Decreased Stayed the same Increased Don't know
7	East_ Poverty	Socio-economic	Poverty in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
8	East_ Unemployment	Socio-economic	Unemployment in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
9	East_ Debts	Socio-economic	Amount of people that has problematic debts in my district has: ... in the last two years	Increased Stayed the same Reduced

				Don't know
10	East_ Shops	Recreative	Diversity of shops in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
11	East_ Quality	Overall quality of life	Quality of life in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know

Table 20: Attainment of goals in district south

Number	District	Category	Operationalization	Possible answers
1	South_ Care	Healthcare	Affiliation between care supply and personal demands of inhabitants in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
2	South_ Guidance	Socio-economic	The guidance of people to meaningful work or day time activities in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
3	South_ Support	Socio-economic/Health care	The co-operation of organizations that support inhabitants in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
4	South_ Debts	Socio-economic	The amount of inhabitants that has problematic debts in my district has: ... in the last two years	Lessened Stayed the same Grown Don't know
5	South_ Respect	Social	The mutual respect between inhabitants of different cultures in my district has: ... in the last two years	Reduced Stayed the same Increased Don't know
6	South_ Confused	Social	The co-operation amongst each other in dealing with confused persons in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
7	South_ Sports	Healthcare	Amount of young people that practises sports in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
8	South_ Quality	Overall quality of life	The overall quality of life in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know

Table 21: Attainment of goals in district west

Number	District	Category	Operationalization	Possible answers
1	West_ Care	Healthcare	Care and support for inhabitants in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
2	West_ Respect	Social	Way in which inhabitants deal with one another has: ... in the last two years	Degraded Stayed the same Improved Don't know
3	West_ Malicious	Healthcare	The actions towards malicious health care organizations in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
4	West_ Debts	Socio-economic	The amount of inhabitants with problematic debts in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
5	West_ Unemployment	Socio-economic	The amount of inhabitants that finds it hard to get a job in my district has: ... in the last two years	Increased Stayed the same Reduced Don't know
6	West_ _Crime	Safety	The actions towards organized crime in my district have: ... in the last two years	Degraded Stayed the same Improved Don't know
7	West_ _Respect	Safety/Social	The ambience amongst different groups of inhabitants in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
8	West_ Traffic	Safety	Traffic safety in my district has: ... in the last two years	Degraded Stayed the same Improved Don't know
9	West_ Youngsters	Safety	Counteractions to nuisance by youngsters in my district have: ... in the last two years	Degraded Stayed the same

				Improved Don't know
10	West_ Quality	Overall Quality of life	Overall quality of life in my district has: ... in the last two years.	Degraded Stayed the same Improved Don't know

Appendix 2: Inter-item analysis interactivity Scales

2.1 Transparency

Case Processing Summary

		N	%
Cases	Valid	26	74,3
	Excluded ^a	9	25,7
	Total	35	100,0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
,816	,808	6

Summary Item Statistics

	Mean	Minimum	Maximum	Range	Maximum / Minimum	Variance	N of Items
Item Means	2,949	2,654	3,346	,692	1,261	,094	6
Inter-Item Correlations	,413	,131	,653	,522	4,996	,029	6

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
Ik ben vooraf aan de bijeenkomst geïnformeerd over het doel van de bijeenkomst.	14,42	4,254	,804	,696	,730
Ik ben tijdens de bijeenkomst geïnformeerd over het doel van de bijeenkomst.	14,35	5,515	,512	,510	,801
Ik ben na afloop van de bijeenkomst geïnformeerd over wat er met de inbreng van bewoners is gedaan.	15,04	4,118	,750	,588	,746
Het was tijdens de bijeenkomst duidelijk waarover wel en niet gesproken zou worden.	14,69	6,222	,401	,218	,821
Het was tijdens de bijeenkomst duidelijk waar bewoners iets over te zeggen zouden hebben en waarover niet.	14,92	5,514	,480	,415	,808
Het was tijdens de bijeenkomst duidelijk wat er uiteindelijk met de inbreng van bewoners zou worden gedaan.	15,04	5,398	,562	,434	,792

2.2. Openness

Case Processing Summary

		N	%
Cases	Valid	27	77,1
	Excluded ^a	8	22,9
	Total	35	100,0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
,730	,753	4

