



Master Thesis

To what extent is the municipality of Hengelo involved in interactive policy-making and can the co-creation formula play a role in the desire for more interactive policy-making in the municipality of Hengelo?

A literature and empirical study on interactive policy-making within the municipality of Hengelo

Author
Zalin Balci-Gouriye

Faculty
Behavioural, Management and Social sciences

Examination Committee
Dr. P.J. Klok
Dr. M.J.G.J.A. Boogers

Abstract

The municipality of Hengelo has come to realise the need for a different approach. The municipality is already working interactively, yet it wants to take a step further towards co-creation. It wants to do more together with society for society. Co-creation services are relatively unknown territory for the municipality of Hengelo, for civil servants, citizens, and organisations alike. Co-creation requires a different approach, in which the attitudes and behaviours of officials, citizens, and organisations will have to change.

The purpose of this research is to create more clarity about the amount of use of interactive policy-making at present and how the shift towards more interactive policy can be realised. The central question of this research is: *To what extent is the municipality of Hengelo involved in interactive policy-making, and can the co-creation formula play a role in the desire for more interactive policy-making in the municipality of Hengelo?* To answer this question, a literature study, desk research, and interviews were conducted.

Research has shown that in the municipality of Hengelo has some level of interaction, mainly 85% at an advisory level. The other 15% indirectly involves society in the policy process of the policy paper by inviting experts and stakeholders to fill in the content of the policy paper and to go through the process together. The main reason for wanting an interactive process is to create support from society for the policy paper. From Hengelo's experience, support for a policy paper from stakeholders is the most important element for a policy paper; without support, the policy paper is impossible to realise. This experience is in line with the literature. Namely, support is one of the three main arguments for applying interactive policy-making. In addition, the implementation of the co-creation formula within the municipality of Hengelo has not been entirely successful. In the past four years, only one process has used the co-creation formula, which leads to the conclusion that the co-creation formula is not popular among policymakers.

This research shows there is a large gap between what the municipal organisation has in mind, namely the use of the co-creation formula, and what the policymakers have in mind for the processes of making policy. This research has indicated that the use of the co-creation formula in the future will be minor. Civil servants are not convinced of co-creation because they think it is a step too far. Within abstract topics, stakeholders can be quickly lost, so policy officers are convinced that the responsibility of an invoice lies with the municipality itself, not with society. Finally, they have indicated that they fear that the interests of the stakeholders will be chosen for the public interest if they are given the freedom to fill in the invoice themselves. In total, 15% have indicated that they will approach the toolbox and see what value the formula and instruments have added to the process of a policy paper. Finally, a further 8% have indicated that they are convinced of the power of the formula, so they would use it again in the future.

Preface

This master thesis: A literature and empirical study on interactive policy-making within the municipality of Hengelo, explores the interactive policy-making and co-creation within the municipality of Hengelo. This research has been conducted as part of the master's program Public Administration at the University of Twente.

First of all, thanks goes to my thesis supervisors Dr. P.J. Klok and Dr. M.J.G.J.A. Boogers for their guidance, feedback and patience during this process. Secondly, thanks goes to my contact person at the municipality of Hengelo, Estivani Kemerink op Schiphorst, for her support and for the possibility to do the research and interviews within the municipality of Hengelo, and of course thanks goes to all respondents within the municipality of Hengelo who made time to speak with me. Without their cooperation I would not have been able to conduct this research and it would not have been possible to complete my thesis. I would like to thank my family and friends for their support and at last my husband for his support during the difficult moments and patience, who has been told every day for more than six months that I am *almost* ready.

Zalin Balci-Gouriye Hengelo, July 20, 2020

Table of contents

1. Introduction.....	5
1.2 <i>Relevance</i>	7
1.2.1 Societal relevance.....	7
1.2.2 Scientific relevance.....	7
1.3 <i>Reading guide</i>	8
2. Theoretical framework	9
2.1 <i>Methodology</i>	9
2.1.1 Literature review	9
2.1.2 Desk research	10
2.2 <i>Literature</i>	11
2.2.1 The emergence of interactive policy-making	11
2.3 <i>Interactive policy-making</i>	13
2.3.1 Definition of interactive policy-making	13
2.3.2 Four characteristics of interactive policy-making.....	14
2.3.3 Levels of participation	15
2.3.4 Success and failure factors	18
2.4 <i>Co-creation</i>	23
2.4.1 Definition of co-creation.....	23
2.4.2 Conditions of co-creation	24
2.4.3 Goals of co-creation.....	25
2.5 <i>The service formula of Hengelo</i>	28
2.5.1 The co-creation formula of Hengelo.....	29
3. Methods.....	33
3.1 <i>Data collection</i>	33
3.1.1 Interviews	33
3.1.2 Respondents	34
3.1.3 Operationalisation	35
3.2 <i>Reliability and validity</i>	37
3.3 <i>Data analysis interviews</i>	37
4. Results.....	39
4.1 <i>Current use of interactive policy-making</i>	39
4.1.1 Conclusion	41
4.2 <i>Motives for participation</i>	43
4.2.1 Conclusion	45
4.3 <i>Future satisfaction and use</i>	46
4.3.1 Conclusion	48
5. Conclusion and discussion	49
5.1 <i>Conclusion</i>	49
5.2 <i>Discussion</i>	51
5.3 <i>Limitations</i>	52
5.4 <i>Recommendations</i>	52
Reference list.....	54

Appendices.....	59
Appendix A.	59
<i>Appendix B.</i>	<i>60</i>
<i>Appendix C.</i>	<i>61</i>

1. Introduction

The municipalities in the Netherlands have been working since 1990 to improve the relationship between citizens and government under the name of political and administrative renewal (Gilsing, 1994; Depla, 1995). Citizens are more articulate and demand that their ideas and plans be heard. Technology strengthens the position of citizens because they have more resources and are aware of specific topics faster. Therefore, they have the chance to exert more influence on governments. This means that the traditional methods for implementing policy are no longer efficient and effective in many municipalities. Networking, cooperation, and interaction with citizens seem to have overcome traditions formats and closed decision-making. In recent years, municipalities have experimented with new forms of governance and, in particular, with an interactive form. Interactive policy-making has been used under various names in recent years to improve the relationship between citizens and government. Interactive policy-making is also being strengthened because administrators and officials know less about what society wants because society is more demanding (Hengelo, 2016).

Interactive means that there is interaction, not a one-way interchange. There is interaction between the government and citizens, social organisations, and companies in various ways. The aim is to involve citizens earlier and more closely in policy-making. This can be done in various ways, often using a form of interactive policy-making. To a certain extent, this entails a form of direct democracy, which creates tension within an organisation (Edelenbos and Monnikhof, 1998). Edelenbos and Monnikhof see the experiments around interactive policy-making as a hybrid democracy, as the introduction of direct democracy within the existing indirect democracy (1998).

Interactive policy-making is a popular theme within the government of the Netherlands. In July 2015, the Environment Act was approved by the majority of the *Tweede Kamer*, and at the beginning of 2016, the *Eerste Kamer* also agreed. The Environment Act bundles the rules for spatial projects and will enter into force in 2022 (Rijksoverheid, 2016). The design for the National Environmental Vision (NOVI) was published in June 2019 and forms the basis for a social debate about spatial planning and the quality of the living environment. To implement the Environment Act in 2021, the municipality of Hengelo has drawn up an Environmental Law Programme Plan (NOVI, 2015). The aim of the Environment Law Programme is for the municipality of Hengelo to be well prepared and ready to work according to (the intention of) the new law and regulations and to realise the desired image, broader social involvement, when the Environment Act comes into effect. Mayor Sander Schelberg of the municipality of Hengelo stated the following: ‘As a municipality, we are working daily to improve our services. The outside world is changing, so we have to come along’. The current situation is that stakeholders are involved in the policy process, the feeling of *us against them* is present. The stakeholders are heard, and the municipality ultimately decides (Hengelo, 2019).

In addition to the developments within the municipality of Hengelo, the Environment Act also has interfaces with the coalition programme of the municipality of Hengelo. The administrative agreements on an open management style also fit well with the intention of the Environment Act. According to the 2018-2022 coalition programme: 'We want to be a contemporary municipality, in our services and also in our management style. We do it smartly, democratically and with more service. Our residents get more to say in our planning processes (and the municipality will listen). This will also be one of the benefits of the introduction of the new Environment and Planning Act. Working from the logic of the customer/resident is central. We offer more space and want to work together with our residents and our council to work on the solutions for Hengelo' (Hengelo, 2016).

For these reasons, the municipality of Hengelo has come to realise the need to use a different approach. The municipality is already working interactively, yet it wants to take a step further towards co-creation. It wants to do more together with society for society. Co-creation services are relatively unknown territory for the municipality of Hengelo, for civil servants, for citizens, and for organisations within the municipality of Hengelo. Co-creation requires a different approach, in which the attitude and behaviour of officials, citizens, and organisations will have to change. The purpose of the co-creation formula is to contribute to the changing relationship between citizens and organisations and the municipality of Hengelo. For the realisation of the co-creation formula, the officials of the municipality of Hengelo will have to understand the formula and use it correctly in the execution of their work.

The ultimate goal is to develop better policies by cooperating with residents, organisations, and companies. The municipality of Hengelo wants to achieve more interactive policy, with or without the help of the co-creation formula. It wants more civil servants to work from the principles of co-creation. Interactive policy-making and the co-creation formula have been explained within the municipality for a few years, and the municipality wants to know how often and in what way interactive policy-making will be used in an act. The purpose of this research is to create more clarity about the amount of use of interactive policy-making at present and how the shift towards more interactive policy can be realised. The central question during this research is: *To what extent is the municipality of Hengelo involved in interactive policy-making, and can the co-creation formula play a role in the desire for more interactive policy-making in the municipality of Hengelo?*

In order to reach a clear image of the context to which the municipality of Hengelo is currently involved in interactive policy-making, the research question has been formulated, To answer this main question, the following sub-questions are drafted:

1. What is interactive policy-making?
2. What is co-creation?

3. What does the municipality of Hengelo intend with the co-creation formula?
4. To what extent does the municipality of Hengelo currently use interactive policy-making?
5. Can the decision for this type of participation style be explained?
6. Can co-creation formula play a role in furthering an interactive municipality?

For this thesis, desk research and a qualitative research strategy are used. The literature related to this topic is used to answer the first and second sub-questions. The third sub-question is answered with document analyses from the municipality of Hengelo. For answering the fourth, fifth and sixth sub-questions interviews will be conducted.

1.2 Relevance

As mentioned earlier, this research has two goals. The first goal, also the most important one, is specified in the objective which underlines the realisation of more interactive policy-making in the municipality of Hengelo. The second goal is to provide insight which contributes to the scientific field concerning the implementation of the co-creation formula. The next two paragraphs explain these goals in more detail.

1.2.1 Societal relevance

The Environment Act is expected to enter into force on 1 January 2022. This act bundles laws and regulations for space, housing, infrastructure, environment and water, and so forth. In addition to substantive changes, the Environmental Act also deals with the policy process. The programme plan is a basic document of the municipality of Hengelo for the implementation of the Environmental Act.

The municipal office of Hengelo moved to the centre of Hengelo in February 2020 and returned to the town hall. The coalition has determined that with the move, an innovative way of working has to fit in with the new city office. To realise this, it is necessary to investigate the current state of interactive policy-making within the municipality. The municipality will then be able to make adjustments where necessary for more use of interactive policy-making.

This thesis can add value to an innovative way of working within the municipality. It can help the municipality to reach the desired way of working and to create policies which are in line with the coalition programme of the municipality and the Environmental Act.

1.2.2 Scientific relevance

In recent years, a great deal of scientific research has been conducted into the relationship between government and society. The term *governance* was discussed, and research was conducted into the ways the government can make contact with society in order to develop supported policy together.

Remarkably, not much research has been done on the changes within the organisation of a municipality. One concern is how civil servants change when dealing with interactive policy. Since interactive policy-making requires a new way of working for civil servants, conducting research into how civil servants experience interactive processes and how they intercommunicate with the new developments of interactive policy-making within the municipality are relevant.

1.3 Reading guide

This thesis continues as follows. After the introductory chapter, the second chapter serves as the theoretical framework for answering the research questions. Its focus lies on characterising interactive policy-making and zooming in on form co-creation. Theories are described which help contextualise the system within the organisation. Following from this, the third chapter provides an in-depth explanation on the methodological framework, which includes data selection and analytical approach. Data was collected using semi-structured interviews which provided rich insight into the experience of the experts with interactive policy-making. In Chapter Four, the data from the interviews is analysed. Then in the concluding chapter, answers are provided for each sub-question and the central question. This thesis concludes with the discussion and research implications.

2. Theoretical framework

In this chapter, the first three sub-questions are answered by means of a literature review. First, the method for the literature search is discussed, and then all relevant literature is analysed by means of the chosen method.

2.1 Methodology

This section explains the methods that were used for data collection. Firstly, a literature review is employed to answer the first two sub-questions. Secondly, a document analysis is conducted to answer the third sub-question. Each step taken to ensure the selection of the correct data is clarified in this section.

2.1.1 Literature review

The first sub-question was approached by conducting a literature review. In general, literature research is part of any research design. This allows the researcher to determine what information can be found on the subject. In this section, information was sought at an individual level. The literature search serves as a theoretical foundation for the research design (Verhoeven, 2007). Thus, with the help of the theoretical framework and the available scientific literature provided in the previous chapter, an answer can be given to the first sub-question: What is interactive policy-making?

An extensive investigation of what the literature says about interactive policy-making and which definitions are used was completed by the authors. In order to collect the correct data, an online search was conducted for scientific articles that contribute to a review of the term interactive policymaking. Verhoeven discusses six rules for searching literature: (1) define the problem, the search, (2) choose the right search strategy, (3) determine where you will search, (4) study the information and select what is needed, (5) organise the information so that it answers your question/problem, and finally (6) evaluate the result (2007). These rules have been followed in this paper in order to analyse the correct information. First, an online search was conducted for scientific articles related to the term *interactive policy-making* on www.scopus.com. Here, Verhoeven's first three rules were realised. This search term generated useful articles. However, the articles were minimally related to the local governments in the Netherlands. For that reason, the phrases *interactive policy-making local governments* and *interactive policy-making in the Netherlands* were searched via www.scholar.com, which generated many articles. These two search terms formed a good basis for a snowball effect, with articles yielding other relevant articles (Verhoeven, 2007). After enough articles were collected, step 4 was started. By selecting articles, the focus was again on interactive policy-making within local governments in the Netherlands, and the main focus was on the public sector. Some authors often appeared in the sources, namely Edelenbos and Monninkhof. This is because they have written much about local use of interactive

policymaking in the Netherlands, but also because the literature search was mainly based on the snowball effect. After selecting the data, the data was analysed on the basis of:

- discussed the level on participation
- characteristics
- goals
- conditions
- effects, advantages and disadvantages

After determining that sufficient information was available to answer the first sub-question, step five and six were completed.

The same six rules by Verhoeven were used for the term *co-creation* as for the term *interactive policy-making*. The first step was searching on www.scopus.com with the search term *co-creation*. This yielded more than 6,500 articles, so a new search term was used within the first search term: *definition*. This resulted in more than 1000 articles, which were subsequently analysed. With this, steps 1 to 3 were realised. Steps four and five were done on the basis:

- goals
- conditions

In addition to the Scopus search, interactive policy-making also provided some information about co-creation. Co-creation stems from interactive policy-making, which is why the terms are interrelated. The terms are linked, so some articles could be used for both the first sub-question and the second sub-question.

2.1.2 Desk research

The third sub-question of this study is: What does the municipality of Hengelo intend with the co-creation formula? This question is answered on the basis of the information obtained from the municipality of Hengelo. The municipality of Hengelo has explained in various documents what the co-creation formula means and how it should be used. These are internal documents drawn up and intended for employees within the organisation of Hengelo. The following internal documents were used.

Table 1: Analysis document

Document	Year of publication
Programma Omgevingswet	2016
De serviceformules	2015

The documents were drawn up in 2015 and 2016 and were used to answer the third research question. The information was obtained from one of the municipality's computers. These were just a few pages that went into the service formulas, so not much further information could be retrieved. The organisation

has devised and drawn up the formulas itself, which is why it was not possible to conduct a literature search. With this information about the service formulas, the focuses in this study is mainly on the co-creation formula. In addition to analysing these documents, one of the two inventors of the formulas, who works at the municipality of Hengelo, helped to determine whether the purpose of the co-creation formula was formulated accurately and to see whether the information had been analysed correctly.

2.2 Literature

The theoretical framework addresses the question of what is understood by interactive policy-making and co-creation in the literature and what the municipality of Hengelo intends with the service formulas and co-creation formula. First, it is necessary to define the terms *interactive policy-making* and *co-creation* because co-creation is part of and a form of interactive policy-making. The first paragraph sets out additional social developments and factors for the development of interactive policy-making. The second paragraph discusses a number of interactive policy-making definitions and what the concept of interactive policy-making entails. The roles within interactive policy-making processes are then given and explained. In the third paragraph, the term *co-creation* and its goals and definition are explained. In the fourth paragraph, the co-creation formula of the municipality of Hengelo is divided and how the municipality of Hengelo interprets it is explained. The conclusion of this chapter provides answers to the first three sub-questions of this research.

2.2.1 The emergence of interactive policy-making

The democratic system in the Netherlands has not changed much since the introduction of the Thorbecke Constitution in 1848. The Netherlands is one of the most democratic governments in the world (Edelenbos & Monnikhof, 1998). For a long time, the relationship between citizens and government was determined by a strongly oriented indirect representative democracy. Pacification democracy was added at the beginning of the 20th century (Edelenbos & Monnikhof, 1998). However, from the 1960s onwards, the elitist style of political enterprise has been challenged, and there is an increasing degree of dissatisfaction with traditional political institutions and government (Hoogerwerf & Herweijer, 1998: 277). The developments with regard to the issues of computerisation, globalisation, individualisation, training, and emancipation in the government's way of acting caused much dissatisfaction. The main critique on the management was on the basis of traditional models of policy-making and the manner of government (Klijn & Koppenjan, 1998). In addition, a gap was experienced between the citizens and the administration, which was probably fuelled by the manner of govern and the class differences between the citizens and their representatives. The gap led to a number of important points in which the political preferences of the representatives would deviate from those of the citizens (Hoogerwerf & Herweijer, 1998). There was not much room for consultation in the 1960s, and there was increasing

opposition from society, mainly on slow decision-making and government decisions, which in turn led to a falling turnout percentage in elections.

Due to the dissatisfaction of society, there was a call for new alternatives to government administration. The government had to take a different role in order to reduce this dissatisfaction. The new role of the government was divided into two categories. On the one hand, there were proposals for institutional innovations aimed at the structure of formal democracy, the representative system. On the other hand, there were proposals for innovations in the field of direct democracy, whereby the government tried to put more direct forms of democracy alongside representation. The main purpose of the government was to give citizens and civil society organisations a voice in the decision-making process (Edelenbos & Monnikhof, 2001).

Participation of society was the most accepted form within the decision-making process (Edelenbos & Monnikhof, 2001). The participation of society was obtained mainly through the introduction of the Spatial Planning Act in 1965. It was then, for the first time, that protests against stabbing, structural, and zoning plans could be protested (Edelenbos & Monnikhof, 1998) through an objection procedure. However, there was yet another problem: groups that did not previously participate in the political process did not have anything to say in the political decision-making process. In addition, it turned out that public participation did not offer sufficient possibilities for a real influence on the decisions made by the public administration. In particular, actors could only respond to ready-made plans at the end of the policy process when the decision were nearly made and major changes were no longer possible (Edelenbos & Monnikhof, 2001).

In the 1990s, there was a new call for more effective participation opportunities. The government started experimenting with new policy models and hoped to give citizens and other stakeholders a say in decision-making. On the one hand, the government hoped to increase support for the decisions that were made, which should ultimately speed up decision-making (Klijn & Koppenjan, 1998). It was also hoped that the gap between citizens and government would narrow. On the other hand, it was thought that the transition from a traditional to an interactive policy style would generate more innovative solutions (Klijn & Koppenjan, 1998). The change from a closed, elite-oriented government to a more open government with an eye for actors other than the representative has helped the government work with various forms of interactive policy methods.

