

AN EXPLORATION OF THE FUTURE OF PLANNING PROCESSES FOR WATERWAYS THE IMPLEMENTATION OF CONSENSUS BUILDING

A thesis submitted in partial fulfilment of the requirements for the Master Degree from Bandung Institute of Technology, ITB and the Master Degree from University of Groningen, RuG, in cooperation with Rijkswaterstaat

Marthe de Haan

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Rijkswaterstaat



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Marthe de Haan

ITB: 25412702

RUG: s1811371

Double Degree Programme

M.Sc. Development Planning and Infrastructure Management

School of Architecture, Planning and Policy Development

Bandung Institute of Technology

2012-2013

M.Sc. Environmental and Infrastructure Planning

Faculty of Spatial Science

University of Groningen

2013-2014

marthedehaan@hotmail.com

Supervisor Rijkswaterstaat: A. Hijdra

Supervisor RUG: T. Busscher

Supervisor ITB: M. Miharja

Preface

This is my graduate thesis for the Double Degree programme, which is consisting of the masters 'Development Planning & Infrastructure Management' and 'Environmental and Infrastructure Planning'. After 5 years at Rijksuniversiteit Groningen and one year studying at Institut Teknologi Bandung, my time as a student comes to an end.

The beginning of my bachelor had a slow start, as I had to get used to a new way of life. Four great years in Groningen passed by and after receiving my bachelor's degree, I decided to go to Indonesia. In Bandung I started the first part of the Double Degree programme of RuG and ITB. This year was full of experiences, within the programme of ITB, but also next to the programme. I have learned a lot: a new language, working together with my Indonesian classmates, and most importantly, living in an unfamiliar environment.

Being back in the Netherlands was pretty rough. I had to get used to the – for me- 'old' way of studying, which I almost unlearned to do. Nevertheless, it has been an extremely educational year, which will end with the submission of this thesis.

In this paragraph I want to thank the people that helped me to make this research into a success. First of all, I want to thank my supervisors: Arjan Hijdra and Tim Busscher. The comments and advice given by Arjan, combined with Tim's perspective, were very valuable to me.

I also want to thank all the interviewees who were willing to give me their perspective on the topic of this study. Their point of view on the issue and the inside information they provided for this research has been essential for the collected data.

Finally, I couldn't have finished this study without the support of my family and friends. My friends who were going through the same process and I could share my feelings with, but also the friends who were supporting me in another way. But I want to thank my family in particular. They were the ones who I could contact at any time a day to receive some feedback on parts I struggled with within this thesis. Moreover, I want to thank them for supporting me through all these years of studying and believing in me.

Marthe de Haan

Groningen

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Abstract

Keywords: planning process, waterways, Rijkswaterstaat, communication, participation consensus building

Rijkswaterstaat has stated the desire to gain public support for improving the decision-making process. In planning theory, the communicative paradigm emerged, and complexity and uncertainty were embraced. To research how and to what extent communicative planning plays a role in planning processes of waterways for Rijkswaterstaat, this study focuses on the paradigm of communicative planning in relation to the instrument of consensus building.

In the last decades, Rijkswaterstaat used its technical, blueprint-planning processes for goal maximisation. In this working process, the Deltaworks were built after extreme flooding in the 1950s and certainty and safety for the Netherlands were secured by the approach Rijkswaterstaat used. The environmental awareness of the '70s raised and the influence of intersubjective behaviour on planning processes rose in those days between public and governmental institutions. In this time, the communicative paradigm emerged. Nowadays, Rijkswaterstaat is still struggling between its expert status and a democratic way of working.

The uncertain future of waterways consists of a complex system that has to take the environment into consideration. Rijkswaterstaat uses planning processes, where in the later phases a focus lays on the interaction with the environment, consisting of the users, partners, market and surrounding. As Rijkswaterstaat wants to become a public oriented network manager and wants to reach a higher level of participation, Rijkswaterstaat developed tools to gain public support for their networks in later phases of the planning processes.

The core of this study focuses on the instrument that counts for and improves the whole planning processes: consensus building. Considering the nature of this topic, this research was conducted using focus groups and interviews. This study searched for the need of consensus building from the perspective of professionals working at Rijkswaterstaat. By implementing consensus building from the start of planning processes, communication and participation will take place in an earlier stage, which will build trust and transparency. This will gain more public support in the beginning of a process and helps to improve the decision-making for planning processes of waterways and will support becoming a public oriented network manager.

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CHAPTER 1

INTRODUCTION

This chapter will give an introduction to the topic of this thesis: how and to what extent is communicative planning grounded in planning processes for waterways. After research that will be done on communicative planning in planning processes for waterways, the focus will be on consensus building in planning processes for waterways.

First, an introduction to the research topic will be given with the developments of the switching paradigms for the planning processes of waterways. After that, the goal definition and the relevance of this study are described and the chapter ends with the bookmark for this research.

1.1 Background

The focus of this study concerns the concept of 'consensus building' within the planning profession of waterways in the Netherlands. Rijkswaterstaat, the policy-implementing arm of the Dutch Ministry of Infrastructure and Environment is established in 1798. Rijkswaterstaat is famed for its expertise in transport and hydraulic infrastructure. Rijkswaterstaat is responsible for the reshape of the river landscape, the reclamation from water for land and the physical infrastructure. The tasks of Rijkswaterstaat are constructing, managing and developing the infrastructural main networks of the Netherlands. The infrastructural main networks consist of the high ways, waterways and the water system.

In 1798, the organisation started as a craftsmanship and it developed over the years into an organisation of civil engineers. After World War II, in the 50's of last century, the Netherlands was dealing with extreme flooding; the request for certainty rose. To secure the Netherlands from another period of flooding, the Deltaworks were built. Also dams were ensured and the dikes were heightened. The aim of water planning at that time was to guarantee safety and protect the hinterland from water. The most important public works of the Netherlands were built within a technical, top-down approach.

However, the 'golden' period for the hierarchical and semi-military organisation reached its end. A destabilisation of the period existing on certainty had to deal with change. According to Schwartz (1993), these 'waves of change' were a reaction on the technocratic approach of the 1950s and 1960s. One of these waves of change was the environmental movement. After publication of *The Limits to Growth* (Meadows, 1972) and *A Blueprint for Survival* (Goldsmith & Allen, 1972) public awareness on environmental change rose. The public realized that it was not an option to sustain the current way of life. "If the present growth trends in world population, industrialization, pollution, food production, and resource depletion continue unchanged, the limits to growth on this planet will be reached sometime within the next one hundred years

(Meadows, 1972, p.23)". This growing awareness of the consequences of human actions on the environment was the start for sustainable development. In 1987, the Brundtland commission developed the following definition: "Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs". The work Rijkswaterstaat delivered gained a lot of critic from environmentalists, but also from the citizens, who wanted to have more influence on decision-making processes. This is another wave of change, where citizens were aware of the influence of intersubjective behaviour (De Roo, 2003). Also, in the end of the 1960s, the increasing prosperity led to more leisure time. This increased the recreation and mobility of citizens. Due to this increase, transport safety became a social issue.

In the time the waves of change occurred, the Netherlands had to deal with another flooding that appeared in the 90's. "Flooding threats left people feeling that conventional water management would no longer be adequate to deal with issues such as climate change, rising sea levels, local land subsidence and urbanization pressures (Woltjer, 2007, p.14)." These changes of the environment and in combination with feeling of uncertainty were reason for the Dutch government to do research on the technical approach of that time and climate change comes up as a reality that cannot be ignored. The predicted sea-level rise and the big variety in river run off force us to look further, wider our view and anticipate on developments for the further future. But also societal changes in general were the core thought to change in planning behaviour. Answers to the waves of change of Schwartz (1993) were given by the research done by the Dutch government, which was the request for another approach than the technical rationale approach that produces certainty. The challenge that the government developed consists out of making more 'Room for the river'. "Dutch water management and local inhabitants accept water on land temporarily rather than blocking it out consequently (Bormann et al, 2012, p.72)." The consequence of this switch between planning approaches for water management meant a change from protecting the environment for flooding to accept flooding.

The change from protecting the environment for flooding to accept flooding in the environment concerns the surroundings. As this new approach in water management was less about certainty and created more complexity, the paradigm of communicative rationality developed. The waves of change, the approach of 'Room for the River' and societal changes were the incentive for adjustment of the approach of planning for Rijkswaterstaat. These incentives, but especially the critics on the old way of working were the start for change. Van der Brugge et al (2005, p.173) structured these differences of old and new style for water management.

Old water management style (twentieth century)	New water management style (twenty-first century)
Command and control	Prevention and anticipation
Focus on solutions	Focus on design
Monistic	Pluralistic
Planning-approach	Process-approach
Technocratic	Societal
Reactive	Anticipative and adaptive
Sectoral water policy	Integral spatial policy
Pumping, dikes, drainage	Retention, natural storage
Rapid outflow of water	Retaining location-specific water
Hierarchical and closed	Participatory and interactive

Key aspects between the differences of water management: Van der Brugge et al, 2005, p.173

Generally spoken, out of the critic on the technical rationality paradigm came the request for a more holistic approach based on intersubjectivity. The growing awareness of the influence of intersubjective behaviour (de Roo, 2003) asked for a fundamental change in planning. “Many stakeholders are involved with different interests and high stakes, making it complex and hard to manage (Van der Brugge et al, 2005, p.165).” By taking the essential aspects of communicative planning into consideration, technical rationality cannot fulfil its task anymore. Rijkswaterstaat changed its role, from builder to manager. Dealing with complexity because of the amount of stakeholders and the uncertainty in the future of waterways, communicative planning is a growing approach in the water planning issue.

Rijkswaterstaat decided to give more out of hands. Private parties most often do the implementation, instead of Rijkswaterstaat. Participation and communication by citizens and other stakeholders became common. However, currently the struggle of planning processes is still on which level communication and participation have to be implemented. The vision of Rijkswaterstaat is becoming leading, sustainable and public-oriented. This is the start of where this research is about, with the hypothesis, which states that the current Dutch planning processes are running behind in their focus on communication with and participation of stakeholders. “The challenge that Rijkswaterstaat is facing is to develop an identity that legitimizes meetings in which people can make sense of complex situations and problems of ambiguity, despite the existence of the managerial efficiency frame (Termeer & Van den Brink, 2012, p.60).”

1.2 Goal definition

The goal of this research is to show how and to what extent there are communicative and participative aspects in planning processes for waterways. What are the differences between the planning paradigm of technical rationality and communicative rationality? How are the waterways dealing with the current planning profession of communicative planning? And in

what way can this be elaborated with communicative and participative aspects? While adapting the planning theory, the switch from technical rationality to communicative rationality is described from a theoretical comparative point of view. Then, a planning process is developed, which focuses on communicative and participative aspects in planning. Healey (Allmendinger, 2002, p.199-200) helps to answer the question of communicative planning, with in particular one question: "in WHAT STYLE does communicative planning take place?" One of the most important instruments relying to this style is consensus building. The elaboration of consensus building will map to a survey, some conclusions to future (policy) actions and skill acquisitions for future and present planners.

The theoretical chapter is followed by analyses on focus groups, where communicative and participative aspects of the discussion on waterway are highlighted. Out of this information and the information out of interviews will an exploration for the future of planning processes of waterways be developed, and described if implementation of consensus building is desirable.

1.3 Research objective

To clarify 'consensus building' and how this can be implemented in the planning processes for waterways, the following research question is developed:

How and to what extent does communicative planning play a role in planning processes for waterways?

This question shows the paradigm of communicative planning, the role of planning processes in communicative planning and how waterways are dealing with communicative planning. The next step to find out to what extent this communicative planning is implemented and what type of changes there can be made. This asks for a way of how to reach and sound consensus in an open democratic way, what consists out of the technique of consensus building. This interesting angle of working is developed in the following sub questions for this research. The following sub questions will be answered in this research:

How has the communicative planning paradigm developed over the years in water planning?

This first sub question will answer the theory on communicative planning, and the development through the last decades. It will describe what the influences of technical rationality in planning has, but moreover it will describe what the influence of communicative planning is and why the communicative approach is used in the current system of planning in general, but water in specific as well.

What role has a planning process in the communicative paradigm?

Planning processes are not having a general similar structure, which means that one type of a planning process is chosen and developed for this research. It will be described what the

differences are from the technical paradigm, as this planning process is designed from the communicative paradigm. This directly answers the following question:

What are the essentials of the communicative paradigm for planning processes?

The essentials will be answered combined with the answer on the role of planning processes, but in this case the work of Patsey Healey is used. By answering a checklist developed by Healey, the question on 'in what STYLE' rose. This lead to the next topic of consensus building:

What is consensus building?

Followed with the answer on what consensus building is, it will be used as an instrument to implement communication and participation with the surroundings on another level in planning processes for waterways. The questions above are all answered in the chapter on theory.

Out of all the theory that will be explored, professionals' knowledge and expertise is used to find an answer to the following question:

In what way are the planning processes of waterways organized by Rijkswaterstaat?

This question will give an answer and overview on how Rijkswaterstaat is organized and how it regulates its planning processes of waterways at the moment.

In what way is communication with the surrounding inserted in the current planning processes of waterways?

This question will give an overview how communication is implemented into current planning processes of Rijkswaterstaat, based on the matrixes developed out of the interviews. In the chapter of theory, it will be highlighted what communication means in the paradigm of communicative planning.

Which experiences does Rijkswaterstaat have with the implementation of participation approaches in current planning processes of waterways?

Not only communication will be an answer to the development in planning processes, but also participation. With this question an overview on the current approaches in implementing participation is given. The answers on communication and participation are gained from the interviews that are taken.

Is the implementation of consensus building in planning processes the future?

The matrix analyses, where the answers on this question by the professionals of Rijkswaterstaat are shown, will help to create an answer and a recommendation for this study.

1.4 Relevance of the study

By focusing on the planning paradigms over the years next to the work Rijkswaterstaat produced, the similarities occur. Though, Rijkswaterstaat still wants to improve its way of working, and especially its decision-making processes. This counts for all the networks

Rijkswaterstaat is working with, but this study focuses on the waterways of Rijkswaterstaat. The waterways are dealing within a complex system, similar as the network of roads. Nevertheless, as the future of waterways is unpredictable and the current assets have to be replaced, a change in planning processes has to be made. This research therefore adds to the public support it wants to gain, and how this can be reached in the future of planning processes for waterways.

1.5 Conceptual model

This conceptual model functions as an overview for this research. Within this research the focus is on the communicative paradigm in planning processes, with a specific eye on the waterways of Rijkswaterstaat. To find the importance of this topic, the research questions and sub questions are answered as followed:

- *Theory*: within this chapter literature on the planning paradigms, planning processes and consensus building are analysed. The argument is that the switch between the paradigms of technical rationality and communicative rationality can be seen in the planning practices. Planning processes for waterways are dealing with similar circumstances and Rijkswaterstaat wants to improve its planning processes in general by gaining public support to accelerate the decision-making.
- *Methodology*: within this chapter it is explained which methods are chosen, why these methods are chosen and how the in-depth interviews were done. The argument here is the focus on the in-depth interviews that are analysed through a matrix, but also the focus groups that were composed for the research of Hijdra.
- *Results*: within this chapter focus groups of Arjan Hijdra are analysed. With these results and the researched literature, semi-structured in-depth interviews with professionals of Rijkswaterstaat are taken. These interviews are analysed through matrixes focusing on the topics of communication, participation and consensus building.
- *Discussion*: within this chapter the chapters of theory and results are used; a synergy between these two chapters is shown. The answers to sub questions that were not answered in the chapter of theory are given in this chapter. This synergy leads the study to the request of implementation of consensus building in the planning processes of waterways for Rijkswaterstaat.
- *Conclusion*: The final chapter of this research concludes on the communicative paradigm in the planning processes of waterways for Rijkswaterstaat, and about the implementation of consensus building.

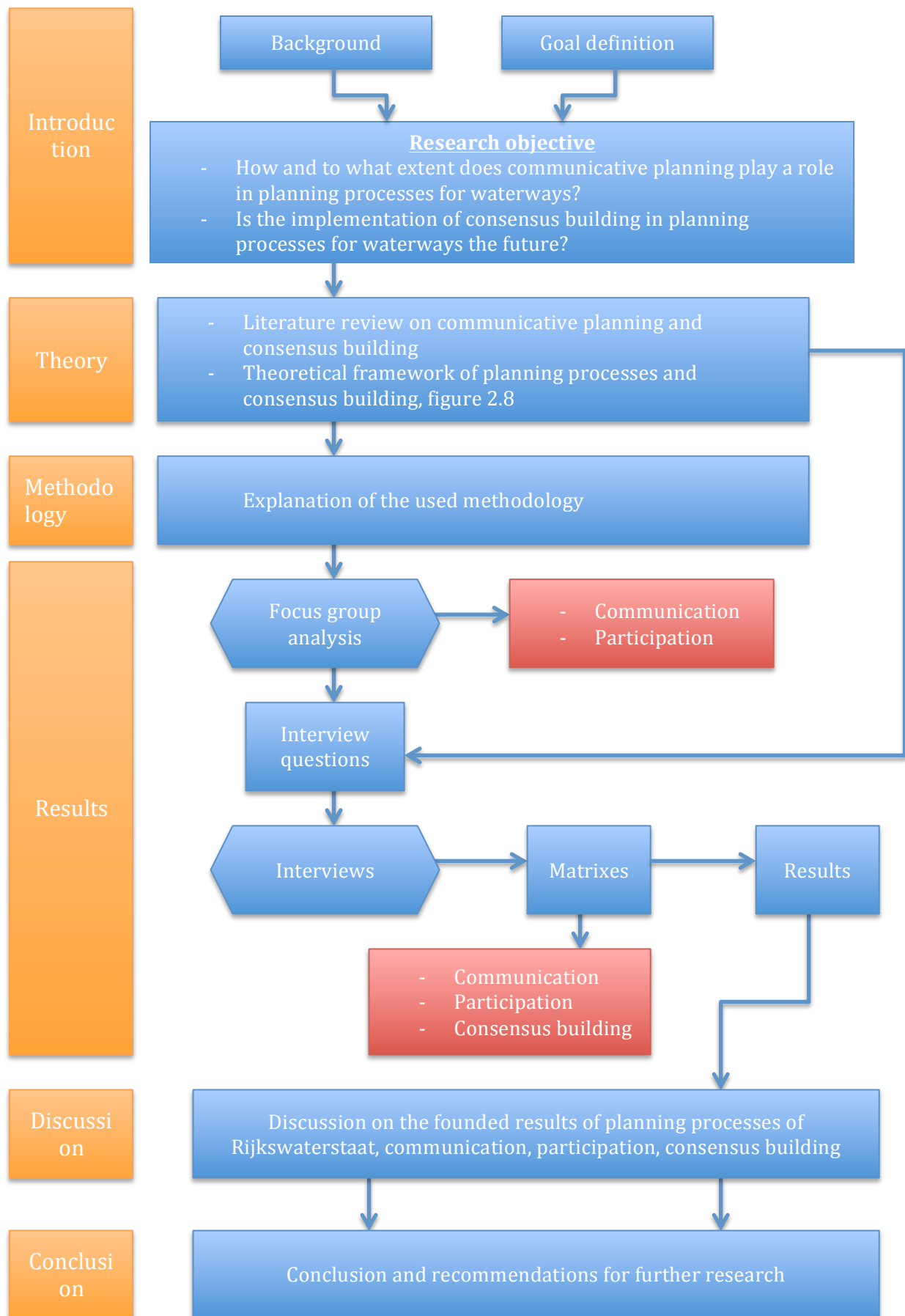


Figure 1.2: Conceptual Model

CHAPTER 2 THEORY

This chapter will elaborate on the changes that are made in the planning paradigms. At first, the movement of technical rationality was the only way to plan; years later a switch took place. Professionals have made a turn from a technical rational approach to a more strategically and communicative one that fits in the post-modern society. This communicative approach is setting the current planning paradigm. With the help of six phases in planning processes, consensus building will be implemented in planning processes for waterways.

2.1 The Communicative Turn in Planning

The philosophical and theoretical foundation used by the planning professional has thoroughly changed over the last three decades. In the Western world the communicative turn took place after years of functional rationality in planning, where “rationality was defined as a kind of recipe for making decisions (Friedmann, 1987, p. 36).”

The planning paradigm of technical rationality

The decades where the functional rationality paradigm was the leading force in planning theory were especially important after World War II. In this time it was necessary to rebuild in a short amount of time the living environment, within certainty and control (De Roo & Voogd, 2004, p.51). This was considered to be the best done by the government, with a top-down approach for regulating this way of planning. “The planner was seen as the expert, who had to design the plan alone, which then had to be approved by politicians (Koschitz, 1994).” The post-war time included increasing prosperity that asked for modernisation of the Dutch infrastructure. Meanwhile, Rijkswaterstaat had to deal with the disastrous flood of 1953. As answer, the expertise and power of Rijkswaterstaat developed into highlights and Dutch pride, by building the Deltaworks.

During this time, planning theory was based upon presumptions that theory is about knowledge and comprehension. This theory of the planning paradigm was based upon the assumptions of Modernism. Within this way of thinking, rationality is the key to planning, as a systematic and coordinative approach supporting decisions, meant to tackle policy issues relating the physical environment (De Roo & Voogd, 2004, p.94). This way of technical rational planning was goal-oriented and strongly focused on the physical environment, where blueprint planning was the way to implement plans that was in constant search for order. Within the scope of this way of planning, the planning approach was top-down oriented and based on routine, which did not give space for policy development. “The technocratic system of meaning

was also reflected in the hierarchical and semi-military organisational structure of Rijkswaterstaat, and in its project management tradition, the technocratic way in which it realised infrastructure projects such as the Delta Works (Van der Brink, 2009, p.78)'. Planning was merely focused on technical rationality.

During that time, planners made a switch to a more systemic approach in instrumental rationality where technology and knowledge were the solutions to a better world. Their purpose was to maximize welfare and solve problems. "Planners do this through analysis that influences decisions, through the design of regulations and implementation strategies that will produce the desired outcomes, and by enabling or creating institutions like markets or voting rules that allow self-organizing systems to do the job (Innes, 1995, p.184)." Rijkswaterstaat worked on the maximization of welfare by modernising the Dutch infrastructure and solved in that time the problems of extreme flooding.

Criticism on the technical rationality paradigm

After several years, functional rationality received criticism from numerous directions. Postmodernists showed the fact that the world was 'shrinking', owed to the technical developments, which made the world more complex. Instead of focussing on a reductional approach, there was a desire for a holistic, or even expansionistic approach (De Roo & Voogd, 2004, p.35).

The main critic postmodernism had on functional rationality was the limited ability of the subject to gather full and objective information on which to base choices. Objectivity is thus never achieved. As Friedmann & Hudson (1974, p.8) point out, this is a problem of knowledge and implements subjectivity as an element for decision-making. Hence, the influence of intersubjective reality in decision-making was also part of the criticism (De Roo, 2003). Intersubjectivity is based on communication and social interaction; it is about information and knowledge that is shared by different actors. Reality awareness of subjects is made through communication, information and coordination, so interaction between people (De Roo & Voogd, 2004, p. 36). Functional rationality as an approach is at best suitable for routine based situations, but will not complete anymore when the problems are including conflicts of interest and where the government is not playing the most prominent role anymore (De Roo & Voogd, 2004, p52).