Inter-Item Correlation Matrix

	Het was voor bewoners mogelijk om aanwezig te zijn tijdens de bijeenkomst.	Bewoners kregen in de bijeenkomst mogelijkheid om hun mening te geven.	Bewoners hadden in de bijeenkomst mogelijkheid om de onderwerpen te bepalen.	Bewoners kregen in de bijeenkomst ruimte om te zeggen wat ze wilden.
Het was voor bewoners mogelijk om aanwezig te zijn tijdens de bijeenkomst.	1,000	,683	,334	,624
Bewoners kregen in de bijeenkomst mogelijkheid om hun mening te geven.	,683	1,000	,147	,725
Bewoners hadden in de bijeenkomst mogelijkheid om de onderwerpen te bepalen.	,334	,147	1,000	,081
Bewoners kregen in de bijeenkomst ruimte om te zeggen wat ze wilden.	,624	,725	,081	1,000

Summary Item Statistics

	Mean	Minimum	Maximum	Range	Maximum / Minimum	Variance	N of Items
Item Means	3,130	2,630	3,333	,704	1,268	,112	4
Inter-Item Correlations	,432	,081	,725	,643	8,934	,073	4

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
Het was voor bewoners mogelijk om aanwezig te zijn tijdens de bijeenkomst.	9,22	1,410	,731	,561	,539
Bewoners kregen in de bijeenkomst mogelijkheid om hun mening te geven.	9,19	1,464	,649	,612	,589
Bewoners hadden in de bijeenkomst mogelijkheid om de onderwerpen te bepalen.	9,89	1,872	,218	,139	,858
Bewoners kregen in de bijeenkomst ruimte om te zeggen wat ze wilden.	9,26	1,738	,600	,564	,639

2.3. Equality

Case Processing Summary

		N	%
Cases	Valid	22	62,9
	Excluded ^a	13	37,1
	Total	35	100,0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
,800	,808	2

Inter-Item Correlation Matrix

	De mogelijkheid om een mening te geven tijdens de bijeenkomst was voor alle bewoners ongeveer gelijk.	Deelnemers aan de bijeenkomst hadden ongeveer evenveel invloed op de uitkomst van de bijeenkomst
De mogelijkheid om een mening te geven tijdens de bijeenkomst was voor alle bewoners ongeveer gelijk.	1,000	,678
Deelnemers aan de bijeenkomst hadden ongeveer evenveel invloed op de uitkomst van de bijeenkomst	,678	1,000

Summary Item Statistics

	Mean	Minimum	Maximum	Range	Maximum / Minimum	Variance	N of Items
Item Means	2,955	2,818	3,091	,273	1,097	,037	2
Inter-Item Correlations	,678	,678	,678	,000	1,000	,000	2

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
De mogelijkheid om een mening te geven tijdens de bijeenkomst was voor alle bewoners ongeveer gelijk.	2,82	,537	,678	,459	.
Deelnemers aan de bijeenkomst hadden ongeveer evenveel invloed op de uitkomst van de bijeenkomst	3,09	,372	,678	,459	.

2.4. Mean Interactivity

$$=(\text{Mean_transparency}+\text{Mean_Openness}+\text{Mean_Equality})/3$$

Case Processing Summary

		N	%
Cases	Valid	24	68,6
	Excluded ^a	11	31,4
	Total	35	100,0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	N of Items
,846	3

Inter-Item Correlation Matrix

	Mean_Transparency	Mean_Openness	Mean_Equality
Mean_Transparency	1,000	,703	,546
Mean_Openness	,703	1,000	,783
Mean_Equality	,546	,783	1,000

Summary Item Statistics

	Mean	Minimum	Maximum	Range	Maximum / Minimum	Variance	N of Items
Item Means	3,011	2,958	3,104	,146	1,049	,007	3
Inter-Item Correlations	,677	,546	,783	,236	1,433	,012	3

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
Mean_Transparency	6,0625	,914	,647	,494	,852
Mean_Openness	5,9278	,775	,849	,721	,677
Mean_Equality	6,0736	,589	,722	,613	,825

2.5. Regression Analysis (Grade meeting as a whole – Transparency, openness and equality)

Variables Entered/Removed^a

Model	Variables Entered	Variables Removed	Method
1	Mean_Equality, Mean_Transparency, Mean_Openness ^b	.	Enter

a. Dependent Variable: Mijn oordeel over de bijeenkomst als geheel (cijfer van 1 - 10): - Cijfer bijeenkomst

b. All requested variables entered.