Public-private partnerships have taken the place of the central points, where previous knowledge has been brought together. Administrative authorities that used to derive power from their advanced knowledge are occasionally surprised by developments in their areas of expertise. Organisations, both public and private, nowadays often cannot survive alone and have become increasingly dependent on

each other. In addition, the boundaries have been pushed by the territorialising and globalisation of organisations. The relationships between government and society have also been tilted. Where previously there existed vertical relationships, horizontal relationships exist. With the arrival of developments in the field of knowledge and technology, the government can draw up its own policy and expect support of society for it.

2.3. Interactive policy-making

In this paragraph firstly the definition of interactive policy making will be discussed, secondly the levels of participations will be explained and finally the successes and failures will be argued.

2.3.1 Definition of interactive policy-making

Edelenbos described the concept of interactive policy-making as follows: Interactive policy-making means that citizens are part in the design and implementation of policy. Edelenbos (1998) further described the concept as a cooperate process where interested citizen will think along and discuss problems and possible solutions. Klijn and Koppenjan argued that interactive policy-making is a process where citizens, users, interest groups, and public and private organisations that are involved have an opportunity to participate in the preparation of the policy process (1998). Pröpper and Steenbeek formulated the concept as a way to ‘implement a policy in which a government involves citizens, civil society organisations, companies, and/or other governments at the earliest possible stage in policy in order to achieve open interaction and/or cooperation with them regarding policy preparation, determination, implementation, and/or evaluation’ (1998: 292). Van Woerkum described interactive policy-making as a process that can be applied to all levels of government in which the citizens are involved with the government to develop a collaborative policy (2000).

Interactive policy-making has various definitions. However, this does not mean that there is much uncertainty about the concept. In other words, the different definitions largely describe the same thing or complement each other. The definitions described above make clear what interactive policy-making is all about. The key aspect is that all actors are involved in the policy process at an early stage. Three main arguments can be formulated for the introduction of interactive policy-making (Edelenbos & Monninkhof 1998: 22):

- Creating support: By involving citizens and interest groups in policy-making, support for policy decisions and policy implementation is increased.
- Quality improvement: Interactive policy development can qualitatively improve the content of the policy through the different views that emerge during the creation process.
- Democratisation improvement: interactive policy-making makes citizens familiar with public administration and trains them to become good citizens, which benefits the quality of democracy.

For initiatives to make policy together, different names are used: administrative innovations, participatory planning, communicative management, etc. Gomis (1999). Interactive policy has become a concept with multiple meanings and includes all kinds of more or less open policy processes. This, in turn, means an increase in the complexity of the policy process. Edelenbos concluded by claiming that stakeholders should describe the problem from their own interests and perspectives and come up with solutions to the process (1998). With an interactive policy process, it is often difficult to activate stakeholders so that they are interested in policy design. The result is that there is little interest from stakeholders at the initial stages of the process, while at the end of the process there is much interest in policy (De Bruijn & Ten Heuvelhof, 1998).

2.3.2 Four characteristics of interactive policy-making

There are four elements to interactive policy-making: openness, equality, debate and negotiations, and influence (Edelenbos, Teisman, & Reuding, 2001). With these elements, interactive policy-making distinguishes itself from policy-making that is not interactive. The first element, openness, is expressed in three different ways. The first way is in terms of content, which is about space for new ideas, plans, and actions. Another way openness is expressed in interactive policy-making happens at the process level. Since participation in the interactive policy process is possible for everyone, no annoying participants are stopped. Openness in the process area also means that an interactive policy-making process is sufficiently transparent for participants. The finally aspect of openness is the actors. Actors are open to new insights, perceptions, interests, and ideas. This does not mean that they will adopt these possibilities. It only means that they will not immediately reject them (Edelenbos et al., 2001).

The second element of interactive policy-making is equality (Edelenbos et al., 2001). Equality means that all input from each participant is important based on their role in the interactive policy process. The participants have specific characteristics that determine their (power) position. This includes status (formal and social), skills (knowledge and communication), certain capacities, available time, willingness to make an effort, and self-confidence (Van Stokkum, 2003). An uneven distribution between these characteristics entails inequalities. Moreover, equality is not only related to the role and position that a participant has outside the interactive process. It is also part of the interactive process. Equality means, then, that even though there is inequality between the participants in the interactive policy process, there is nevertheless an equal distribution of resources between the participants. Participants need each other's resources to come to a joint action or agreement (Edelenbos et al., 2001).

The third element of interactive policy-making is debate and negotiations (Edelenbos et al., 2001). The processes of debate and negotiation are necessities for interactive policy-making. In order to arrive at solutions or changes in the context of a policy project, consultation and negotiation are the dominant communication styles (multilateral communication). Within the element debate and negotiation, one

tries to convince another of the correctness or inaccuracy of certain positions or actions. Participants then exchange certain interests or arrive at multiple solutions, also known as package deals (Edelenbos et al., 2001).

Finally, the fourth element of interactive policy-making is influence (Edelenbos et al., 2001). The participants in an interactive policy-making process influence the direction and content of policy. Policy solutions are not predetermined. The involved actors contribute to and influence the discovery of policy problems and the development of solutions.

2.3.3 Levels of participation

The first participation ladder was drawn up by Sherry Arnstein in 1969 and served to help clarify the social debate about participation. Over the years, the participation ladder has been applied and adjusted in the literature by many authors. In 1998, Pröpper and Steenbeek developed a *participation ladder*, with the turning point from closed policy to interactive policy. The participation ladder distinguishes a number of management styles based on the roles of government and stakeholders. With the exception of the closed authoritarian style of administration, in which input from stakeholders is completely excluded, all other styles of governance involve a certain degree of interaction between the initiator and stakeholders. In order to call a policy approach *interactive*, it must have a sufficient degree of openness. This involves substantive openness: the space for new ideas, plans, and actions. The degree of openness says something about the distribution of influence between initiator and participants. The more openness is offered, the wider the invitation to stakeholders is to exert influence. In Table 2, the demarcation line for interactive policy is just above the closed participatory style.

Table 2. *Participation ladder (Pröpper & Steenbeek, 1998)*

Form of government	Role of government	Role of the stakeholder
Interactive policy-making		
Direct Democracy (Self-government)	Government offers support to the parties in making their choices	Participant is the initiator and makes the choices
Collaboration	Government and other parties have an equal role and together they make the plans	Equal role, so choosing together
Delegation	Government offers framework for other parties to fill in	Complete and decide on the specified frameworks
Symbolic interactive		
Participation	The government offers scope within the planning for discussion and decision-making of the parties involved	Provide discussion and input, advise
Consolation	The government offers a closed solution where the parties can participate within strict framework conditions	Provide opinion and comment
Information	The government inform the other parties about decisions	Consuming the information
Not interactive		

Authoritarian	Government provides no information, chooses own way	No role, often not even knowledge
---------------	---	-----------------------------------

In 2001, Edelenbos and Monninkhof developed another participation ladder about the different levels of interactive policy-making. They distinguish five levels of participation in a participation ladder. The levels of participation are informing, consulting, advising, co-producing, and co-deciding. By choosing a certain level, a certain degree to which the board relinquishes influence on participants is also chosen. The participation ladder shows that with every step up, the degree of involvement in policy-making becomes more intensive and has more influence on policy. From the third step or higher, one can speak of interactive policy-making (Edelenbos & Monninkhof, 2001).

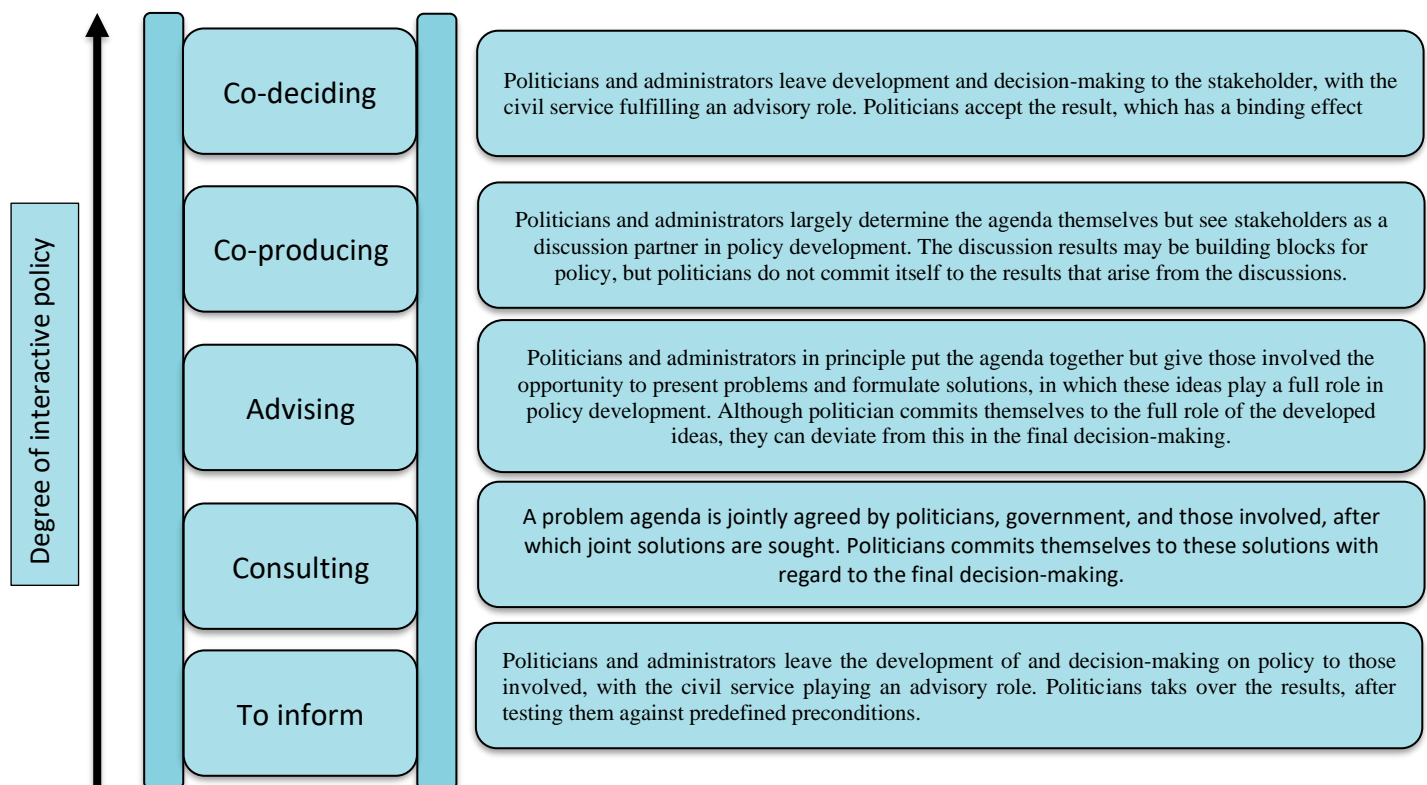


Figure 1. Participation ladder (Edelenbos & Monninkhof, 2001:242)

The concepts *direct democracy* and *indirect democracy* are important to interactive policy-making. Direct democracy refers to a situation in which each citizen has a proportional amount of decision-making power over administrative and political issues. Indirect democracy refers to a situation in which citizens delegate their decision-making power to elected representatives. Participation ladders are a measure of the influence of stakeholders in the policy process.

The participation ladder also indicates the degree of influence for the actors involved. The role of the municipality when it comes to informing the stakeholder is large, and that of the stakeholder is minor; however, when it comes to deciding, the roles are reversed: the role of the stakeholder is large and that of the municipality is minor (Edelenbos et al., 2001). By the highest level on the ladder, Edelenbos et al

talk about co-deciding. Here the government gives the right of decision-making to the stakeholders within the project. The government only offers support to the stakeholders during the decision-making process. Within co-producing, the actors are mainly seen as discussion partners. This means that the municipality is in charge and ultimately determines what the policy will look like. Co-production is more common within the municipality. Helleman's visualisation of the influence relationships that arise from the participation ladder is in Figure 2 (2005). From the moment that co-production takes place, the municipality and interested participants are on an equal footing with each other. Until the moment of giving advice, the board can still overrule, and from the moment of co-decision, a situation arises in which the interested participants are stronger than the municipality. The last situation arises because the municipality would make itself unsuitable by not taking into account the input of the participants. This creates a situation where the participants can fall back on the power that has been assigned to them. This is a balance of power among the participants.

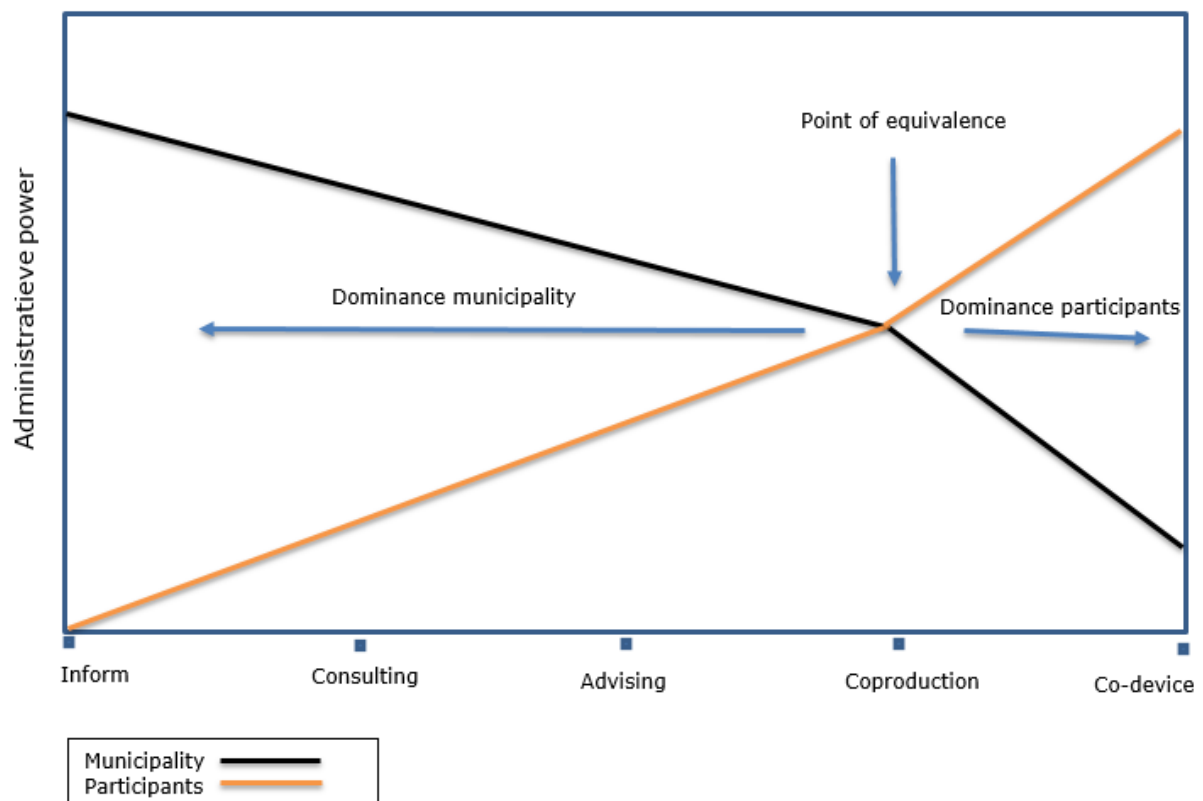


Figure 2. Influence relationships based on the participation ladder (Helleman, 2005:21)

If one compares the two ladders with each other, similarities can be seen. They both focus on the degree of participation from the stakeholder and the governance style that the government chooses for a given policy situation or the degree of interaction. Pröpper and Steenbeek have also incorporated the closed authoritarian style of administration into their ladder, while the ladder of Edelenbos and Monninkhof only discusses the interactive ways. These two theories are in a certain way in line with each other. The

ladder of Edelenbos and Monninkhof can be an addition to the ladder of Pröpper and Steenbeek because co-decision and democratic leadership are almost identical. Collaboration and delegation correspond to co-production, participation and advising correlate, consultation and consultation resemble, and finally information and information correspond.

2.3.4 Success and failure factors

The choice of a local government to opt for interactive policy-making depends on a number of factors. These factors for using interactive policy-making are variable, which is why it is interesting to look into the literature on interactive policy-making to see which success and failure factors have been mentioned and what the causes of those success and failure factors can be. First at all, the success and failure factors of interactive policy-making and the related advantages and disadvantages are discussed. After mapping this, something can be said about the condition of a good interactive policy process.

One of the arguments for not opting for interactive policy-making in practice is that it offers no guarantee of a successful relationship between the municipality and interest groups. However, others see the power of interactive policy-making in successful collaborations that have taken place between citizens and interest groups.

Pröpper and Steenbeek (1999) have identified a number of success and failure factors with regard to interactive policy-making. First, they state that one of the most important causes is the policy situation itself, and then they point out the importance of the approach to align it with that policy situation. It is assumed that incorrect coordination of management style and approach with regard to the policy situation leads to the poorer results of interactive policy. The core values that Pröpper and Steenbeek mention are openness, clarity about the role and input of the board and that of participants, recognition of the added value of participation, a constructive relationship between management and participants, a suitable problem and sufficient personnel capacity and resources' (Pröpper and Steenbeek, 1999: 151). In addition, they claim that each of these core values must be met for a successful process of interactive policy-making. The six core values are briefly described below.

Table 3. Conditions for interactive policy (Pröpper and Steenbeek, 2001: 36-46)

Openness	Is about substantive openness about the subject. It must be possible to discuss the subject and sufficient knowledge must be given by administrators about the subject. But also, openness in the policy arena. Sufficient and knowledgeable people should be involved in the discussion. In addition, openness of the process. It can give participants confidence when they have a say in the policy-making process.
Clarity about the roles in advance	Both administrators and participants in the process of interactive policy-making will need to know about themselves and each other what their roles are. When someone speaks, it must be clear in which role he or she speaks. Furthermore, it must be clear what the preconditions are and what influence participants may exercise.
Added value of participation	It is important that directors are convinced of the added value of participation by participants and act accordingly by giving confidence and taking input seriously. The added value can look in different ways. For example, creating support, bringing in missing knowledge or helping to implement policy can be an added value.
Constructive relationships	The condition is that people jointly seek a problem and solution. Sometimes it is important to waive demands to be able to search for a middle ground together. Personal relationships are also important in maintaining or building a constructive relationship.
Suitable problems	Not all problems are suitable for interactive policy-making. For example, problems that require a quick solution or problems that do not interest anyone are unsuitable. Problems must also not be fully thought out.
Sufficient and adequate resources	Interactive policy-making requires sufficient people, parties and companies who want to participate. In addition, the corresponding resources must be provided for both the municipality and the participants. Consider the available time and money to be able to form an interactive policy.

Pröpper and Steenbeek also have ten effects and goals for going through an interactive process, which are shown in Table 4. In the literature, points 1 and 5 from Table 4, increasing support and enrichment, are most frequently cited as reasons for the government to initiate interactive processes (including Edelenbos and Klijn, 2005; Boedeltje and De Graaf, 2004; Klijn and Koppenjan, 1998). The other motives are often additional side effects that are often seen as fun. They also state that an interactive process offers no guarantee for creating support and enrichment. It can even lead to adverse effects (Goverde and Lako, 2005). The possible occurrence of an adverse effect applies to almost all motives in the list of Pröpper and Steenbeek. At the same time, the possibilities of interactive policy-making are the greatest threats if the process does not go smoothly or is carried out.