Following this line of criticism on the technical rationality in planning, Schwartz (1993) shows several waves of change. One of these waves is that Rijkswaterstaat received criticism on "its authoritarian attitude and its lack of responsiveness to social demands and environmental issues (Van den Brink, 2009, p.79)." Consequently, another wave of change is environmental awareness. The publication by the Club of Rome, *The Limits to Growth* (Meadows, 1972) and A

Blueprint for Survival (Goldsmith & Allen, 1972) started the rise of the environmental movement of the 1970s. Hence, Rijkswaterstaat got criticised by environmentalists on the buildings of the Deltaworks, which were seen as environmental disasters instead of successful engineering designs. This new time of postmodern thinking is focussing on pluralism, flexibility, individual values and responsibilities as opposed to a generic approach consisting of certainty and simplicity (De Roo & Voogd, 2004, p.35).

In this study, the focus will be on the clear switch in thinking, processes were not only about decision-making anymore, but intersubjectivity and communication, by which the process to establish consensus based on intersubjective recognition and insights took up an important part in planning processes. Instead of functional rationality, communicative rationality became important in planning theory. As De Roo put it (2003): "A shift from the material object and objectives of planning towards the administrative object of planning and the planning process found place. In addition, discussing and reaching consensus on a commonly perceived problem became more of a goal in itself, due to the growing awareness of the influence of intersubjective behaviour."

In the 1990s, this development was reinforced by the increasing emphasis on problem co-ordination and integration, 'bundled' solution strategies, communication, participation and interaction. For Rijkswaterstaat, the 1990s were also a time of awareness, due to flooding of the main rivers. The increasing level of river and sea raised the feeling of uncertain flood protection for society, but also awareness among policy makers and water management experts of the boundaries that are dealing with high water levels. Before the 1990s, the policy makers and water management experts were securing the hinterland from flooding by securing higher dikes, but even this was not enough.

The planning paradigm of communicative rationality

The communicative turn was made; a new way of thinking in planning theory arose. "Communicative rationality is one of the important directions for New Planning", according to Healey (1992, p.248), because "communicative rationality offers a way forward through different conception of human reason (Healey, 1992, p.237)."

Important theoretical contributions to the postmodern theory were delivered by Habermas, Foucault and Giddens. "Habermas has sought to reconstruct the unfinished project of modernity, while Foucault has begun to look behind language and meaning and its potentially dominatory nature in hiding existing power relations. The work of Giddens examines ways in which we interrelate through webs of social relations as well as ways in which we can coexist in society (Allmendinger, 2002, p. 182)." Habermas is seen as the founder of the intersubjective perspective and supposes as a requirement that the communicative action between subjects has

to be comprehensible, sincere, legitimate and accurate, for the ideal speech (Healey, 1992, p. 239; Kunneman, 1985). In Foucault's approach, there is a search for the possibilities of communicative processes being fulfilled with power, which influences the knowledge of those concerned. Giddens, on the other hand, states how to behave a society is questioned by our personal considerations and decisions. In our post-traditional times he writes: "we don't really worry about the precedents set by previous generations." Options are as open as the law and public opinion will allow. In his opinion society becomes much more reflexive and aware of its own precariously constructed state (Giddens, 2014).

There are several core points to communicative action. In the first place communicative action focuses on the process, secondly decentralisation is at the core, complexity is the third point and self-regulating finishes it off.

In communicative action, the focus switched to the process of the plan, instead of the goal. There are three ways to accomplish this by communicating. Susskind (2006, p.269) mentions option one as: "conversation in which one party seeks to convince another to do something on the basis of evidence or argument." The second option is hard bargaining, "in which threats, bluff, and political mobilization are used to gain the outcomes they want." The third option Susskind gives is the option of 'mutual gains', what is now called consensus building. All these three options are relevant for communicative planning. The last option strives to reach a balance of the results of this interaction, by trying to reach consensus among stakeholders and using an area-oriented approach. "Consensus building processes do try to assure that all are heard and informed and allows that 'the information changed the players' attitudes about the problem (Innes, 1998, p.60)." Instead of decisions made by the government in a top-down approach, there is a search for agreement between all participants. In the end of this chapter, the study will elaborate on consensus building.

Furthermore, decentralization plays a role in the communicative turn, where spatial problems and projects are not directed 'top-down' anymore, but where they are directed in the right context and at the most relevant level. The role of the planner is changing from the 'blueprint-designer' to the mediator in 'process and project planning' (De Roo & Voogd, 2004). This intersubjective interaction leads to participative planning, in which the system is working bottom up and in which it is about the development of the process of projects instead of the goal-oriented focus for these projects; within an area oriented approach it is an integral way to improve the concerned area (De Roo, 2001, p. 321). De Roo mentions consensus building, which can be stated as "an effective way to reach solidarity and agreement between group members, where in the end of the process the members share a verdict (Evers & Susskind, 2006, p. 73)."

Due to several factors, the communicative turn has to deal with complexity. “Complexity is the unparalleled representative of a vision that portrays our reality as continuously evolving. Complexity is thus inextricably linked to dynamic processes of development and is therefore a qualification of a reality in which situations cannot be seen as unchanging, atemporal and independent of their context. With complexity, the meaning of a planning issue is sought not only in ‘being’ but also in ‘becoming (De Roo, 2010, p. 19).” The interdependence of every share in this system shows a high level of interaction, which is based on their complexity level.

The factors that shape the complexity are the explosive growth of the population, economy and mobility, which create scarcity of space. Another difference between now and the past is that citizens are more outspoken and they are fighting for their interests (Elverding, 2008, p.4). These factors show that the field for planning dilemmas has grown by allowing more and other actors to interact. Within this interaction, the communicative turn shows that complexity came up and is an important concern for communicative planning.

To continue, communicative planning is self-regulating, shares responsibilities and emphasises the process. Intersubjectivity and building consensus are to process projects the needs for the modern society that is working on economic and social development. Economic development has always been a leading part in the western world, but the social development is still rising and is realizable with the communicative turn. Citizens and other actors want to participate in the society, which will create a search for intersubjectivity. A planner is not only the expert anymore, the planner is a mediator and facilitator.

2.2 Transitions in planning processes

The switch between the paradigms of rationality in planning is given in the previous paragraph. From the critic on the first form of planning a new planning approach was created and this switch in paradigms gives a structure for the following topic to discuss: planning processes.

As the subject of this research is about the search to what extent communicative planning could be improved in the planning processes of waterways, the movements in planning processes need to be laid out. These developments are in line with what already has been discussed. The switch from technical rationality to communicative rationality is shown in the different approaches of planning processes over the years.

Technical rational planning processes

As explained, the goal-oriented approach of technical rationale planning did not give that much of space for policy development, which means planners were stuck to this planning approach for a long time. This type for a planning process is given in the following figure by De Roo (2006):

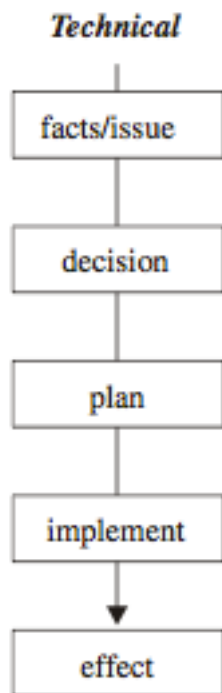


Figure 2.1: Technical planning process De Roo (2006, p.103)

Also explained above is that technical rationality received a lot of criticism. As the criticism on functional rationality raise, the previous technical planning process shows the limited ability of the subject to gather the necessary full and objective information on choices in technical rationality. It is a form of blueprint planning, which represents planning in the way of thinking of modernism. A rather rigid way to take into account is the need for adjustment. The effect is a clear outcome that could be defined, and the final results would be fully predictable (De Roo, 2006, p. 103). In a plural post-modern society the limitations of the technical paradigm are found in the one-sided focus interests of policy makers, the restricted possibilities of participation and the objectification of the human relations. Policy makers have to switch their focus and to deal with participation and intersubjectivity. Within participation, an area oriented approach, policy makers can create public support and there is the possibility to find solutions for problems, which are hard or not to find by a generic approach (Edelenbos et al, 2006, p. 9).

Communicative rational planning processes

This criticism fuelled the transition to a different paradigm. The demand for a self-learning system with a feedback mechanism grew. The necessity for flexibility creates the opportunities to learn from the past, by implementing a feedback mechanism. This feedback mechanism relies on the policy-preparation, decision-making, implementing, evaluating and communicative

activities and can be changed continuously in this mechanism (De Roo & Voogd, 2004,p. 122). This cycle is illustrated in the following figure:

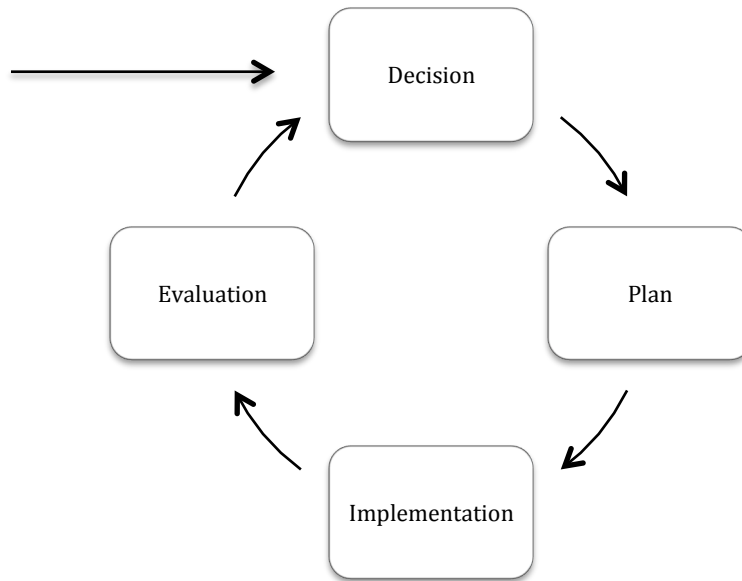


Figure 2.2: Planning process with feedback mechanism De Roo & Voogd (2004, p.123)

The trend from technical rationality to communicative planning is seen in the previous figures. Processes were not only about decision-making anymore, but intersubjectivity and communication took up an important role as the instruments to the feedback mechanism. The feedback mechanism is representing decentralization, where the ‘top-down’ approach is questioned and spatial problems and projects are being managed at the accurate level.

Berke et al (2006) are combining the feedback mechanism with a certain level of participation. “Rational planning offers a systematic forward progression from goal setting, to forecasting impacts of alternatives and then selecting alternatives that best achieve public goals, to implementation and back again through a feedback loop. The concept puts forward a formal course of action to achieve goals based on a description of the steps that most planning processes attempt to follow (Berke et al, 2006, p.46).” The feedback mechanism reflects on the self-learning system, in which during the process progress will be made in decision-making. Berke et al (2006) established a planning process in which participants are involved. This participation consists of citizen participation and intergovernmental coordination. The establishment of participation by these groups increases the flexibility and adaptivity. Adaptivity is about the process of changing something to suit a new situation, to adapt. The following figure represents the planning process according to Berke et al (2006):

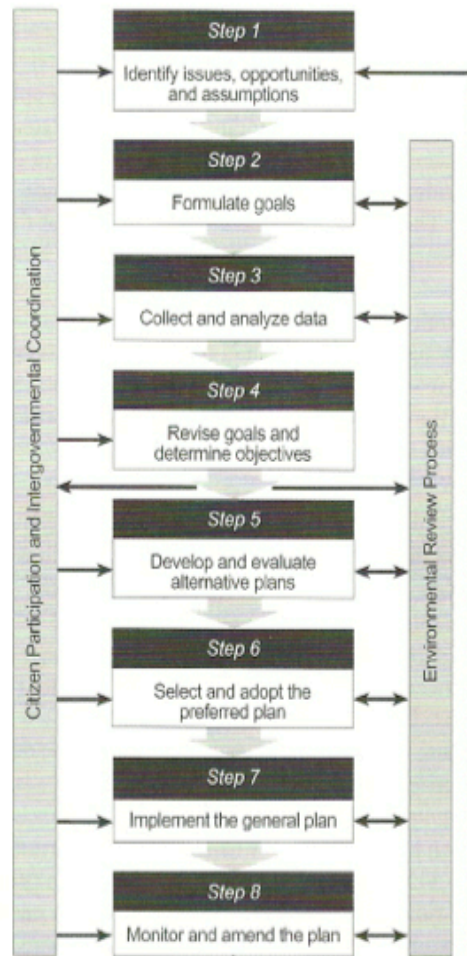


Figure 2.3: Planning process of Berke et al Berke et al (2004, p.47)

Each step that will be made has to take participation of citizens and intergovernmental coordination into consideration. This shows there is an interest for interactivity, which is a condition to achieve intersubjectivity. Intersubjectivity is about mutual understanding that originates out of cooperation and this intersubjective interaction leads to participative planning, where the development of the process of the projects is priority, instead of having a goal-oriented focus.

The interactivity in the planning process of Berke et al (2006) is at each level in the planning process. Innes & Booher (2004, p. 422) give five purposes for participation:

- The law requires it
- The decision makers have to find out what the public's preferences are, so these can play a part in their decision
- To improve decisions by incorporating citizens' local knowledge
- To advance fairness and justice
- To get legitimacy for public decisions

These are the purposes for participation, and are the main reasons to focus on participation in the following paragraphs.

Arnstein (1969) developed the ladder of participation to present at each step the corresponding citizens' power while determining a plan. These steps on the ladder are: 1) manipulation, 2) therapy, 3) informing, 4) consultation, 5) placation, 6) partnership, 7) delegated power and 8) citizen control. These steps are following each other up in the power the participant has in degrees of decision-making.

Moreover, there are different approaches for implementing participation and one of these other approaches is produced by De Roo (2006, p.105). The next figure visualises this approach. De Roo focuses on evaluation in, where "through interaction among crucial actors, each actor's difficulties are evaluated, which results in a common understanding towards a commonly 'constructed' issue, a collective strategy on how to deal with the issue, and a plan that turns this strategy into action."

Participation is different for Berke et al en De Roo. Berke et al (2006) are giving the opportunity for participation at each step in the process, which can create different outcomes at each level. De Roo (2006), on the other hand, implements participation after the 'initiative' step and has a common understanding about the commonly 'constructed' issue.

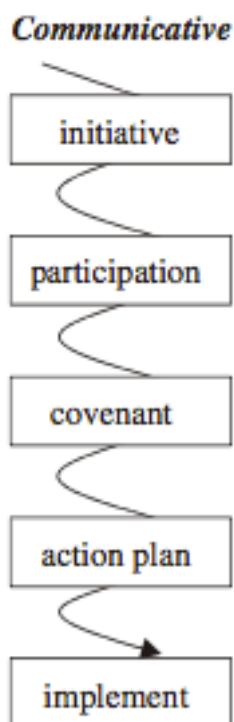


Figure 2.4, Communicative planning process De Roo (2006, p.105)

“The need for flexibility, the presence of uncertainty, the role of actors and the growing emphasis on complexity in goal-oriented action have resulted in a shift of emphasis from design mechanisms for planning to optimising the timing of decisions in the planning process (De Roo, 2003, p.105).” The shift to optimising the timing of decisions is also dealing with the results of where these decisions are based on. This has to be done on negotiated agreement. Fisher (1982, p.20) developed a method of negotiation explicitly designed to produce wise outcomes efficiently and amicably. There are elements to Fisher’s strategy. The first one is people: “separate the people from the problem. Human beings are creatures of strong emotions who often have radically different perceptions.” The second element is “to focus on interests, not positions.” Then, create options; “generate a variety of possibilities before deciding what to do”. The last element is to ‘insist that the result be based on some objective standard.’ As these elements are designed on negotiation, they will be essential for further study of this research. In the following paragraphs an elaboration on negotiation will be given.

The following table displays the differences between technical rationality and communicative rationality, It is based on Röling (2002), Wielinga (2001), De Roo & Voogd (2004) and De Roo (2006) who all try to give a clear overview of the distinction between technical rationality and communicative rationality.

Technical rationality; Instrumental Thinking	Communicative rationality; Interactive Thinking
Modernism	Post-modernism
Certainty	Uncertainty
Simplicity	Complexity
The world is a technical challenge	The world exists out of social dilemmas
Knowledge is the objective truth	Knowledge is an individual and social construct
The effect is based on technology	The effect is based on conflict resolution, agreement, learning, ability to reason in view of contextual change
Policy focus on engineering and regulations	Policy focus on interactive policy making, social process design and facilitation
Generic approach	Area oriented approach
Dynamics exist out of causation	Dynamics exist out of interdependence, learning, reasons, reciprocity, trust, tendency toward coherence and correspondence

Objective is based on control of nature for human purposes	Objective is based on negotiated agreement, concerted action
Goal maximisation	Process optimisation

Table 2.1: Differences between technical rationality and communicative rationality; sources: Røling (2002), Wielinga (2001), De Roo&Voogd (2004) and De Roo (2006).

Concluding the switch in paradigms

The previous paragraphs describe the technical paradigm, which exists of technology, certainty and goal-maximisation. However, this paradigm had to abide criticism and developed into the paradigm of communicative rationality. This paradigm consists of interdependence, learning, reasons, complexity and uncertainty. The focus of this paradigm is on process-optimisation. These paradigms are conducted into the planning processes that were developed over the years in line with the changes in paradigms.

The following paragraph will describe the distinction between a project- and a process-approach, as the previous planning processes have not made that distinction. In combination with the described planning processes and the choice on project and process management will be worked out in the developed planning process.

2.3 Process optimisation?

As was shown in the previous paragraph, nowadays the planning paradigm focuses on process optimisation, instead of goal maximisation. The Advice Commission Elverding (2008, p.4) dealt with the issue of how processes could be optimized, because in the Netherlands, the tardiness of decision-making in infrastructural projects had to be interrupted. Long procedures and indecisions lead to loss of quality, for the economy as for the ecology. These issues are common for the optimization of planning processes, which also counts for the optimization of the planning processes of waterways.

What is important for the approach of this study is the process management that will be used. In the table below the differences laid out by Edelenbos et al are summarised.

Project management	Process management
Analysis of the content	Analysis of the stakeholders
Substantive solution	Description of the process, directs to a solution
The content of the initiative convinces stakeholders	Stakeholders can influence the initiative, which makes it attractive for them

Communication exists out of explanations and convincing the plan: decision-making is on forehand of this.	Communication exists out of a process of discussion and negotiation: decision-making is the result
Clear decision-making	Keeping possibilities open for decision-making

Table 2.2: *Differneces project and process management* Edelenbos (2007, p.67)

The core of the differences lays in the focus of these approaches. Where process management focuses on the stakeholders and how to connect and combine them, project management focuses on the content of the project.

In the case of planning processes for waterways, there is an overlap between these two types of management. On the one hand, process management is where this study focuses on. Times are changing and stakeholders have influence on the plan. The presence of stakeholders can and will influence the decision-making. “The constituent elements of the process of decision-making are the strategic behaviour of actors and the interactivity between these actors (Teisman, 1995, p.67).” As the Commission Elverding advised to accelerate the tardiness of decision-making, this study focuses on the planning processes and not just the project management.

A problem in the decision-making process is that the process is a compiled system. “Researchers and participants construct processes, which makes a process not objective. They create their own process image and unity derives when occurrences are interpreted as connected (Teisman, 2005, p.97).” The organisation of networks creates the phases for decision-making, which is an organic process, instead of a planned, top-down approach with comparable decision-making. There is enough knowledge of how decision-making should be done, but not about the usages of the compiled system, which is something the decision-makers could improve (Teisman, 2005, p. 105). Decision-making is unconditionally connected with raising public support including stakeholders and professionals.

2.4 Communicative planning in planning processes for waterways

As already given, Rijkswaterstaat has gone through several changes. From a semi-military organisation to an organisation of civil engineers, Rijkswaterstaat wants to change its technocratic way of working. The waves of change, mentioned by Schwartz (1993) were the inducement to change its position in the society. Van den Brink (2009) described the changes Rijkswaterstaat has been through and in what position it is now. The current position of Rijkswaterstaat is not just an organisation of civil engineers anymore; it does not act as a ‘state

within the state' anymore and wants to be in touch with the society. The aim of Rijkswaterstaat is to serve and listen to the users of the transport-infrastructure networks for which it is responsible. However, it is caught between its expert status on the one hand and the need to democratise its way of working on the other. The goal of becoming a public-oriented network management is not fulfilled yet. It should include more than translating and communicating technical knowledge and expertise. Public-oriented network management has to focus on the interaction with stakeholders. The improvement on the communication with and participation of stakeholders has to be improved, to gain the status of a public-oriented network management. The aim of this study is to include communication and participation in the planning processes for waterways to another level than just translating and communicating technical knowledge and expertise.

2.5 Developed planning process for waterways

What can be seen in the previous figures of planning processes is a trend from a linear to a cyclic approach in planning processes. The technical planning process is focused on certainty and control and is goal-oriented, while the feedback mechanism already shows the cyclic approach, within the steps or even for the whole planning process.

Planning issues concerning many stakeholders according to Berke et al (2006), are not the perfect solution for solving the issues (De Roo, 2006). A reaction to this was the communicative planning process he created, in which each issue is based on a common understanding of each stakeholder's difficulties. The waterway planning process model fits best within De Roo's approach, because the demands and preferences of actors are taken into thorough consideration as the first step. This gives the opportunity for an analysis of the effectiveness of the process construction increases. To reinforce this approach, Elverding (2008, p.5) remarks that decision-making has to be of a certain high quality when it comes to the content and process optimization to bear public support.

After the switch in paradigms the need for flexibility has to be accomplished. Also a need for adaptivity emerged. Adaptivity is a concept that considers the preferences of all the actors. These preferences are taken into consideration, but the demand of the planning process is adaptation by these actors for the optimum result.

"Because of the public responsibilities Rijkswaterstaat has, it tried to hold on to its technocratic identity, and to develop capacities for adapting to the changing circumstances (Van den Brink, 2009, p.71)." A combination of the cyclic approach with project management is requested in the case of Rijkswaterstaat. The complexity of a project, to deal with uncertainties and the amount of interests of stakeholders are asking for an accurate method of working in this

planning process. Elverding (2008, p.13) uses three phases: the exploration, development and implementation phase. These are general phases for a process, which will be further developed to fit the needs of this study on planning processes of waterways.