ANOVA^a

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	35,790	3	11,930	6,874	,002 ^b
	Residual	34,710	20	1,735		
	Total	70,500	23			

a. Dependent Variable: Mijn oordeel over de bijeenkomst als geheel (cijfer van 1 - 10): - Cijfer bijeenkomst

b. Predictors: (Constant), Mean_Equality, Mean_Transparency, Mean_Openness

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Collinearity Statistics	
		B	Std. Error	Beta			Tolerance	VIF
1	(Constant)	-1,701	2,213		-,769	,451		
	Mean_Transparency	1,617	,945	,377	1,710	,103	,506	1,977
	Mean_Openness	-,142	1,229	-,034	-,116	,909	,279	3,580
	Mean_Equality	1,383	,750	,465	1,843	,080	,387	2,582

a. Dependent Variable: Mijn oordeel over de bijeenkomst als geheel (cijfer van 1 - 10): - Cijfer bijeenkomst

Appendix 3: Frequency tables interactivity dimensions

Table 22: Frequencies Transparency Dimension

Value	Frequency	Percent	Valid Percent	Cumulative Percent
1,67	1	2,9	3,0	3,0
2,17	1	2,9	3,0	6,1
2,50	2	5,7	6,1	12,1
2,67	4	11,4	12,1	24,2
2,80	1	2,9	3,0	27,3
2,83	2	5,7	6,1	33,3
3,00	9	25,7	27,3	60,6
3,17	4	11,4	12,1	72,7
3,25	1	2,9	3,0	87,9
3,60	2	5,7	6,1	93,9
3,76	2	5,7	6,1	100,0
Total	33	94,3	100,0	
Missing System	2	5,7		
Total	35	100,0		

Table 23: Frequencies Openness Dimension

Value	Frequency	Percent	Valid Percent	Cumulative Percent
2,50	2	5,7	6,7	6,7
2,75	7	20,0	23,3	30,0
3,00	8	22,9	26,7	56,7
3,25	4	11,4	13,3	70,0
3,33	1	2,9	3,3	73,3
3,50	3	8,6	10,0	83,3
3,75	5	14,3	16,7	100,0
Total	30	85,7	100,0	
Missing System	5	14,3		

Total	35	100,0		
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The results shown in table 12 can be interpreted as a satisfactory score for the equality dimension. Almost 60% agrees with the statements about equality. There are no scores lower than 2,5.

Table 24: Frequencies Equality Dimension

Value	Frequency	Percent	Valid Percent	Cumulative Percent
2,00	4	11,4	14,8	14,8
2,50	2	5,7	7,4	22,2
3,00	16	45,7	59,3	81,5
3,50	2	5,7	7,4	88,9
4,00	3	8,6	11,1	100,0
Total	27	77,1	100,0	
Missing system	8	22,9		
Total	35	100,0		

The results shown in table 13 can be interpreted as a satisfactory score for the equality dimension. 80% agrees or fully agrees with the statements about equality.

Table 25: Frequency Table Grades District Meetings

Valid responses	Frequency	Percent	Cumulative Percent
1	1	2,9	2,9
4	3	8,6	11,4
5	3	8,6	20,0
6	2	5,7	25,7
7	16	45,7	71,4
8	9	25,7	97,1
9	1	2,9	100,0
10	0	0	100,0
Total	35	100	100,0

Table 26: Frequency Table Grades Agendas

Valid responses	Frequency	Valid Percent	Cumulative Percent
1	1	2,9	2,9
3	1	2,9	5,7
4	3	8,6	14,3
5	4	11,4	25,7
6	4	11,4	37,1
7	14	40,0	77,1
8	5	14,3	91,4
9	1	2,9	94,3
10	2	5,7	100,0
Total	35	100,0	

Appendix 4: Conclusion matrix interactivity organization in terms of Rules-in-use

Table 27: Conclusions rules-in-use organization

Rule type	Variable:	Extent of interactivity in terms of organization: (Not interactive, interactive, very interactive)
1. Position	(No least or most interactive form)	(No least or most interactive form)
2. Boundary	The less Conditions necessary to get access, the more interactive	<p>There was overall access for citizens above 18, citizens were invited via random selection. Citizens that were not invited could also participate. The meetings were promoted actively in newspapers and on local level. Every citizen could (in principle) join the meetings and there were no further conditions for them to participate (apart from age 18+)</p> <p>The form of the game was however hard to understand for people that have limited knowledge of Dutch language and/or participants that have limited affinity with Dutch 'participatory culture'.</p>
3. Authority	The more actions that are allowed, the more interactive	Citizens was given the opportunity to express their opinion about themes that were planned but also about themes that they had in mind themselves and/or that did not directly were related to the planned themes. Further, it is considered that to come to clear outcomes, demarcation by the policy maker participants is to some extent necessary.
4. Aggregation	The more the rules guarantee that each vote/opinion is treated equal, the more interactive	It was made clear before the meetings to all the policy maker participants that they should be in the background and must manage that every citizen participant should get equal chance to give input. Further, in interviews respondents were unanimous that the atmosphere was open for debate and everything could be said. In the generation of outcomes by formulation of a 'mean' by policy maker participants, which indicates a low interactivity.
5. Scope Content (=subjects)	The less limitations that are formulated through process scope rules, the more interactive the process is.	<p>In principle all subjects could be brought in by citizens.</p> <p>Policy maker participants agreed upon prevention in case of participants that only brings in complaints. In that case the chairman of the table would overrule the complaining actor by asking what the best solution would be</p>