Table 4. Participation ladder (Pröpper & Steenbeek, 2001: 34-35)

1.	Content enrichment: improving the content of the policy (goals, resources, time choices) so that the policy becomes more effective, effective, more responsive, or legitimate. Content-related enrichment can include: obtaining information about the nature, extent and seriousness of the problem; gaining insight into alternative problem definitions and derived, alternative policy objectives; gain insight into relevant preconditions for policy; testing a given policy approach: what are the pros and cons, the arguments for and against the chosen goals, resources and phasing and what is the feasibility and feasibility of the policy; gaining insight into alternative means (new solutions) and the consequences thereof; and testing of alternative policy scenarios.
2.	Achieving a higher level of ambition: the realisation of more, better or faster policy because ideas, effort, time, and money are bundled.

3.	Improving the process: improving the policy process and the interaction with other parties. This could include improving information exchange and communication, strengthening mutual understanding, and achieving compromises or consensus.
4.	Improving cooperation with external parties: interactive policy as a way to reinvigorate cooperation or to improve its organisation.
5.	Increasing support (and therefore also the feasibility of the policy): the actual support for the policy or for aspects thereof (including problem definition, policy content, policy process) by relevant external or internal parties (external: citizens, civil society organisations, companies, independent experts, and/or other governments; internal: representatives of the people, administrators and / or officials).
6.	Shortening the duration or accelerating the policy: a shorter period of time within which social or administrative problems can be tackled.
7.	Increasing the problem-solving capacity of society: greater responsibility and self-reliance of citizens, civil society organisations, and companies to contribute to public affairs.
8.	Expansion of participation and democracy: strengthening of direct democracy through the active participation of citizens in public affairs or representative democracy through the representation of the people and the government about what is going on in society.
9.	Improvement of the internal organisation: possible shortcomings of the civil service may come to light in the interaction with citizens, civil society organisations, companies, and/or other governments, for example, compartmentalisation or inadequate internal cooperation. By looking from the outside in, interactive policy can explicitly have this intention.
10.	Improving the image: increasing positive perception because the public welcomes interactive policy or its results.

Edelenbos, Teisman, and Reuding (2001) have argued that closing the gap between citizen and government, increasing democratic legitimacy, increasing support for decisions, striving for integrality in policy, and finally increasing problem-solving capacity and the quality of policy are the five potentials of interactive policy-making. To be able to use these potentials of interactive policy-making, according to Edelenbos et al., parties need to learn better how to shape and play the new democratic game of interactive policy-making. In addition, they also claimed that with interactive policy-making, the interactive meetings are not always professionally supervised, the revenue from them does not meet expectations, they are not always well organised, the content outcome is disappointing, and, finally, interactive policy-making is difficult to connect with other processes within decision-making (2001).

Benefits

In addition to the success and failure factors, the benefits and disadvantage of interactive policy-making are also examined. In section 2.2.1, the arguments that Edelenbos and Monninkhof describe were mentioned. The three arguments for interactive policy-making are creating support, quality improvement, and democratisation improvement. The first argument means that the support of citizen decision-making has increased because citizens themselves are involved in the policy-making process. Citizens are more likely to accept a policy if they know which arguments and considerations the municipality will take into account regarding its decision. As a result, the argument which describes the support is seen as an important argument for the deployment of interactive policy-making. An advantage

of increased support is that citizens will be less inclined to start objection procedures, and this can save much financial costs and time.

The second argument relates to the knowledge that citizens contribute to the interactive process. Citizens can provide both substantive professional knowledge and knowledge about the environment to which the policy applies. The final policy will therefore probably be of higher quality. However, politicians sometimes have doubts about the substantive contributions that citizens make. Professionals are not always enthusiastic about the input of citizens and are sometimes downright sceptical about the outcomes of interactive policy-making (Cornips, 2008).

According to the democracy argument, Edelenbos means that interactive policy-making could contribute to the education and training of citizens as good citizens. Citizens would gain more knowledge and experience through their involvement in management.

Hajer sees interactive policy-making as a development for the future and claims that the existing organs of representative democracy must increasingly be supplemented with forms of democratic deliberation decision-making (2002). Van de Peppel (2001) has argued that the degree of involvement in the living environment directorate and the interest in local politics are related to the will to participate in interactive policy-making. Only a limited group of citizens are interested in participating in interactive policy-making processes. The speed of deployment of interactive policy-making is a fourth argument. By better attuning to the wishes of citizens, the number of objection procedures would be reduced and the total process with interactive policy-making would be faster than normal. Nevertheless, the literature shows that, partly depending on the perspective one takes, interactive policy-making can be expected to lead to both faster policy processes and delays (Peppel van de, 2001).

Finally, improving the municipal image can be a reason for using interactive policy-making. This means that the image of a municipality that is actively and genuinely interested in the opinion of its citizens and takes into account the wishes of those citizens can arise. A precondition for improving the image is that citizens have to see part of their input during the process in the final policy outcome. Otherwise, it could actually lead to a deterioration of the image of the municipality (Cornips, 2008).

From the foregoing, one can conclude that all kinds of advantages are mentioned in the literature for the use of interactive policy-making by the government. So, it is plausible that interactive policy-making, as a whole, contributes positively to better cooperation between government and citizens.

Disadvantages

A point of criticism from Duyvendak and Krouwel is that different interactive methods do not necessarily strengthen the position of the individual citizen, but rather they do so for the relatively privileged position of the already influential interest groups (2001). One of the problems with the use of interactive policy-making concerns the representativeness of stakeholders in the process. The literature shows, as mentioned earlier, that the participants in interactive processes are not always a good reflection of the population's composition or stakeholders in a project. This is the first argument against interactive policy-making (Willie, 2001).

According to Willie, the methods used during the interactive policy-making process have consequences for the selection of participants; therefore, it depends on the choice of methods that group participates in interactive policy-making. Cornips (2008) has also pointed to the problem of the representativeness of participants. As a possible solution, he proposed a balanced institutional design of the interaction process, whereby the process is organised in such a way that all groups in society are represented in the interactive process. Cornips has also claimed that interactive processes are not suitable for structuring influence on the outcomes of the process. As a result, interactive policy processes often have the character of a power game in which the rules of the game are unclear and continue to change (2008). This can be very frustrating for parties during the process. Something related to this is the degree of power that the participating parties can exert on the process. Inequality of power among parties is a second argument against interactive policy-making. One aspect of this is, for example, 'that not every participant in interactive processes is equally capable of formulating his or her views or submitting arguments to support those views' (Cornips, 2006). As a result, the power of the participants is less than the parties which are capable of this.

A third and frequently heard argument against interactive policy-making is the democratic deficit of interactive processes. In theory, the primacy of decision-making lies with the municipal council. In practice, however, decision-making is often in the hands of the Municipal Executive. Councillors often act aloof so that they have less influence in the process because, according to Cornips, 'interactive processes are characterised by capriciousness, inequality, and limited representativeness, they are crying out for tight democratic control by elected representatives' (2008: 219).

The interactive policy process also requires a different way of working by civil servants. They play the role of knowledge expert in the interactive policy process and, in addition to serving the administration, must serve the citizens. The traditional role of civil servants is therefore blurred. Nevertheless, they remain dependent on their political bosses for certain decisions. As a result, they cannot make too many commitments during the interactive process. The emergence of a new and much more complex role for civil servants is the fourth counter argument.

Other disadvantages are that an interactive approach is expensive and that the complexity of the process is increased, which happens because more parties participate in the process during interactive policy-making than in a standard policy process. In addition, much time is needed to get stakeholders involved. This often happens when a specific problem has not been formulated, to which citizens have a say. Once citizens and interest groups are involved in policy-making, sometimes happens their opinions are not taken seriously, so the government still takes its own course. In retrospect, there appears to have been no interactive policy-making. Ultimate effects can be that citizens are disappointed when they do not recognise their own ideas in the result. This feeds distrust instead of trust (Cornips, 2008).

One can conclude that there are no binding legal procedures for interactive policy-making and that the concept of interactive policy-making in the literature usually means a whole policy cycle. There are arguments for and against interactive policy-making. However, by organising the process a municipality can respond to a number of arguments against interactive policy-making.

2.4 Co-creation

This section provides an overview of co-creation in order to answer the second sub-question: What is co-creation? First, the term *co-creation* is defined, and then the conditions of the term are explained. After that, the service formulas of the municipality of Hengelo are discussed with the focus on the co-creation formula.

2.4.1 Definition of co-creation

Co-creation is a further form of interactive policy-making that builds on cooperation between government and society. The current dynamic society requires a different approach from the government. Co-creation is a form of participation. There are various reasons for choosing co-creation instead of other forms of participation. Co-creation is a design method with both a top-down and a bottom-up approach; it is a collaborative development process in which the actors are interactively working on the process (Battarbee, 2004; van Limburg et al., 2011). Co-creation is in principle, not a design method with strict guidelines. It is a development process in which different actors work together on and influence developments and processes (Battarbee, 2004). Van Berlo (2012:96) sees co-creation as a means ‘to achieve results around a central and common goal’. According to Hughes (2014), the assumption here is that with co-creation there is an additional benefit for involved parties. An example is a party that has specific knowledge which is transferred during collaboration. This can be either factual knowledge or knowledge of each other’s organisational structures.

This brings us to a second example of an additional benefit. Namely, there is an increase in legitimacy and support for the developed policy or product because the users or stakeholders affected by the policy have had extensive control. This creates a win-win situation in which the position of all parties involved has improved. In addition, an emphasis on co-creation ensures that developed knowledge is put into practice. A literature study by Voorberg, Bekkers, and Tummers (2015) added four more goals to interactive policy-making, namely: (1) increasing effectiveness, (2) increasing efficiency, (3) increasing satisfaction, and (4) increasing citizen participation. These additional goals have been formulated from the perspective of the producer or, in the case of this study, the government. From this, one can conclude that for non-government parties the added value of co-creation is an additional benefit. Moreover, Voorberg, et al. (2015) noticed that co-creation processes mainly take place without a specific goal being set in advance. In such a case, as with other forms of participation, it is decided from a democratic perspective to make use of co-creation and co-creating is a goal in itself.

A literature study by Voorberg et al. (2015) shows that when defining co-creation, some authors place emphasis on sustainable relationships between citizens and government, while others emphasise joint responsibility or the involvement of citizens. Some authors make no distinction at all in which parties participate in the process. Sanders and Stappers (2008), for example, simply define co-creation as any form of collective creativity between two or more people. There are also authors who use a stricter definition. According to Hughes (2014), only collaboration is not enough. He defines co-creation as a process in which two or more parties work together and thereby create value for themselves or others. What many definitions have in common is equal cooperation between two or more parties across the entire breadth of the decision-making process. Co-creation in the public sector revolves around the input of interested parties in the agenda, development, and implementation of government policy (Bekkers, Meijer, & Burger, 2010). In that sense, co-creation in the participation ladder of Edelenbos and Monnikhof (2001) fits on the co-producing step. This is not surprising because the concept of co-creation has been used for a long time in the academic literature on services under the name of co-production (Voorberg, 2017; De Rynck & Dereuze, 2011; Needham, 2007). Nowadays, co-creation is often used interchangeably or synonymously for co-design (Sanders & Stappers, 2008).

2.4.2 Conditions of co-creation

The concept of co-creation was first used by Prahalad and Ramaswamy in the private sector for the development and/or production of services and goods in which the end user is actively involved (2000). They endorse the importance of interaction in a co-creation process. As building blocks for interaction, Prahalad and Ramaswamy (2000) mention that dialogue, access, transparency, and insight are part of the cost benefits. Dialogue is an important element in co-creation. It refers to the interactivity, deep involvement, possibility, and will for mutual cooperation between citizens and government. For an active dialogue to take place, it is essential that both parties are equal. To achieve this, equal access to

information and transparency about the information is important. Access to information ensures that all parties involved can make a well-informed assessment of both the risks and benefits of participating in a co-creation process.

Voorberg et al. (2015) have made an inventory of all scientific publications on co-creation within the public sector. In this, they have distinguished eight influential factors that influence the level and quality of co-creation processes. They have made a distinction between factors that apply to the party organising the process, is often a government agency, and the other actors, which are often citizens. Organisational factors are the extent to which the organisational structure is in line with participation, attitude towards participation, appropriate culture, and motives for co-creation. Citizens' factors are personal characteristics, sense of involvement or ownership, and presence of social capital (Voorberg et al., 2015).

It is striking that authors often state the same conditions. Trust, reciprocity, and openness are often mentioned as conditions for co-creation (Jonkers, 2014; De Bakker & Dagevos, 2016). In particular, an open and equal dialogue is considered very important. This requires a good relationship between participants and access to relevant information. In addition, it is important that participants see the added value of a co-creation process; otherwise, there is no willingness to participate. This touches on the importance of a sense of urgency. There must also be sufficient legitimacy and support for the process (Voorberg et al., 2015).

2.4.3 Goals of co-creation

The purpose of co-creation has already been partly defined in the above paragraph. In the scientific literature, various goals of co-creation have been described. The goal of creating support is the most important goal of co-creation. This is because one increases the legitimacy of the policy with support for new policy. This in turn has an effect on the success rate and effectiveness of the chosen policy. Before the goals are described, the terms *legitimacy* and *support* are first considered.

Legitimacy

Gilley stated that a state is legitimate if rightfully holds and exercises political power (2009). Beetham listed three conditions that must be realised in order for power to be legitimate. First, by conforming to the rules there is legal validity. Secondly, the power relations have to be morally justifiable, and at last there has to be belief in legitimacy and power so that people approve of the use of legitimacy and the associated power (1991). Governance have an impact on forms of accountability when it comes to changes, and this impact influences legitimacy. Ansell and Gingrich have argued that accountable, transparent, and accessible direct participation or representation of citizens in administrative affairs is a concern of the accountability agenda (2003).

Gilley has argued that legitimacy is a reason for domestic and international politics, not a consequence. Legitimacy involves democracy, rights, governance, and development (Gilley, 2009). Scharpf (1999) has implemented divergence between input and output forms of legitimacy in order to demonstrate how democracy works. By inputting legitimacy, de Jonge and Theuns argue that it focuses on governing by the people, and by outputting legitimacy, they argue that it focuses on governing for the people (2017). Scharpf (1999) has argued that democratic legitimacy is a two-dimensional concept, which indicates both the inputs as well as the outputs of a political system. For political decisions with citizen preferences, mechanisms or procedures are required for democratic legitimacy on the input side. These mechanisms are reflected by elections when decision-makers are held accountable. On the side is the output, which has an objective and a subjective component. The objective component indicates the amount that policy outcomes accomplish when effectively solving social problems. Acceptable reasons for the permissible uses of coercive power or for being obligated to obey the state refer to political legitimacy (Peter, 2016).

Co-creation can influence the legitimacy of the chosen policy because there is often a large gap between the government and the citizen. Co-creation can be used to guide the desired form of cooperation between government and citizens, so that they can work together in a meaningful way.

Support

Support comes from satisfaction with the result and with the process (de Graaf, 2007). The policy process is important for creating support for policy, but research has shown that satisfaction contributes to support although the substantive outcome has more influence (De Graaf, 2007). There are also other factors that influence support. The dominant position of the parties involved, both inside and outside of the process, is also an important aspect. The dominant position of the person concerned may in some cases have more influence on the support of the policy than the entire process of interactive policy-making.

In addition to legitimacy and support, three goals directly apply to a process of co-creation and the result. The three goals are quality improvement, effectiveness, and a democratic process.

Substantive quality improvement

The very first goal of co-creation is to improve the content of the result (Bekkers & Meijer, 2010; De Graaf, 2007). The result in this case is the relevant policy document for which the process is being initiated. The idea behind policy in general is that it contributes to the solution for a social issue. How good a policy is can be assessed based on the extent to which it contributes to the social task (Hoogerwerf, 2014). In order to properly contribute to a task, it is important that the problem is clear and that a good solution is formulated in the policy document. This is problematic in itself because many social problems cannot be described unambiguously due to their complexity. So, the idea that the

government is capable of writing independent policy is no longer accepted. Different types of knowledge are needed to get a more complete picture of the problem (Fischer, 2009). This is one of the reasons why co-creation and other forms of cooperation are necessary in order to achieve good policy in terms of content.

Effectiveness

In addition to the need to bundle the knowledge of different people and organisations, this also applies to the actions that should lead to the implementation of the policy document. After all, a policy piece in itself does not reduce a social problem; these are the actions that result from this (Hoogerwerf & Herweijer, 2014). To achieve the required actions, it is important that the relevant powers, resources, and support are present, which is necessary for the policy to be effective. Effectiveness means that the process actually leads to a result. The process itself is difficult to see in isolation from the implementation of policy, certainly in the case of policy-making, and the outcome of the process is a means of achieving social goals. For implementation, it is important that the various parties involved endorse the policy document as a means.

Democratic process

The final goal of co-creation is the realisation of a democratic process. Co-creation is often not seen as an end in itself because co-creation is seen as something good in itself (Voorberg, 2017). Understood from the pursuit of a democratic government, citizens and parties have the possibility of a direct influence. This is important because a government derives its legitimacy from the democratic process. A government performs tasks in the name of the people it represents, which is why the process must ensure that the interests of the citizens are represented. Governments continue to use a top-down method but supplement it with modern methods that have a more horizontal effect, which involves citizens and organisations in the process.

Earlier in this paper, the idea that social image has changed and that the government is increasingly on the same level with organisations and individuals was discussed. The change of levels results in other forms of democracy. These forms which can be expressed, for example, in co-creation are less organised on the basis of strict protocols. This offers space on the one hand, but it also presents disadvantages on the other. For example, representativeness is a point of attention. In addition to hearing all interests, extra attention must be paid to weaker interests in order to prevent the danger of the tyranny of the majority (Mill, 2005). The elements described above are, together, important for the realisation of legitimacy (Engelen & Sie Dhian Ho, 2004). By guaranteeing the democratic values in the process, the support of the citizens can be counted on and can, therefore, the policy can be considered legitimate.

The above goals are strongly related to each other, but in some cases they can also counteract each other. For example, a broad involvement of different parties does not necessarily have to contribute to the quality of policy. After all, this can also be guaranteed by involving experts who are not representatives of the relevant interests (Bekkers & Meijer, 2010). Each co-creation process can be different because the stakeholders and the project determine the co-creation process. In contrast to the process, the goals of co-creation do apply to every co-creation process.

2.5 The service formula of Hengelo

The municipality of Hengelo is busy with services on a daily basis. In 2015, services were arranged per sector, but the municipality wanted to have this arranged differently. In 2016, they formulated and established the five service formulas within the organisation of the municipality. This meant that services would be full and centrally arranged in order to improve accessibility and quality towards the citizen (A. Lenferink, personal communication, 28 October 2019). A process in which good cooperation between the municipality, residents, entrepreneurs, and social organisations is central. The five service formulas are flash formula, guide formula, co-creation formula, management formula, and enforcement formula. The characteristics and agreements that result from the service formulas are formulated on the basis of the six Ps: product, place, process, price, promotion/information, and people. Table 4 further describes the characteristics of the co-creation formula. Below, the flash, guide, enforcement, and management formulas are explained, the co-creation formula is discussed in the next paragraph (Hengelo, 2016).

The flash formula is about delivering standard products to a citizen or organisation. The products that fall under the flash formula must be quickly deliverable. The flash formula is applied if it concerns a single product or a combination of products, where personal contact is not important for the applicant. The process is organised efficiently, and the result is immediately clear. The product, or combination of products, is for one citizen or organisation. Examples are passport applications and location permits.

In the guide formula, the citizen or organisation has the role of a customer: the customer needs several products from the municipality. Two examples are the realisation of a plan or a demand for care. The customer prefers it if someone from the municipality thinks along with them to get customised advice. With the guide formula, one can think of an entrepreneur who wants to start a cafe in Hengelo. For this, the person needs a drink and hospitality licence, and perhaps also a terrace licence and a greenhouse gas licence. The main point here is that the entrepreneur can expect support from the municipality in the process of applications. The guide formula is applied when there is a combination of products, where the customer needs customised advice. This often requires personal contact with an employee of the municipality, who during the process shows the customer which products are important and can be used. This formulation is about one citizen or one organisation.