Baars (2006) provides the basis for all methods of process management, which consist out of six phases. To divide the process into these six phases, the workload is also divided, which decreases the intensity of managing a process. In figure 5 Baars' phases are laid out (2006, p. 1-1):

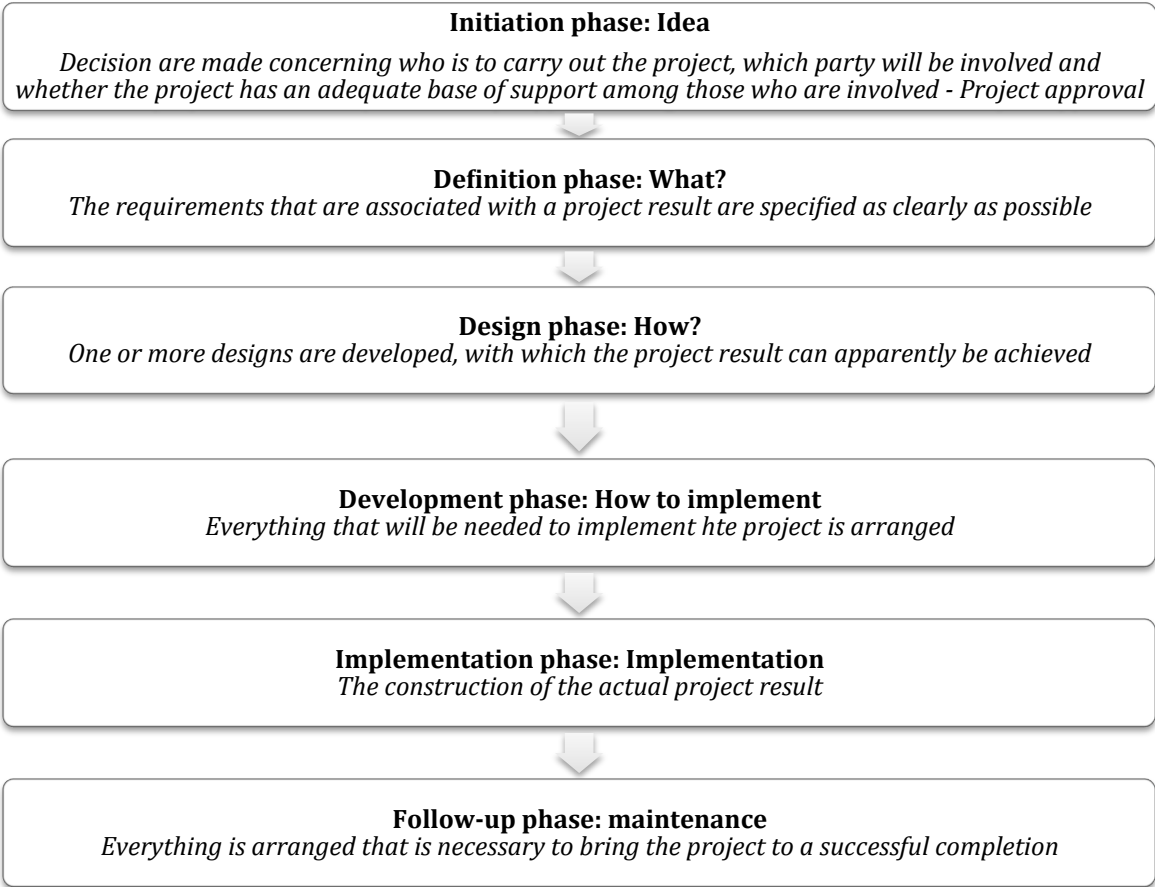


Figure 2.5: Process management, Baars (2006, p.1-1)

This phased process concerns decision-making and controlling. Compared to process management, within project management it is about phasing, controlling and decision-making of the project. In each phase a control of the agreements on money, time, quality, information, organisation and cooperation within the project and communication with the surrounding should be done, these are the control instruments. The task of controlling the project is to plan and guard the project result. The phases exist out of the decisions that have to be made at the end of each step. These three practices are clear for project management. At the same time,

within process management these practices can also be distinguished, but the decision-making is more diffuse and the focus will be on improving the process based on decision-making.

Paradigms in planning processes

The usage of the technical rational approach should not be excluded, but as Edelenbos (2012) mentions, and in line of the public responsibilities of Van den Brink (2009) earlier in this paragraph: “Water has traditionally been a more technical discipline. Technocratic development may play the necessary role of deepening our understanding of water issues; unfortunately, it often simultaneously hinders the necessary broadening of the problem, and hence limits a multiple, complex and coherent approach to it.” The technical approach for planning processes limits the search for a solution, and is not suitable to the desires of the current issues. There is a lack of control over causal factors; the environment is too little involved and became a social area.

As stated in table 1, interactive thinking (Röling, 2002, p. 28) is doing the opposite. In the figures 3&4, focused on the planning processes steps, the first two options of Susskind (2006, p.269) are passed. The first option is “to convince another party to do something on the basis of evidence or argument”, but trying to convince the other party is lacking as they stick strongly to their beliefs. The second option is to bargain hard, but “in democratic contexts, it will lead to litigation and this typically generates less than ideal results for all parties”. As the third option of Susskind was consensus building, this option is the base for the following developed planning process (figure 7). As Susskind (2006, p. 279) sees consensus building as “the best way for a negotiator to satisfy his interests is to find a low-cost way of meeting the most important interests of his negotiating partner.” Related to topics in planning, Innes & Booher (1999, p.41) see this approach of mutual gains as: “Consensus building among stakeholders is increasingly common as a way to search for feasible strategies to deal with uncertain, complex, and controversial planning and policy tasks.”

Innes & Booher describe a typical setting for the communicative approach by dealing with uncertain and complex planning. “Practices under consensus building include public participation, information sharing, discourse and negotiation. It does not place priority on the top-down normative reasoning of the early physical planners or on performing a series of calculations about the best alternative as a means to desired goals as prescribed by the rational planning model. Rather, consensus building emphasizes the legitimacy of experiential, subjective, and collectively shared knowledge about many issues involving the public interest (Berke et al, 2006, p.48).” By negotiated agreement, there is a search to concerted action. This interactive way of thinking represents the communicative planning paradigm. Creating interdependency, trust and tendency toward coherence and correspondence helps to optimize

the intersubjectivity and helps to become the subjectivity convert into the objective knowledge. Also Teisman (2005, p.111) refers to this by saying: "Processes are a dynamic unity for interaction."

Trust, on the other hand, is also a key to a better planning process. Due to the fact that several stakeholders will have different interests that can create conflicts in decision-making, a need for trust is requested. The presence of trust between the stakeholders will lead to better results of the project (Edelenbos et al, 2011). Communicative planning is characterized by being dynamic, which is interlinked with the conflicts of stakeholders. Another support to this table 1 comes from Klijn et al. (2008, p.252) by mentioning to "pay attention to commitment, goal searching, communication and vertical relations if you want good outcomes in complex environmental projects" to state the needs of complex situations. The good outcomes can be found in the development of public support, which contribute to the search for an optimum decision-making process. These are the main reasons to focus on the communicative planning paradigm for a new planning process, which is developed below.

Planning processes for waterways

Water fulfils different tasks for various groups in our society. It has very divers conditions; from creating difficult situations for housing and the economy and being a threat for the environment, to a requested feature for nature and recreation. "Water is valued differently by various groups of stakeholders. The difference between the interpretation and the valuation of water means that water is subject to a political and social struggle that is played out on several chessboards (Edelenbos, 2012)."

With the idea of restoring the relationship between the engineers of Rijkswaterstaat and the Dutch society, new and more democratic methods had been realized. "These more democratic procedures were developed to give citizens and interest groups a greater voice in decision-making processes (Van den Brink, p. 82)." One of these more democratic procedures was the National Spatial Planning Key Decision, which created the possibility for public participation. Also the Transport Infrastructure Act (Tracéwet) where developed on behalf of organised public hearings where participation was possible. As these developments are the start of change for Rijkswaterstaat, this is the main reason to choose for a more communicative planning approach for planning processes of waterways, which needs an accurate method with some issues of process management.

This accurate method is needed, because there are concepts of intersubjectivity, participation and flexibility, which cannot be sharply defined. On the other hand, project management is too rigid to include flexibility and adaptivity. Keeping participation as a leading issue for the whole process, but a certain level of phasing is requested. Professionals also play an

important role in the decision-making for this process, in terms of analysing, preparing decision-making sessions and implementing these decisions and managing the control instruments. The combinations of the needed professional tools and participation and consensus building is drawn and described in the following figures:

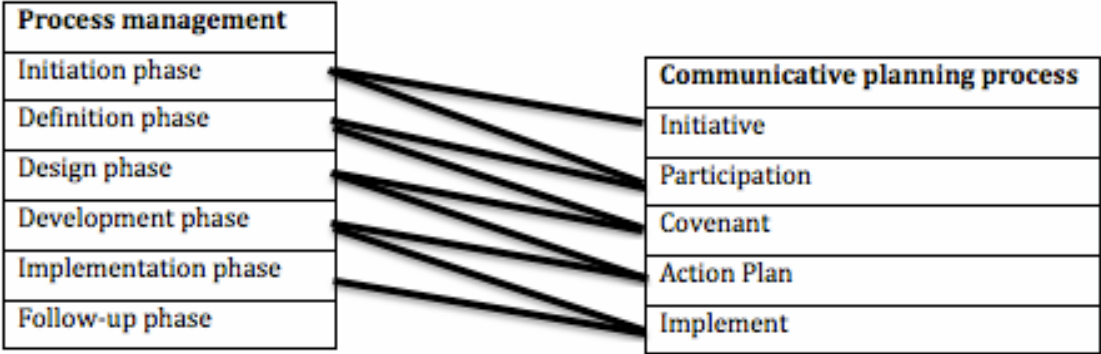


Figure 2.6: Combination of models of process management and communicative planning process

Adaptivity and flexibility are anchored in this model, and also the way of working for a professional planner. Edelenbos et al (2006, p. 153) asks the process manager to be able to adapt in interactive processes on unsuspected and unforeseen developments. Not only the process manager should be able to adapt, but also the approach should be flexible and adaptive. “An adaptive approach constantly explores and considers – while collaborating with others within society, including governments and the market - how situations can be countered and reckoned with (Edelenbos, 2012, p. 331).” The continually adaptation each time is setting the request for flexibility. Edelenbos shows that with “the dynamic, uncertain and complex nature of the water issue it urgently requires to adaptively manage it.”

In the following figure an explanation is given on what the role of the planner and what the role of the participants are in this new model.

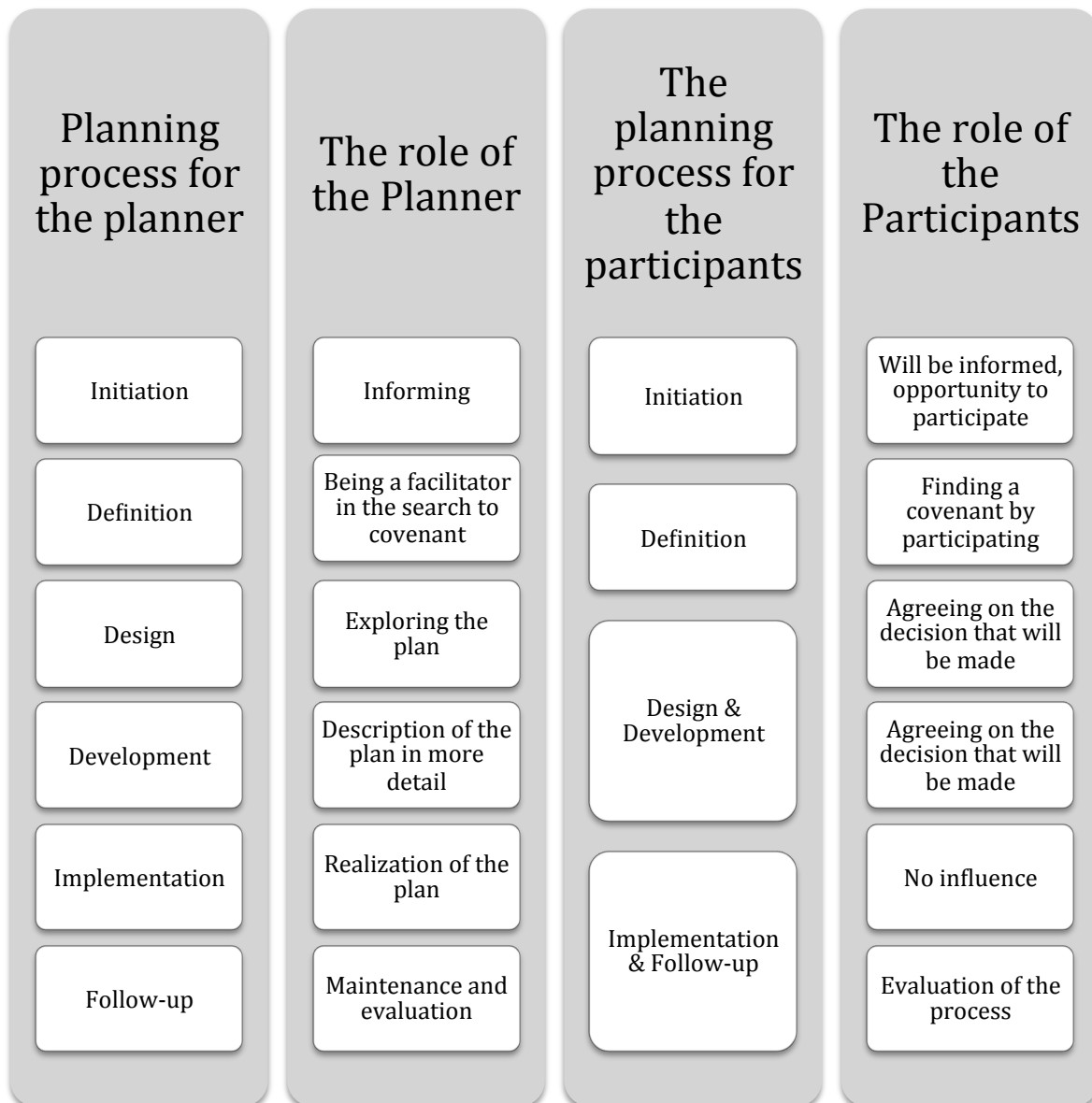


Figure 2.7: *The newly developed planning process*

Initiation: The first part in the system is the phase of 'Initiation'. 'Initiation' is the incentive to start the whole planning process. In this phase, it is the task to organise all stakeholders and inform them on the issue. All these participants have the opportunity to participate in the process of decision-making, since it concerns their interests and preferences. Elverding (2008, p. 14) states this approach, where it is about earlier and more spacious estimation participation of the stakeholder to breakthrough the inertia of decision-making. In line with the point Elverding makes, improvement on decision-making has to be done. As the initiator sets the initiative, which is in this case Rijkswaterstaat, the facilitator is also a crucial player in this phase. The facilitator helps the initiator through this phase, but also the rest of the process, as a neutral player. As the current planning paradigm is dealing with uncertain and complex tasks, Innes & Booher (1999, p.412) previously mentioned: "consensus building among

stakeholders is increasingly common as a way to search for feasible strategies to deal with uncertain, complex, and controversial planning and policy tasks (Innes & Booher, 1999, p.412).” This is one of the reasons to use consensus building in this type of planning processes for waterways. This phase has the main goal to oversee the participants and work on the responsibilities and roles of the stakeholders. This phase is overlapping with the following phase of ‘Definition’. In both phases is consensus building the main task. The steps on consensus building will be explained in the following paragraphs of this study. The result of this phase is an on consensus building approach-based definition, which creates the fundament for the following phases

Definition: The second step in the planning process is ‘Definition’. The phase consists of an elaboration on the search to covenant, working on consensus building. The initiator has set up meetings to find all stakeholders and give them their tasks. In the ‘Definition’ phase, it is the task of the facilitator to search to common solutions. The facilitator is taking the lead for a search to covenant and takes the preferences and interests of all stakeholders into account. This phase is similar to the work of Elverding (2008, p.14), who is fencing a phase off as well by creating a preferential decision for the next phase. Edelenbos et al (2006, p.140) conclude a consensus-based definition as a wish of the stakeholders, but by trying to preserve the interests of all participants.

Design: This phase consists out of designing the process, on the decree of the covenant. It overlaps with the next phase of development, because there is no distinct decision needed for the participants. However, for the planner there is a distinction between these types of activities. The designer phase consists out of exploring the plan and the development phase consists out of description of the plan in more detail. During the exploration of the plan several types of designs will be developed, flexibility is possible (Elverding, 2008, p.14). All these designs will be used to choose the final design that will be produced, but by taking the main interests of stakeholders into consideration. All participants will consider this choice of the final design. Consensus will be achieved in this phase on the following steps that have to be taken in the process. The result of this phase is a clear overview of the design requirements; this takes care of an obvious junction to the development phase.

Development: The description of the plan in more detail will be worked out in this phase. The definitive design is chosen in the previous phase, but has to be developed to a real plan. Also, all attributes that are needed to implement this plan are arranged in this phase of the process, the planner will arrange this. When this is done, the first phases are almost fulfilled. Though, it is requested to maintain responsibilities of the stakeholders, as the process has other phases left.

Implementation: This phase consists out of the implementation of the actual plan. The role of the planner is to assign all types of developers to implement the plan, which are already signed

up in the previous phase. Now it is their task to implement the plan, under the supervision of the planner. The planner keeps the participants informed about the progress of the plan. Distinction between the implementation and follow-up phase is not relevant for the participants that contribute to the plan from the beginning. The reason to separate these phases for the planner is to have a clear distinction for all contractors in finishing up the plan. The result of this phase is realization of the plan.

Follow-up: The follow-up and maintenance of the plan is the last phase for a planning process. The role of the planner is to create a plan for maintenance and evaluate on the whole plan; the remark for improvement for the next process. The participants are contributing to this process by giving their critic on the process by evaluating the plan. The result of this phase is a maintenance plan and an evaluation on the process for improvements in the future on similar projects.

These steps that were taken are representing communicative planning. However, the usage of the feedback mechanism is different. By using a straight-lined strategy by going to the next step once a decision is made, the opportunity of feedback on the previous step is not possible. This is only possible before decision-making within each phase, which is creating the flexibility, but since one phase is overlapping more elements of communicative planning, there still exists a feedback mechanism.

2.6 Actual contribution to communicative planning

I will use the reasoning of Healey within the model of figure 7, for the following reasons: the switch of technical rationality to communicative rationality in planning shows that there was a sufficient need for a different approach in planning. However, the main reason for this change is coming out of the general loss of certainty in the political approach and the rise of stakeholder awareness in such situations and the best way to implement this into the new approach: communicative planning (Healey, 1996). According to Healey (Allmendinger, 2002, p.199-200) planners have to ask themselves five questions, to reach a communicative approach. By the use of these following questions, Healey proposes a way to reach communicative planning.

1. WHERE is discussion to take place, in what forums and arenas; how are community members to get access to it?
2. In what STYLE will discussions take place? What styles are most likely to be able to 'open out' discussions to enable the diversity of 'languages' among community members to find expression?
3. How can the jumble of issues, arguments, claims for attention and ideas about what to do which arise in discussions be SORTED out?

4. How can strategy be created that becomes a NEW DISCOURSE about how spatial and environmental change in urban regions could be managed?
5. How can a political community get to AGREE on a strategy and maintain that argument over time while continually subjecting it to critique?

Supported by these questions, Healey initiates the planner to think in a postmodern way and tries to create a certain kind of a structure for communicative planning. The questions are leading to the communicative approach, because it is about discussion and discourse, which have to come to agreement: mutual understanding and empowerment (Kiisel, 2012). As mutual understanding and empowerment are characteristics of communicative planning, the first steps of the planning processes are focussing on these characteristics. The design of the initiation and definition phase for this type of planning processes will include and embrace communicative planning, and needs, in my opinion, consensus building.

2.7 The consensus building phases of the planning process for waterways

The loss of certainty in the political approach and stakeholder awareness are stating the communicative turn in planning practice. Edelenbos (2012, p. 331) says “the dynamic, uncertain and complex nature of water issues urgently requires our abilities as humans to adaptively manage it. It calls for dynamic water management and above all it requires collaboration and proper coordination.” To become a dynamic water management system, planning processes have to adjust to the circumstances of water that exist out of a dynamic, uncertain and complex nature. Another point Edelenbos (2012, p.335) makes is about flexibility: “the modern drive towards spatial water management requires flexibility. It calls for a government that is continually able to adapt to specific issues and projects and redefine its role each time based on the nature of the specific issue at hand. A government needs to operate within and not be on top of initiatives in order to be successful. It cannot steer from a hierarchical position but must play a facilitating role from an in-between position.” This shift from the hierarchical, technical approach to the role of facilitator is describing the switch between the planning paradigms.

Water governance

It is the task of this study to search for the timing of implementation and contribution of stakeholders in the planning process. As Edelenbos (2012) mentions collaboration is a requirement, the communicative approach fulfils this task within the search for communication and participation. Edelenbos (2012, p.335) introduces us to water governance, where “it is important to find solutions that reinforce one another rather than extinguish or suppress each

other. This search process requires an administration and a government with a feel for complexity: it requires complexity sensitive public management. Such management does first and foremost result from a 'binding leadership' style.'" This style represents, in the eye of water management, the communicative planning in shared leadership conceptions. The meaning of this 'binding leadership' aids interactive policy making, social process design and facilitation (table 1), "governance implies a style of policy making that includes not only governmental actors, but also stakeholders from civil society, private firms and individual actors (Van den Brink, 2009, p.90)." Also De Roo (2003) mentioned that due to the growing awareness of the influence of intersubjective behaviour, this 'binding leadership' asks for a change in the initiation phase. The implementation of the stakeholders in this phase shows the goal of consensus building is seen, which is already defined as: "an effective way to reach solidarity and agreement between group members, where in the end of the process the members share a verdict (Evers & Susskind, 2006, p. 73)."

As Innes (1998, p.60) mentions about the stakeholders is that "consensus building processes do try to assure that all are heard and informed." Also stated in table 1, based on concerted action and due to the awareness of possibilities in participation, stakeholders dare to participate and are aware that participation leads to empowerment. Within this empowerment, different stakeholders dealing with a planning process come with several meanings. While communicative planning has the task to search for mutual understanding by having discussion and discourse, planning processes are changing in the first phases of the previous showed figure (figure 7). Also, as Innes & Booher (2004) gave, within this participation the decisions that will be made will improve by incorporating citizens' local knowledge and advances fairness and justice.

In the former subchapter a planning process is developed. These first phases are crucial phases for the usage of the communicative approach, and are developed to inform and implement stakeholders. Edelenbos (2012) gives an interesting point of view on this approach in the following paragraph. In combination with the questions of Healey, given in the previous subchapter, the search for communicative planning in planning processes for waterways has started.

Implementation of communication and participation into the planning process

To repeat the previous subchapter about the 'Initiation' phase, the task of the planner is to introduce the participants to the process, and to make sure which participants want to contribute. By introducing the participants to the process in time, certain interplay of governance exists. As Edelenbos (2012, p.331) shows that "water governance is the interplay of

processes of coordination and cooperation between various actors (national, provincial and municipal governments, private parties and public interest groups) that takes place at the interface of adaptive water management and regional development, where regional perspectives (planning and development) are formulated and implemented in conjunction with solutions to water issues." He already gives an impression of the requested coordination and cooperation between all stakeholders in times of communicative planning.

After introducing all participants to the project, it is about designing a plan for the project. In this planning paradigm, the participants are introduced to the project. "Actors are more willing to be open and become more vulnerable in a cooperative environment. Subsequently, this leads to innovation and more problem-solving capacity in processes of inter-organisational cooperation (Edelenbos, 2012, p. 335)." This brings us back to the following topic: consensus building.

Consensus building

To develop a plan in the communicative paradigm, "there is space and opportunity for stakeholders to bring in and develop their knowledge, interests and demands together with the regular experts (Edelenbos, 2012, p.336)." This creates all types of options to develop the future plan, but as said, all stakeholders are heard, which means a search to consensus should be done. Edelenbos et al (2006, p.140) conclude a consensus-based definition as a wish of the stakeholders, but by trying to preserve the interests of all participants.

One way to work within this communicative approach to consensus building, is the way Innes & Booher (1999, p.412) describe: "We refer to an array of practices in which stakeholders, selected to represent different interests, come together for face-to-face, long-term dialogue to address a policy issue of common concern." And as Berke et al (2006, p.48) stated previously: "Practices under consensus building include public participation, information sharing, discourse and negotiation and emphasizes the legitimacy of experiential, subjective, and collectively shared knowledge about many issues involving the public interest."