		according to the actor.
6. Scope Outcomes	The more value the outcomes of meetings have on basis of the scope rules the more interactive the process is.	<p>Policy makers processed the outcomes of the meetings (photos of the game-settings) into district agenda's and therefore they can be regarded as having a 'informative' status.</p> <p>The district agendas were formally accepted by the municipal council.</p>
7. Information	The more information position takers can get access to and is provided by the municipality, the more interactive the process is.	Citizen participants had the right to information before, during and after the meetings and the information is provided for on prepared times by the municipality.
8. Pay-off (access)	The less financial or transaction costs citizens must make in the arena, the more interactive the process is.	Citizen participants were not to make financial costs and the transaction costs are kept low.
9. Pay-off (budget)	The greater the part of municipal budget citizen participants have a binding say in, the more interactive the process is.	Citizen participants did not get a budget for their input and it is not clear which part of the municipal budget is used that participants have a binding say in.

Appendix 5: NL Conclusies en onderbouwing Rules-in-use

1. Positieregels: Deze regels vormen het startpunt voor de andere typen die volgen. Zij definiëren wat voor posities er in de arena (in dit geval de stadsdeelgesprekken) worden ingenomen. Er kan voor wat betreft deze regel geen sprake zijn van meer of minder actieve verschijningsvorm, aangezien het enkel om de posities gaat en niet om de rechten en plichten van elke positie.
2. Grensregels: Deze regels geven aan in hoeverre participanten kunnen toetreden tot de arena. Een voorbeeld is dat inwoners boven de 18 moeten zijn om uitgenodigd te worden. Voor een meer interactieve arena geldt in beginsel dat er zo weinig mogelijk grensregels zijn die participanten kunnen beperken in hun toegang. Een voorbeeld uit de stadsdeelgesprekken is dat een willekeurige steekproef uit de gemeentelijke basisadministratie is getrokken en dat 10.000 inwoners zijn uitgenodigd op deze manier. Verder is er in ontmoetingsruimtes van wijken gepromoot om aanwezig te zijn en is er inzet geweest om minderheden aanwezig te krijgen bij de gesprekken. Conclusie is dat er in de stadsdeelgesprekken een hoge mate van interactiviteit is in termen van de grensregels.
3. Autoriteitsregels: Deze regels geven aan wat de acties zijn die positiehouders kunnen uitvoeren in de arena. Voor een meer interactieve arena geldt in beginsel dat er zoveel mogelijk acties zijn die participerende inwoners kunnen uitvoeren. Een voorbeeld uit de stadsdeelgesprekken is dat participanten niet alleen hoeven te luisteren naar wat beleidsmakers hebben te vertellen, maar proactief hun inbreng mogen geven over de onderwerpen en eigen onderwerpen mogen inbrengen. Verder zijn beleidsmakers geïnstrueerd enkel als scheidsrechter op te treden en stille participanten uit te nodigen hun mening te geven. Conclusie is dat er in de stadsdeelgesprekken een zekere mate van interactiviteit is in termen van de autoriteitsregels.
4. Aggregatieregels: Deze regels geven aan hoe er in het proces naar beslissingen wordt toegewerkt. Voor een meer interactieve arena geldt in beginsel dat beslissingen op democratische wijze door bewoners (als positie) moeten worden genomen en zoveel mogelijk bindend moeten zijn. Een voorbeeld uit de stadsdeelgesprekken is dat er in de samenkomsten via consensus een verdeling in prioriteiten is gemaakt en dat de input van bewoners door beleidsmakers is vertaald naar een uitkomst (een soort gemiddelde). Conclusie is dat er in de stadsdeelgesprekken een lage mate van interactiviteit is ten aanzien van de aggregatieregels.
5. Scope regels ten aanzien van het proces: Deze regels geven aan welke onderwerpen er wel en niet kunnen worden besproken in de arena. Voor een meer interactieve arena geldt in beginsel dat er zo weinig mogelijk beperkingen zijn ten aanzien van de scoperegels ten aanzien van het proces. Dit houdt in dat participanten in beginsel alle onderwerpen aan de kaak mogen stellen. Een voorbeeld uit de stadsdeelgesprekken is dat het

wél kan gaan over wie er verantwoordelijk is voor een bepaald deel van het groenonderhoud maar níét over problemen die een individuele participant in de privé sfeer heeft. Conclusie is dat er in de stadsdeelgesprekken een hoge mate van interactiviteit is m.b.t de scope regels in termen van het proces.