In the enforcement formula, the citizen is in the role of the national. This means that the municipality enforces the rules and agreements in relation to the citizen by checking if the rules and agreements be observed. An example might be when a citizen has received a permit for a party but does not adhere to the agreements during the party.

The products that fall under the management formula concern contribute to a safe, clean, and liveable city. All products and services related to the public space of the municipality of Hengelo are part of the management formula. The service that applies would then be the same for all of these products (Hengelo, 2016).

2.5.1 The co-creation formula of Hengelo

The co-creation formula implies that civil servants think and collaborate with the actors involved. This means that the actors will be involved in the process from the beginning. A common goal is formulated, agreements are made, and work is done together on an undefined end result. Roles and tasks are agreed upon in advance, for the actors involved are responsible for their own role within the partnership. The ultimate goal of the co-creation formula is to improve the quality of the policy, with the input and cooperation of the actors involved. In addition, the formula is based on equal partners, where it is jointly determined how the process and decision-making will proceed.

The co-creation formula helps to ensure that the process runs smoothly, by providing tools for effective cooperation with stakeholders. Common mistakes or overlooking certain aspects are reduced in this way. The core aspects that are prescribed by the municipality of Hengelo are shown in Table 5

Table 5. *Co-creation formula core aspects*

Co-creation formula core aspects	
Product	<ul style="list-style-type: none"> -New and improved products/services where different interests come together and take the result into account. -Initiatives can come from the municipality and society
Place	<ul style="list-style-type: none"> -Location as desired -We connect where the co-creators are already, in the city and in the neighbourhood
Process	<ul style="list-style-type: none"> -We help each other to find the right people. -Together we discuss how the process works and what our goal is. -The entire process is transparent -It is clear within which frameworks the co-creation process can take place -Daring to let go, we accept that uncertainties are part of co-creation, we trust each other, value and respect for co-creators are paramount in this process -Ensure a neutral process director
Price	<ul style="list-style-type: none"> -You invest and we invest in time, money and resources

	-It provides added value for society and yourself
Promotion/ information	-You have access to municipal information sources -We inspire you with examples of other co-creation initiatives -Required information is shared with each other
Staff	-You will be listened to; we are happy to think along with you -Together we work towards the goal -We invite you to think about social issues

Internal agreements within the municipality of Hengelo have been made to realise the process of co-creation. The point is that civil servants are flexible and willing to go along for the common good. This means that the location depends on the product. When it comes to a playground in a neighbourhood, it makes more sense to meet there than the old way of meeting at the municipal office. The following have been agreed in the area of process: the process supports and ensures the coming together of society; each process is unique, so the result is not certain; decision-making is mapped in advance; and together the goal is determined. Since every actor contributes to the process and in a specific way, money is available from the municipality for the process. With regard to information, the municipality has access to municipal sources, and supply and demand come together via a portal. The following have been agreed for civil servants: dare to let go, accept that uncertainty is part of co-creation, have faith in each other, value and respect the co-creators, support the process, and ensure a neutral process director. All this is for a new and improved product or service so that different interests come together and take into account the result of the product (Hengelo, 2016).

For the realisation of the co-creation formula, civil servants have to embrace the formula in order to give their own form and to apply it to the daily working method. No agreements have been made for the implementation of the formula in addition to the guidelines described in Table 6.

Table 6. *Co-creation formula intern agreements*

Co-creation formula interne agreements	
Product	-New and improved products or services -Different interests come together and take the result into account
Place	-Location as desired -We connect where the co-creators are already, in the city and in the neighbourhood
Process	-The process supports initiatives where residents, entrepreneurs and organisations come together -The process provides a connection between society and politics -Every process is unique, and the result is not certain -Together we determine the goal -Mapping decisions in advance
Price	-Everyone makes his / her contribution to the process -Money has been made available for carrying out the process

Promotion/ information	<ul style="list-style-type: none"> -Information about how and what including the liberties and limitations can be consulted in the toolbox -Provide access to municipal to common resources -Supply and demand (ideas and people) come together through a portal
Staff	<ul style="list-style-type: none"> -We dare to let go -We accept that uncertainty is part of co-creation -We trust each other we value and respect the co-creators -We support the co-creation process -We ensure a neutral process director

The characteristics and internal agreements of the co-creation product have now been described. The next step is to determine whether a project, initiative, or proposal can be seen as co-creation. To determine whether it falls under co-creation, a guideline for civil servants has been drawn up by the municipality for determining whether the co-creation process will apply (see Appendix A). This is also the benchmark for determining whether or not a project falls under co-creation.

The guideline's five questions have to be answered affirmatively in order for the project to be put under the co-creation formula. The first question the guideline presents is whether the results of the process have an influence and impact on multiple stakeholders. The second question is whether the external input is desirable. The third question is whether the civil servant is prepared to work from the co-creation starting points. The fourth question is whether there is enough time for this project. The fifth question is whether there are stakeholders to work with. The last question is are there residents, entrepreneurs or social organisations that can work within the project. If the answer is yes to all five questions, the municipality of Hengelo wants the project to put in the co-creation formula (Appendix A).

Various actors can become involved in the process during the co-creation formula. These actors can be divided into two different categories: (1) municipality, residents, entrepreneurs or organisations and (2) actors from the municipality. The actors and their interests within a project are presented in Table 7 (Hengelo, 2016).

Table 7. *Roles on a co-creation process*

Rolls in a co-creation process		
Actors can be municipality as well as residents, entrepreneurs or organisations.		
Initiator	Comes with the initiative	Realisation of the initiative
Co-creator	Brings ideas, expert and experience with him during the process	By the co-creation process
Process director	Steer the process in the right direction, so that it is an acceptable process for all involved.	Neutral during the process.

Stakeholder	Has an interest in the result	Not all stakeholders have an active role in the process
Sponsor	Invest time, money and goods.	
Client	Gives an order for carrying out the route	Reaching the goals
Framework makers	Establishes agreements about the process and the result, leaving enough room for manoeuvre	Importance and outcomes according to the agreements
Voter	Stakeholders choose between the options that have come about during the process.	
Ambassador	Promoting co-creation within the sectors. Link to the implementation support and formula holder	Encourage working in co-creation
Actors from the municipality		
Formula holder	Monitors and improves the formula. Advises colleagues and external parties on co-creation	Encourage working with the co-creation formula on suitable topics
Co-creation estate gate	Central point of contact for the initiator. Connects internal and external co-creators with each other	Connecting co-creators
Decision maker	The management team, the Municipal Executive and / or the municipal council must agree to the plan that results from the co-creation process	Political interests
Implementation-supporter	Gives advice when setting up and implementing co-creation processes.	Formula is applied to the department where appropriate.

3. Methods

In the previous chapters, a theoretical framework has been formed based on the available literature. This has provided an overview of the meaning of interactive policy-making and co-creation in this study. The theory of the two participation ladders serves as a framework for the basis for empirical research. In the empirical research, an image is formed of interactive processes that the municipality has gone through. In this chapter, the methods of answering the fourth, fifth, and sixth sub-questions is discussed. Each sub-question is conducted individually, and the method used to answer the question is discussed. This chapter provides an overview of the methods used to collect and analyse the found data.

3.1 Data collection

This section explains the methods that were used for data collection. Here, interviews were kept to answer the fourth, fifth, and sixth sub-questions. Each step that was taken to ensure the selection of the correct data is clarified in this section.

3.1.1 Interviews

The municipality of Hengelo has no data to measure what kind of policy papers have been draw up. When studying the policy papers, little documentation has been found about the process that could be used to make a document analysis of it. So, the missing information about the process has to be gained. The choice for interviews was made because only the policymakers have the information about the process of the policy papers. In addition, the interview also serves as a good opportunity to ask further questions and analyse the choices, opinions, and views made by policymakers. The interviews proved data to answer the next three sub-questions: (4) To what extent does the municipality of Hengelo currently use interactive policy-making? (5) Can the decision for the type of participation style be explained? (6) Can co-creation formula play a role in furthering an interactive municipality?

The following method is used to select the policy papers. In total, 29 policy papers were prepared in the past four years. These policy papers were divided into categories. The categories are on themes, the themes can be found in Table 8. Subsequently, one to two policy papers per theme were chosen to be included in the research. The aim was to choose two policy papers per category, but because of the corona measures that were implemented in early March, not all respondents were able to participate in the study due to the extra tasks they obtained with the introduction of the measures. The recruitment of data has continued with at least one representative per category. This way, each department was included in the research by means of the themes and the main collaborates were interviewed.

Table 8. Policy papers

Category	Policy document
Economy and Finance	Beleidsnote Integraal risicomanagement en weerstandsvermogen 2019-2022
Environment, greenery, soil, and water	Programma Nieuwe energie Hengelo 2017-2021
	Gemeentelijke rioleringsplan Hengelo 2018-2022
Sport, art, and culture	Horecavisie
	Uitvoeringsprogramma sport en bewegen
Others	Meerjarenbeleidsplan LHBT 'anders is ook gewoon' 2019-2022
	Omgevingsvisie Buitengebied
Safety and enforcement	Integraal veiligheidsbeleid 2017-2020
Traffic and transport	Parkeerplan binnenstad 2019
Work and income	Beleidsplan schuldhulpverlening
Living and building	Woonvisie Hengelo
Care and welfare	Transformatieagenda 'Hengelo sociaal en lef'
	Actieplan vrijwillige inzet versterken

The interviews were conducted by telephone or via Facetime, in connection with the corona measures. The interviews were conducted in Dutch, as it is the official language within the municipality of Hengelo and the respondents would feel more comfortable speaking freely during the interview. An hour was reserved for each interview; however, in practice the interviews took 45 minutes on average. All interviews were conducted well, and the necessary information has been collected to answer the sub-question. The interviews were all recorded with a telephone. Subsequently, the recordings were placed on iCloud for later transcribing. The summaries of the interviews can be found in Appendix C.

3.1.2 Respondents

To find out who was involved in the process of policy papers, a programme, called *Lisa*, was used within the municipality of Hengelo. The most important documents are stored in that programme. By looking at who uploaded a policy paper, the search for the policy officer involved began. After finding a name connected by the policy, an invitation was sent by work email with a request to participate in an interview for this study. Initially, 15 respondents accepted the request, but two respondents gradually withdrew their acceptance in connection with the corona measures that came in early March.

Table 9. Overview respondents

Policy paper	Name policy document	Respondent	Role
Policy paper 1	Uitvoeringsprogramma sport en bewegen	Respondent 1	Polymaker
Policy paper 2	Programma Nieuwe energie Hengelo 2017-2021	Respondent 2	Process director
Policy paper 3	Parkeerplan binnenstad 2019	Respondent 3	Polymaker
Policy paper 4	Beleidsplan schuldhulpverlening	Respondent 4	Polymaker
Policy paper 5	Integraal veiligheidsbeleid 2017-2020	Respondent 5	Polymaker

Policy paper 6	Actieplan vrijwillige inzet versterken	Respondent 6	Policy adviser
Policy paper 7	Transformatieagenda 'Hengelo sociaal en lef'	Respondent 7	Policy manager
Policy paper 8	Gemeentelijke rioleringsplan Hengelo 2018-2022	Respondent 8	Policy manager
Policy paper 9	Meerjarenbeleidsplan LHBT 'anders is ook gewoon' 2019-2022	Respondent 9	Polymaker
Policy paper 10	Horecavisie	Respondent 10	Polymaker
Policy paper 11	Beleidsnote Integraal risicomanagement en weerstandsvermogen 2019-2022	Respondent 11	Polymaker
Policy paper 12	Omgevingsvisie Buitengebied	Respondent 12	Project manager
Policy paper 13	Woonvisie Hengelo	Respondent 13	Polymaker

3.1.3 Operationalisation

The data analysis focusing on the interviews meant to bring order, structure, and meaning to the findings; it provides a framework that describes the degree of interactive policy-making within the municipality in the past four years. The most important concepts from the theoretical framework are operationalised in Table 10, in which the variables are made measurable by developing interview questions.

Table 10. *Operationalisation*

Sub-question	Variables	Interview questions
4. To what extent does the municipality of Hengelo currently use interactive policy-making?	Involvement stakeholders	<ul style="list-style-type: none"> Who were involved in the project? Which stakeholders were involved in the project?
	Stage of involvement	<ul style="list-style-type: none"> At what stage were the stakeholders involved in the project?
	Role of stakeholders	<ul style="list-style-type: none"> Were clear roles, rules, and frameworks established in advance with the stakeholders? How did stakeholders respond to these frameworks/conditions? Did the stakeholders properly reflect all interests that exist in the community? To what extent did the municipality of Hengelo support the stakeholders during the process? Have stakeholders been informed of the decisions taken during the process? Was it argued why input was or was not included in the subsequent process? What was the role of the city council in the process? Has the city council provided any frameworks? How did the city council respond to the outcome of the trial? What would you advise the municipality about how the process should be structured in a subsequent comparable process?
5. Can the decision for the type of participation style be explained?	Motives for choice	<ul style="list-style-type: none"> Who came up with the policy initiative? What motives played a role in the consideration?

		<ul style="list-style-type: none"> Does this degree of realisation of motives affect a subsequent consideration in the type of policy process?
6. Can the co-creation formula play a role in the further for an interactive municipality?	Contentment interactive policy-making	<ul style="list-style-type: none"> Can you briefly state whether there were negative and positive aspects of the process that you think should be absolutely different in the next process? Have the motives that determined to choose this policy process been realised? How satisfied are you with interactive policy-making?
	Contentment co-creation formula	<ul style="list-style-type: none"> Can you briefly state whether there were negative and positive aspects of the process that you think should be absolutely different in the next process? Have the motives that determined to choose this policy process been realised? How satisfied are you with the co-creation formula?
	Use interactive policy-making in the future	<ul style="list-style-type: none"> How satisfied are you with the progress of the process? What would you advise the municipality about how the process should be structured in a subsequent comparable process? Would you use interactive policy-making in the future by a policy process?
	Use co-creation formula in the future	<ul style="list-style-type: none"> How satisfied are you with the progress of the process? What would you advise the municipality about how the process should be structured in a subsequent comparable process? Would you use the co-creation formula in the future by a policy process?

An interview guide was created for structure and organisation during the interviews and to make sure that the respondents get the same questions. The questions were derived from two participation ladders: one from Edelenbos and Monninkhof and one from Pröpper and Steenbeek. The data was acquired through semi-structured interviews with open ended questions (see Appendix B). The focus was mainly on the following three questions: What kind of process has it been? Why was this process chosen? How would you fill in the coming processes?

The first question mainly concerns policy papers and the process used when they were formulated and drawn up. Here, the focus is on analysing a policy paper in order to place it on a step on one of the participation ladders. In this way, the policy paper is mapped. If the choices for the type of process were argued, it becomes clear what influence the respondent has on the type of process for sketching a policy paper.

The second question, which is central to the interview, is the explanation of why interactive policy-making and co-creation were or were not chosen. By answering this question, a clear image can be directed back to the municipality about the influence of the policy officers and their arguments for choosing the style of process. Their reasoning can contain important information for understanding their use of interactive policy-making or co-creation in practice and their choices.

The last question concerns what current and future policy papers will look like in terms of interactive policy-making and/or co-creation. By answering this question, a clear image can be directed back to the municipality about the respondents' opinions. It is important to know the opinion of the respondents because they decide the choice for the policy process, now and in the further.

3.2 Reliability and validity

Validity and reliability are determined by the applied research methods and determine the quality of the research data and the conclusions drawn from it. Because only the municipality of Hengelo is being investigated, it is difficult to generalise the results to other municipalities. Each municipality has a different policy and budget, making major differences possible per municipality if you look at the degree of interactive policy-making. This means that this research cannot produce many compared to other municipalities. However, generalisations can be made within the municipality of Hengelo because the sample is a correct reflection of the entire population. Therefore, this study has external validity.

Internal validity, however, means that this study actually investigated what was intended in advance (Van Zwieten & Willems, 2004). One can speak of internal validity because the operationalisation shows that it actually measured what was intended. In addition, when one speaks of a reliable study, the results should correspond to repeated measurements. For the analysis of the data, Verhoeven's steps were used, as shown in the next paragraph. If the steps were correctly followed in a new coding, the results will be identical.

3.3 Data analysis interviews

This section explains how the interviews were analysed by describing the method used to analyse the data. The data analysis focusing on the interviews is meant to bring order, structure, and meaning to the findings; it provides a framework that describes the degree of interactive policy-making within the municipality over the past four years. The most important concepts from the theoretical framework are operationalised in paragraph 3.1.3, in which the variables are made measurable.

In total, thirteen interviews were conducted, and then the interviews were transcribed and coded. The coding procedure used *open coding*, where the transcribed interview is edited and fragments have *concepts* placed on the subject. The fragments are coded on the basis of Table 10: operationalising the

variables column. This way, the most important insights are collected and structure can be applied to the data. After doing this to all the interviews, *axial coding* started, where the fragments that contain terms are now labelled. By giving labels to text fragments, connections and differences can be analysed more easily by the data (Verhoeven, 2007). Figure 3 is a schematic representation of the steps that were taken while analysing the transcripts.

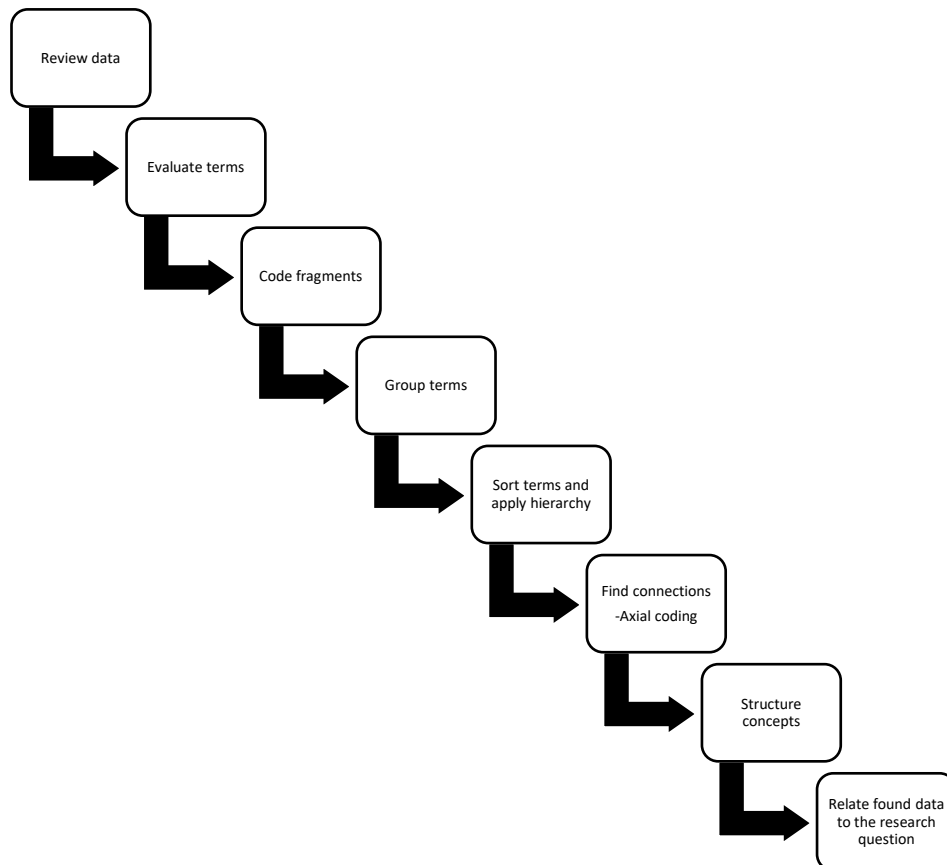


Figure 3: Qualitative processing of data (Verhoeven, 2007: 254)

4. Results

This chapter contains the results of the interviews; the data retrieved was analysed and displayed here. Therefore, in this chapter the last three sub-questions of this study are answered by means of the analysed data. Paragraph 4.1 focuses on the fourth research question: To what extent does the municipality of Hengelo currently use interactive policy-making? The fifth sub-question—Can the decision for the type of participation style be explained?—is answered in paragraph 4.2. In the last paragraph, sub-question six is answered: Can the co-creation formula play a role in the further for an interactive municipality?