Consensus building is the answer to the second question of Healey (Allmendinger, 2002, p.199-200): "In what STYLE will discussion take place? What styles are most likely to be able to 'open out' discussions to enable the diversity of 'languages' among community members to find expression?" This question characterizes the form and design of, in this case, planning process. As consensus building among stakeholders is "increasingly common as a way to search for feasible strategies to deal with uncertain, complex and controversial planning and policy tasks (Innes & Booher, 1999, p.412)", this research will focus on consensus building in planning processes for waterways.

Waterways are dealing with uncertain, complex and controversial planning and policy tasks. Though, planning processes for waterways in the Netherlands are dealing with the implementation of stakeholders in the first phases and probably meet the same uncertain, complex and controversial planning tasks. The quality of decision-making has to be improved by implementing stakeholders in time. This improvement can take place within consensus building. "Consensus within a group requires open communication and understanding on the interests of others, involvement within the design of the process, creativity and exchange of ideas and trust (Evers & Susskind, 2006, p.11)." Consensus building is an investment in the decision-making process.

Probably, the Dutch waterways are concerning too little on early participation of stakeholders and as consensus building is a perfect strategy to change this. An elaboration on consensus building will be done for the first two phases in the planning process for waterways. According to Evers & Susskind (2006) the following five steps need to be taken within the search to consensus.

1. Take the initiative
2. Allocate roles and responsibilities
3. Search to common solutions
4. Achieve consensus
5. Maintain responsibilities

Evers & Susskind (2006, p.22) developed the approach of consensus building to work as a group or organisation to reach a nearly unanimously consensus and to put this agreement successfully into action. With the following five steps, they are building consensus within planning processes.

The first step is about taking the initiative. In the case of the Dutch waterways, Rijkswaterstaat will take the initiative. Rijkswaterstaat has to ask the question 'Which stakeholders do we need to see and work on all interests?'. The initiator has to create trust. "Trust amongst individuals and organizations is expected to initiate and sustain collaborative endeavours (Connelly, 2007, p. 1239)" and "the presence of trust between the stakeholders will lead to better results of the project (Edelenbos et al, 2011)." With the build trust, all stakeholders have to be convinced that the process is availed by representation of all interests. Next to the initiator, a facilitator will lead the process. A facilitator is neutral and elaborates on the work the initiator started. The facilitator works on the identification of all interests of the stakeholders. Also, the facilitator is in a search to effects described in table 1. Conflict resolution, agreement, learning, ability to reason in view of contextual change are all aspirations of the facilitator. "The participants are asked to confirm the selection of a professional 'neutral' to help

manage the process and to sign the ground rules that will govern the work of the group (Susskind, 2006, p. 285).” The aim of the facilitator and the initiator is to let all relevant parties participate and make them willing to apply the Mutual Gains Approach.

The second step is about allocating roles and responsibilities. Together, the stakeholders need to define, determine and accept rules for the problem-solving process. After setting the rules, it is about defining the roles and make sure that all stakeholders accept these roles. ‘Stakeholders are asked to accept a work plan, a time-table, some way of dividing the costs associated with the process, and ground rules that oblige them to negotiate ‘in good faith’ (Susskind, 2006, p. 285). Within these roles and rules, consensus has to be founded on the role of the group and the rules within the group.

The third step exists of the search to common solutions. This step is about facilitating solutions for problems within the group, as a mutual gain. The search to solutions that are beneficial for all stakeholders is called the Mutual Gains Approach, “but because there are many parties within this way of working, the process can be extremely complicated (Susskind, 2006, p.286).” Every stakeholder has access to the best available information and space is needed to consider different solutions. This approach creates the opportunity to look after all interests. The quality of solutions depends on the stakeholders and the facilitator. The facilitator will lead the creative process, where space is given in the search for creative solutions.

The fourth step is about achieving consensus. Within the Mutual Gains Approach the aim is to look after the main interests of the stakeholders, “and seek for unanimity (Susskind, 2006, p. 285).” Stakeholders are agreeing that they agree. The facilitator is leading the process of finding consensus as well. As the stakeholders will have to answer the question of agreement on the proposal with a yes or a no, they also have to support their answer. Supporting the answer on the proposal is showing the value of the Mutual Gains Approach; the stakeholders are asked to give a clear answer why they are or are not supporting the proposal. The Mutual Gains Approach focuses on achieving and maintaining effective communication and good relations between stakeholders.

The final step is to maintain responsibilities of the stakeholders. Stakeholders need to keep in contact with each other to react and search for solutions to unexpected developments together. Agreements need to be made about future development. Two contrary requests need to be fulfilled to maintain the responsibilities of the stakeholders. One of the requests is that strong commitment of participating stakeholders for the long time run of the process is needed. On the other hand, the planned process needs a certain type of a mechanism to handle unexpected circumstances. The implementation needs to be as strict as possible, with maximum commitment of all participants, but a need of freedom of movement is wanted, to get together to a better agreement.

Consensus building in the planning process

These five steps are implemented in the previous developed planning process, figure 7. In figure 7, the steps of the planning process are described, but also the roles of the planner and the participants in a planning process like this. Consensus building is implemented next to the steps of 'Initiation' to 'Follow-up'. As described above, the first four steps are the most relevant for consensus building. Within these steps, consensus is been built. However, as the last step describes: it has to maintain the responsibilities. Consensus building has to be done until the 'Follow-up' phase, until this phase there will be still the change of unexpected developments.

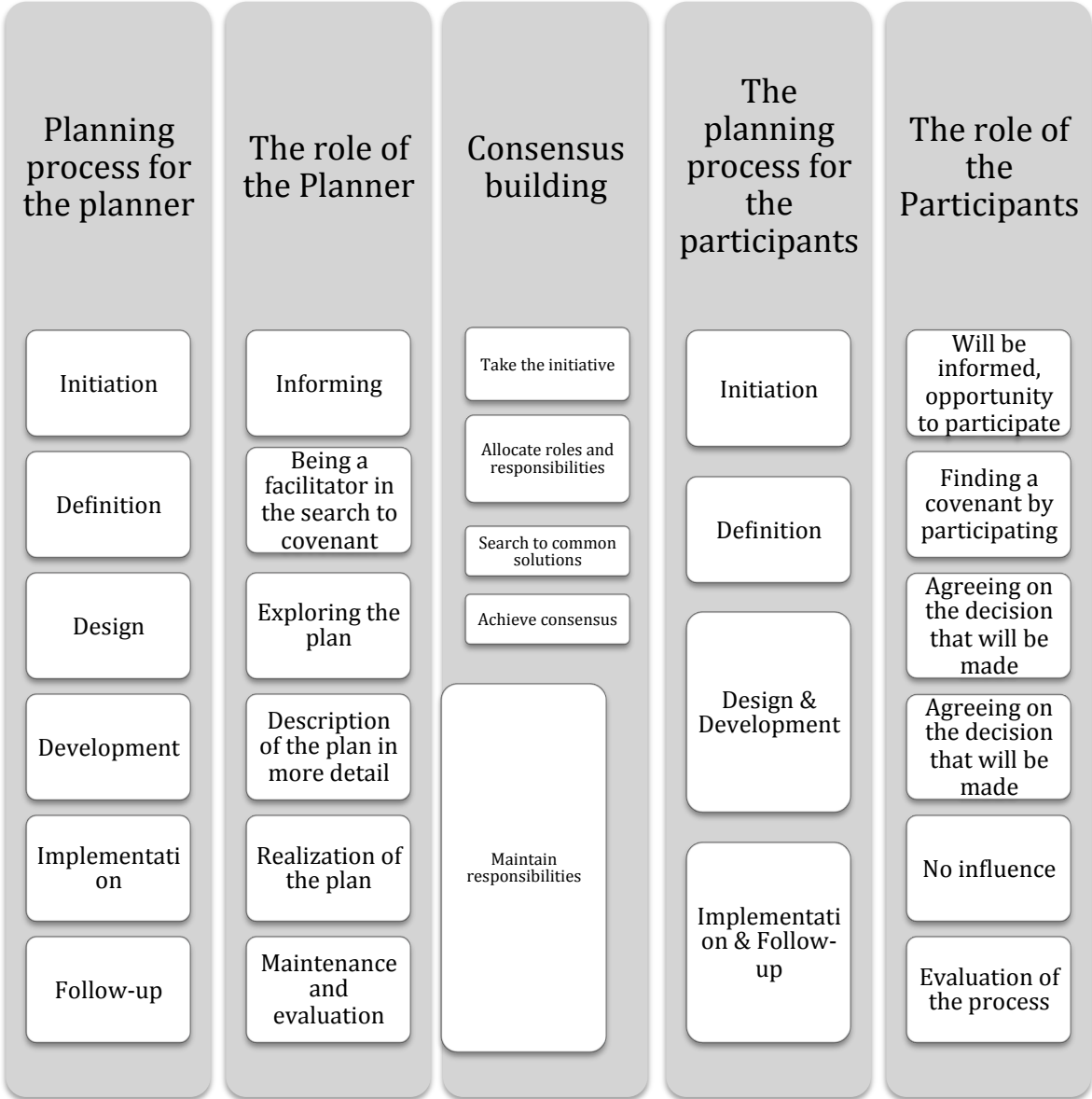


Figure 2.8: The newly developed planning process including consensus building

The other four questions of Healey (Allmendinger, 2002, p.199-200) are trying to give an overview if communicative planning is reached, so also consensus building. The first question on

“WHERE is discussion to take place, in what forums and arenas; how are community members to get access to it?” is a way of informing all stakeholders from the beginning. At this moment, they can decide whether they want to participate or not. As a part of consensus building, even the interests of the not-participating stakeholders have to be taken into consideration (Evers & Susskind, 2006, p. 92).

Within the search for consensus, the third question is answered as well: “How can the jumble of issues, arguments, claims for attention and ideas about what to do which arise in discussions be SORTED out?” The discussion that takes place is based on consensus building, with the goal of achieving consensus. All participants are allowed to contribute to this discussion to come to agreement.

The fourth question of Healey is: “How can strategy be created that becomes a NEW DISCOURSE about how spatial and environmental change in urban regions could be managed?” reflects on consensus building. Previously the style of consensus building is described, where the answers to this question is already given. The strategy of consensus building creates a new discourse.

The last question: “How can a political community get to AGREE on a strategy and maintain that argument over time while continually subjecting it to critique?” is the agreement that will be founded if all stakeholders are together and discuss the topic of concern.

2.8 Concluding remarks to planning processes for waterways

In this chapter the discussion on planning processes for waterways are discussed. The switch of the technical rationality paradigm to the communicative rationality paradigm in planning processes is described. As figured, the planning processes are dealing too little with communication between and participation of stakeholders. Innes & Booher (2004, p. 429) say: “participation should be seen as a multi-way interaction in which citizens and other players work and talk in formal and informal ways to influence action in the public arena before it is virtually a foregone conclusion.” With this in mind, the reason of this study is developed to find out if consensus building is an answer to improve participation and communication in planning processes.

In the following chapters, this new planning model in figure 7 will be used to analyse the focus groups. The focus of this study will be on the topic Evers & Susskind (2006): consensus building. The results of the focus groups will be analysed and with this analysis questions for the professionals will arise. Following, I will interview professionals working at Rijkswaterstaat on the topic of consensus building, thus communication and participation in planning process for

waterways. Out of their answers and the theoretical chapter, conclusion and recommendation will be written.

CHAPTER 3

METHODOLOGY

This chapter gives an overview of how the research for this paper is done. Based on the theoretical chapter, the following chapters are developed. The focus groups that are taken by Arjan Hijdra will be elaborated and analysed. After that, professionals will be interviewed on the topic of this study. Out of these results, a discussion and conclusion follows.

3.1 Research questions

In the study I aim to answer two questions. These questions are answered within a qualitative method. The first question is: How and to what extent does communicative planning play a role in planning processes of waterways for Rijkswaterstaat? Because of the global nature of the question I developed the following question as well: Is the implementation of consensus building in planning processes the future?

These issues contain open questions; the research will be qualitative to gain broad insight on the topics. Within qualitative research it is about interaction between the respondents and the interviewer. The core of this research is to gain insight from the perspective of the professionals within qualitative research. The essence of what has been said by the respondents is crucial, which is hard to label and structure into numbers. This research uses two types of qualitative research: focus groups and interviews. For both types the results are structured in a schematic way to analyse. The focus groups are structured by general topics, and the interviews are developed into matrixes to analyse. The combination of focus groups and interviews creates an interesting balance for this study. The wider perspective that will be developed in focus groups will be elaborated by the questions developed out of these discussions, which will be used for the interviews.

The first sub chapter will describe the aim of the focus groups. What is the aim of focus groups and what type of analysis will be done on these focus groups? The next sub chapter is about the results of these analyses combined with the information out of the theoretical chapter. Out of these analyses and in combination with the founded theory, questions for the interviews are established. This chapter also describes why and how these interviews are taken.

I approach professionals of Rijkswaterstaat that will give their perspective and advice on communication and participation in planning process. Out of these comments, I will conclude on the main question and I will develop an advice for the future of developing communication and participation into processes for waterways. This advice may also include contemporary knowledge or competencies for planners in general.

3.2 Analyse Focus Groups

In 2013, Arjan Hijdra organised two focus groups to discuss the topic of value creation for waterways. Both focus groups discussed one-hour long and in the end a summary on the discussion of both groups took place. The two groups with the names of 'Yellow' and 'Green' consisted of participants with different nationalities. Group Yellow consists of 8 participants from different organisations as Stratec, Via Donau, Pianc Belgium and WSV. Group Green consists out of 7 persons from organisations as Flemish Hydrography, Waterwegen en Zeekanaal and Port of Pittsburg (see Appendix A). A reason to divide the 15 people over 2 groups is to stimulate people to speak up in the discussion, which would have been harder in 1 group of 15 participants.

The two focus groups discussed four questions, which are:

1. How can you increase the value of a waterway?
2. How can cooperation with other organizations/stakeholders/public take place?
3. What typical problems do you run into?
4. What solutions did you come up with?

These discussions are both one-hour long, and transcriptions of these focus groups are developed. With these transcriptions an analysis for this study could be done. This is done with the information assembled in the previous chapter by searching to overlapping aspects. These transcriptions are included in the appendix (see Appendix A).

By using focus groups in this research, the intention is to receive input from several professionals on the topic of value creation in waterways. "Focus groups have been employed to explore the complex understandings and interactions that people have with their everyday environments (Conradson, 1997, p.128)." As said before, the analysis that will be taken out of these focus groups is based on the critic and obstacles in planning processes of professionals. The intention of the focus groups is to see that in a discussion, the professionals will recognize that they have to deal with the same complex understandings and interactions in different places.

The practice of focus groups as a research method is useful in two key concerns. "Focus groups provide the social scientist with a way of gaining insight into (a) the spectrum of views that individuals hold regarding a particular issue, and (b) the nature of their interaction and dialogue over that issue (Conradson, 1997, p. 129)." The information that is received as a result of these focus groups will be used in several ways.

In the case of this study, a search in the discussion on the aspects of communication and participation is done. As stated in the theoretical chapter, a switch to a more communicative planning process for waterways is desired. The discussions that took place argued the topics of

communication and participation, which are developed into a table for an overview (Table 4.1). In the case of this research, the professionals gained an international insight on the topic of planning process optimization for waterways and various answers to the questions because of the different nationalities. The other key concern is the overlapping context of both focus groups. The nature of their interaction and dialogue on that issue could be different, while the nationalities of both focus groups are divided. It is about two focus groups with different professionals joining this discussion on similar questions, which means the results can be distinctive from each other and lead to interesting outcomes.

Out of the steps that are taken in the analysis of the focus groups, the aspects that are faced with planning process optimization will be structured into questions and topics that will be discussed in the next step. The next step in this research is interviewing professionals that are working at Rijkswaterstaat to find an answer to the main question of this research. "Focus groups can be used to generate survey or interview questions, such that their relevance to the population concerned is established beforehand (Conradson, 1997, p.128)." In this case, the population are the professionals working at Rijkswaterstaat that will be interviewed.

3.3 Interviews

The core of this research is based on qualitative research; interviews are the next step in this qualitative research. The focus groups will gain insight on the topics of communicative and participative actions in planning processes for waterways on international level. The information that will be gained from the focus groups in combination with the researched literature are the incentives for the development of questions for the interviews.

According to Eyles (1988) interviews are conversations with a purpose, which is in this case to find confirmation on the results that were found in the previous steps, but also to receive more input on the topic that is discussed. The questions will be based on the results, but can be found in the obstacles the professional runs into and in the payment of attention for communication and participation in planning processes for the future. The wanted results of these interviews are to create different insights from various angles for a futurist planning process development, focused on consensus building. "The additional potency of this method is enabling the interviewee to come up with issues the interviewer has not foreseen yet (Eyles, 1988)."

The interviews take place in June 2014. The professionals that are approached are working at Rijkswaterstaat. Rijkswaterstaat develops the Business Plans and other visions for the Dutch road and water network. In these visions, planning processes are included. From the perspective of professionals working at Rijkswaterstaat, it will be tried to gain insight

information on the topic of planning processes and the influence of communication and participation.

For this research, five respondents are interviewed. The five respondents do have different assigned jobs within Rijkswaterstaat. Their assigned jobs and interests are related to waterways, planning processes and the level of communication in planning processes. By approaching the amount of five respondents, a balance will be made between professionals specialized in waterways and professionals specialized in spatial quality working at Rijkswaterstaat.

Three of the respondents are working in the sector of waterways. The first respondent is working on and creating the vision for network management, specialized in waterways. The second respondent works at the department of transport on waterways and roads (synchromodaal vervoer). One of the assigned jobs of the third respondent is to advise projects of Rijkswaterstaat to use the tools of 'Visualisation', 'Serious-gaming' and 'Eparticipation' in their projects. The fourth respondent advises on the establishment and design of waterways. The fifth respondent coordinates spatial quality and design and advises on transport.

These interviews are taken after the analyses of the focus groups. The questions for the interviews and statements that will be discussed are established after the analyses of the focus groups are compiled. This list of questions will be given in the chapter of results (see chapter 4.2). "Interviews take a conversational, fluid form, each interview varying according to the interests experiences and views of the interviewees (Valentine, 1997, p.111)." A reason to establish a fluid form for the list with topics that will be discussed is to give the interviewer the chance to improvise during the interview, which is an essential part of a research process (Wilkinson & Young, 2004, p.207). The fluid form is requested, because a loose structure of the interview will give the interviewee the opportunity to state their point of view (Gubrium & Holstein, 2004, p.41). Next to the loose structure, the respondents received more space by mentioning the interviews will be used anonymously. In most cases respondents feel more freedom to speak out loud about several issues and to state their point of view.

The demanded results of these interviews are an overview of whether the professional sees opportunities for earlier communication and participation in planning processes, and also which of these aspects needs specific attention. Consensus building is given as a tool to implement, and the professionals are asked if this can be implemented in planning processes for waterways. The interviews will be transcribed and worked out in analysis-matrixes on the topics of communication, participation and consensus building.

3.4 Analysis on all results

The results of the interviews in combination with the previous founded information will lead to answers for the two goals. The first goal: How and to what extent does communicative planning plays a role in planning processes for waterways? Because of the global nature of the question I developed the following goal as well: Is the implementation of consensus building in planning processes the future?

In the theoretical chapter answers are shown on the subject of communicative planning. Questions like: 'How has the communicative planning paradigm developed over the years in water planning?', 'What role has a planning process in the communicative planning paradigm?', 'What are the essentials of the communicative paradigm for planning processes?' and 'What is consensus building?'.

In the next chapter, focusing on the results of the focus groups and interviews, the following questions are answered:

- 'In what way are the planning processes of waterways organized by Rijkswaterstaat?'
- 'In what way is communication with the surrounding inserted in the current planning processes of waterways?'
- 'Which experiences does Rijkswaterstaat has with the implementation of participation approaches in current planning processes of waterways?'
- 'What are the advantages and disadvantages from professionals perspectives on consensus building?'

The answers will be developed from the perspective of the professionals joined the focus groups, the professionals approached for the interviews and data files from Rijkswaterstaat.

The topics discussed in the focus groups are divided in an overview of communication and participation (Table 4.1). The interview questions will be developed later in the process (chapter 4.2). The answers of these questions and topics that will be discussed have to be transcribed. These transcriptions are developed into matrixes. These matrixes are developed to do the text analyses and will be divided in three subjects. These subjects consist of communication, participation and consensus building, and will help to answer the questions of 'In what way is communication with the surrounding inserted in the current planning processes of waterways?', 'Which experiences does Rijkswaterstaat has with the implementation of participation approaches in current planning processes of waterways?' and 'What are the advantages and disadvantages from professionals perspectives on consensus building?'.

These matrixes are developed in line with the answers of the respondents and interview topics assembled out of these interviews. In line with the answers, common concepts are

searched to cover the overall topic; the interview-topics. This text analysis approach is encapsulated in matrixes and creates an overview on the topics.

Subject Respondent	Subject 1 Question	Interview-topic
R-1	“ ... ”	Topic 1
R-2	“ ... ”	Topic 2

Table 3.1: Example of the developed matrix

These matrixes help to analyse the texts by dividing it into interview topics. Out of these analyses, the approach of matrixes will be used to start the discussion on the core of this study.

The main question ‘How and to what extent does communicative planning plays a role in planning processes for waterways?’ will be discussed with the information gained from the theoretical chapter and the chapter consisting out of results, where the differences between answers of respondents and policy approaches are analysed. This will be done in the chapter of ‘Discussion’, followed by the chapter ‘Conclusion’ where the answer is given to how and what extent communicative planning plays a role in planning processes for waterways and a perspective on the implementation of consensus building in planning processes for the future will be given.

CHAPTER 4

RESULTS

This chapter presents the results of the analyses. As described within chapter 3, the transcriptions of the focus groups are written out. The transcriptions can be found in the appendix, given as analyses. On behalf of these analyses, questions for professionals are developed. The questions will lead into a discussion about the implementation of communication and participation in an earlier stage in planning processes. The interviews with the professionals will produce the results for this chapter and will conduct into the chapter of conclusion and recommendation.

4.1 FOCUS GROUP ANALYSIS

The first part of this chapter consists out of the analysis on the two focus groups. These focus groups have taken place in 2013. They were organised in the eye of the research on value creation for waterways of Arjan Hijdra. The questions that were answered by the professionals are:

1. How can you increase the value of a waterway?
2. How can cooperation with other organizations/stakeholders/public take place?
3. What typical problems do you run into?
4. What solutions did you come up with?

The research of Arjan Hijdra aims something else, but there is a lot of overlap between the answers to these questions and the aim of this study on the communicative paradigm in planning processes for waterways. This overlap is found in the answers that were given on the topic of increasing the value of a waterway by the professionals that participated within the focus groups. Furthermore, linked to this is the Advice Commission Elverding (2008, p.4) that dealt with the issue of how planning processes could be optimized, since in the Netherlands the tardiness of decision-making in infrastructural projects had to be interrupted. Long procedures and indecisions lead to loss of quality, for the ecology as for the economy. This can be stated by what Edelenbos (2012) discusses: “the dynamic, uncertain and complex nature of water issues urgently requires our abilities as humans to adaptively manage it. It calls for dynamic water management and above all it requires collaboration and proper coordination.” In these discussions, changes of the current system are required. In the research of Hijdra, the questions on value creation will be answered, while in this study the focus is on the communicative planning paradigm supported by consensus building in planning processes.