6. Scope regels ten aanzien van de uitkomsten: Deze regels geven aan welke uitkomsten er wel en niet mogelijk zijn in de arena. Een heel interactieve arena veronderstelt bijvoorbeeld dat besluiten een spontaan bindende werking hebben. Weinig interactief is het, wanneer uitkomsten slechts als mededeling worden gedaan aan deelnemers. Een voorbeeld uit de stadsdeelgesprekken van een mogelijke uitkomst is dat een doel wordt opgenomen in de stadsdeelagenda. Conclusie is dat er in de stadsdeelgesprekken een lage mate van interactiviteit m.b.t. de scope regels ten aanzien van de uitkomsten is.

7. Informatieregels: Deze regels geven aan in hoeverre positiehouders toegang hebben tot informatie ten aanzien van het proces. Voor een meer interactieve arena geldt in beginsel dat er zoveel mogelijk informatie voor handen is voor de participanten. Dit betekent dat ze toegang hebben tot informatie maar dat het ook actief wordt verstrekt door de gemeente. Een voorbeeld uit de stadsdeelgesprekken is dat de participanten vooraf, tijdens en achteraf zijn geïnformeerd over het proces en de uitkomsten. Conclusie is dat er in de stadsdeelgesprekken een hoge interactiviteit is ten aanzien van de informatieregels.

8. Pay-off regels ten aanzien van de toegang: Deze regels geven aan wat de kosten en baten zijn voor de participanten om te kunnen deelnemen. Voor een meer interactieve arena geldt in beginsel dat participanten gratis kunnen deelnemen, maar daarnaast ook lage transactiekosten hebben. Dit houdt in dat de bijeenkomst bijvoorbeeld op een voor zoveel mogelijk mensen acceptabel tijdstip en praktische locatie is. Een voorbeeld uit de stadsdeelgesprekken is dat participanten gratis kunnen deelnemen aangezien de gemeente de kosten voor de bijeenkomst voor haar rekening neemt. Conclusie n.a.v. het onderzoek is dat er een hoge mate van interactiviteit is ten aanzien van de pay-off regels in termen van toegang.

9. Pay-off regels ten aanzien van het budget voor uitkomsten: Deze regels geven aan in hoeverre er budget toegewezen wordt aan de uitkomsten van de arena. Voor een meer interactieve arena geldt in beginsel dat participanten een zo groot mogelijk deel van het totale gemeentelijke budget tot hun beschikking moeten krijgen om de doelen te realiseren. Conclusie is dat er in de stadsdeelgesprekken geen hoge mate van interactiviteit ten aanzien van de pay-off regels in termen van budget voor uitkomsten is.

Appendix 6: Voorbeeld enquête na afloop bijeenkomst

Tabel 28: Enquête na afloop bijeenkomst.

Nr.	Soort regel:	Enquête vraag:	Tips voor een volgende keer:
1.	Autoriteit	Hoe tevreden bent u over de manier waarop bewoners en beleidsmakers hun rol vervulden tijdens de bijeenkomst?	
2.	Grens	Hoe tevreden bent u over het aantal aanwezige bewoners en de diversiteit van de bewoners?	
3.	Aggregatie	Hoe tevreden bent u over de manier waarop er naar een beslissing werd toegewerkt in de bijeenkomst?	
4.	Scope inhoud	Hoe tevreden bent u over wat er in de bijeenkomst is gedaan?	
5.	Scope proces	Hoe tevreden bent u over de bijeenkomst als u kijkt wat er uiteindelijk mee is gedaan?	
6.	Informatie	Hoe tevreden bent u over de informatievoorziening in de bijeenkomst (voor, tijdens en na)	
7.	Pay-off toegang	Hoe tevreden bent u over de kosten die u heeft moeten maken en de moeite die u heeft moeten doen om aanwezig te zijn en mee te doen aan de bijeenkomst?	
8.	Pay-off budget	Hoe tevreden bent u over het budget dat ter beschikking is gesteld voor de plannen die uit de bijeenkomst zijn gekomen?	