4.1 Current use of interactive policy-making

To analyse the degree of interactive policy-making, the policy papers must be analysed. Because there was no data available about this, the interviews had to serve as a way to generate this data. In order to place the policy paper on the participation ladder of Pröpper and Steenbeek or on that of Edelenbos and Monninkhof, the data must first be analysed by means of the operationalisation mentioned in the chapter above. The data is visualised below.

Table 11. Interview data

Policy paper	Initiative policy	Stakeholders involved	Use co-creation formula	Use interactive process	Evaluation process
Policy paper 1	Statutorily	Yes	No	Yes	Positive
Policy paper 2	Statutorily	Yes	No	Yes	Positive
Policy paper 3	Statutorily	Yes	No	Yes	Positive
Policy paper 4	Statutorily	Yes	No	Yes	Positive
Policy paper 5	Statutorily	No	No	Yes	Positive
Policy paper 6	Statutorily	Yes	No	Yes	Positive
Policy paper 7	Statutorily	Yes	No	Yes	Positive
Policy paper 8	Statutorily	No	No	Yes	Positive
Policy paper 9	Statutorily	Yes	No	Yes	Positive
Policy paper 10	Statutorily	Yes	No	Yes	Positive
Policy paper 11	Statutorily	No	No	Yes	Positive
Policy paper 12	Statutorily	Yes	Yes	Yes	Positive
Policy paper 13	Statutorily	Yes	No	Yes	Positive

When looking at Table 11, a number of things stand out. First of all, all policy papers are legally established. This means that none of the policy papers were an initiative from the municipality or society. Looking at the description of the co-creation formula of the municipality of Hengelo, the municipality described that the formula can be used if an initiative is taken by the municipality. None of these policy papers mentioned this, so from this point of view, it was not logical to use the co-creation formula.

Policy paper 12 did use the co-creation formula, and the process was initiated within the conditions of the co-creation formula. This can be explained by Environmental Act, which obliges society to be involved in the process of the policy paper. Respondent 12: ‘It was logical, after the Environmental Act required this, to use the co-creation formula that was drawn up by the municipality to set up the policy

paper'. This policy paper is the very first that has been included in the co-creation formula as a whole within the municipality. Respondent 12: 'This was not so easy it took some getting the entire civil service organisation to work in the co-creation formula. Many colleagues were very reserved at first'. During this process, as its success became apparent, more colleagues joined the process and were positive about the co-creation formula. She also indicated that it was not just getting used to the official organisation; the city council also had difficulties when their decision-making rights were taken from them. Respondent 12: 'Society was directly involved in the process, the city council provided frameworks in advance, and the stakeholders drew up the policy paper. The city council, as the representatives of the people, were no longer necessary in decision-making because society itself was already involved'.

Policy papers 5 and 11 did not involve society. One was about the finances of the organisation, and the other was about safety within the municipality, which are sensitive topics. Experts were involved in these processes, for example, the police and regional security. So although the policy papers are interactive, society had no direct say in drawing up the process. Society was, however, legally entitled to give opinions on the decision for the policy paper. The other ten policy papers were drawn up in an interactive manner by involving stakeholders within the process.

Table 12 indicates the roles of those involved in the process. In ten of the thirteen policy papers, the respondents stated the following: 'The municipality is in charge but does offer the opportunity for stakeholders to provide input'. This means that the municipality is in charge and has given shape to the process. In doing so, it has chosen to involve the stakeholders by having them provide input for the policy paper. The processes was interactive in these ten, stakeholders were involved in the process, and room was given for stakeholders to provide input for the policy paper. The stakeholders' role was also to provide knowledge and information and to discuss and advise on interim decisions. Respondent 3 said the following about this:

Experience shows that the more abstract the subject is, the more difficult it is to involve society. When it comes to topics such as sewerage or policy that covers a period of 5 to 10 years, stakeholders drop out. This is in contrast to when it concerns concrete topics such as purchasing or removing a playground.

That is why several respondents, (2), (5), and (9), indicated that one needs to think carefully about each theme in which way to give stakeholders freedom.

Table 12. Division of the roles

Policy paper	Role of the municipality	Role of the stakeholders
Policy paper 1	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 2	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 3	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 4	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 5	Informs only about the invoice and decisions.	Be informed about the invoice and decisions
Policy paper 6	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 7	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 8	Informs only about the invoice and decisions.	Be informed about the invoice and decisions
Policy paper 9	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 10	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 11	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice
Policy paper 12	Municipality draws up frameworks for the note. Stakeholders are free to give substance to the note within the frameworks.	May draw up the content of the invoice itself, within the frameworks specified by the municipality
Policy paper 13	The municipality is in charge; it provides opportunities for stakeholders to provide input.	Provide input, feedback, and advice

In two policy papers, the municipality drew up the policy papers together with experts, and these policy papers were only made available to society after the decision-making process. One of the policy papers was concerned with safety, and the other with the finances of the organisation, where the input from society is less important, while the input from the experts is essential. In addition, the conversations with the experts contain sensitive information that should not be released to society, which is why the policy papers were made available for inspection after the decision-making process had taken place. It was required by law. Regarding the only policy paper that was drawn up using the co-creation formula, the stakeholders were free to give substance within the frameworks drawn up by the municipality. Otherwise, of the other twelve policy papers, the interpretation was not checked by the local council at the end. The interpretation, provided that it was within the frameworks that the stakeholders decided to give, immediately stood firm. This was one of the main differences from the ten previous policy papers that were interactive, when the stakeholders were involved. Stakeholders could also provide substance, but the municipality ultimately determined where the choice fell and what it would look like.

4.1.1 Conclusion

This data can be used to see where a policy paper can be placed on the participation ladders. Ten policy papers fall under symbolic interaction and can be placed on Pröpper and Steenbeek's participation step because, at this step, they indicated that 'the government offers scope within the planning for discussion and decision-making of the parties involved' and that the role of the stakeholder is to provide discussion, input, and advice.

Looking at the participation ladder of Edelenbos and Monninkhof, the same ten policy papers can be placed on the step of advice. On this step, Edelenbos and Monninkhof explain the following: ‘Politicians and administrators in principle put the agenda together but give those involved the opportunity to present problems and formulate solutions, in which these ideas play a full role in policy development. Although politics commits itself to the full role of the developed ideas, it can deviate from this in the final decision-making’. Looking at Table 12, one can conclude that with these ten policy papers, the municipality offered society the opportunity to provide input on the theme and to participate in discussion. The municipality took control, but there was room for society to provide input.

In two policy papers, one can speak of information on both the participation ladder of Pröpper and Steenbeek and the participation ladder of Edelenbos and Monninkhof. On Pröpper and Steenbeek’s ladder, the following is stated at the step of information *the government informs the other parties about decisions* and the role of the stakeholders is *consuming the information*. Looking at the participation ladder of Edelenbos and Monninkhof, they indicate the following at the same step *politicians and administrators leave the development of and decision-making on policy to those involved*, with the *civil service playing an advisory role*. Politics takes over the results, after testing them against predefined preconditions. Policy papers five and eight state that society was not involved in the preparation of the policy papers and was only informed about the content of the policy papers.

Only one policy paper reached the step of delegation on the ladder of Pröpper and Steenbeek and co-device on the ladder of Edelenbos and Monninkhof. On Pröpper and Steenbeek’s step of delegation, the following is described as *government offers framework for other parties to fill in*, and the role of the stakeholder is to fill in the decisions of the content of the frameworks. Looking at Edelenbos and Monninkhof’s ladder, the following is described as *politicians and administrators leave development and decision-making to the stakeholder*, with the *civil service is fulfilling an advisory role*. Politicians accept the result, which has a binding effect. Respondent 12 indicates that frameworks have been drawn up in advance and approved by the city council, and these frameworks have subsequently been completed by society. The municipality supported the stakeholders in the process and implementation of the frameworks, but the stakeholders were in charge of content.

Table 13 shows where each policy paper can be placed on both the ladder of Pröpper and Steenbeek and that of Edelenbos and Monninkhof.

Table 13: Policy papers on the participation ladders

Summary of policies		
Policy paper	Participation ladder of Pröpper and Steenbeek	Participation ladder of Edelenbos and Monninkhof
Policy paper 1	Participation	Advising
Policy paper 2	Participation	Advising
Policy paper 3	Participation	Advising
Policy paper 4	Participation	Advising
Policy paper 5	Information	Informing
Policy paper 6	Participation	Advising
Policy paper 7	Participation	Advising
Policy paper 8	Information	Informing
Policy paper 9	Participation	Advising
Policy paper 10	Participation	Advising
Policy paper 11	Participation	Advising
Policy paper 12	Delegation	Co-decision
Policy paper 13	Participation	Advising

4.2 Motives for participation

In order to be able to say something about the choice of the style type, the motives will be analysed in this section to answer the fifth sub-question. It is striking, looking at Table 14, that all respondents indicate that by engaging an interactive process, the duration of the process is extended and delayed compared to policy processes that are drawn up internally or with experts. Respondent 2: ‘By involving the stakeholders, the process took a lot of time’. With this, others say, ‘drawing up a policy paper takes time, which is why it is also important that enough fulltime-equivalent (FTE) is made available for this’ (respondent 5). So, the organisation must also support in terms of hours, FTEs, that the processes remain interactive. This is also reflected in the two policy papers where society was not directly involved in the process, so the process was not extended. These two policy papers were both drawn up and finalised within four months, while the average of the rest of the policy papers was a year and a half until decision-making. ‘Alone you go faster, but together it gets better’ said respondent 9. This means that the process at the front takes much time because stakeholders have to be approached, meetings have to be organised, and the stakeholders need to be kept informed. All of this takes time. In addition, the vast majority, despite the process taking a long time, are satisfied with the policy process of the policy papers in which they have been involved. Respondent 6, like respondent 9, states the following: ‘We all know that if you involve society, this reinforces the policy paper. However, this just takes time and it takes you longer to process’. Looking at the positivity of the respondents about interactive policy-making may be difficult to understand. It takes so much time, yet they are all positive. This can be explained by the following: ‘If you put enough time in your process, it seems as if you slow down, but at the end of the ride you save time because you involve society and have created support’ (respondent 8). As the theory indicated in the theoretical framework, support is an important aspect for the use of interactive policy-making.

Respondent 5 said the following: ‘I think interactive policy-making is a positive thing, because you set up something that stakeholders can relate to and ensure that there is more support’. Here he indicates that it is important that the stakeholder can find support, and he achieves this by involving the stakeholder in the process. Respondent 6 also indicates a similar opinion:

If you provide clear feedback to the stakeholders as to why you made which decisions, they are satisfied despite their disagreement with regard to content. Because they have been given the opportunity to provide input and the roles have been clearly discussed in advance. This means that stakeholders consider it more important to be included in the process than the content of the invoice itself.

The policy officials, therefore, involve society as much as possible in the processes. They are often in regular contact with the stakeholders, which is why they are provided with input and with the information they use to draw up a draft version and/or spearheads internally. They then discuss these with the stakeholders through meetings, and what they reveal is incorporated in the policy paper.

Table 14: Duration process policy papers

Policy paper	Time frame	
	extended	In time
Policy paper 1	X	
Policy paper 2	X	
Policy paper 3	X	
Policy paper 4	X	
Policy paper 5	X	
Policy paper 6	X	
Policy paper 7	X	
Policy paper 8		X
Policy paper 9	X	
Policy paper 10	X	
Policy paper 11		X
Policy paper 12	X	
Policy paper 13	X	

Respondent 10 indicates that ‘if the process takes a long time, stakeholders often lose the drive’. This means that they will drop out halfway through the process because interest or enthusiasm has been lost with time. In addition, many positions with stakeholders also change, which means that you suddenly have to deal with other stakeholders halfway through the process. This in turn provides new insights and often also delays. Respondent 9 agrees that stakeholders often lose the drive, when the process takes a long time but also explains the problem within the organisation itself: ‘Within the organisation, there is also a change of functions in a period of one and a half years; this does not always benefit the process’. So, if the initial project leader takes on a different function internally, a new project leader will lead the

current process. Both respondents indicate that the process will become much more difficult if co-creation is to be used because the stakeholders will have more say.

The municipality of Hengelo has a co-creation formula based on equal partners who jointly determine how the process and decision-making progress. The officials who have been involved in the policy papers drawn up in the past four years cannot quite agree with these descriptions. They all support interactive policy-making, but one step further to co-creation and they drop out. The respondents indicate that the municipality must act in the general interest of the entire society, which can be achieved with the entire society. In addition, they say that by going a step further with interactive policy-making, such as co-creation, much freedom is given to the stakeholder. The risk is that the stakeholders will put their own interests first and act less in the public interest. Experience shows that some stakeholders have firm opinions and create obstacles during the process, which is not always beneficial. The respondents argue that it is the task of the local government to take responsibility and realise the policy.

Respondents also indicate that when the subject is too abstract, it is more difficult to entrust it to the stakeholders. It will be difficult if stakeholders have to decide on a policy to be implemented in five years' time. In addition, there is much knowledge contained within society, but not all knowledge. One can expect a civil servant to have a degree of knowledge to make choices on abstract subjects, as this is their job.

4.2.1 Conclusion

The policy officials came to an unambiguous opinion, namely, that more can be achieved with society than alone. In other words, you achieve more if you draw up the policy paper together with society and, in this way, create more support. In order to continue to realise that more can be achieved with society, it is important to gather input from society and to argue why something is or is not included in the process. With this, policy can realise with support. Civil servants involve society as much as possible in the processes. The officials indicate that this may be one of the key success factors of the policy paper. When during the process there is openness and clarity towards the stakeholders, effective functioning is implying. The policy officials indicate that the stakeholders do not always agree with them about the spearheads or the content of the policy paper itself, but because stakeholders have been given the opportunity to provide input when drawing up the policy paper, there is support. That means that the main reason for a policy official to choose an interactive policy process is the support they can receive from the stakeholders for the policy.

The Environmental Act requires a different working process for civil servants, in which more is done together with society than alone. That's the reason that civil servants used the co-creation formula for the environmental vision plan. The officials involved have, therefore, been legally directed to draw up

the policy paper together with society. This has led to the use of the co-creation formula of the municipality of Hengelo and explains why this was the only process in the past four years that used the co-creation formula

4.3 Future satisfaction and use

Table 15 shows that everyone indicates that they are very positive about the use of interactive policy-making and continue to use it for policy papers, but if one looks at the satisfaction with co-creation, this positivity is not entirely reflected. Respondent 12, however, indicates that she is satisfied with the co-creation formula of the municipality of Hengelo: 'I co-created the process and positive things came out of it'. In addition, she also said: 'Society responded very enthusiastically, and they have been involved throughout the process'.

Respondents 6 and 9 indicate that they are neutral about the use of co-creation formula in the future. They both indicated that they know that the formula is there, but they have not used it because they are satisfied with the interactive processes used for the policy paper. These two respondents indicated that they will first consult the co-creation formula in the future, as a result of this research, to see whether it can be of added value. When asked why they have not already done so, they indicated that although they were informed about it three years ago, that they did not do anything else. In addition, they have not been designated by a manager to use the co-creation formula. Now, they have indicated that they will give it a chance to see whether it gives opportunities to draw up a more successful policy paper.

Table 15: Satisfaction of interactive policy-making and co-creation

Policy paper	View on interactive policy-making	View on the co-creation formula of the municipality of Hengelo	Use of interactive policy-making in the future	Use of the co-creation formula in the future	Were the stakeholders positive on the process
Policy paper 1	Positive	Negative	Yes	No	Yes
Policy paper 2	Positive	Negative	Yes	No	Yes
Policy paper 3	Positive	Negative	Yes	No	Yes
Policy paper 4	Positive	Negative	Yes	No	Yes
Policy paper 5	Positive	Negative	Yes	No	Yes
Policy paper 6	Positive	Negative	Yes	Consult to see if it can be useful	Yes
Policy paper 7	Positive	Negative	Yes	No	Yes
Policy paper 8	Positive	Negative	Yes	No	Yes
Policy paper 9	Positive	Negative	Yes	Consult to see if it can be useful	Yes
Policy paper 10	Positive	Negative	Yes	No	Yes
Policy paper 11	Positive	Negative	Yes	No	Yes
Policy paper 12	Positive	Positive	Yes	Yes	Yes
Policy paper 13	Positive	Negative	Yes	No	Yes

The other ten respondents indicate that they will not consult the formula in the future because they are not convinced that the formula and the method of using an interactive process is better suited to the municipality. Respondent 2 states: 'The *what* is up to the municipality and the *how* you can leave that

to society’. She indicates that control should remain in the hands of the municipality. Respondent 4 states almost the same: ‘The municipality must keep control’. Respondent 7 gives the following argument for not using the co-creation formula: ‘I think co-creation is going too far because all stakeholders have their own agenda. I think interactive policy-making is fine, but co-creation is a step too far for me. Ultimately, it should be about the public interest and not the interest of the stakeholders.’ Finally, respondent 3 indicates: ‘In the Netherlands everyone wants to involve each other, and I think you should be careful with that. Think carefully with every plan whether it makes sense to involve stakeholders and how you do this’. Here, these ten respondents indicate that they support the use of an interactive process, but they think that the co-creation formula goes too far for drawing up the policy paper. Some do indicate that they may be able to take the step with the implementation programmes that arise from the policy papers, because the policy papers with the implementation programmes serve as a framework and the interpretation is free (respondents 4 and 8). In this way, the stakeholders are involved in the policy paper in an interactive manner and co-creation takes place for the stakeholders in the implementation programme. With this they remain substantively involved in the policy. Another respondent gives the following argument from an experience where there are stakeholders within the municipality with a very strong opinion:

During the interactive processes, these stakeholders already caused much concern and negativity. It is quite a challenge to take them along or to say goodbye to them halfway through the process. Since the municipality is in charge of interactive policy-making, it limits the influence of these stakeholders during the entire process. They often participate to push through their own interests. If you have such stakeholders in your co-creation process and other stakeholders cannot compete with them, you do not have a well-balanced policy (respondent 1).

Table 16 shows quotes from the respondents, which show that they are satisfied with interactive policy-making, despite the fact that it takes much time. However, one can ultimately make better policy together than alone.

Table 16: Quotes from respondents

Policy paper	Quotes from respondents to the question: Explain the choice for interactive process?
Policy paper 1	You cannot make policy on your one; you always involve stakeholders in policy-making.
Policy paper 2	The what is up to the municipality and the how is for society.
Policy paper 3	I find the power of interactive policy-making in support. It is important to draw up clear rules in advance so that each party knows where they stand. The key is to get stakeholders to think along.
Policy paper 4	Always involve stakeholders, just do not hand everything over to them. We as the municipality have to keep control over the policy paper.
Policy paper 5	I think interactive policy-making is a positive thing, because you draw up something that stakeholders can agree on, that creates more support and that the policy paper is more achievable.
Policy paper 6	Alone as a municipality we go faster, but the policy paper will improve if we work together with the stakeholders.
Policy paper 7	I think co-creation is going too far because all stakeholders have their own agenda. I believe interactive policy-making is fine, but co-creation is a step too far for me.
Policy paper 8	If you put enough time in your process, it seems as if you slow down, but at the end of the ride you save time because you involve society and have created support.
Policy paper 9	Alone we go faster, but together with society it will be better.

Policy paper 10	I am appropriately convinced of interactive policy-making. Interactive policy-making should not be a goal on itself, but the knowledge is not all in our hands and that is why you need society. But co-creation is going too far for me, so I will not use that in the future.
Policy paper 11	A healthy organisation is more important than using the co-creation formula; if it is good this way, we can continue it this way with interactive policy-making.
Policy paper 12	We are very satisfied with the co-creation process. It always takes a while to get the official organisation involved, but now they are involved and also enthusiastic about the co-creation formula.
Policy paper 13	Getting input from the stakeholder is necessary and contributes to the quality of the policy paper but giving control to the stakeholders goes too far.