Edelenbos (2012) emphasizes on the contribution of governance and collaboration in the planning processes for water. With this perspective on participation and communication, he

creates an incentive to focus on and develop these aspects in planning processes. The implementation of participation in an earlier stage, but mostly the higher level of communication and participation are the essence of the communicative planning paradigm. As stated, these aspects will have to fulfil a different role in the former planning process.

The two focus groups consist of both an hour of discussion on the questions given above. Different types of professionals on water from over the world took place in the discussions, which lead to various answers to the questions. Though, in both discussions the answer of bringing stakeholders together and the search for consensus occurred. The request of participation and communication in planning processes will influence the value creation for waterways, according to the participants of the focus groups. This will be elaborated in the chapter of 'Discussion'.

The professionals of the focus groups had similar thoughts on the way of working with stakeholders. Awareness of the stakeholders should be created by identifying them in time, communicating on time and in what way. Berger said (Via Donau): "Because, the progress we are faced with: disinterest and the problem to reach the persons, they are not interested. The stakeholders can block you, and block the progress, the efforts. Or they can create another programme, an opposition programme." The search for an elementary aspect as consensus building in the communicative paradigm is most relevant to this study. "Include them from the very beginning, let them answer the problem somehow and to give them a task. Even if it is only perhaps a small task, but once they have a task they are involved in something and it is much harder for them to say: 'No, it is not convenient what you are talking about' (Berger)." Including the surrounding, as in the public environment, and other stakeholders, from the very beginning is one of the topics of the discussion that took place in the focus groups, and describes the need of this study perfectly. In the end, one of the focus groups concluded: "Communication is a key factor for success" and the moderator of focus group 1, Erwin Pechtold (Rijkswaterstaat) concluded: "I think the awareness is all-over, the problems and the types of problems are all pointing in one direction; communication, visibility of the stakeholders and to get them involved."

With two hours of discussion on the topic of value creation, it is requested to evaluate these transcriptions. The approach of Guba & Lincoln is used to evaluate for this study the aspects of communication and participation in planning processes. The work of Guba & Lincoln (1989) focuses on policy evaluation. Guba & Lincoln developed this method, because there was a lack of evaluating participation methods. The topic of the work of Guba & Lincoln (1989) discusses the Fourth Generation evaluation, which is a search to an approach of evaluation

methods where plurality, dialogue and participation are key issues and negotiation their focus is. As this focus and approach is similar to the focus of this study, the following core concepts are used by Guba & Lincoln to emphasize their approach. One of the core concepts to clarify their approach is the usage of claims and concerns for stakeholders. By certifying the claims, the aspects that are absolutely necessary, according to the stakeholders, will become clear and are centralized in an overview. These claims give a review of the expectations of the project. With certifying the concerns, the concerns, or worries, of the stakeholders on the aspects of planning processes are centralized. Below are some key aspects with illustrational claims and concerns from focus group members to give a clear overview:

Process aspects	Claims	Concerns
Communication	<i>Berger (Via Donau):</i> 'Create awareness by communication makes the values of waterways visible.'	<i>Gudrun Maierbrugger (Via Donau):</i> 'People are used to procedures'
	<i>Erwin Pechtold (Rijkswaterstaat):</i> 'I think the awareness is all-over, the problems and the types of problems are all pointing in one direction; communication, visibility of the stakeholders and to get them involved.'	
	<i>Gudrun Maierbrugger (Via Donau):</i> 'Communication is a key factor to success'.	
Participation	<i>Kress (Trainee USCE):</i> 'Public involvement by demystifying the project'	<i>Gudrun Maierbrugger(Via Donau):</i> 'A lot of people involved, much effort'.
	<i>Berger (Via Donau):</i> 'Make the information visible'	<i>Rashed Thabet (Egypt):</i> 'Willingness to adapt'
	<i>Rex Woodward (Port of Pittsburg):</i> 'Seek out who the stakeholders are, but also find out who you want to seek out, so they can be involved, from the very beginning' 'Everybody involved, not just the	<i>Rex Woodward (Port of Pittsburg):</i> 'Stakeholders won't come to you (unaware)'

	authority'	
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Table 4.1 *Focus group 1 and 2* (see appendix)

The results above show the claims and concerns of the participants of the focus groups on planning processes for waterways. This is derived from their discussion on value creation for waterways.

Communication

The claims of both focus groups on communication are that with communication between and with stakeholders, successes will be reached. On the other hand, a concern on implementing communication is that people are used to procedures. This means that due to procedures, people are perhaps less dared to communicate, or try to interact. But, as Gudrun Maierbrugger (Via Donau) mentions after bringing up this concern, the way of thinking could change due to being educated and improvement of informing people.

Another process aspect that is claimed is the aspect of public involvement, which will be easier to reach when projects will be demystified. Demystifying means informing the public about projects, especially by giving a clear overview of what the project consists of and make it less of a mystery. By demystifying projects, the public involvement will increase because of the awareness that is created. This is similar to the point given by Berger: “Make the information visible.” Demystifying and make the information visible is also a claim on communication. Though, it will lead to participating stakeholders in the process, by creating shared knowledge on the topic and awareness of participation.

Participation

As Rex Woodward (Port of Pittsburg) claims: “Every body should be involved, not only the authority.” Another claim on participation from the states is to “Seek out who the stakeholders are, but also find out who you want to seek out, so they can be involved from the very beginning.” The essence of the point taken by Rex Woodward shows the timing of participation, but also the level of participation. He mentions the need of stakeholder participation, but also the difficulty for the stakeholder, by saying: “it is very hard to see the pay-off and all efforts that are all done. It’s depending on what project you are doing and how you are doing it, but it is easy if you could convince them that they need it.” And while doing so, everybody is allowed to participate.

On the other hand, the concerns on participation are that “stakeholders won’t come to you (Rex Woodward, Port of Pittsburg).” This is a concern, but with the claim of demystifying the process and providing information, the awareness of possibilities of participation can grow. And

it is not only about improving the communication, but another concern is the “willingness to adapt (Rashed Thabet, Egypt).” The concern is about the willingness of adaptation by stakeholders, because there is lack of knowledge about the process and what the costs and benefits for the stakeholders are.

As this subchapter describes, there are overlapping themes between this study on the communicative paradigm for planning processes of waterways and the research of Arjan Hijdra. The topic of value creation for waterways is also dealing with the topics of communication and participation. Gudrun Maierbrugger (Via Donau) concludes the discussion of the focus groups as: “Communication is a key factor for success.” This means, according to the participants of the focus groups, an element of value creation is communication and the topic of communicative planning is an issue at several levels of planning processes.

The question now for this study is, how and to what extent plays communicative planning a role in the planning processes of waterways for Rijkswaterstaat? And how do the professionals of Rijkswaterstaat see the future of consensus building implementation in planning processes? These questions will be answered in the following paragraphs.

4.2 RESULTS

In this subchapter, the interviews are analysed with the help of matrixes. These matrixes are analysed in line with the interview topics related to communication, participation and consensus building. These interview topics are collected and based on the answers given by the professionals of Rijkswaterstaat in the interviews. Also the Business Plan 2004 (Ondernemingsplan), Agenda 2012, Business Plan 2015 and the guidelines for the environment manager (Omgevingsmanager) of Rijkswaterstaat are analysed. The Business Plans and the Agenda 2012 are developed to describe the vision of Rijkswaterstaat over the past decade and the coming years.

The questions for the semi-structured interviews are developed out of the results of the focus groups, in combination with the researched literature. The list of questions consists of several issues related to communication, participation and consensus building.

The interview starts with some questions, which are developed to give the respondents space for introduction on their background and current assigned jobs. After the professional's introduction, a short outline of the focus of this study is given. The interviewees are asked to give their point of view on the topics and questions that will be asked. The following questions are developed to organise the semi-structured interview:

- To what extent are the interests of stakeholders taken into consideration at the moment?
- To what extent do the interests of stakeholders have to be taken into consideration?
- Is there a need for a facilitator in the current planning processes?
- What is your perspective on trust in planning processes for waterways?
- What is the current situation on participation in planning processes from the perspective of you as a professional?
- Which improvements on implementing participation in planning processes?
- Extracted from the perspective of the professionals of the focus groups: There is a desire for earlier participation and communication in planning processes for waterways. What is your opinion on this point of view?

By using these questions semi-structured, all the interviews are summarized with concluding questions on 'Do you have any remarks left on the topics we discussed?'. The final question developed for this study and to create a view on consensus building is:

- Will consensus building be the instrument to use in planning processes for waterways in the future?

As said, the method of interviewing is semi-structured. This means not all questions are asked to the interviewees.

The respondents are asked what their point of view is on communication and participation with surroundings and how they see the future of the communicative paradigm, especially consensus building, in planning processes for waterways. In the interview, they are introduced to consensus building and are asked what their opinion on the implementation of consensus building is for planning processes in waterways.

4.2.1 The current planning processes of Rijkswaterstaat

This paragraph will give an overview of the current system Rijkswaterstaat is working in and with. Rijkswaterstaat is the policy-implementing organisation of the ministry of Infrastructure and Environment. Rijkswaterstaat is responsible for constructing, managing and maintaining the infrastructural main network of the Netherlands. The infrastructural main network consists of the high ways, waterways and the water system. In the end an answer on the question 'In what way are the planning processes of waterways organized by Rijkswaterstaat?' will be given.

History from a bird's eye perspective

In 1798, Rijkswaterstaat was established as a craftsmanship. At that time, extreme flooding occurred, due to the poor condition of riverbanks and fragile dikes. An answer to deal with the question on these circumstances was a national approach. In the years after, almost 500 kilometres of canals were created, as in that time the industry increased. Over the years, Rijkswaterstaat developed into an organisation of civil engineers.

After World War II, Rijkswaterstaat worked as a technical, top-down policy-implementing organisation. Rebuilding a lot of bridges and fly-overs that were damaged, and in the same time the extreme flooding of 1953 attacked the Netherlands. After the extreme flooding, dikes and dams were reinforced, and also the Deltaworks were built to protect the hinterland. This was all done within a top-down approach and had a generic approach with the focus on certainty.

However, around 1970, the environmental movement rose after the publication of *The Limits to Growth* (Meadows, 1972), and the large projects built to manage the water gained critic instead of glory by environmentalists. Also, citizens became aware what the influence of intersubjective behaviour was and were not satisfied with the technical approach of working by Rijkswaterstaat anymore. Next to this, the increasing prosperity led to more leisure time, which

meant an increase of the recreation time and mobility of citizens. This increase meant a social issue on road safety for the Netherlands.

Within these changes in society, Rijkswaterstaat had to change also. Rijkswaterstaat developed into a public oriented supplier and became the manager and developer of the Dutch high ways, waterways and open waters and focuses on a sustainable environment. Rijkswaterstaat started to work together with the market and citizens. As Rijkswaterstaat is managing projects from now on, implementation is preferred to be done by market operators. The change in influence of intersubjective behaviour and decision-making is another step Rijkswaterstaat took. Thinking and talking along with citizens and interests groups is rather common practice, but still needs improvement as stated in policy-making papers of Rijkswaterstaat.

The goals of Rijkswaterstaat

The aim of Rijkswaterstaat is to reach a safe, liveable and accessible country of the Netherlands (Rijkswaterstaat, 2014). Together with provinces, water boards and municipalities, the dikes, dams and sluices are maintained. Also programs like 'Room for the River' are developed, to give the rivers more space and protect the Dutch citizens and the economy from high water.

Liveability is the second goal of Rijkswaterstaat. Rijkswaterstaat its working area is the public space. The public space as a working area means direct interaction with the surroundings and neighbours. This interaction is needed, as the interests of citizens, organisation and nature can differ from the goal Rijkswaterstaat has. The goal of Rijkswaterstaat is to find consensus together with citizens, industry, provinces and municipalities on the plans. At the moment, Rijkswaterstaat tries to work on solutions that satisfy these interests and needs, but still needs improvement to reach the goal of building on consensus with all stakeholders.

The last point of attention where Rijkswaterstaat focuses on is accessibility. The core of this point of attention is to work together with provinces, municipalities and the industry to improve the division of transport on the road and water.

Current changes in approaches Rijkswaterstaat

In 2004, Rijkswaterstaat published a 'Business Plan', with the ambition to become the most public-oriented policy-implementing organisation of the Netherlands (Rijkswaterstaat, 2004). With this business plan, official steps had to be taken to use more of a communicative approach in planning by focussing on society, instead of basing everything on its expertise and knowledge. To fulfil the tasks and the aims of Rijkswaterstaat most effective and efficient, decentralized organisations help to work on this.

Rijkswaterstaat implemented in 2009 an environment manager, a straight headed translation of the Dutch word 'omgevingsmanager', to realize the ambitions stated in the 'Business Plan' and to successfully fulfil projects. To state what is meant with the environment, Rijkswaterstaat developed a 'Circle of the Public', to give an overview of the environment.

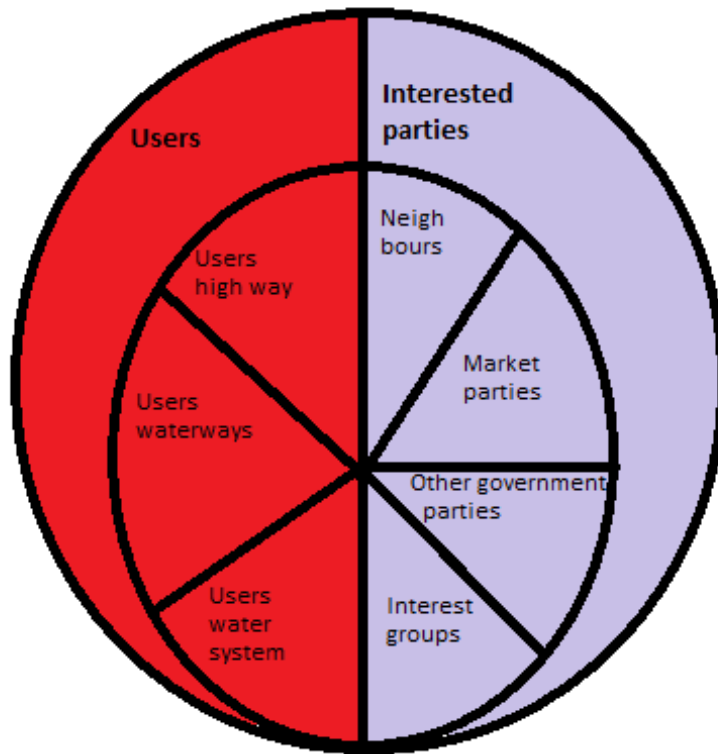


Figure 4.1 *Circle of the Public, Rijkswaterstaat* (source: Rijkswaterstaat, 2009, p.43)

The circle consists of users and interests groups in projects. The interested parties are on the right side: neighbours (surrounding, public), market, other government agencies and interest groups. On the left side are the users: these groups make use of high ways (roads), waterways and the users of the water system. The influence of all these parties needs to be taken into consideration, which is the task of the environment manager. Also, the task of the environment manager is to manage the project in the right way. The environment manager informs those involved. For this research, the right side of the interested parties is the most important side to use in this analysis.

To become a public oriented network manager, Rijkswaterstaat needs to be a reliable and efficient partner. Within the House of Public, Rijkswaterstaat gives a perspective on how to work together with users and stakeholders.

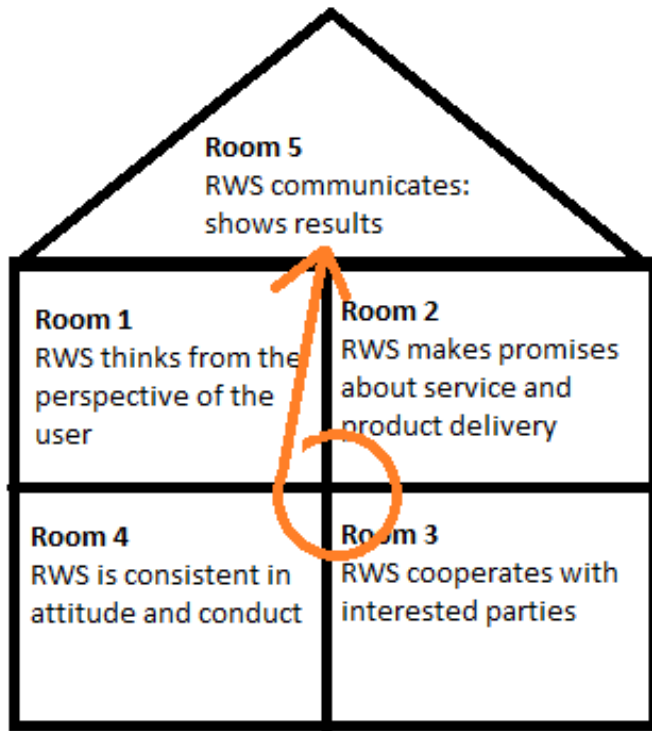


Figure 4.2 *The house of public of Rijkswaterstaat* (source: Rijkswaterstaat, 2009, p. 11)

From the perspective of the environment manager, the House of Public should be used as followed: To start in ‘Room 1’, the environment manager starts from the perspective of the user. By following the orange arrow, the next steps for the environment manager is to work together with stakeholders, and stays unanimous from the perspective of Rijkswaterstaat. The last room, ‘Room 5’ is to inform the environment on current developments for the project. The steps that an environment manager takes in a planning process are explained in the following paragraph.

One of the last changes the system of Rijkswaterstaat has gone through is the switch between functions of the administration of the ministries. In the past, Rijkswaterstaat was the policy-implementing arm of the ministry of Transport, Public Works and Water Management. As the Dutch government changed the function of the ministry of Transport, Public Works and Water Management into the ministry of Infrastructure and Environment, a new function appeared. Instead of only infrastructural aspects, the ministry is responsible for the environment from now on, which means the policy-implementing arm of the ministry, Rijkswaterstaat, too.

The new responsibility of the ministry and the new ambition of Rijkswaterstaat, were incentives to develop a national service on Water, Transport and Environment (Water, Verkeer en Leefomgeving). This service, called WVL, develops the entire vision for Rijkswaterstaat its

networks. These networks consist of the high way network, waterway network and the water system. The service is the window of knowledge on water, transport, infrastructure and environment for citizens and industry. WVL develops the total vision for Rijkswaterstaat networks and the environment of its networks. To fulfil the three goals Rijkswaterstaat set up, WVL is responsible on the qualities and care given to the users and the environment. To improve these responsibilities, Rijkswaterstaat works on the liveability of the environment.

A reflection on the planning processes of Rijkswaterstaat and this study

The planning processes of Rijkswaterstaat are designed as follow: the following 5 phases are common for Rijkswaterstaat to take, with the influence of the environment manager (Infomil, 2014; Rijkswaterstaat, 2009):

1. Research

In this phase, an orientation for a plan is done. The social urgency on the topic is highlighted and the possibility to find solutions is answered. Mostly the ministry of Infrastructure and Environment gives the incentive to do research on a topic for improvement. In those cases, Rijkswaterstaat decides whether there is a social urgency and the willingness to find solutions. This is the start of the intention to go to the next phase is taken.

2. Exploration

The focus lays on the ambitions for the project. Rijkswaterstaat sets up the opportunities and threats for, and also the ambition and interests of the actors are the incentives for decision-making. In this phase, the role of environment manager starts. The focus of the environment manager is on strategic relation management with regional network partners. This means interaction with decentralized levels of Rijkswaterstaat.

3. Definition

The phase of definition focuses on the vision of the plan. The exploration on the plan is done; a search for a balance between the ambition and interests of the stakeholders is the start of this phase. The environment manager works on an area-oriented cooperation; to involve decentralised governments, citizens, industry and social organisations and to find consensus between these stakeholders. Delivering a design of the vision of the plan completes this phase.

4. Implementation

In this phase, the implementation of the design is the goal. After that, the project will be realized. It starts with the design of steps that have to be taken to start the realisation of the plan and ends with the delivery of the realized plan. The task of the environment

manager is to work on spatial and social terms to realize a successfully and controlled realisation of the project.

5. Maintenance

In the phase of maintenance, Rijkswaterstaat focuses on the utilization and the maintenance of the delivered product. Also, in this phase evaluation and monitoring takes place, which can be an incentive for a following project.

These process phases above are common use as planning processes in general for Rijkswaterstaat. Also, the planning processes of waterways are facing these 5 steps when for example a sluice has to be extended or 'Room for the River' projects have to be realized. However, remarkable is that just in the third phase communication and participation is included. The moment of inclusion will be elaborated in the following paragraph.

The ambition of Rijkswaterstaat

As said before, the aim of Rijkswaterstaat is to reach the status of a safe, liveable and accessible country of the Netherlands (Rijkswaterstaat, 2014). To reach this status in the Netherlands, Rijkswaterstaat developed the ambition as the following indicator describes.

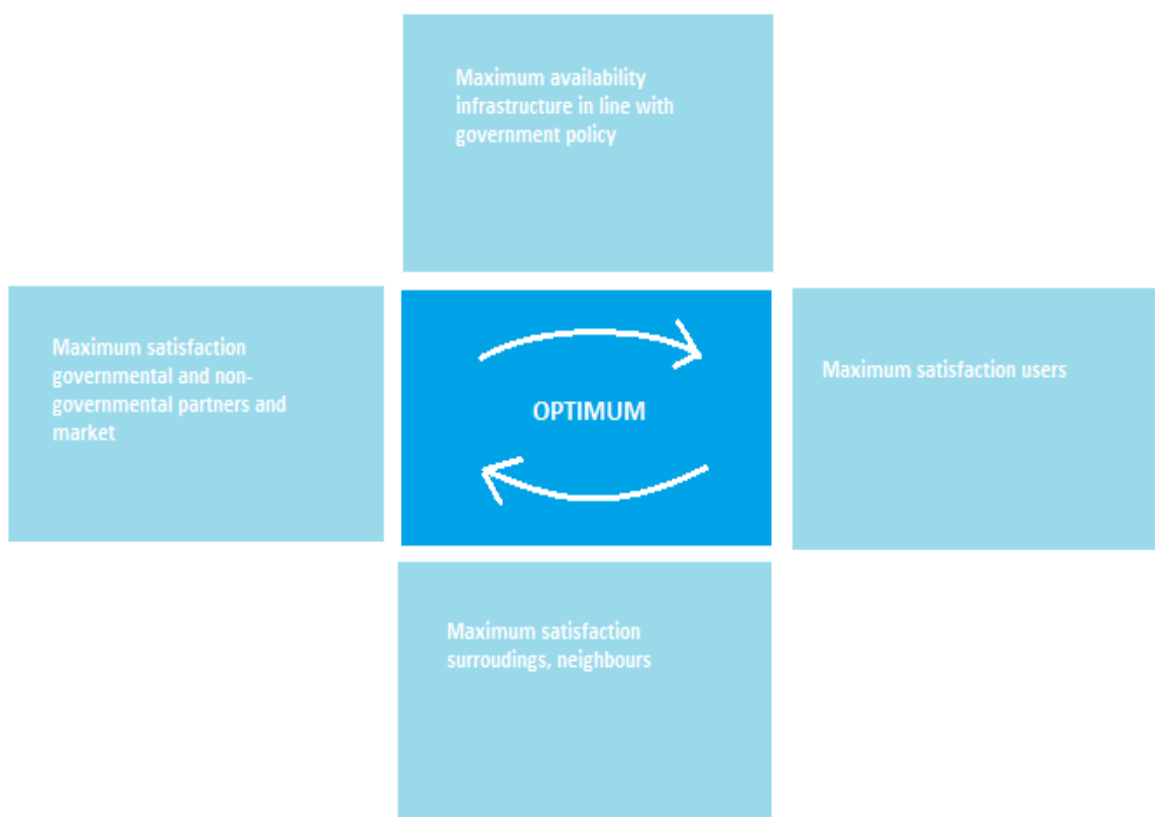


Figure 4.3 Overall indicator of ambitions of Rijkswaterstaat (Rijkswaterstaat, 2011, p.46)

This indicator shows the ambition consisting out of 4 elements (Rijkswaterstaat, 2011, p. 45):

1. Rijkswaterstaat works and thinks from the perspective of the networks.
2. Rijkswaterstaat improves working together with their partners
3. Rijkswaterstaat has an integral overview and works multidisciplinary
4. Rijkswaterstaat is flexible and knows how to combine uniformity to diversity

By pursuing these ambitions, for every project a balance has to be found in combination with the (non)-governmental partners, the market, the surroundings, the users and to be in line with the government policy.