4.3.1 Conclusion

To the answer to whether the policy officers will apply the co-creation formula in the future is negative: 77% answered with *no*. They are not convinced of co-creation because they think it is a step too far. Within abstract topics, stakeholders are quickly lost, so policy officers are convinced that the responsibility of an invoice lies with the municipality itself, not with society. Finally, policy officers indicate that they fear that the interests of the stakeholders will be chosen for the public interest if given the freedom to fill in the invoice themselves. In total, 15% of the policy officials indicated that they will approach the toolbox and see what value the co-creation formula and instruments will add to the process of a policy paper. Finally, 8% indicated that they are convinced of the power of the co-creation formula, so they would use it again in the future. On the other hand, all the policy officers have indicated that they will (continue) using interactive policy-making in the future. The reason is that they are satisfied with the outcome, support, and use of interactive policy-making.

5. Conclusion and discussion

The research question that was central during this study was: *To what extent is the municipality of Hengelo involved in interactive policy-making, and can the co-creation formula play a role in the desire for more interactive policy-making in the municipality of Hengelo?* This question was split into six sub-questions: (1) What is interactive policy-making? (2) What is co-creation? (3) What does the municipality of Hengelo intend with the co-creation formula? (4) To what extent does the municipality of Hengelo currently use interactive policy-making? (5) Can the decision for the type of participation style be explained? (6) Can co-creation formula play a role in furthering an interactive municipality? In Chapter Four, the main data was analysed. This chapter answers the sub-questions and the central research question. Subsequently, a discussion takes place about the scientific contribution of this research. Finally, recommendations regarding the co-creation formula towards Hengelo are discussed.

5.1 Conclusion

First, data was collected using a literature review for the sub-question: What is interactive policy-making? Edelenbos (2001) term was used to define interactive policy-making. Edelenbos defined it as early involvement of citizens and other stakeholders in policy-making, in which problems are identified openly. On the basis of equality and mutual debate, they look for solutions that influence the final political decision. Central to this is creating support, improving quality, and improving democratisation.

Subsequently, the second sub-question: What is co-creation? was also analysed using a literature review. From it, one can conclude that co-creation does not deviate much from interactive policy-making. The main difference is that co-creation speaks of equivalent partners, which is not the case with interactive policy-making. So, co-creation can be seen as a process without strict rules, where creating support and legitimacy are of paramount importance and where the government works interactively with society, so they have equal roles within the process.

Desk research was used for the third sub-question: What does the municipality of Hengelo intend to do with the co-creation formula? The ultimate goal of the co-creation formula is to improve the quality of the policy through the input and cooperation of those involved. In addition, the formula is based on equal partners, who jointly determined how the process and decision-making progress. The formula also describes that stakeholders must already be involved in the design phase and that clear rules and agreements must be drawn up in advance with the stakeholders. In this way, the municipality aims to draw up policy papers more intensively together with society, not by the municipality for society.

Data was obtained through interviews to answer the fourth sub-question: To what extent does the municipality of Hengelo currently use interactive policy-making? In total, 85% of the policy papers that have been drawn up within the municipality of Hengelo in the past four years have been drawn up in an

interactive process, mainly at an advisory level. Furthermore, 92% of the policy papers were not drawn up according to the co-creation formula. The reasons for this are that many processes were set up immediately after entering the service formulas and that no one yet knew exactly what the formulas involved.

The fifth sub-question is: Can the decision for the type of participation style be explained? Civil servants involve society as much as possible in the processes. Civil servants are often in regular contact with the stakeholders, which is why they are provided with input. With that information, they draw up a draft version and/or spearheads internally. They discuss this information with the stakeholders through meetings, and what emerges from this is incorporated in the policy paper. During the first meetings, they share the framework of the policy paper and talk openly about the progress of the process. This means that they are honest about processing of the input and explaining further communications with the stakeholders. The officials indicated that this may be one of the key success factors of the policy paper. When one is open and clear with the stakeholders, this implies an effectively functioning process. The officials indicate that the stakeholders do not always agree with them about the spearheads or the content of the policy paper itself, but because stakeholders have been given the opportunity to provide input when drawing up the policy paper, there is support.

The lastly sub-question is: Can the co-creation formula play a role in the future for an interactive municipality? The large majority of respondents indicated that they will not use the co-creation formula in the future. They stated that stakeholders can be quickly lost, so policy officers are convinced that the responsibility of an invoice lies with the municipality itself, not with society. At last they mention that chance that the interests of the stakeholders will be chosen for the public interest if given the freedom to fill in the invoice themselves. Besides, 15% of the officials have indicated that they will approach the toolbox and see what value the formula and instruments have added to the process of a policy paper. Finally, 8% indicate that they are convinced of the power of the formula and that they would use it again in the future.

After all six sub-questions have been answered, the first part of the central research question can be answered: *To what extent does the municipality of Hengelo engage in interactive policy-making?* In the municipality of Hengelo, 85% of the policy-making is interactive. The other 15% indirectly involves society in the process by inviting experts to fill in the content of the policy paper and to go through the process together. The respondents indicated that the main reason for using an interactive process is to create support from society for the policy paper. They have experienced that the support for a policy paper is the most important element for a policy paper; without any support, the policy paper is impossible to realise. The respondents' experience is in line with the literature. Namely, support is one of the three main arguments for applying interactive policy-making.

When looking at the second part of the central research question: *Can the co-creation formula play a role in the desire for more interactive policy-making within the municipality of Hengelo?* it can be concluded that the implementation of the co-creation formula within the municipality of Hengelo has not been entirely successful. In the past four years, only one process has used the co-creation formula, which leads to the conclusion that the co-creation formula is not popular among policymakers. This research shows that there is a large gap between what the municipal organisation has in mind, namely the pursuit of the use of the co-creation formula, and what the policy makers have in mind for the processes of the policy paper.

5.2 Discussion

This study has shown that, despite a four-year project from the municipality of Hengelo to implement the co-creation formula within the municipal organisation, the reality is that in the past four years only one policy paper has been added according to this formula. It can be concluded that the decision makers, who decided to implement the co-creation formula, have a different point of view from that the policymakers, who have to work within the co-creation formula.

This survey has shown that 77% of civil servants are not convinced of the co-creation formula. However, they are convinced that society must be involved in the drawing up of a policy paper. In other words, there must be interactive policy processes, but they consider that the co-creation formula to be a step too far for policy formulation. What this evokes is whether the municipality should continue to focus on co-creation with regard to policy papers.

Respondents have previously indicated that the focus on the co-creation formula may be better reflected in the implementation programmes only. These are often more concrete and have fewer major consequences, and frameworks have already been drawn up within the policy paper which the program emerge. The implementation programmes are free to fill in the programme, provided that they remain within the framework of the policy paper. In this way, society remains involved in the process of a policy paper, which remains an interactive process, and the co-creation formula may play a greater role in the implementation programme that results from this. In order to say anything about the practicability of this, research will have to be done.

The municipality has been implementing the co-creation formula for over four years, and yet in those four years only one process has used the co-creation formula. This research has shown that not everyone has yet switched to the co-creation formula and that the majority prefer interactive policy-making. If the municipality actually strives for more use of the co-creation formula, they will have to be stricter within the organisation. This is because respondents have generally indicated that they will not voluntarily

switch to the co-creation formula. The policymakers are currently released in the choice to use the co-creation formula, with the exception of the policymakers regarding the Environmental Act.

It is now up to the municipality of Hengelo to determine whether they consider interactive policy-making sufficient or whether they want to continue using the co-creation formula. If their choice falls on the co-creation formula, they will have to convince policy makers within the organisation.

5.3 Limitations

Two limitations were found in the study. The first limitation is in relation to the interviews. Originally, the interviews were scheduled to take place at the city office, where each interview could be quietly conducted and recorded in a reserved office. However, this proved to be impossible due to the corona measures that were introduced on the day that the interviews would start. Alternatively, the interviews were conducted by telephone although disadvantages were found to exist when using this method. The respondents were all at home, so the interviews were conducted with them there. Occasionally, the interview was interrupted because the respondent was disturbed by occupants or pets. If an interview is interrupted or if a sudden noise is experienced, this occurs at the expense of the focus on the questions and the quality of the answers (Verhoeven, 2007).

The other limitation of this research is the lost information about the process of policy papers. The process was not written down or kept up-to-date by the respondents, and not all respondents could remember everything about the process. Hence, not all information could be collected about the process of each policy paper. In the beginning, the focus of the research was more on the process of the policy paper, but because not all data was available about the process, it was gradually decided by the researchers to focus less on the process and more on the choice relating to why a certain style was chosen. In addition, the focus was also on what the respondents would choose today and in the future, and why.

5.4 Recommendations

This research has mainly focused on the degree of interactive policy-making. When this research is completed, it will be clear to what extent interactive policy and co-creation processes take place.

- As a recommendation, a follow-up study can be conducted on how policy officers can be triggered to use the co-creation formula. This can be, for example, by attaching consequences to it, but perhaps also simply by bringing together the policy staff to try to convince them to use the co-creation formula on their own initiative.
- Another recommendation is an investigation into the actual of the co-creation formula within the municipality of Hengelo. It is known that the Environment Act will require intensive

cooperation with society starting from 2022, but this does not apply to the entire organisation of the municipality. The municipality has been busy with the implementation for four years now, so it is time to be realistic and investigate whether more efforts should be made or whether they should conclude.

- The last recommendation is to investigate whether the co-creation formula should focus only on the implementation of programmes and not on the policy paper. This means that the *what* is already determined in the policy paper and then the *how* can be determined in a co-creation process by the stakeholders. Some respondents indicated in the interview that this might be a good solution, but to be able to say something about this, research will have to be done first.

Reference list

- Alford, J. (2009). Engaging Public Sector Clients. From Service-Delivery to CoProduction. Houndmills/Basingstoke: Palgrave McMillan.
- Ansell, C., Gash, A. (2007) 'Collaborative Governance in Theory and Practice' Oxford University
- Baarda, D.B., De Goede, M.P.M., (2001); *Basisboek Methoden en Technieken*, derde herziene druk, Groningen/Houten: Wolters-Noordhoff
- Battarbee, K. (2004). Co-experience: understanding user experience in social interaction. Helsinki:
- Bekkers, V., Meijer, A., & Burger, N. (2010). Cocreatie in de publieke sector: Een verkennend onderzoek naar nieuwe, digitale verbindingen tussen overheid en burger. Boom Juridische Uitgevers
- Berlo, D. v. (2012). Wij, de overheid; co-creatie in de netwerksamenleving. Programma Ambtenaar 2.0.
- Boedeltje, M.M. en L.J. de Graaf (2004), Draagvlak nader bekeken. Een verkenning van het begrip draagvlak binnen interactief beleid op lokaal niveau vanuit een normatief en instrumenteel perspectief., paper Politicologenetmaal 2004, Antwerpen.
- Cornips, J. (2008), Invloed in interactie. Een onderzoek naar de relatie tussen instituties en invloed in lokale interactieve beleidsprocessen., Enschede: PrintPartners Ipskamp.
- De Bruijn, H., ten Heuvelhof, E., & in 't Veld, R. (2008). Procesmanagement; Over procesontwerp en besluitvorming. Den Haag: SDU Uitgevers bv.
- De Graaf, L. (2007). Gedragen beleid; Een bestuurskundig onderzoek naar interactief beleid en draagvlak in de stad Utrecht. Delft: Uitgeverij Eburon.
- De Jongh, M., Theuns, T. (2017). 'Democratic Legitimacy, Desirability, and Deficit in EU Governance'. *Journal of Contemporary European Research* 13(3): 1283-1300.
- De Koning, N., & Van den Broek, T. (2011). Cocreatie bij de overheid; experimenteer met beleid. TNO.

- Duyvendak, J.W., Krouwel, A. (2001), “Interactieve beleidsvorming: voortzetting van een rijke Nederlandse traditie?”, in: Edelenbos, Jurian en Monnikhof, René, 2001: 17-30
- Dezeure, K., & De Rynck, F. (2011). Participatie wordt ge(s)maakt!: Over de visie van politici en ambtenaren op participatie. Bestuurlijke Organisatie Vlaanderen
- Edelenbos, J en E.H. Klijn, De impact van organisatorische arrangementen op de uitkomsten van interactieve beleidsvorming, in: Bestuurswetenschappen, 2005, nr. 4, pp. 281 – 305.
- Edelenbos, J. en Monnikhof, R., (1998); *Spanning in interactie. Een analyse van interactief beleid in lokale democratie*, Amsterdam: Instituut voor Publiek en Politiek
- Edelenbos, J., & Monnikhof, R. (2001). Lokale interactieve beleidsvorming; Een vergelijkend onderzoek naar de consequenties van interactieve beleidsvorming voor het functioneren van de lokale democratie. Utrecht: Uitgeverij LEMMA BV.
- Edelenbos, J., Teisman, G.R. en Reuding, M., (2001); *Interactieve beleidsvorming als sturingsopgave*, Een voorstudie, uitgevoerd in het kader van ICES/KIS-3. Erasmus Universiteit Rotterdam
- Engelen, E., & Sie Dhian Ho, M. (2004). De staat van democratie. Democratie voorbij de Staat. Amsterdam: Amsterdam University Press.
- Fischer, F. (2009). Democracy & Expertise; Reorienting policy inquiry. Oxford: Oxford University Press.
- Gemeente Hengelo. (2016) *Programmaplan Omgevingswet*. Hengelo
- Gemeente Hengelo. (2015) *De serviceformules*. Hengelo
- Gilley, B. (2009). The Right to Rule: How States Win and Lose Legitimacy. New York: Columbia
- Gilsing, R., (1994 (1)); ‘Bestuurlijke vernieuwing in Nederland’, in: *Acta Politica*
- Goverde, H.J.M. en C.J. Lako, Hoe innovatief is interactieve beleidsvorming?, in: Bestuurswetenschappen, 2005, nr. 6, pp. 530 – 550
- Hajer, M., T. Akkerman en J. Grin, Interactief beleid en deliberatieve democratie. Kansen voor

vernieuwing van het democratische bestuur, in: *Openbaar Bestuur*, nr.2, 2001, pp.7-10.

Hoogerwerf, A., & Herweijer, M. (2014). *Overheidsbeleid. Een inleiding in de beleidswetenschap*. Alpen aan de Rijn: Kluwer.

Hughes, T. (2014). Co-creation: moving towards a framework for creating innovation in the Triple Helix. *Prometheus*, 32:4, 337-350, DOI: 10.1080/08109028.2014.971613.

Klijn, E.H., Koppenjan, J.M.F., (1998); Tussen representatieve en directe democratie: Interactieve besluitvorming en 'de politiek', *Bestuurskunde*, 7 (7), 302-308

Mill, J. (2005). *Over vrijheid*. Amsterdam: Boom.

Needham, C. (2007). Realising the Potential of Co-production: Negotiating Improvements in Public Services. *Social Policy & Society* 7:2, 221-231.

Osborne, S. (2010). *The New Public Governance?; Emerging Perspectives on the Theory and Practice of Public Governance*. New York: Routledge.

Osborne, S., and K. Strokosch. 2013. "It Takes Two to Tango? Understanding the Co-Production of Public Services by Integrating the Services Management and Public Administration Perspectives." *British Journal of Management* 24 (S1): S31–S47. doi:10.1111/1467-8551.12010.

Osborne, S., and L. Brown. 2011. "Innovation in Public Services: Engaging with Risk." *Public Money & Management* 31 (1): 4–6. doi:10.1080/09540962.2011.545532.

Peppel, van de R. (2001), "Effecten van interactieve beleidsvorming", in: Edelenbos, Jurian en Monnikhof, René. 2001: 33-49

Prahalad, C., & Ramaswamy, V. (2000). Co-opting Customer Competence. *Harvard Business Review*, 78(1), 79-90.
Press. doi:10.1093

Pröpper, I.M.A.M. & Steenbeek, D.A. (1998), *Interactieve beleidsvoering: typering, ervaring en dilemma's*. *Bestuurskunde*, jaargang 7, nummer 7, 292-301.

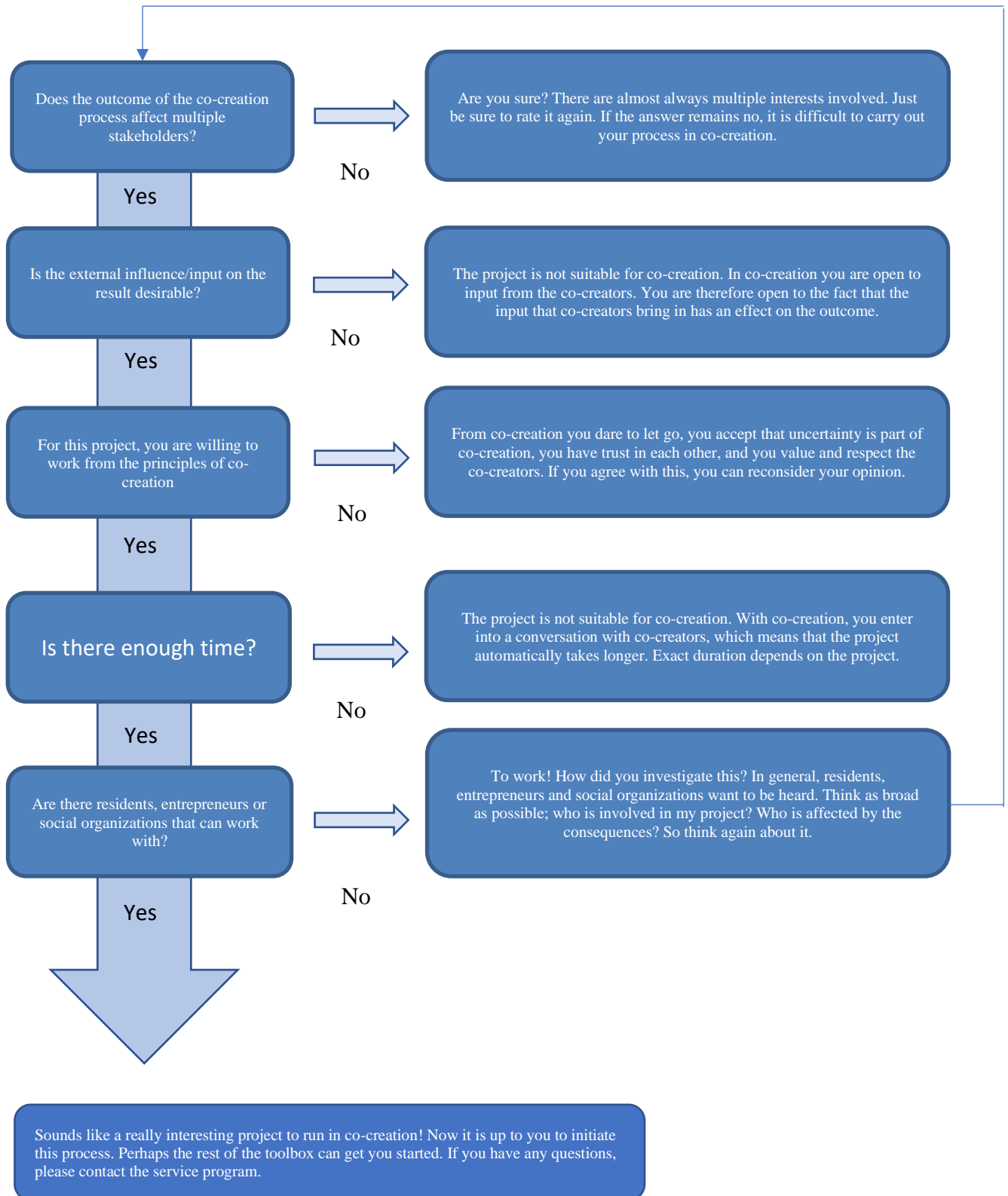
- Pröpper, I.M.A.M., en Steenbeek, D.A., (1999). De aanpak van interactief beleid: elke situatie is anders. Bussum: Coutinho.
- Pröpper, I en D. Steenbeek (2001), De aanpak van interactief beleid: Elke situatie is anders, 2e herz. druk, Bussum: Coutinho
- Punch, K.F., (1993); *Chapter 9 Collecting qualitative data*, in: introduction to social research, quantitative and qualitative approaches, London: Sage publications University of Art and Design.
- Sanders, E., & Stappers, P. (2008). Co-creation and the new landscapes of design. Co-design, 4(1), 518.
- Scharpf, F. (1999) Governing in Europe, Effective and Democratic? Oxford, Oxford University Press. University Press. Introduction and Chapter 1 (pp. xi-xv, 1-28)
- Van Limburg, M., van Gemert-Pijnen, J.E.W.C., Nijland, N., Ossebaard, H.C., Hendrix, R.M.G. & Seydel, E.R. (2011). Why business modeling is crucial in the development of eHealth technologies. Journal of Medical Internet Research, 13(4), e124. doi: 10.2196/jmir.1674.
- Van Stokkom, B. (2006). *Rituelen van beraadslaging; Reflecties over burgerberaad en burgerbestuur*. Amsterdam: Amsterdam University Press.
- Van Thiel, S. (2013). Bestuurskundig onderzoek, een methodologische inleiding. Bussum: Uitgeverij Coutinho.
- Verhoeven, N. (2007). Wat is onderzoek? Den Haag: Boom Lemma uitgevers herziende 2de druk
- Voorberg, W. (2017). Co-Creation and Co-Production as a Strategy for Public Service Innovation: A study to their appropriateness in a public sector context. Rotterdam: Optima Grafische Communicatie.
- Voorberg, W., Bekkers, V., & Tummers, L. (2013). Co-creation and Co-production in Social Innovation: A Systematic Review and Future Research Agenda. Edinburgh.
- Voorberg, W., Bekkers, V., & Tummers, L. (2015). A Systematic Review of Co-creation and Coproduction. Public Management Review.

Willie, A. (2001), “Politieke participatie en representativiteit in het interactieve beleidsproces” in:
Edelenbos, Jurian en Monninkhof, René. 2001: 87-115

Woerkum, C.M.J., van, (1997); *Communicatie en interactieve beleidsvorming*, Houten: Bohn Stafleu
van Loghum

Appendices

Appendix A. Can the project use a co-creation process? (Hengelo, 2015)



Appendix B. Interview guide

Introduction questions

1. What was your role during the policy process?
2. Who came up with the policy initiative?
3. Who was involved in the project?
4. What motives played a role in the consideration?

Process

5. Which stakeholders were involved in the project?
6. At what stage were the stakeholders involved in the project?
7. Were clear roles, rules, and frameworks were established in advance with the stakeholders?
8. How did the stakeholders respond to these frameworks/conditions?
9. Did the stakeholders properly reflect all interests that exist in the community?
10. To what extent did the municipality of Hengelo support the stakeholders during the process?
11. Have the stakeholders been informed of the decisions made during the process?
12. Was it argued why input was or was not included in the subsequent process?
13. What was the role of the city council in the process?
14. Has the city council provided any frameworks?
15. How did the city council respond to the outcome of the process?

Evaluation

16. How satisfied are you with the progress of the process?
17. To what extent are you convinced of the power of interactive policy-making?
18. To what extent are you convinced of the power of the co-creation formula?
19. What would you advise the municipality about how the process should be structured in a subsequent comparable process?
20. Can you briefly state whether there were negative aspects of the process that you think should be absolutely different in the next process?
21. Can you give a brief summary of whether there were positive aspects of the process in your opinion that should absolutely be repeated in the next process?
22. Have the motives that determined you to choose this policy process been realised?
23. Does this degree of realisation of the motives affect a subsequent consideration in the type of policy process?
24. Would you use interactive policy-making in the future for a policy process?
25. Would you use the co-creation formula in the future for a policy process?

Appendix C. Summaries of interviews

Respondent one (Policymaker)

Before I start by telling something about the policy process of the memorandum, I must say that I attend two or three meetings every year that deal with all kinds of stakeholders within the municipality about the most important topics of that year. As a municipality, one is therefore in regular dialogue with stakeholders about sports within the municipality. The advantages of one's presence is that one gets to know the stakeholders better and can therefore reach them better if the municipality needs them. Conversely, it is also useful for them to be and keep in touch with the municipality about topics that relate to them.

This policy paper was a renewed policy paper, which means that there was already a version, but it simply expired, so I had to start working on a new policy paper for the next four years. First of all, I drew up spearheads, which I did with the knowledge I had at the time, from my daily work as input that stakeholders provide periodically. Then I approached the stakeholders to think about the spearheads for the renewed memorandum. For this I arranged meetings in April 2015 to discuss themes for the policy paper together with the stakeholders. This has been discussed with all parties involved about the themes and what they would like to see reflected in the memorandum. What I tried to achieve with the theme meetings was to test my spearheads. How do stakeholders perceive them, and what can be added or what can be left out? In this way I try to see what the stakeholders think and where I have a lot of support for and where not. Framework policy paper: Sports and Games is the general policy and two implementation programmes follow from this.

The board assignment from the college was that the invoice had to be renewed. After the theme meetings with the stakeholders, there was a political market in which the spearheads were discussed with the city council. The input that was extracted from this was then processed in the bill. A draft version of the memorandum was drawn up from this and was discussed with the stakeholders during a theme meeting on 30 May 2016. The policy paper was subsequently adopted by the College in July 2016 and adopted by the city council at the end of 2016.

The city council was involved in the memorandum through the political market, where they were given the opportunity to provide input for the memorandum.

The budget was the guiding principle when drawing up the memorandum. Not much money was available, and this made it quite a difficult process. Little FTE was released for the process, and the budget for the substantive policy paper was also small, and this limited the possibilities. This was discussed in advance with the stakeholders during the theme meetings. This meant that during the process, there was understanding for choosing certain spearheads.

From the stakeholders, it was mainly sports associations that were involved in the memorandum, and the municipality was already familiar with these stakeholders. This made contact easier. From the municipality, the physical as social domain and public order were also involved in the process. So, I had a broad team and was provided with various inputs for the content of the policy paper.

If I can evaluate the process, I will say first that it took too long. Because you have so many stakeholders at the table, each with a different view and vision, it is a challenge to create unity with the help of the memorandum. In addition, I also had stakeholders who dropped out halfway through the process because the process would cost them too much; they were not satisfied with the content of the spearheads and were not willing to move along with the bill. More than 50 stakeholders have been involved in drawing up the policy paper. If you have so many stakeholders at the table, it is of course normal that a few drop out or disagree. I have learned that it is often unnecessary to involve so many stakeholders. You try to do it so that it is good for everyone. But, sometimes you have stakeholders who have a strong opinion and have a negative influence on others, and some have been very quiet. Next time I will limit the number of stakeholders, to save time because you do not always have to have everyone at the table. You can often do fine with a few stakeholders, who are representative of the rest of the stakeholders.

What I am happy about is that the bill was ultimately good. I can say that because there has been a lot of support for this policy paper. There were no negative reactions afterwards.

I am very satisfied with interactive policy-making, as you can see this paper has had a lot of support. You do it ultimately for this, creating support. The only thing I can say about the co-creation formula is that I think I already apply quite a few principles of co-creation in my processes. I involve a lot of stakeholders, get input, and create something they are satisfied with and that has support. But I stick to co-creation. I will not make the step to the co-creation formula, because the stakeholders are not all equally easy.

Respondent two (Process director)

The policy paper has been established by law. The city council has made a decision to cut back on sustainability. The sustainability team has thus been disbanded and only one function has remained, and that is my function. Sustainability is no longer a team that stands alone, but it is my job to provide input in the field of sustainability per department and per sector. For the policy paper, the city council has to focus mainly on energy.

There was an energy action plan, with the council's request to focus on energy. There was a great need for energy management within the municipality. There had to be a steering direction, and that has

become the memorandum where the actions and objective are described. Objectives that fit with regional, provincial, and national policy. First, we sat down with colleagues so that everyone goes in the same direction and works on the objectives that the policy paper prescribes. We involved society in Hengelo at the external table. We try to facilitate initiatives by society. The guidelines that were adopted, however, left little opportunity for society to contribute. So, we have been limited in this, but where the guidelines allowed, we have asked society to think along.

During the political market, an invitation was also made to society to think along during the political market about the content of the memorandum. We did speed dating and asked where we can facilitate, what should we focus on. Here, we mainly asked partners who the municipality is already working and concerned with sustainability and energy.

We have strongly involved society in the implementation of the memorandum. First of all, we asked society how they want to get involved in the implementation and how they want to be informed. It emerged from this that they would like to be involved and that they would like to be approached digitally, via a newsletter, and only think along about the themes that they find interesting. In addition, they want to be invited to meetings. We had a good response rate of 32%. We continued to work on the basis of the results. In the beginning we asked the stakeholders what is going on in society, what do people think, and where do they run into it. Informing about the *no regret measures* in which we invited the entire neighbourhood at the first meeting to ask what is going on. What do they run into? Those questions have been filtered, and ten questions have been resolved and further deepened, and the stakeholders have been informed. We also involve society in this. We make people aware step-by-step. First, broadly in the city with partners, then an image emerges, and then the next step is how to involve residents in this. In this way we try to involve society step-by-step. During the entire process, feedback was made via newsletters and meetings.

I actually have no answer to that, but I am afraid the group was not representative. I also think that the process took too long because we were a testing ground at the time. This gives stakeholders the opportunity to bite into their own way.

In the future, I would advise that the municipality draw up the spearheads itself and only then involve the stakeholders. So, stakeholders can be involved during the process but let the municipality decide for itself. Then you do not have to dwell on the process for so long.

Your stakeholders can ensure that the process gets stuck if they do not want to move along. On the one hand, it is good, especially with major innovations of this kind. We submit at the beginning how we are going fill in the process to the stakeholders and when that was clear we could discussed what is up to

the municipality and how to involve stakeholders. Energy transition is so great, and as a government you have to take responsibility, but you have to do it together with society. The municipality cannot raise awareness of society itself. So, we have to get them involved, but we have to take the lead.

What we do in particular is the frameworks, main features, which we do with stakeholders/partners, and the implementation. We involve the residents to the maximum. So, first draw up frameworks with a representative group, and do the results with the residents.

The city council is continuously involved, the council is concerned about the assignment. The feasibility and affordability. They have not provided any frameworks/conditions. But, we must keep a close eye on the pace and involve the residents as much as possible. The council does not want to participate in a working group because they are still looking for the role of the council within the process. But, we do involve them closely. We show them what it is about and the scale levels. Neighbourhood, cityscape, regional, provincial, and rural.

Respondent three (Policymaker)

One of the most important points for the municipality of Hengelo is the city centre. Few visitors, many empty cities, entrepreneurs who are struggling. The municipality has joined forces with the entrepreneurs to draw up an action programme for the city centre. And there has been a programme for this internally within the municipality, the City Centre Programme. The memorandum accessible City Centre is an implementation programme from this. As a team we did not just want to draw up points, we first wanted to come up with a well-founded plan for the city centre. Set up together with the users of the city with sufficient support. Once that plan has been established, we could only take measures about the accessible city centre, and we know that the measures will be borne by the city centre.

In our own working group, we first looked at what we want in the city centre, how we want this now, and what process we want. This has led to an assignment formulation. It broadly states what we want to achieve in the city centre. We sent the order formulation, as a quote, to external agencies, and from the responses we selected an external agency. The external agency has made an offer that is actually our plan that we are following.

We organised a sounding board meeting at every stage of the process. First, we mapped out who we should involve and who are involved. Entrepreneurs, residents, the Bicycle Association, Safe Traffic in the Netherlands, and the disabled association. Every time we had something on paper, we asked the sounding board group what they think. At the first sounding board meeting we were very open, collected many things. We asked them what they think is good in the city centre and what they think is going

wrong. So, we collected a lot of information there. The external agency gathered all the information, and we continued with that.

Phase 1 had a lot of information collected from the sounding board meeting. There we also gave our process/timeline to the sounding board group. We have been clear and open about the steps we take and when and how they would be involved. How we would get the information. We also shared what we picked up after each sounding board group. What we bring and what we will not bring. We have been open and argued what and why we bring something and when not, there have been few negative comments from the stakeholders. If you provide clear feedback to the stakeholders as to why you made which decisions, they are satisfied despite their disagreement with regard to content. Because they have been given the opportunity to provide input and the roles have been clearly discussed in advance. This means that stakeholders consider it more important to be included in the process than the content of the invoice itself.

We chose the choice for the process by providing frameworks to the external agency. One framework was that we wanted as much support as possible from the entrepreneurs, visitors, residents, and council. And that we wanted to do it interactively, but how and what we left to the external agency. They were allowed to set that up and see how they want to set it up to achieve our goal. They have the expertise on how best to approach this, so we left that to them.

The city council has not provided any frameworks for the policy paper. But, they did have a great deal of influence on the overarching memorandum of the city centre programme, where they had already determined that they would spend a lot of money on the city centre and where they had determined everything. The policy paper accessible city centre flows from this, so they certainly had an influence in the design. However, they did not impose anything in advance on the invoice itself or when drawing up the invoice. We did involve them in the policy paper by informing them, because we want support from the council, but no involvement.

We may have unconsciously done something with the service formulas, through the use of interactive policy-making, but not consciously looked at and deployed. We have left the content of the process to the external agency; they use their own formulas, and we followed that. I place more value on the expertise of the experts because this is their work, and I trust the experts more than the protocols that the municipality itself draws up. Because these types of agencies already have several experiences with municipalities, we left it to the experts in this field. Experience shows that the more abstract the subject is, the more difficult it is to involve society. When it comes to topics such as sewerage or policy that cover a period of 5 to 10 years, stakeholders drop out. This is in contrast to when it concerns concrete topics such as purchasing or removing a playground.

In the Netherlands, everyone wants to involve each other, and I think you should be careful with that. Think carefully with every plan whether it makes sense/adds value to involve stakeholder and how. I would approach a renewed memorandum for accessible city centre in the same way. The city centre is under a large magnifying glass in Hengelo, and that is why I would approach it in the same way to ensure that we have enough support for the policy paper.

We got through the process pretty quickly. Politics also play a major role in the policy paper. Promises had previously been made that a similar policy paper would already be in place, but that was not the case. So, the alderman felt cornered because, according to some councillors, the policy paper should already have been there. The councillor therefore wanted to speed up this bill. The bill had to be completed by summer 2020.

When organising a sounding board meeting, there is a lot of work involved, and this involved rushing and carelessness to meet the councillor's speed. If we had a little more time, we would have been more careful at the sounding board meetings. I would have preferred to have more time for the policy paper than the current three-quarters of a year. I think the limited time has also been a negative aspect of the process. You should not spend too much time on a policy paper, because then you lose the enthusiasm of the sounding board group, but you also do not have to rush things to meet a deadline. Finding the right balance in the duration of a policy paper, maintaining the enthusiasm of the stakeholders, and working carefully and not wanting to go too fast.

Overall, I thought it was a good process. We have had a good consultancy on the team, and I also see enthusiasm among the stakeholders. From accessible inner city, we were the first to draw up a plan for the inner city and other teams are now also following us.

I find the power of interactive policy-making in support. People themselves have the opportunity to think seriously and to be heard. It is a strength if someone else says it; we as officials can think of many points ourselves. But if a stakeholder says something, it has more power. We actually also hired the agency to create support among the residents.

Respondent four (Policymaker)

Preparations started in 2015. The new legislation requires a policy framework to be established every four years. The initiative then comes from the legislation and is officially launched. The councillor will announce in the council that a new bill will be issued. This is an update of existing policy, there was already a policy paper to be renewed.

From the execution we have heard many sounds and points. Those are the practical things in the implementation that are not fully reflected and that need more attention. From our stakeholders, with whom we also have contacts, we hear daily points that can or should go better. You have regular consultations with some stakeholders, and in those consultations, you often already discuss points that can be included in a new invoice. We talk periodically with the stakeholders, and a lot comes together that we can improve in practice.

Before we start writing a renewed policy paper, we already know many points by the stakeholders to include in the policy paper itself. So, we get a lot of input from the stakeholders during the year and not only if we have to write a renewed policy paper.

In the form of a political market, we sat down with the city council, and that was very nice; it was a good conversation that was open. Because we did not yet have a draft version, the conversation was open, everyone spoke openly about their views, and that was of great benefit to us and was quite unique. The city council determines the budgets, so how much it will cost, and the city council wanted to elaborate further on the role of debt counselling in the entire chain. But otherwise we have been free to write the policy paper. So, you actually formulate the principles together, they think it is important that we provide this as a municipality, and you come up with the frameworks together.

We deliver the content and the city council determines the bigger picture. Somewhere at the end of the process, the city council did request an adjustment, which we came up with together.

In retrospect, I would do things differently. I would no longer present things and draw up the invoice internally myself and fill in what is going on and which points will receive support. So, prepare together with the stakeholders before you include it in a policy paper. Involve stakeholders in the design phase. Now we have internally shaped the bill based on what we thought would work. I would put it differently, say more about what other municipalities are doing, and see if it is something for us.

The process took a year. It always takes longer than you think. Some things are unimaginable, so in the future I will frame the deadline broader so the deadlines can be achieved.

I would not take the service formulas quickly. I have been informed about it, and co-creation is very close. We do not do it all together, but the municipality will continue to keep control. The stakeholders are pleased that we as a municipality have achieved this. That we provide good services.

We had the right people at the table with stakeholders, but for now I would go a little wider with other stakeholders. But, it should not get too big to save time and make sure you are setting policies right.

Stakeholders simply want it to be well organised and really do not have to have a say in the content. So, they also say we do not necessarily have to have a table to talk to, as long as it is well arranged. This has gone well in recent years. But, we already speak to them periodically at an earlier stage, and this also includes their input.

Respondent five (Policymaker)

We prepared the policy paper together with a team of public order and safety. Everyone involved in the bill contributed to the bill. The policy paper is divided into three spearheads and was written by only three officials. It was drawn up in 2017. We have not used the service formulas or even looked at the service formulas since we do not involve a society directly anyway; we do it in a way that we all consider fine. A new policy paper had to be made, the old one had to be replaced. We did involve stakeholders, but these were experts. We have drawn up and decided together as much as possible.

The city council has been consulted beforehand, and they have designated spearheads, and with those spearheads you work together with the stakeholders to prepare the policy paper. As far as possible, we have worked together. What are the spearheads for the police, and how can we incorporate that in the memorandum? During the decision-making process, the city council approved the policy paper with the approval of the college.

I am not entirely satisfied with the content of the bill, but in terms of the process I think we have done well. The spearheads have been well chosen, only the objectives that had to be achieved with this policy have not been formulated smartly and have not been achieved.

In the future, providing more capacity for writing the policy paper and ensuring that the policy paper is ready on time, and one person must take charge and keep the planning and ensure that the policy must be drawn up in time. I find interactive policymaking something positive, because you draw up something that the stakeholders can agree on; then you have more support and ensure that it is more feasible.

Respondent six (Policymaker)

An old voluntary work policy paper had to be renewed, and there was also the development that there were more volunteers in the care sector and there was a need to involve them more, and the development surrounding the WMO that came into force in 2015 and states that the municipality must pay attention to volunteers and voluntary work within the municipality had to be incorporated in the new policy paper.

Stakeholders have been involved in the policy paper, and they provided input for the preparation of the policy paper. Together with the municipality, they designed the policy paper.

Together with the stakeholders we created four guidelines: support, stimulate, continue, and broker. So the municipality had to work on this. The councillor, council, and volunteer platform have agreed that they meet the national conditions. One in four Hengeloër is a volunteer, so Hengelo is an active municipality with many volunteers.

As a policy officer, I did the preliminary work and I presented it to the stakeholders, and I took the feedback from the stakeholders in the policy paper and processed them again until we all were satisfied.

The entire process took about a year. I approached the stakeholders on my own initiative. Initially I discussed with the councillor about the bill and how she would approach it, and together with the councillor I approached volunteers (stakeholders).