This indicator is a good framework for applying an earlier interaction in the phases of planning processes. As a personal conclusion of the later directed analysis of the interviews with environmental planners, Rijkswaterstaat can, within the context of stakeholders and environment in the approach of communicative planning, earlier involve the surroundings to find the right balance between interests of the surroundings and the requested policy. Due to the feeling that will be created by earlier involvement, public support will grow and the transparency of Rijkswaterstaat will be more reliable. By implementing in an earlier phase, this indicator will be optimized as well.

In this subchapter it is shown that the environment manager concerns about the surrounding, as in the public, and other stakeholders. However, remarkable is that the tasks of an environment manager are mainly in the third phase of the planning process: the Definition phase. In the case of waterways, Rijkswaterstaat is less concerning about the public as a stakeholder than on the network of roads. This occurred out of the literature that has been read for this study, but also out of the information gained from the interviews and focus groups. For example, the road network is working with a system focused on 'area-oriented utilization' (gebiedsgericht benutten) (Rijkswaterstaat, 2005). Rijkswaterstaat works together with interested parties on reducing the nuisance during projects. Something similar is not common for waterways, but can have the future to optimize planning processes.

In the following subchapters the topics of communication and participation in planning processes of waterways for Rijkswaterstaat are elaborated. These topics are essential to find an answer on the main question of this study: 'How and to what extent plays communicative planning a role in the planning processes of waterways for Rijkswaterstaat?'

4.2.2 Communication in planning processes of Rijkswaterstaat

Communication is the core of the communicative paradigm in planning processes. Rijkswaterstaat made a switch to a more communicative approach. However, the goal of this study is to define the communicative aspects in planning processes for Rijkswaterstaat, and this is done with the answers given by the professionals. In this subchapter, the question of 'In what way is communication with the surrounding inserted in the current planning processes of waterways?' will be answered.

To conduct the answers on the question, a matrix is developed. By analysing this matrix, several interview topics are leading and will help to give an answer by discussing these topics and the answers that were given on these topics by the professionals. The matrixes can be found in the appendix.

Take interests into consideration

As said, Rijkswaterstaat works on an optimum by searching to maximum satisfaction of the users, partners, market and surrounding. In the current planning paradigm and with the perspective to become a public oriented network manager, Rijkswaterstaat needs to take the interests of others into consideration, which can be done by negotiation and conflict resolution. According to respondent 1, Rijkswaterstaat is doing a good job when it comes to finding a balance between the common interest and the individual interest.

Within communication, the interests of surroundings need to be taken into consideration, as the citizens have more influence to stop developments. Rijkswaterstaat is aware of this change, and "tries to involve surroundings earlier to create good will, but also to create clarity (Respondent 4)." The approach of Rijkswaterstaat to inform by time is needed, because otherwise it will block the development in the processes.

One of the respondents made clear that it is good to take interests into consideration, but "the one that screamed out loudest, does not need to be right (Respondent 5)." By taking interests into consideration, the right balance needs to be found between what the surrounding and users want, but also what the requests for the project are.

Cooperation

Cooperation with the users, market, partners and surrounding will help Rijkswaterstaat work to the optimum they want to reach. Within this cooperation, satisfaction of these stakeholders will be reached. By communicating with the stakeholders about the aim of the project, cooperation can be created and the tasks of the project can be divided. Also, one of the respondents mentioned that by constant interacting with the environment, you can anticipate on what is happening in the environment. In cooperation with the stakeholders, a discussion can take place

on how to solve the issues (Respondent 1). In the eye of working on the 'optimum', Rijkswaterstaat could improve these steps.

Transparency

By communicating with the environment, Rijkswaterstaat shows its level of transparency. Rijkswaterstaat has been through changes of communicating with the environment. Rijkswaterstaat developed the 0800-8002 number for information. Everybody has the opportunity to ask his or her questions via this route. This is a general number for all of Rijkswaterstaat its work. Information gatherings are developed for a project in specific. With these instruments, Rijkswaterstaat works on its transparency. However, this could be still improved, the following tools are a part of that progress.

Toolbox

Rijkswaterstaat is working on the tools to improve communication and participation with the stakeholders. This toolbox for Rijkswaterstaat within planning processes is divers. At the moment, Rijkswaterstaat is working on developments for 'Visualisation', 'Eparticipation', 'Serious-gaming' and 'Big Data'. The tools of 'Visualisation' and 'Big Data' are the two tools that can have a big influence on changes for communication in planning processes.

'Big Data' is a tool to create datasets that provide new insights on current issues (Lichtkogel, 2014, p.2). In the case of water management, 'Big Data' can compute where the water will go when there is flooding. 'Big Data' is also able to help visualise what to do with water projects and gives an overview of what the options are for the project. This form of 'Big Data' can also help in situations of crisis, by computing where the water goes during flooding and what way the evacuation routes have to go. The results computed by 'Big Data' will be visualized.

'Visualisation' can also be done within planning processes. The design of a plan can be presented with the help of visualisation. The visualisations of the plan by picture editing, map tables or a 3D format are forms of visualisation. 'Visualisation' is a form of informing the stakeholders of what is coming, and in cases of 3D visualisation, a certain type of interaction takes place. If the stakeholder is informed with the help of the 3D visualisation, the stakeholder can foresee problems.

These types of tools are not common tools in planning processes. However, Rijkswaterstaat wants to implement these tools more often. Respondent 2 and 3 mention both that this type of informing has to be implemented, as it only will create benefits for the results of the project. It can occur a slower process in the first phases, but on the long run it will create benefits, for example in saving costs. Visualisations of the design often show problems that

weren't foreseen, and still can be adjust, which would have been harder later in the process. If designs can be developed with the help of the 'Visualisation', there is no need for changes in the design process anymore.

Another tool Rijkswaterstaat is working with is social media. Rijkswaterstaat is aware of the consequences social media has. Social media has the ability to create resilience for a project, but as respondent 2 mentions: 'You have to see social media as an opportunity, not as a treat.'

Informing

The described tools above are ways to inform the stakeholders. A concern the respondents shared was on the delivery of information. Informing is a difficult task, and for every project it is different on which level you have to inform. On the other hand, as respondent 2 mentions: 'if you do not invest enough in the environment, this can create resistance.' However, as respondent 3 also mentions: 'We live in a society where you need to inform. As Rijkswaterstaat you need to do this professionally, which we implemented with the strategic approach of environment management.'

Environment manager

In the previous subchapter an elaboration on the environment manager is shown. With the implementation of the environment manager, Rijkswaterstaat aims to successfully fulfil projects. A couple of tasks of the environment manager are to inform those involved by organising information meetings and spread newsletters to inform. Since 2009 it is obliged to implement environment managers in planning processes. This obligation shows the effort Rijkswaterstaat is putting in the communication with the environment. However, it is remarkable that the environment manager starts to work intensively with the surrounding in the phase of 'Design', especially after the advice given by the Commission Elverding.

4.2.3 Participation in planning processes of Rijkswaterstaat

Within the current planning paradigm, decision-making is not just the task that has to be done by the government anymore. The participation ladder of Arnstein (1969, see chapter 2.2) showed the several levels on which a participant can be and influences on the decision to make. Also, the environment, as in the public, can only participate if the information is communicated sufficiently (Rijkswaterstaat, 2009, p.33). It is an ambition of Rijkswaterstaat to make progress in both aspects of communicative planning.

In this subchapter, the answer will be given on the question of ‘Which experiences does Rijkswaterstaat has on the implementation of participation approaches in current planning processes of waterways?’ The answers are gathered by the information of the analyses of the matrix developed on participation. Also the document on environment management of Rijkswaterstaat (2009) gave an overview of the current stage participation is in and the ambition of Rijkswaterstaat for participation.

The phases in decision-making

Elverding (2008, p. 14) gave the advice for decision-making in planning processes, to implement decentralised governments, citizens, industry and social organisation to work on the analysis of problems and formulate the ambition in the phase of exploration instead of definition. Another advice given by Elverding, is to give the stakeholders a bigger role in the design and decision-making of planning processes. According to Elverding, decision-making will improve if the surrounding is participating and take their ideas and interests into consideration. Participation is an essential supplement on the existing relationships between managers, civil servants and the public (figure 4.4). Rijkswaterstaat says it aims to improve the level of participation within its planning processes (Rijkswaterstaat, 2009). Furthermore, participation needs precision. Managers need to see the advantages of participation by the public and support it. Civil servants need to competently direct the process and the task of the public is to constructively think.

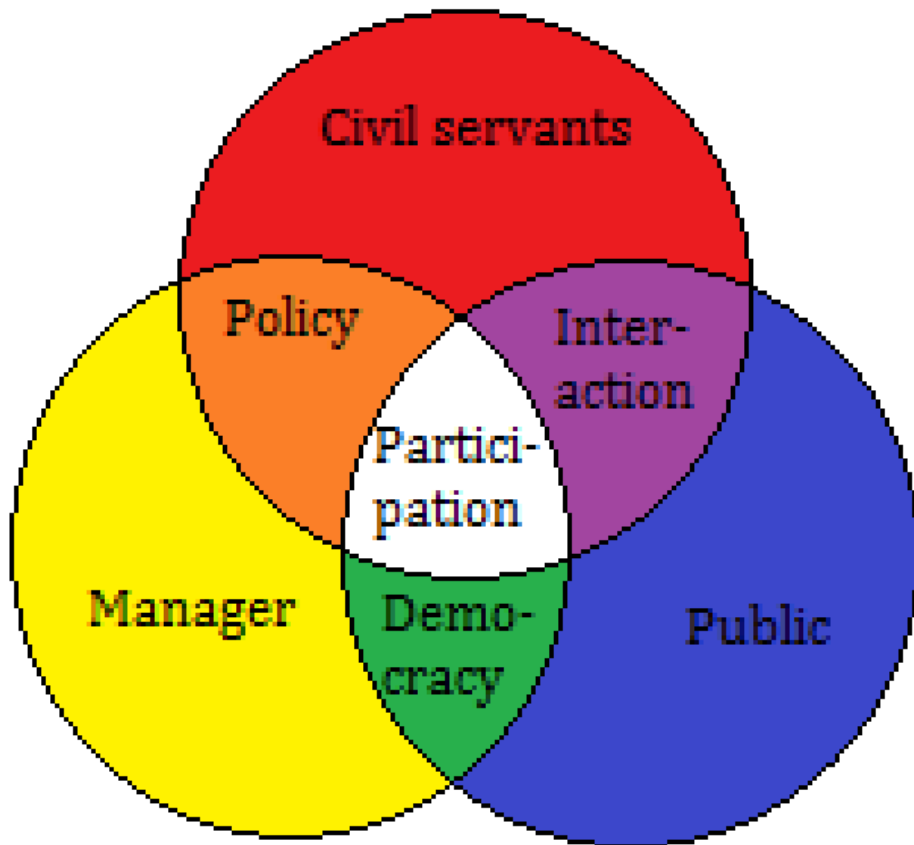


Figure 4.4 'Participation is teamwork' (Rijkswaterstaat, 2009, p. 32)

Rijkswaterstaat uses a participation ladder consisting of 6 steps (Rijkswaterstaat, 2009, p. 34).

1. Informing
2. Consulting
3. Advising
4. Co-producing
5. Delegating
6. Reacting

The first two rungs, the lowest level of participation, are informing and consulting. As described in the previous subchapter on communication, Rijkswaterstaat works hard on these rungs, especially since the implementation of the environment manager. Nevertheless, Rijkswaterstaat wants to reach higher rungs on the ladder of participation. The third rung of advising consists for example of design workshops. The fourth rung, co-producing, needs to find a balance in the share of Rijkswaterstaat and the stakeholders. The higher steps taken on the participation ladder, the higher the expectations will be for the participating stakeholders. The respondents for this interview warned also for this topic: 'Be aware of the consequences of developing high expectations (respondent 3, 4).' The high rungs on the ladder are not common in usage.

Rijkswaterstaat (2009, p.34) mentions it is not about the higher rung, the better. It is about finding the right balance.

Keeping this in mind, Rijkswaterstaat also acknowledged striving for faster decision-making by having wider public support. At the moment, Rijkswaterstaat let it depend on every project which rung of the participation ladder will be used.

Topics analysed from the matrix

Complexity

The switch the society has been through, from a technical blue print approach in planning processes to a more complex society with social dilemma. Growing awareness, knowledge and the money make a system complex, and according to respondent 1; "Participation is not a choice anymore, it is compulsory." As seen in the participation ladder Rijkswaterstaat uses, Rijkswaterstaat is making progress in this obliged effort.

Communication is crucial, to find out what the interests of all parties are. "Within participation it is not necessary to have the same interest, to support the same goal (respondent 1)."

Toolbox

At the moment, the current tools Rijkswaterstaat uses are the information gatherings for the public. The public is often lacking in participating on these gatherings, by thinking they will not be directly influenced by the project. "Or they are not able to participate on that specific evening because of their busy personal schedule (respondent 3)." This can often be a problem for the project, as the people have knowledge that can be relevant for the plan. To react on this problem, Rijkswaterstaat developed the tool 'Eparticipation'. This tool consists of an online discussion board, with mostly a virtual design. On the online discussion board, the project organisation sees which topics the public is concerned about. However, participating can only be done through the official track (Rijkswaterstaat, 2014, p.23). Another option for Eparticipation is to let people participate as a representative of a group. This can be done by a selection of criteria (respondent 3)'.

As 'Eparticipation' is upcoming in the phases of 'Definition' in planning processes, 'Serious gaming' is another tool Rijkswaterstaat wants to work on. Serious games are simulation games to confront participants with realistic problems and searching together to solutions by trying several options. Within the game, the options that are chosen show immediately the consequences (Rijkswaterstaat, 2014, p.35). By practicing in a virtual environment, unexpected and unwanted situations are foreseen. Also, serious games reinforce the perception, which is

part of the communication process. It stimulates the discussion, knowledge exchange and participants and better understanding of the process they are in.

'Eparticipation' is a tool that is used more often, but Rijkswaterstaat sees the opportunities of both of the tools. The core message of the respondents on these tools are: "Invest in the beginning, for example with these tools, experiences show off positive results on this (Respondent 2, 3)."

Environment manager

At the moment, the environment manager has the task to inform and communicate with the surrounding. "The public can only participate in a plan if at the right time, the relevant information is given (Rijkswaterstaat, 2009, p.33)." In some projects, participation is already implemented, but the environment manager could improve its duties by helping the public in this process of participating. On the other hand, "Rijkswaterstaat has limited means, that wonders if this needs to be a task of the environment manager (respondent 5)."

Investment in participation

The goal of investment in participation, in the eye of Rijkswaterstaat, is to give the public influence and appreciation, but Rijkswaterstaat will also receive local knowledge and information. A disadvantage to participation is that it is not always possible anymore to implement the plan you designed, because the ideas of the participants changed the design of the plan. "The effort you have to make as Rijkswaterstaat can create a long process in the beginning, but in the end it will be way more efficient (Respondent 3)."

4.2.4 Professionals' perspective on the implementation of consensus building

For this study the communicative paradigm is reflected on the planning processes for waterways. As this paradigm is still in development for Rijkswaterstaat, the following step could be consensus building. Consensus building is an instrument to improve communication and participation with the users, market, governmental and non-governmental partners and the surrounding and find a balance in interests. The question that will be answered in this subchapter is: 'What are the advantages and disadvantages from professionals perspectives on consensus building?'

The matrix on consensus building is analysed, where the professional highlighted their perspective on consensus building. The topics that include consensus building are discussed below:

Take interests into consideration

A precondition for a policy-implementing arm is valuing the social importance. At the moment, next to the social importance, interests are taken into consideration. However, "sometimes it can work against you (Respondent 1)", if the stakeholders are aware of your consideration and know that they can speak up to the plan. This is a task Rijkswaterstaat is struggling with at the moment. Consensus building is an instrument that could improve for both sides. Rijkswaterstaat will be aware of the input stakeholders give, stakeholders are aware that they can give input. In the short run, it will need more time. "In the long run, it will give benefits (respondent 3)." The plan is not in a stage of designing if the opponents speak up.

The steps that are taken to take the interests of the environment into consideration have made improvement from the past. "In the past we were mainly focussing on technic (respondent 3)." Introducing the environment manager, Rijkswaterstaat knows how to start conversations and talks with the environment about their interests, but also about the plan of the project.

Cooperation

Within consensus building, cooperation in finding consensus is the tasks of all stakeholders. Together working on a solution. A difficulty the respondents see is that every organisation prefers to focus on their own interests. This is something that will not disappear in working cooperated. On the other hand, if Rijkswaterstaat wants to improve and work on consensus building, it needs to open up for cooperation. At the moment, the environment manager is developing these practices by talking to and interacting with the environment. By becoming a more transparent policy-implementing arm, Rijkswaterstaat will be more accessible for cooperation in the eye of the stakeholder.

One of the respondents mentioned on cooperation: “By cooperating you will reach way more, than by inventing the wheel every time yourself (respondent 3).” By interacting with the environment, local knowledge could be essential for the plan. Circumstances Rijkswaterstaat did not foresee can be highlighted with the knowledge on the environment of the surrounding.

Toolbox

The toolbox Rijkswaterstaat worked on the last years consists of ‘Big Data’, ‘Visualisation’, ‘Serious gaming’ and ‘Eparticipation’. ‘Eparticipation’ is a tool that uses the strategy of consensus building, by letting the participants interact on the plan. ‘Serious gaming’ is a tool that consist of cooperation and building on consensus together. By letting people participate from the very beginning, they oversee the problems and become aware of the consequences of each action in the plan. Unfortunately, the tool of ‘Serious gaming’ is still in progress, but “it will be the future to use it as a tool for plans (respondent 3).”

Another tool that could make progress for the communicative paradigm in planning processes is social media. At the moment, Rijkswaterstaat does not know how to react on the influences of social media, except for using their information website. For example, tools as apps, could be developed for waterway users on where constructions take place. In the eye of consensus building, social media could be a player in the system of informing. Via Twitter and other media, make people aware of the plan and try to let them interact with you.

Look further than opponents

Consensus building means working together on a plan. However, there are always opponents for the plan. Mostly, these opponents ‘scream’ out loud, it can oppose the plan. To find consensus, “it helps to organise these fellow thinkers and let them speak (respondent 3).” Fellow thinkers often do think it is not necessary to speak up (Rijkswaterstaat, 2009, p. 33). Together with many fellow thinkers and a small group of opponents, it will be easier to talk about the obstacles in the plan and see the positive and negative sides.

Consensus building as an instrument

The respondents were asked whether they see consensus building as an instrument in planning processes for waterways in the future. All of them see consensus building as an efficient and innovative instrument, but some of them had some question marks on whether it could work on all projects (respondent 4). It is not an option to stick to old habits; Rijkswaterstaat has to move with the time. One of the respondents mentioned that “consensus building is an utopian thought, you have to be realistic (respondent 5).”

4.3 Concluding remarks

The results of this research show what the approaches of Rijkswaterstaat are to improve the decision-making in planning processes. Rijkswaterstaat uses instruments as 'Eparticipation' and developed 'Serious gaming' as a tool that can be used in the future. These instruments are essential for the improvements Rijkswaterstaat wants to make in communication with and participation of all stakeholders.

Consensus building is an instrument that can be implemented by Rijkswaterstaat to gain more public support. It will create transparency and trust in the early phases of planning processes, while currently Rijkswaterstaat is focusing on the input of communication and participation in later phases of the planning process. By demystifying the project and finding the fellow-thinkers in time, it is efficient for further steps in the process.

CHAPTER 5

DISCUSSION

In the previous chapter, data for the sub questions are collected. In this chapter, the sub questions will be answered combined with the studied literature, but more important, remarks on the current way of working of Rijkswaterstaat in the light of the researched literature is mentioned.

5.1 The study on planning processes for waterways of Rijkswaterstaat

The planning paradigm Rijkswaterstaat is working in is not consisting of blue print planning and goal-oriented approaches anymore. The old paradigm works within the limits to search for a solution, and are not suitable for the desires of current issues. It is at best suitable for routine based situations, but will not complete anymore when the problems are including conflicts of interests and where the government is not playing the most prominent role anymore (De Roo & Voogd, 2004, p.52). Criticism on this paradigm were the limits to search for a solution, but also the limited ability of the subject to gather full objective information on which to base choices.

Answers to these critics are elements of the communicative paradigm. The focus in this paradigm is on process optimisation within intersubjectivity. Creating interdependency, trust and tendency toward coherence and correspondence helps to optimize the intersubjectivity and helps to become the subjectivity convert into the objective knowledge. The tardiness in the decision-making in planning processes was a problem in infrastructural projects. The Dutch government wanted to improve this, and the Commission Elverding did research for improvement. This was one of the reasons Rijkswaterstaat developed the following ambition: create faster decision-making planning processes by creating public support (Rijkswaterstaat, 2009, p.34).

As Rijkswaterstaat mentions in its Business Plans, it wants to improve the public support to work on faster decision-making in the planning processes. Rijkswaterstaat knows that communicating with and participating of the surrounding can improve public support. In the case of waterways, Rijkswaterstaat is less skilled in these tasks compared to road projects.

Likewise, as the findings showed in the previous chapter, this problem is stated on international level too. The focus groups that were taken in the light of Hijdra's study showed the request for an earlier level of communication and participation. As communication is the key to success, the respondents of the focus groups gave the advise to demystify projects and make sure that everybody is involved, and not just the authority. In line with these focus groups, the Dutch respondents agreed on the topics that were discussed and advised.

The options to create public support to improve the fastness of decision-making in planning processes are analysed. This discussion shed lights on communication and participation by Rijkswaterstaat to the environment. Improvement on the way of working of Rijkswaterstaat is discussed, in combination with the instrument of 'consensus building'.

5.2 Communication in planning processes of waterways by Rijkswaterstaat

Rijkswaterstaat wants to be a public-oriented network manager, which is stated in the Business Plans for 2008 and 2015. The improvements Rijkswaterstaat made in the past years to become more public-oriented, is the improvement on the level of communication. Via the information number, 0800-8002, the website and information gatherings for projects Rijkswaterstaat shows itself as a transparent organisation. At the moment, new tools are developed to advance the level of communication.

Big Data and Visualisation are interesting tools when it comes to communication. Big Data helps in the decision-making process, as it visualises what the water could do in several cases. Visualisation, on the other hand, shows the plans of a project by a map table or 3D picture. However, until now it are just a couple of projects that used these tools for their projects. As the success of these projects lies in these tools, Rijkswaterstaat prefers to use these tools more often. In the eye of this study, these tools are interesting elements to improve communication in planning processes. However, it would be even better to implement them in an earlier phase, as this will help grow the public support and improve the decision-making processes.