The service formulas have not been used or consulted. That is because the service formulas were new at the time. The guidelines of the national government were adhered to when drawing up the policy paper.

Stakeholders were positive and have been involved from the beginning, and they discussed how the process would progress, and they agreed to this. A policy officer drew up a piece of text and she discussed it; there was a lot of room for input. This made the stakeholders satisfied with the interim decisions.

The discussion point that did take place was the budget. If there is little money available, there is often voluntary work. The moment there is money to spend, there is professionalism. So they are called when there is little money, and when there is a lot of money, there is no volunteer work and it is done by professionals. The policy paper was presented by the city council; we informed them through the political market and were involved in the policy paper at the end of the process. City council was positive about the policy paper.

This is because the process has adhered to the national four guidelines and the Hengelo volunteer platform has been closely involved. I am very satisfied with the process as well as with the results. You only go faster, but together it gets better! By doing it together you add all the input from the practice, and you create more support because they helped themselves. I would do the process the same way again. However, it was true that this policy paper focused mainly on the healthcare sector. The volunteers from sports and culture were not really involved in the policy paper, which I would do in the future. I would now involve the other branches of society. I have not yet used the co-creation formula, but I can certainly look at it in the future. If there is a handle, then I would definitely involve it. These are now far from me and my colleagues. We already do this with the interaction with the citizens, but I

can certainly see what I can do with the toolbox. If that handles what makes me and my policy paper better and the process improves. I would definitely use it.

Respondent seven (Process leader)

We started in 2015, and the basis for the policy paper was *with respect* on the way to new support. As a municipality we were given new tasks, youth care and WMO came to the municipality, and this policy paper was written for that. This partly concerned transition, tasks to the municipality, and transformation, and doing the tasks in a different way. We looked at the transformation: How should we do it differently than the previous policy paper and has a path been set out for that?

We did not draft the invoice ourselves; we did this together with stakeholders. Before we involved the stakeholders, we have already drawn up the contours internally. What do we want to do differently?

We started with workshops; 175 people stakeholders took part. Here teams have been set up around the themes of the policy paper. Stakeholders were allowed to choose which project they wanted to join. The municipality made the set-up of the teams and passed them on with the stakeholders

It turned out to be a difficult project afterwards, but it certainly started interactively and was subsequently carried out interactively. Not all stakeholders want to change.

The transformation agenda has been a good and open process, both internally and externally. We had a lot of positive feedback from the meetings and presentations from the stakeholders. Illustrators were present at the meetings, who drew up all the input to show what the input and results were. Afterwards, there was feedback where there were many positive reactions from the stakeholders.

In the future, I would try to get stakeholders to think more about their own role. We did that here, but I would do it more in the future. So, in the future I would ask what you want to do and how should we support you in this. Because, it is very difficult to get stakeholders moving. So, think carefully about how we can facilitate them. We as a municipality must determine the path but involve the stakeholders in such a way that they make it their own. That the municipality directs them by determining the path, going in a direction, and that stakeholders can see from there what they want, and the municipality facilitates them. Let stakeholders think more about their own role; we have now asked if they want to join us. While I would in the further ask what they want to do and where can we facilitate you.

I just find it difficult to give the stakeholders a lot of freedom because there are also business interests with our stakeholders. They want more benefits for their own organisation. While we have more of a general interest, and they have more of an interest of our own. How free should you allow stakeholders to move along. We have a contract with most of the parties involved, so there are business interests involved. Now we are a client and we finance them.

Stakeholders always want projects that bring them money and, of course, do not opt for an approach where they get nothing or little. All I would do differently is the role of the stakeholders. Make sure we really do it together and that they do not have the freedom to sit back. Today's business contracts also make it more difficult, keeping them from thinking too much of self-interest.

I think you should determine interactive policy-making per topic and bill. Not every policy paper needs and should be in interactive policy-making. It also differs in content whether it grants itself or not. The roles in interactive policy-making should be well formulated and discussed early in the process.

I am certainly satisfied with interactive policy-making and see for yourself whether it will be granted. I do not necessarily want to change the role, but it has changed because of the business contacts. So that is why I indicate that the roles will change in the future. I will involve the toolbox in the future to see what the toolbox can do for me. But I think co-creation goes very far because all stakeholders have their own agenda. So, I would be less likely to do co-creation as the municipality describes it. I did and do interactive policy-making, but as far as co-creation, it is a step too far for the projects I am involved in, because many partners have a business contract and the interests are not properly safeguarded.

The city council contributed to the memorandum. They did not give any conditions because it was something new and vague about the transformation agenda.

The stakeholders have been involved in several phases. But when the policy paper was drawn up, the details were included in the set-up, and then they were divided into the projects. The advantage is that if you involve the stakeholders in the beginning, you have a policy paper at the end that has a lot of support and the stakeholders are quite satisfied.

Respondent eight (Process leader)

The municipality is obliged to have a municipal sewerage plan, so the bill is legally determined.

At the end of 2016, a renewed sewage plan for the next five years started. Implementation programmes follow from this. The first thing I did I looked for a consultancy that can help us, especially with writing. So, we left the writing of the report to the agency and to help us work together on the policy because writing the policy paper takes a lot of work.

When we had the agency, we put together a project group; people from the consultancy were there, and people internally, and the water board.

Then we determined together how we deal with the following points: how do you deal with groundwater, how do you deal with our streams, how do you deal with water management? In this way you formulate

the policy. The process is then designed. First, we made a draft sewage plan with the costs and we will initially discuss this with the alderman. Asked for his opinion and he thought it was a good direction. After his approval, we went with the concept plan costs and coverage to the college of mayor and aldermen and then the college said fine, go on. Then we went to the city council with the concept plan and we did that in the political market. We gave a presentation there, and they were able to ask questions and make comments. We took the comments with us and then returned to the B&W board with the draft plan, where we had the draft adopted. After determination, it was placed for inspection for three weeks. Based on the comments of the inspection period, the concept has been adjusted. After this, the concept was adopted by the Municipal Executive. Then it goes back to the political market, because it has been in the council before and the residents have already been informed by the inspection, there has been little criticism or comments. The policy paper was then determined by the city council.

The previous sewerage plan is already a kind of framework, and you continue to work, which is why no frameworks have been given by the city council in advance.

A sewage plan is quite complex. Many experts have been involved in drafting the policy paper. It is too complex an industry for residents to talk and think about. That is why they have not been involved except for inspection. There was also no response to the inspection because this is not an invoice that is alive. With sewers, it is the case that if it goes well, it is good. Then you will hear no one about it. But when things go wrong, it becomes interesting, and then you have people who start asking questions.

I am very satisfied with the process. We were able to operate quickly within the project team. We were able to have a quick and good consultation with the college and council, and all the investigations we carried out ran nicely in parallel, and together as a team we actually had few collisions. I found it a pleasant process. This is also because we have had the right people at the table. The advantage of this policy paper was also that we had the right number of people at the table. If we had had more, it would have been more difficult, and it would have taken longer because of disagreements. But if you do not have enough, expertise is lacking. So, it is also the amount of people at the table.

It is very important that you involve stakeholders. We did not do this in this policy paper because of the complexity of the policy paper. But, I do involve them in another policy paper, especially if they can talk about it. We did involve stakeholders for this policy paper, but they were experts and not residents. In terms of process, it has not been difficult, both administratively and administratively. If you put in enough time in your process, it seems like you are slowing down, but think that you will gain time at the end of the ride because you have involved the people. You already picked up information during the process, so you do not get to hear at the end why did not you talk about this.

We have been working on this for over a year. I am also satisfied with that because you have to make it available for inspection. I am also counting on this for the next policy paper. You are dealing with stakeholders who have to make time and the moments when the council meets and the college.

Respondent nine (Policy adviser)

The policy paper was legally adopted, this was a renewed policy paper. The points that emerged from the old policy paper have been included in the policy paper. This was done in consultation with the network partners. They could indicate what they thought of the spearheads and came up with their own input. Looking at what is going on within society. Talked to the network partners during the development of the memorandum, and we have jointly developed spearheads for the new memorandum. Motives to involve the network partners and cooperation partners; you need to know what is going on and what is going on in society. What should the focus be on and what do people encounter.

They have the groups in society that are most difficult to be themselves; young people, the elderly, and bi-cultural groups were chosen because studies show that they have the most difficulty with it.

Motives to involve the network partners and cooperation partners; you need to know what is going on and what is going on in society. What should the focus be on, and what do people encounter?

Together with other organisations, such as the COC Twente-Achterhoek, the ROC of Twente, we have pursued an active policy within our own municipal organisation, including education, sports, culture and youth work.

In recent months, we as a college have drawn up and adopted a new Long-Term LGBTi + plan for the period 2019-2022. When drawing up the plan, we sought cooperation with our network partners. In addition, new partners were also involved.

Together with a pen master, she presented the draft of the policy paper to the city council during a political market. Input from the city council was that a small group was interested in the subject and therefore entered into a discussion together. This was not a representative group, and they did not provide guidelines. They only talked and contributed to the subject and the policy paper, evaluated what we did in previous years, and looked at what more attention needed to be paid. We presented this to the stakeholders, and we went to the city council. Involve society more by making an appeal to think along and not just by the network partners. The policy paper had to be prepared and approved within a few months. It went smoothly with few difficulties during the process. With a renewed bill, definitely take a look at the toolbox

Respondent ten (Policymaker)

The first catering vision was established in 2006, and a lot has happened in the city since then, which is why the Commission has decided that a new catering policy should be drawn up. The Commission has established this in the coalition agreement. The policy paper focused on the city centre because it is where most of the catering establishments are located.

Within the municipality, we had drawn up a core team that was involved in the vision and stakeholders were involved in drawing up the policy paper. We entered the process and first looked at what is important and what the focus should be on, so what are the problems and where are the challenges. We had a number of sessions with the stakeholders, both official and with the board. The college has also been involved and has spoken with partners. As the process progressed, we noticed that everything became more concrete and that not all partners agreed with all directions and starting points. The college has given as a hard framework that a new city hall had to be built, allowed new catering establishments, and built a new shopping centre, and the partners disagreed. During the design process, we noticed that the partners were far away from us, which was a reason for us to involve a wider audience, to check whether only the partners involved felt this way or whether they were actually representative of the general public. We have collected information from the general public to find out what we think of our draft version. They could agree with the draft version, which is why we continued with that.

We have been open and clear to the partners throughout the process, so after engaging the public at large and they were comfortable with the draft version, we continued. After approaching the general public, we continued with the process and involved the partners again. It is a product that must ultimately be determined by the municipality and that immediately determines the step on the participation ladder that we must take in the process towards the stakeholders. But, we have clearly indicated to them that we want to do this together with them within certain frameworks. This was communicated in advance, but based on the interests of the partners, they often questioned those frameworks. But, we have been clear with the frameworks beforehand.

Based on substantive importance, there were divided opinions, we did not always agree on everything. But, they were happy to sit at the table and talk. They thought it was important that they had the opportunity to provide input and provide information for that catering vision. So even though we did not always agree, they were happy to join in the conversation.

We once spoke informally to the city council about the catering vision. But not had a session with the frames beforehand. At the time that was not an obligation, but more of a possibility. At the end, they did adopt the policy paper. There were no adjustments at the end of the adoption at the city council.

The process took a long time, almost a year. And, it took another year from design to adoption. So, it took two years in total. In retrospect, I think it took too long to complete the process. Sure, you need time to put it right, what are you talking about. What is the zero situation described, and determine where you want to go with your partners and plan the process, and what you need for that. But, talking about it for a year is too long. You lost each other at some point. You have lost the drive if you talk about it together for so long. I think that it had to be shorter, then you would have been more effective if you could have shown faster what you have been talking about and what measures you want to take. If there is a lot of time in between, you often also have to deal with a change of people in positions/functions, and that does not benefit the process.

What time do you have as a civil servant to deal with the bill? You have to do this very realistically and at the desired speed. At the time, there was a lot of work on my plate at the same time to bring this file around and that mainly meant that it took longer. I would advise to make enough FTE available to complete such a course at the right pace. The involvement of those partners in the field is important, but it should not be the goal of involving all people. What we have done, first a representative group and only then the general public, I think has been good for this process. I would do that again. First a representative group, and only then involve the general public. First you make a preselection, especially with these kinds of difficult files, then it seems difficult to immediately involve a large public. I am satisfied with the approach, both internally and externally. Internally we also worked well together across the departments. We were therefore quite unique, and we also encountered difficulties within the organisation at the time; you have to deal with multiple sectors, but the positive thing is that it is a supported policy paper internally.

I am satisfied with the result and would give it a 7.5; regardless of the duration of the process, I am satisfied. In addition, I am appropriately convinced of interactive policy-making. It should not be an end in itself, but the knowledge is not all in our hands and you need your partners for that. With every invoice you must therefore search for your partners and the roles of exact agreements. But, you do need them. I am convinced that you cannot do it yourself; you need your partners to write a policy paper. I think stakeholders would rather you hear them and argue what you do and do not take with you and explain what you do. They think it is important that there is knowledge transfer between us, so that they know what we do and why, what we think about and what we are doing. Then they agree with all points. And so, they accept the decision earlier because we motivate everything. At the end there must be a bit of acceptance, because we decide for ourselves.

The service formulas have not been used, and for us, you always arrive at co-creation and that is not always possible because the decision-making process lies with the council. I would therefore not use the co-creation formula in the future.

Respondent eleven (Policymaker)

The policy paper was a renewed policy paper, so it is legally established. The bill lasted a total of four months. The speed of the process is partly because it is only drawn up internally. So, no stakeholders are involved in drawing up this policy paper.

The city council has not provided any frameworks for drawing up the policy paper. This is because the council has little knowledge about the subject and that actually ensures that there has been little resistance to the bill and that the decision-making process has gone so quickly.

The memorandum is about how we as a municipality deal with our risk management and resilience. You can translate this into how much money we have to keep on hand for when things happen that we have to cover. The policy paper was written internally by a three-person team. The policy paper is divided into several themes, and the CMT members were involved in the process. A working group was established, which included representatives of the city council, and we discussed the themes there.

The bill first went to the CMT, and then to the college, and finally to the council.

If you take the decision-making process away from it, we will have been there for a month and a half. Because we do not involve external stakeholders, we can write it in a short time. In addition, we involved the sectors within the organisation in the draft version, and they were able to provide their input there. It also means that the knowledge at the council ensures that there is little resistance. This is partly due to the fact that the bill indirectly affects society. If we do it right, society has nothing to do with it. That makes it easy for us to walk through the processes of the policy paper.

It is an internal affair. We do not do something directly for society. The only interest they have is that if we do it right, society will benefit in the long run because they have a healthy municipality.

Nor is it something that lives on the council; no questions have been asked about it, and within five minutes it was approved by the council. I am satisfied with the process and the results of the invoice. However, the interaction of people with functions provides a different way of working, but that always keeps you. That makes it difficult to translate the policy into practice.

Furthermore, I am not involved in policy paper where there is interactive policy-making; all of my work focuses on the civil service organisation. In the future, I would dwell a little longer on the initial phase, who will you involve in the process and where internally.

I can only say about co-creation that I think it is a step too far. Ultimately, as a municipality, you remain responsible for the invoices, and for that reason, I would always advise to keep the reins in your hands. Involving stakeholders is always good, but in an appropriate way. Not everything given away.

Respondent twelve (Policy manager)

The Environmental Law Programme exists from the physical sector, and what we do with the environmental vision is the first instrument that the Environment Act proposes. The environmental vision and environmental plan are important and mandatory instruments that we must create. The programme plan was established by the programme team; the programme plan for the environmental act, there are the ambitions how far we want to go with the Environmental Act. The programme plan therefore states that we want to make an environmental vision in co-creation, and the Commission has agreed to this. This is the basis for this plan. In addition, the Environment Act states that you must do it bottom-up and together with society, and that is something that we are not used to and that is why it takes some getting used to for us as an official organisation. Because we have a new way of thinking and working method, everyone is a bit stuck in what their daily work is for them. On the one hand, we try to shape the environmental vision, and on the other, as an organisation, we are also very much involved in a learning process and culture change. We no longer have to do it ourselves from behind the desk, but together with society to shape this vision.

We believe that if you want to make something in co-creation that people in the outskirts speak a different language than city dwellers or people who live in the city centre. That is why we take up the environmental vision step-by-step, first outside area and then the other areas. To be able to learn from the process and apply it.

We have noticed that people in rural areas are very involved. So, that is the reason we started in the outskirts. It remains to be seen whether we will also get such a turnout in the other areas. We used the Hengelo panel; we asked them to complete a survey. We held an internet poll online. These have been the tools to approach stakeholders. The entire process took a lot of time, more than estimated. But because this is the first bill within the municipality of Hengelo that goes through the co-creation formula, we could not say much about the duration of the process in advance.

We have given the board our plan of action and indicate that their role will change under the Environment Act, and this is the process we have in mind. They could see that, but they have said that they do not only want to think along with the frameworks, but also have a voice in the themes for the future, and we have adjusted that. Then we looked together with the council at what the frames should contain. At the end of the process, the council no longer has substantive rights in the area of decision-making. The council was only able to test whether the process had been completed successfully, no

longer whether they agreed with the outcome. So, they can no longer test substantively, but only the process. Is the product aligned with the frame and has the correct process been completed? If the process is not baptised according to the frameworks, they can reject it.

Co-creation existed from services, but we used it due to the programme plan and environmental legislation. We are now obliged to involve society and the co-creation formula of the municipality has helped us with that. In order for a policy paper in co-creation to run smoothly, it is important to involve someone from communication to see how to involve the organisation and approach society. Co-creation is communication in my experience. So, for the question how do you reach society you need someone of communication to help you with that. Co-creation requires an integral reflection of the civil service organisation and that requires culture change. We notice that it is very slow within the organisation.

A success has been that we have not approached an agency to write the policy paper, but that we have composed three writing teams within the organisation and that we have written the policy paper ourselves. That has ensured that we as the municipality have been involved in the policy paper.

What has been a learning point, we have to ensure that we make agreements in the first working group who will help to write, which means that people are involved in the process and they must then have the conversations. We are very pleased with how it went, but this is an area for improvement.

Respondent thirteen (Policymaker)

Since the 2015 Housing Act came into force, municipalities are obliged to have a housing vision. So, we had a legal basis. We have involved many stakeholders within the municipality. The stakeholders have already been involved in the design phase of the process. Initially, the process was drawn up. Here we discussed clear rules with the stakeholders. This led to a little rebellion or negativity during the process.

The stakeholders were a good reflection of the parties that we felt had an interest in the housing vision. Residents have been consulted to a lesser extent, because we believe that the policy is broad. The policy forms the basis for making performance agreements with the housing corporation (legal obligation) and for making residential agreements with the province (administrative arrangement) and provides direction for plans for developers. We organised several sessions in different working methods to retrieve input from stakeholders.

We regularly communicated the progress of the process and the results with the stakeholders and the rest of society through a newsletter. We have argued for the stakeholders about the input and why; we have always been open and explained why we go for a certain choice.

The council must ultimately determine the policy. We invested in a joint housing vision for the municipalities of Hengelo and Borne. The councils of both municipalities are closely involved in this. When collecting the assignment, formulating the objectives and the final housing vision.

Unfortunately, the process revealed that there were a number of insurmountable administrative contradictions, as a result of which we were unable to complete the process jointly. This concerned the volume of housing production in the Bornse Maten in relation to the agreements made with the province and the consequences for Hengelo. The city council did provide frameworks in advance through various work sessions, but also in the decision-making process. At that time, the council had great difficulty with interactive working methods. They wanted to be able to respond to a proposal, not think along beforehand. The council wanted to be able to think along in advance.

I am certainly convinced of the power of interactive policy-making, but not only for this policy paper. As mentioned, we have had many problems during the process, and it has taken a long time. But in general, I am convinced of interactive policy-making. When I look at co-creation, I am less enthusiastic; it is sometimes difficult to draw up a policy paper with the council and stakeholders, let alone when you hand everything over. I do not think that will always benefit.