5.3 Experiences with participation in planning processes of waterways

Rijkswaterstaat is aware it can still make improvements on the level of communication. Including stakeholders and the surrounding as participants could advance this. Rijkswaterstaat uses a newer version of the participation ladder that is described in the literature. As the ladder of Arnstein has 8 rungs, Rijkswaterstaat works with a ladder of 6 rungs. Currently, Rijkswaterstaat mostly works on the lower rungs, mainly focusing on informing, of this ladder. Rijkswaterstaat has the ambition to work with participants on the fourth or fifth rung, consisting of co-producing and delegating. However, Rijkswaterstaat says it depends on every project, which is something the respondents mentioned in the interviews as well.

The experiences with participation are the tools Rijkswaterstaat has developed. One of these tools is the environment manager (Rijkswaterstaat, 2009). One of the critics gained from the guidelines for the environment, but also mentioned by the respondents: the higher the rung of participation, the higher the expectations of the environment will be. Answers to this dilemma

can be the tools of 'Eparticipation' and 'Serious gaming'. These instruments are new in the current planning processes of waterways, but are already used a couple of times, especially in road networks. By letting the environment participate, local knowledge can play an important role in the decision-making; this is something Edelenbos (2012, p.336) also mentioned. "There is space and opportunity for stakeholders to bring in and develop their knowledge, interests and demands together with the regular experts." This is an essential element for plan making, which is in the eye of the respondents also essential and can lead to different outcomes than expected.

In the interviews, it occurred that the respondents see the advantages of earlier communication and participation. Investing more in the beginning will lead to better results in the end. Two respondents see the benefits: it could be extra work in the beginning, but it will pay off in the end, as it will give fewer struggles in the design phase. Edelenbos (2012, p.335) concluded this nicely: "Actors are more willing to be open and become more vulnerable in a cooperative environment. Subsequently, this leads to innovation and more problem-solving capacity in processes of inter-organisational cooperation."

As Rijkswaterstaat already made improvements by implementing the function of an environment manager, it might be an idea to change the duties of the environment manager to communication and participation of the surrounding in an earlier phase.

5.4 Planning processes for waterways of Rijkswaterstaat

Rijkswaterstaat developed a Business Plan, which states that the focus of the organisation is to become a public-oriented network manager. Rijkswaterstaat has made several improvements to become a public-oriented network manager: one of these improvements is introducing the environment manager; he or she mainly focuses on the phase of 'Definition' in planning processes.

As the Dutch government researched on how the decision-making processes could be improved, Elverding (2008, p.13) stated to use three phases: the exploration, development and implementation phase. The current planning processes of Rijkswaterstaat consist of five phases. These 5 phases divide the functions of these three: exploration, development and implementation.

As this study also focuses on the improvement of the tardiness in decision-making in the communicative planning paradigm, the question of Healy: 'In what STYLE?' has been asked. The style that is used is consensus building. "Consensus within a group requires open communication and understanding on the interests of others, involvement within the design of the process, creativity and exchange of ideas and trust (Evers & Susskind, 2006, p.11)."

Consensus building is an investment in the decision-making process, and includes public participation, information sharing, discourse and negotiation.

The planning process developed for this study and the planning process used by Rijkswaterstaat are compared. The planning process used by Rijkswaterstaat mainly focuses on the exploration, which roles into the definition phase. In the definition phase, interaction with the environment is searched. This is the task of the environment manager.

The aim of interaction with the environment is purchasing public support. However, the advice given by the Commission Elverding focuses on earlier and more spacious estimation of participation of the stakeholder to breakthrough the inertia of decision-making. If Rijkswaterstaat wants to breakthrough the inertia of decision-making and gain more public support on plans, a change in phases of planning processes can be an option.

The first 3 phases of Research, Exploration and Definition changing in 4 phases of Initiation, Definition, Design and Development is suggested. By having a first phase consisting of 'Initiation', all stakeholders, including the surrounding are organised and informed. In this phase the focus is on what the responsibilities and roles of stakeholders are in the process. By informing already in this phase, Rijkswaterstaat works on its transparency and builds trust. This phase on interdependency helps to optimize the intersubjectivity.

It is a suggestion to introduce the instrument of 'Visualisation', combined with the instrument of 'Serious gaming', in the first or second phase of the planning process. All participants will become more aware of the consequences some interventions will have, with the 'Serious gaming' instrument in particular.

The 'Definition' phase of the planning process for consensus building is different from the 'Definition' phase of Rijkswaterstaat. Instead of designing the plan, it is about the tasks and responsibilities of all participants. These roles and responsibilities will be allocated. All preferences and interests are on the table now. The developed tool of 'Eparticipation' can play an interesting role in this phase. By allocating the roles and responsibilities of all stakeholders, the 'Eparticipant' can also receive a role. Combined with the following phase, 'Eparticipation' helps to search for a common solution.

The 'Design' phase has the mean to explore the plan. Several types of design will pass by, and some of these designs are introduced to the participants. At the moment, the instrument 'Visualisation' takes place around this time. Within this phase, a search for a common solution takes place. In the end, consensus is achieved.

'Development' gives a description of the plan, and as Rijkswaterstaat wants to increase to work with contractors, it is the right phase to distribute. The following phases of Implementation and Maintenance/Follow-up are similar, but in the planning process focusing on consensus building, the responsibilities have to be maintained. Roles and responsibilities

have been allocated in the second phase, but the process ‘never ends’. By allocating and maintaining responsibilities, the one with a specific role knows what to do when unexpected developments occur.

Table 5.1 Left: Planning process Rijkswaterstaat, Right: Planning process for Consensus Building

1. Research
2. Exploration
3. Definition
4. Implementation
5. Maintenance

1. Initiation
2. Definition
3. Design
4. Development
5. Implementation
6. Follow-up

5.5 Advantages and disadvantages of consensus building from professionals’ perspective

The opinions of the interviewed professionals are two-sided. They all mention the advantages of consensus building, as it is a tool to improve the aim of Rijkswaterstaat. But they also mention disadvantages: it is hard to always take all interests into consideration and it can make projects needless complex. According to one of the respondents, it is a utopian thought to build consensus with all stakeholders, including the environment. However, on the other hand, it is necessary to keep on moving in this time of technology and improvements. And together will always give more interest insights than with the perspective of one organisation.

To state consensus building, it is an idea to focus more on the fellow thinkers during a project, than just the opponents. By enforcing the fellow-thinkers in an earlier stage of the process, it could lead to stronger consensus, as more people are supporting the plan.

The overall conclusion of the professionals on consensus building: it is the future for planning processes to focus on consensus building. Communicate in an earlier phase and let all stakeholders, including the environment participate to create public support, which will enforce the decision-making process. This is the way to reach the aim of Rijkswaterstaat: gaining public support by fastening the decision-making process.

5.6 Rijkswaterstaat aims at optimal satisfaction all stakeholders

The aim of Rijkswaterstaat is to reach an optimum (Rijkswaterstaat, 2011, p. 46) of satisfactions of the user, partners, market and environment, within the line of government policies on

infrastructure. This could be reached by earlier involvement of the participants. It will create public support and Rijkswaterstaat will be more transparent as a public-oriented network manager by interacting in an earlier stage with the environment.

5.7 Concluding remarks

This study argues on communicative planning in planning processes for waterways of Rijkswaterstaat. The essential elements of communicative planning showed on which level Rijkswaterstaat is working in the communicative paradigm. As this paradigm is still in development and Rijkswaterstaat wants to develop itself into a public oriented network manager, the study shows which current tools Rijkswaterstaat uses. There are still steps that can be taken and this study provides the tool of consensus building. This is a tool that can be used to become a public oriented network manager. Suggestions are made to implement consensus building, but within the planning process developed for this study. This planning process consists of elements that are essential for the phases consensus building has to go through.

The study shows the relevance of consensus building in planning processes nowadays. Consensus building is more often used, but for planning processes of waterways it is not common yet. Rijkswaterstaat is not unfamiliar with tools that focus on the dimension of developing into a communicative approach, as the tools as 'Eparticipation' and 'Visualisation' are in their research of improvement too. Consensus building can be the next step in improving planning processes if Rijkswaterstaat wants to realize a safe, liveable and accessible environment by cooperation. The next chapter will elaborate on the conclusion.

CHAPTER 6

CONCLUSION

The usage of waterways is increasing intensively these days; this is one of the main concerns of Rijkswaterstaat. As a result, this conclusion shows the answers on the questions: ‘How and to what extent does communicative planning plays a role in the planning processes of waterways?’ and ‘Is the implementation of consensus building the future of planning processes?’

Rijkswaterstaat works within the communicative paradigm, and wants to become a public oriented network manager. To realise this ambition, Rijkswaterstaat is searching for another approach too. This study shows the opportunities consensus building as an instrument brings.

6.1 Rijkswaterstaat in the communicative paradigm

In the mid of last century, Rijkswaterstaat had to deal with extreme flooding. An answer to this was the technical approach of blueprint planning: the Deltaworks were built. These works guaranteed safety and certainty. At the same time, the welfare state was increasing, which also meant that mobility increased. The answer to this was an approach within goal-maximisation.

During the 1970s, critics on this approach came. The environmental awareness raised and citizens wanted to have more influence in decision-making processes. People became aware of the influence of intersubjective behaviour (De Roo, 2003). Followed by this critic, times of uncertainty raised. Again flooding threatened the Netherlands. Another approach followed, and complexity was the core element. “The need for flexibility, the presence of uncertainty, the role of actors and the growing emphasis on complexity in goal-oriented action have resulted in a shift of emphasis from design mechanisms for planning to optimising the timing of decisions in the planning process (De Roo, 2003, p.105).” Many stakeholders with different interests and stakes make it complex and hard to manage for Rijkswaterstaat, but it is still improving its way of working by developing Business Plans.

Since then, Rijkswaterstaat aimed to change. The desire of Rijkswaterstaat is to serve and listen to the users of the transport-infrastructure networks for which it is responsible. However, it is caught between its expert status on the one hand and the need to democratise its way of working on the other hand. The Business Plan developed in 2004 shows the ambition to become a public-oriented network manager. Within this ambition, Rijkswaterstaat strives to create large public support to speed up the decision-making process.

The public support can be enlarged through the area-oriented approach Rijkswaterstaat uses. Within social dilemmas and the interdependency between stakeholders, Rijkswaterstaat

needs to develop trust among the projects and itself. The created public support can help within negotiated agreement to find solutions.

6.2 Communication and participation in planning processes

The combination of the recommendation given by the Commission Elverding, the literature on consensus building and the perspective of some of the respondents shows the essence of this study: Rijkswaterstaat has to invest in communication with and participation of all stakeholders in the first phases of planning process for waterways. These stakeholders include the users, the market, other governmental partners and most importantly, the public.

Rijkswaterstaat has to focus on the first phases in this planning process. Phases as Initiation, Definition, Design and Development are essential in the search for negotiated agreement. It is the task of Rijkswaterstaat to demystify the projects, which is tried to be done by information gatherings, 0800-8002 phone number and the environment manager at the moment. Rijkswaterstaat developed new tools, but is still testing these instruments for application. The tools of 'Visualisation', 'Eparticipation' and 'Serious-gaming' can improve the level of communication and participation in planning processes, but also 'Big Data' will be essential for planning processes of waterways. It will help Rijkswaterstaat predict and visualise what the water will do during flooding. By using these tools in the earlier phases of planning process instead of the current phase of 'Definition', it will help building consensus too.

This investment, consisting of implementing the tools and interacting with the environment, in the beginning of a process will take more effort than the reality nowadays. Nevertheless, it will create transparency of Rijkswaterstaat and the project. In later phases of the process, it will pay-off as an effective and efficient process, as designs do not have to be changed due to the created public support. This is because of no resistance on the plan and local knowledge can be implemented earlier.

6.3 Consensus building

The ambition of Rijkswaterstaat is to gain more public support to speed up the decision-making process. Gaining public support is an aspect of communicative planning. Nevertheless, the questions of Healey (Allmendinger, 2002) search for an answer how communicative planning is implemented. For this study, the question of: 'in what STYLE?' is answered with the instrument of consensus building. Consensus building can be the next step in improving planning processes if Rijkswaterstaat wants to realize a safe, liveable and accessible environment by cooperation.

In accordance to Berke et al (2006) and this research, practices under consensus building include public participation, information sharing, discourse and negotiation. Consensus

building emphasizes intersubjectivity. The intersubjectivity on the plan will be increased, compared to former planning processes. With consensus building it is tried to assure the needs of all stakeholders. That they are all informed and have a voice and the urge of common search for agreement.

By implementing consensus building in planning processes for waterways, Rijkswaterstaat has to focus on the first phases in this planning process. By using the newly developed tools of Rijkswaterstaat in early phases in the planning process, consensus building is stimulated.

The desire of Rijkswaterstaat to work on higher rungs on the participation ladder could be reached if the elements of consensus building and the developed tools will be implemented in early phases of planning processes. Instead of just informing, Rijkswaterstaat will work together with the users, public and market on the rung of co-producing or even delegating in a project concerning waterways. "Actors are more willing to be open and become more vulnerable in a cooperative environment. Subsequently, this leads to innovation and more problem-solving capacity in processes of inter-organisational cooperation (Edelenbos, 2012, p. 335)." It is beneficial to become more cooperative, by building consensus, for planning processes of waterways.

With these steps, public support will be enlarged in waterway projects, and the tardiness of decision-making will be over. The planning process is optimized, due to the 'style' of consensus building.

6.3 Recommendations for further research

The goal of Rijkswaterstaat is to reach an optimum (Rijkswaterstaat, 2011, p.46) of satisfaction of the user, partners, market and environment, within the line of government policies on infrastructure. As described above, within the communicative paradigm, consensus building will be the instrument to use. This could be extracted to the planning processes of the water system and road network too. However, the road network is already further in the process of interaction with the environment, so it could be desired to use another approach.

Also, a recommendation for further research on the topic of consensus building is research from the viewpoint of the stakeholders. This research is based on the perspective of Rijkswaterstaat, but could be extracted to the users, the partners, the market and the surrounding by focusing on the elements of consensus building within planning processes and the effect it has on their way of working.

REFLECTION

In the last months of 2013, I received the assignment to write my master thesis. At the start I was overwhelmed by all information on planning, and the first weeks and meetings were a real struggle for me. After a while, it became rather clear where my main interests were focused on. After discussion with Arjan Hijdra and Tim Busscher, I decided to focus on the communicative paradigm within the planning processes of waterways.

I will describe from a bird's view perspective the development of focusing on the subject for this study: A combination of my own topic and my transcriptions of the focus groups for the PhD research of Arjan Hijdra, showed me the first results. However, it was still pretty unclear after a while that the focus of my topic was too broad. During meetings with Arjan, we figured I had to focus on consensus building in planning processes for waterways. A question that appeared was: would the instrument of consensus building be the future for Rijkswaterstaat? And at the same time, what are the current developments in becoming a more communicative and participative planning process of Rijkswaterstaat?

The outcomes of this research are convincing to me. The interviews, focus groups and text analyses show more insights on the topic, and support me by the verdict I developed last six months. As changing is not an easy assignment, it is the question whether Rijkswaterstaat will implement such a way of working. Fortunately, there are new developed tools, like 'Big Data' and 'Eparticipation' that are the first steps to build consensus in earlier phases of the planning process. And I hope my main conclusion will contribute to this transformational working process.

This long process of writing a master thesis, gained me insight on things I can learn from. Sometimes I am overwhelmed by another one's point of view on a topic and I forget, at that moment, to ask questions like: why, where, and what. After these conversations I had a mixed-up feeling on what to do and how to take the advice into consideration. I should have asked the draft questions immediately instead of figuring it out myself.

Another point I learned from is that I prefer to work together, in a team. I prefer teamwork for several reasons, but especially the reason that I disliked the days I had to deal with my own problems and sharing was hard. Working on a project within a team would make this, but also the reflection, sharpen decisions and involving new knowledge, much easier for me.

I discovered during this research that I developed my whole study a strong discipline, especially in Indonesia and the last year. This was very beneficial for me and the process. I

scheduled my weeks most effectively to be as efficient as possible. Combined with the courses that were scheduled for the semester, I managed it to pass all the exams and write this thesis. I am proud that I managed it within the restricted time I gave myself.

What I have learned during this track, that I, from a fuzzy assignment, found my way through find sufficient focus. This gives me confidence for the future. However, next time I will establish my process of searching for a topic more efficient, complemented with a more personal assertive attitude.

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APPENDICES

Appendix A: Transcription Focus groups

Questions focus groups:

1. How can you increase the value of a waterway?
2. How can cooperation with other organizations/stakeholder/public take place?
3. What typical problems do you run into?
4. What solutions did you come up with?

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Group Yellow

*Participants: Arjan Hijdra (RWS)
 Andreas Dohms (WSV)
 Joost Koevoets (IHC)
 Duchateau (Stratec)
 Thilo Wachholz (WSV)
 Gudrun Maierbrugger (Via Donau)
 Kress (PhD UMass, trainee at USCE)
 Loyaerts (Pianc Belgium)*

Arjan Hijdra	Before I'm going to say anything, does anyone feels like responding to the questions? Any experiences?
Gudrun Maierbrugger	If you say: how do you increase the value of the waterway? Does that mean one of those, or a combination of those?
Arjan Hijdra	One of those, or a combination of those: at least more than transportation only
Gudrun Maierbrugger	Well, I think from the practical point of view, we talked about that earlier. It sounds easier then it is, there are so many users and so many stakeholders and administrative stakeholders involved. You have to pick out who are the ones to talk with and getting them on the table, that's the main issue before you can start actually.
Arjan Hijdra	Do you have a way of going through that process?
Gudrun Maierbrugger	Well, I think that's a bit of the second question right? It's a question of how to implement them, and from my experience and my background, urban planner, and we work with a lot of stakeholders and involvement of public participants. That can be an obstacle as well, the more people you have on the table, the more complicated it gets. It can end up in a never-ending discussion.
Andreas Dohms 2:40	Almost right, but complicated. My experience, I was involved in such mediation for Kanal Berlin. The people around the table, there was a lot of discussion and you especially have a lot of discussion beside of the issue. 'How to complicate, how to build etc.' But on the other hand I had to develop a project that was about the renovation of this canal, a canal of about 10km. The beds had to be renovated and I had to develop it with the people outside of my office, so we had sessions. This was very complicated and exhausting, but at the end we found together the best solution. So my experience from this, quite complicate.
Arjan Hijdra	Did everybody agree it was the best solution or was it the best solution for a certain part?
Andreas	The meaning of this mediation was, founding a solution that was accepted by

Dohms	all members of this project. It could be accepted when all accepted this solution tool. It was accepted by all participants
Gudrun Maierbrugger	Do you think that people get used, the public gets used to that involvement procedures? I wonder, at the beginning it was new to everybody, everybody wanted to participate, and wanted to share his or her view. Have you experienced that this is changing? That people are getting more focused when they participate? Or that their effort in participation diminishes? Have you experienced any of this?
Kress	Are people tired, or more and more concentrated?
Joost Koevoets 6:00	It depends of where you are in the world. From our luxury position in the West to the for instance, what we have seen of the Mekong Delta, where people are just starting to experience that they have a right to discuss what is going to happen with the river. Nobody ever asked them before, and now people are starting to ask them what is your opinion of this part of the river? So, economic value of that part of the river towards, for instance, environmental impact, and what is been fishing in that section for centuries? If we could lock him there, fishing is going down. We are used to a procedure. In Holland a procedure over a piece of real-estate for a road can last 40 years, and that's only 10 km of road.
Gudrun Maierbrugger	My question exactly was, aiming at that people are being used to procedures. Of course, in Vietnam or wherever, it is a completely different aspect. It is important as well of course, but let's talk about Europe for a start. Is it changing, the participation issue? Are people getting more educated, more involved? Or more experienced with being involved?
Andreas Dohms 7:35	More involved, I think, out of my view, the tendency is going to Public participation, from my observing, for waterway issues, there are all discussion and you see that it has so much public participation. Not even the question if we want it or don't want it.
Arjan Hijdra	Could you perhaps reflect from the US situation?
Kress 10:00	Sure, I'm a student, no professional experience of this. I think in the US, the understanding of the public participation is getting better. Historically there was not as much public participation, but now there is very, well there is 'legal requirements'. There is a legal awareness, because nobody wants to be sued. There is also, I think the community seeing the power, the power of their voice. And then one success, reaches another success. We have a lot of public input for fishing, regulations for example and then people see that as effecting coast-lines and ports. But definitely seeing more in wealthy communities, as always, people having more education and more agency. I was answering no.1 in a very obvious way, which was through public access, which was my first thought. We see recreational values, for whatever aspects, being the most valuable for a lot of properties. Improving public access, I'm assuming it is similar in Europe, you have rules about making signs, making it very clear, the cheap way, and advertising it.
Hughes Du Chateau 12:15	The value of a project will be given by the users, and it is very important to – almost philosophical – give the information to the future user. They will give the value, they will decide. The problem was the public debate – for the very long term – there is a very risk aversion. They are giving priority to very short-term benefit and they are not considering conveniently the long-term benefits of a project. We were talking about the Antwerp Canal in Belgium, the project was decided in 1930, and we were discussing about the possibility to

	<p>finding a similar decision. The answer was: it is impossible, because the public opinion will not be evaporated. I remember in Belgium, when we decided to build new motorways. It was very difficult, public opinion was totally against the project in '45. A politician explained to the public that it was very important to have the motorway. Some of them go to the coast, and they have experienced that the traffic-jam on the current small roads and the motorway was only for every weekend going to the coast, but for those who don't like going to the coast, we also have to make a motorway to the forest of the Arden. The way to obtain the addition of the public was to give this very short-term information, way to see the project, not at all the economic benefit in long-term. It was all very short-termed.</p>
Arjan Hijdra	So, just give a little information and just move forward.
Loyaerts 15:35	<p>When we compare the Antwerp canal, it was decided without thinking about economic, economical ratio – positive, negative. When we compare it with a new canal, the Seine-Schelt, it is the completely opposite side. How is it possible to spend such an amount of money, for something that you perhaps create such an attraction, economic attraction for the future? It is also that the situation created by some politician, economist and socialist, short-term view. Because then we are sure it could be a positive answer, positive thing for the economic, for the society. If it is long-term, which is the case of waterways, because the investments are high and it is something not that easy to be used as a new motorway or a new high-speed train and is out of scope. It is one of the major problems for the Seine Skelt in France.</p> <p>When knowing some part of the country is positive against the project, other not, depends of where they are – where they consider, how they consider, for their own economy, the growth of the economy, the development of the economy – then there should be make choices and there comes the project, because it is short-viewed.</p> <p>A few weeks ago I spoke with a representative from Quebec, Canada. Who said: Don't build a project when there is no economic interest. It means a lot of projects won't never have been build in the past</p>
Arjan Hijdra	Summarize what you were saying: we go from long-term strategic thinking to economic thinking?
Loyaerts	People don't want to risk a lot, because economic crisis – what should we do?
Joost Koevoets	What are you saying, are you actually saying that a long-term vision is lacking?
Loyaerts	Yes, it is existing and taking the example of managing the waterways in Wallonia. All the politicians agree – we have to go in with new projects for waterways, but they cost too much. It is exactly not even that much, only the extensions of the Seine-Scheld in Wallonia is about 80-90 million Euros, it is not so much in fact. What about the budget? "Yes, yes, we agree" But when they have to come to practice to find money, to find solution to find money, with partnerships, PPP – it is hard. It is too risky, short-view: 'we have a vision, we want to', but if they have to go a step forward, making decisions etc. They don't dare it, there is a lack of entrepreneur.
Arjan Hijdra	Do they dare to think in Colombia to look forward?
Colombia	It is very different: we have to take into account that we don't have infrastructures in European content. We have more difficulties with taking a discussion like this. For example, we are planning to build a port in Colombia. Just to get the permission, you have to go to the authority and explain the project. The guy who is going to give you permission, maybe has never seen

	the river. It is very difficult, more tight to the knowledge of the region, or the river.
Thilo Wachholz	Seems a little bit similar. And if you go to somebody, maybe in Europe or the US, to the public, they don't have any idea of what that influence mean. And what it means to me in my region, so giving a picture of it – what is the aim and what is the benefit.
Colombia	Explaining it is very difficult, but it is easier then before. People now are more prepared; know more about the subject and the issues. Sometimes something special happens, politicians control transport, so they don't want any other mode to share. It is their business, they control the transport, it is their business.
Joost Koevoets 20:30	I've seen the same conflict of interest in the US studies on efficiency. The lobby from the riverside of river transport promoting the river transport and the trucking side of business putting out the contradiction. So you have two reports, discussing the same subject, exactly from a 90 degrees angle.
Loyaerts	Were the same experts working on the topic? On both sides? * joking *
Gudrun Maierbrugger	When you were talking, I was exactly thinking about that. There are a lot of studies, experts and calculation models, but it is the same thing all over the place; you have to convince the right people, with the right data in the right way at the right time and so on.
Joost Koevoets	I think it is similar. The authorities here...
Gudrun Maierbrugger 21:40	Each model, everybody knows it, can be used in the way you want it to function. And that's a general problem. I think many people start to realize that there is something else to work. There might be a sustainable way to operate transport. But how do you convince them and how do you convey that that's the right message to them? What data do you use, even with the calculation models of the EU there is expert debate about that.
Hughes DuChateau	The problem is that the trade-off between the local impact and the large scale. It intends to give the large-scale impact an area large as the country perhaps. The bad impact on a very narrow, it is impossible to ask the person living in a very narrow zone, to give a good appreciation of an opportunity of a project, which will give a benefit to a very large community. That's the role of a politician, to make the trade-off between the local problem and the large-scale benefit. It is nevertheless important to receive the estimation of the impact on the local inhabitant. It is also true; the weight to be given to all the opinions is the role of the politician.
Arjan Hijdra	What I'm a little bit puzzled about, or interested in, if you look at the second question about cooperation. I hear little stories about a single transportation ministry, responsible, adding or not adding things. Is seeking cooperation with other organisations; is there no incentive to do so? Is it actually: stay in power for your own business? Is that perhaps a hurdle to take?
Gudrun Maierbrugger	You mean the cooperation with other authorities as a hurdle?
Arjan Hijdra 24:15	Or other groups, aren't there any incentives for ministries to seek the other users, benefits?
Colombia	Incentives for the minister? To be involved in?
Arjan Hijdra	Other types of values for the nation, other benefits?
Loyaerts	You know, in Wallonia, we tried a solution with a special company for financing, a major investor in the roads, the waterways. Of course it cost a lot. The ministry was financing all the infrastructure, that means with loans coming from the European Investor Bank, the other banks and so on. Year

25:30	after year, they started trying to additional valuating, electricity coming from dams or the rivers or others. The problem it doesn't cover all the costs of financing the project. So we need something else. Perhaps it is the value of the water itself, manufactories, factories using the water for their own <u>25:40</u> purposes for instances. That's a solution to create synergy with people real-estate, along the waterways. Kind of better agreement and involvement of all the people together. Not only the infrastructure on one side and on the other side.
Joost Koevoets	I've seen a study of the WorldBank on the Parano river in Brasil. Actually the financing of the works that are necessary to transport the soya large scalded over the river can be financed by charges per ton transport. It came down to 11/12 cents per ton on transport duties, on the economic side exportation of the river. For the stretch end.
Arjan Hijdra	But that's for transportation, do I hear you say: well, maybe you should charge the industry for using water? That's a different source of income.
Loyaerts	It is also water value. The value of the water itself, as the water can bring aggregated electricity, thanks to dams.
Gudrun Maierbrugger 28:00	I think, the basic problem is that you cannot put it down to economic value. You cannot put every value of a waterway down to an economic value. I mean: recreational value, of course there is tax incomes of that. The value of a landscape and the value of a social cohesion – I wanted to raise that. Of course there are incentives to cooperate with other areas etc. but we bound to funding structures and working structures that's what we focus on. And every surplus value needs surplus effort, and I think it is very human not to take that surplus effort; it is easier the other way.
Arjan Hijdra	You were saying, the aesthetic value or recreational value. It is difficult to get it down to economics, or maybe you don't want to get it down to economics. How does it get developed then, or is it ignored?
Gudrun Maierbrugger	There is the political background, which should push that forward. That is one of the main tasks of the political system, to push goals forward that wouldn't be pushed fo themselves, because they cannot be measured or they don't have strong values
Arjan Hijdra	Should we do the responsible the public agency, responsible for the waterway or the political ..
Gudrun Maierbrugger	Not only the waterway administration, but it might be a broader issue, because there are so many functions. For example, in Austria we also got a national development plan for the waterway and up to now, it was focused on navigation. All the projects and all strategies were focused on navigation. And now, we revised it and we rolled up into two or three pillars. The navigation pillar, the environment pillar and the flood-protection pillar, which is still quite narrow, because what we left out is the recreational use, because we don't know to who we have to talk to, yet. And, we also left the passenger navigation out, because, for now, it is too much effort, but that's at least one step.
Arjan Hijdra	And one organization should have all three pillars in one hand, or?
Gudrun Maierbrugger	We are creating a superstructure – laughing – No, it's of course, for practical implementation: we will see how far we get with it, because of course there are a lot of ministries involved and a lot of people involved, but at least, it is a try.

Andreas Dohms	You have an example for such a project with the three pillars?
Gudrun Maierbrugger 30:45	You probably heard of that Daniup river engineering project in eastern Vienna. That's actually one of the best examples for it. It started as a navigation project between Vienna and a close city, for years they have been trying to upgrade it and they started from a navigational point of view. That was the first issue, then they discovered there are a lot of environmental issues – there is a national park - and there is of course, the flood protection issue. And then, over the years the other pillars were getting more and more important and they were already debating if they didn't even outranged the navigational pillar.
Arjan Hijdra	The solution to this approach was: they came up with to integrate into one strong organisation
Gudrun Maierbrugger	In an ideal way: we see how it works in practical implementations, we don't know. There has got to be a vision behind it, otherwise it won't work.
Kress	So for that project, do you have a very strong environmental partner? A powerful organisation that says: Yes, we want this?
Gudrun Maierbrugger	There are actually a lot of partners, and that's one of the problems. There a lot of NGOs and a lot of people involved and that makes it why it takes so much effort.
Kress 32:30	Because we talk a lot about relationship building and trying to break people, even as basic bringing people on fieldtrips to do sight visits, they send people out for 8 hours, for some reason, people will do that. Just to approve to a local mayor or an environmental advocate to show: this is what happens. To understand the process. It is slow, but so valuable.
Arjan Hijdra	Is there similarity in the US, do they also integrate multiple goals and pillars in the approach?
Kress	Yes, there are 7 aspects, mission areas. It is about risk management, environmental protection and so on. But because of the history, there is a lot of misinformation or bad feelings about projects, and so now there is an emphasis on demystifying, so making what they do not a mystery to the public.
Gudrun Maierbrugger	I often wonder if the process of getting the people together and is explaining, and explaining and explaining, if this project will pay-off, in 20 years? If the knowledge and the attitude of the people changes; which of course takes time, but we probably at that point of time, cannot yet judge this involvement process might pay-off more then we expected. It could be, I don't know.
Kress	Getting the public opinion on your side, before the project even starts, there is a lot of focus on that.
Gudrun Maierbrugger	At least now.
Arjan Hijdra	Is the core of engineers partnering up with a strong environmental organisation structure?
Kress	The nature conservancy: They are international, but they started in the US. They work on changing water releases, some dams. That was one of their first projects. The nature conservancy convinced the core to change, how they were operating, which took a lot of mind-set change, because it was bringing the environmental people and the engineering people
Gudrun Maierbrugger	That must have happened, that it has to happen in 3 ways, not just in 1.
Kress	Convincing the engineers that this would not hurt the dam, to change the rivers etc.

Gudrun Maierbrugger 35:00	Did you found measures that are positive for all areas?
Kress	We talked about the Colombia river, and I was there for the dam, but now they are saying most of the goes out to fish-passages. So they are changing the usage structures.
Thilo Wachholz	If you go out with a project, you get a lot of protest. Maybe something has to change in your inside. Maybe this is a public opinion and if you don't agree with the public opinion, you can manage a little project not until 20 years or so. All that use of benefits that projects can make it is gone, it is gone after 20 years. I think it is better to have it in shorter distance and have the use and the values in shorter ranges. Spend some more for fish migration, or something like this, is better for the project to come closer.
Hughes DuChateau 37:30	In France, the way to integrate the different points of view is the following; it is decided by the parliament, they are very confident in the representative democracy. They agree that the local person involved can put in an idea for the local, but not for deciding the opportunity – to do or not to do – because that is decided at the higher level. The higher level, the three pillars, integrate by mean of financial tool. It is necessary to quantify all the user impacts, the environmental impact and it is also necessary to have an idea of the value of something that will happen in the long-term. So, they decide the actualisation rate, that's the financial point of view, they decide the value of the shadow, all the indirect impact, the environmental impact. They ask if that will be very carefully quantified and it is the same for the economic benefit. And the difficulty is mostly in the quantification. To think of are the quantification of the traffic on the waterway, and the quantification of the carbon impact. The question lies more in the quantification of the impact, then the evaluation of the impact.
Loyaerts	The quantification of the transport in the future. What will be the cost of the benzene?
Hughes DuChateau	That's given by the rapport Quine/Brateur (some French joking)
Joost Koevoets	What we do is; we drop scenarios, possible scenarios for the technology impact and industry backlash and then look for the most robust combinations. We try to envisage how in 2025 a certain policy will look and try to think of what will the vehicle look like, what will be the requirement and how fast will this go? You can quantify it, but it has to be a dynamic system.
Loyaerts	That is a good way of working. You count, you know what are the changes, what will it be? Who knows what will happen with petroleum in Europe for instance? It can change for up normal, or something special. We have to try something with scenarios, with options, which are the most possible.
Joost Koevoets	It is not the truth, creating around uncertainty, creating a kind of reason for why you make decisions
Arjan Hijdra	I was kind of curious from the Belgium perspective. I hear in Austria it is about integrating of the multiple values in a national plan. I hear Hughes (France) say that the political representation is where things get integrated. Can you say a little bit more about Belgium?
Loyaerts	There is already a difference between Vlanders and Wallonia. In Vlanders, the view they have is a more integrated view. When I talk about the value of the

	ground, all the areas around the canal, that's something true. Because of the matter they organize, the expectation, the operation, the management of their network, it comes together with the management of the waterways itself. The fact that they are managing area around the canals with a kind of a promotion of this ground, which is not completely the same within Wallonia, because there is more separations between the waterway operator, the harbour authority, some economic development companies. There is no unique point of view. If I'm a minister and I may do it, I would change the programme completely. The trend is very difficult to move forward, you know everybody has something to say and there are local interests, which are in contradiction with other interests elsewhere. Integration of the several topics, the interests may have, that can bring added value.
Arjan Hijdra	Is that a political thing or a practical thing of the public servants or the people working on the projects? Is it something politicians have to decide about, that it should be more integrated or is it something that you can just do by engineers, planners etc.
Loyaerts 45:20	Of course, on the local level the engineers will only work on the topic they know, which means infrastructure, maintenance and so on. But when you are decision-maker or a politician, you have to think broader and promote some other way of thinking about this. We are busy with a study about the financing of the waterways for 2030 and we are trying to find a solution. We try to put it on the table what can be understood or where can be listened to, without accrue?
Arjan Hijdra	One last word of the Colombian situation
Colombia	You have more then two pillars in Colombia. Environmental pillar in the area is important, but not the main one. But they will do the best job in the world. Then you have to deal with transport and commercial area, and this is another issue and then you will have other authorities, rules. "We don't follow"
Kress	Do you have a business lobby that's not only focused on water, but that will support the development of a port? Not a ministry.
Colombia	If you have to ask for a concession, you have to ask Magdalena. They are for the commercial area. The problem in Colombia is, we don't have stability. Today we have one formula, the money we pay for the use of the river. 3 or 4 more times they will change the rule. A lot changing in the law.
Arjan Hijdra	Is there anyone who could reflect on this for the entire group, any volunteers?
Kress	Increasing the value of the waterway: we talked about convincing the public. Different models exist, but they might not convince people.
Colombia	You also have to convince the private. Or at least in my case, we have companies, transportation - cargo. To change this into the river, that is very complicated
Kress	It is the same problem in the US, marine high ways, take the cargo from the road to the water and businesses don't know, they are not used to.
Joost Koevoets	The same goes for India, which is the country that actually has the largest waterway system in the world. More then 10000 km straight kilometres of waterway, but nobody knows how to use it, because they cant get an agreement on who is going to do the transport.

Name of file: VN850036

Group Green

Participants: *Erwin Pechtold*
Berger (Via Donau)
Rashed Tabhet (Egypt)
Ellen Maes (Waterwegen en Zeekanaal)
Rex Woodward (Port of Pittsburg, USA)
Jasmine Dumolin (Flemish Hydrography)
Backers (Flemish Hydrography)

Erwin Pechtold	Then we get started. Welcome at this session. I said the questions are defined on the board there, so the idea is we openly discuss these points. You heard a lot of input from our side from the last hour and a half.
Rashed Tabhet	Would it be better if you come here and come all together, I sit a bit further.
Erwin Pechtold	To get things done: the idea is before going through all the questions, is said already by Arjan, the idea is we as members of the working group do not get too involved in the discussion itself, because we don't want to come with our opinion too much. I like to invite you to go into these questions and I will try to lead in it a little bit, but let you do the discussion yourself. As said before, maybe you can think about it, because we want to invite you to come forward afterwards to present the points that come out of the discussion. So feel free to come forward and I like to start with the first question at hand. Which is 'How can you increase the value of the waterway?'. Or is it so, to be sure, does anyone of you has questions about the procedure? I think it's quite clear? Just get going? 'How can the value of a waterway be increased?' And then think of your own experience related to your own work in waterways. As a starter, feel free to react.
Backers	Well, we are charting the waterway, so a chart can be attractive for users. So they can use a chart to make it more attractive for a user, to use a chart. That's something we do. So I think charts can bring, or make a waterway more useable, or more possible to use for all kind of users.
Erwin Pechtold	Can you explain it, the type of charts or the type of information for the target groups?
Backers	Well, the charts we make is only for commercial use at this point. So there is a lot of information on the commercial side of it. Like..
Rex Woodward	I'm sorry, what area and what rivers do you chart?
Backers	It's about Belgium Vlanders, so we make chart from the sea part to the inland part. So that's a few channels and also the <u>Skelt</u>
Ellen Maes	But are they charges for navigational use only?
Backers	Yeah, charts for navigational use. So they are called inland (INC) charts
Rex Woodward	And you never charted that area before?
Backers	No, it started from 2010.
Jasmine	We charted it for the maritime navigation, but not for the inland before.

Dumolin	
Backers	So it is a mixed zone. It is for maritime and there are also inland crossing at this point. And we are charting this port now and we put a lot of information on these charts. Terminals, height of bridges, everything what is needed for good navigation.
Jasmine Dumolin	Safe navigation
Backers	Safe navigation
Rex Woodward	Do you have 8 tons ..
Backers	We have signboards; we also have some kind of risk index. We put that also in our charts. Every infrastructure has a risk index and if something happens at that point, at that location, information is given about it. So the skipper can see it on the screen what happens there if there is an accident or..
Rex Woodward	Is it Internet based or is it through your AIS?
Backers	AIS, yes
Erwin Pechtold	Maybe interesting, your stakeholders are the skippers that can be either the recreational or the transport sector? Is it both?
Backers	No, it is only for the transports. It is only for navigational of vessels.
Jasmine Dumolin	But recreational can use it, because the charts are available for free on the specific website, so everyone can use it, but it's for vessels. It is not specifically made for recreation.
Erwin Pechtold	I'm thinking of the question, to increase the value of the waterway: so you were thinking of making it more convenient. A kind of service, a paid service in this case then, for making navigability better, but I'm looking also for an extra value which can be created for the waterway? Or is it more like you as a stakeholder in this case? I'm just looking what possibilities it has related to the subject of the 'values'. It is a good starter, I'm looking for combinations, or maybe I'm to eager to find combinations
Berger	I would take this starting point for making charts and just put the front of the level, I would say the start to make values of inland waterways visible. And show the difference for whatever stakeholder you want to inform or communicate with, make it visible value of the inland waterway. This is the first point.
Erwin Pechtold	That's a very good one. We try to wear our report. Do you also mean directly to the users of the waterway in that case?
Berger	First, that you communicate with other values of your specific inland waterway you have to know what values this inland waterway has. So, you have basically nothing new, but you make analyses, something like that. And then you communicate to the different users you want to have this, to the navigational users, but it can also be the people using the waterway for recreation or the ways along the waterway. You can provide whatever you want there, you can make some information leaflets or some charts, signs about inland navigation or some signs about the wetlands and give some information about it. So, you're reluctantly free, but you should show which values inland waterway has.
Erwin Pechtold	I think it's a very good point you have, is it also for the Via Donau that you have this experience?
Berger	Basically it's what my colleagues are doing in Via Donau as well.
Erwin Pechtold	So we are talking about the awareness of all the different stakeholders and users about this multi functionality?

Berger	Yes, well I'm talking from project point of view, so if I think 'OK', or 'what is the specific benefit?' 'what is the specific value of this if you want to have a broader view?'. So, it's about the target I think, which you have.
Erwin Pechtold	Yes, that's a good point.
Rex Woodward 10:00	<p>We have that 'electric charts' in the States. What I have seen has <u>transpire</u>, originally done for the skippers. I have found that there are many more users, the recreational people can use them, and they do. Some of that for those individuals that want to know where are you going, but others are more for those individuals that stay overnight, so they know where they pretty much safely get to and be out of the way where a vessel maybe come – of the channel. The water, our public water authorities are using them - I never thought they would use them, but what they have done is: they have intakes around their different areas, but they can go in and see in electronic charts where the intakes of other people are. And they never did that before, but they have a problem if they have to shut down one of their intakes. Now they know they can go to that neighbour and take up here another water authority, or going to be needing to put a number on it. 50.000 get on the day, 100.000 get on the day for a 90-120 day period while we fix our intake and you that. After tragedy of 9-11 when we had the American Transportation Security Administration initiated, we did a lot of risk analyses. Most of that was through the coast guard authorities. Those coast guards is responsible for that safety. We found out with electric charts that we had an advantage; because we could pick on anything we wanted to. And then we founded out that if you were a terrorist, all you had to do was to study the charts to see what your highest target was. There is nothing you could do about that, we could very easily go in and evaluate a risk assessment analysis and I worked on that with the coast guardian in the Pittsburgh area, that's what I've done all through my life; safety and security.</p> <p>Anyway, we could very easily through mathematical equations they have set up evaluate they potential targets or risk targets, so that they knew – and we had everything from a nuclear power plant to water intakes to stadiums to hold 120-150.000 people, you know, that type of thing – but those were the other uses that we found out after we started them basically for the skippers. The potential use, going down the road and we are working on this now on another project, is that we are looking at the possibility of having a buoy placed on the charts, and that have to place them in the water. Put that in perspective. We now have buoy tenders, and they're manned by the US coast guards. There is about 14 of them throughout the USA. Each of them operating over anywhere from a 180 to 280 miles area, going out set them buoys, making sure they are at their right depths and right channels. That cost the US government on a yearly basis almost a billion dollars a year. So, if we can come up and test and habit electric chart, and we can divest ourselves with the real ones out there, it is a win-win-win.</p> <p>First of all, the US government doesn't want to put the money out there. The US coast guards might want to have the people there, but they would much rather use that money for something else. And I'm a tax payer, so I would be really happy with a billion dollars a year. It's an all a round win. That's kind of like, this is where it was with electronic charts, almost 15-18 years ago. These were the added things that had come up, just as a point of interest.</p>
Ellen Maes	But who does the funding of these electronic charts?
Rex	The funding of the electronic charts comes out of the US coast guards budget.

<p>Woodward 15:00</p>	<p>They have an outside contractor that bits it. Right now, they are required to do a re-evaluation of the charts, every three years. What has transpired, and this is another my mind adds, what has evolved is the technology. They originally did it with GPS, they didn't went to DGPS (digital GPS). What that did on electronic charts is, it took the charts and makes them from about a little over a meter area of locks and dams down to just almost a might nude inch, very, very small. It made them more exact. That technology is here and it's common and seems it like every 3 years and go out and re-evaluate the electronic charts; it just gets a little bit better. They are already starting to use electronic or geographic fencing. They go on a chart in an area, and the chart gives an alarm there is something with the area. There is a notification, so they know there is a problem there. *EXAMPLE</p>
<p>Erwin Pechtold</p>	<p>Thinking, because I heard quite some things, what came up first: charts, make the information visible. And as you said, the multiple uses are also made visible if you have good electronic charts. I see the connection between the second question here: ' how can cooperation with organisations/ stakeholders or public take place?'. Well, you just mentioned, if you have the information you make it available and everyone gets to know what the interests of all the other users of the waterways are, then you come up with the answer for this question. Maybe someone has inside experience? I said 'make it visible to others what the different interests are' so either by digital charts or other means, do you think that may help in finding cooperation with other organisations? Because that was something we faced, like: We have only direct perspective if you are responsible for the waterways then the transport function would be thing to aim at, how do you reach other stakeholders? How do you get in touch with them to get these values, the benefits clear?</p>
<p>Berger</p>	<p>I think it's easier as both of you don't, if you have something, which could be a benefit for them, I guess, and communicate to them the benefit they can have. It will be much more easier, and another typical approach will be somehow to approach them with some very concrete questions, depending on the type of stakeholder of course, but with regards to the inland waterways values as they were presented today. I think if you have a concrete project, there are a lot of questions to be solved which influence these typical areas, so to involve the environmental authorities you have to ask them some questions.</p>
<p>Rashed Thabet</p>	<p>Of course, the fact that it's available for the public free of charge, that's a very good plus point, as long as the people know that they can access all this information. And then you can think of new stakeholders, new users, think of environmental groups that would be interested to know this as basis for their ideas, actions.</p>
<p>Ellen Maes</p>	<p>When we talk about availability and about electronic charts, are they free available on Internet?</p>
<p>Backers</p>	<p>Yes, there is a server where you can download the charts. That's for the already existing charts in Europe.</p>
<p>Rex Woodward</p>	<p>It is available, but there is a problem. Almost 70% of the inland systems in the US has not any type of connectivity, cannot access the Internet. And you would think, being in the US. Question is why: it is the US; everybody is that for the almighty dollar, and the rural areas don't have a reason to produce that almighty dollar. Long story, don't want to dominate, but we started a project called: 'the wireless waterways' and we build a network and in The Pittsburgh area is a</p>

22:00	test right now, with the hopes that somewhere down the road will proper continue with all of the rest of the inland waterways. Why? * some joking * You see where we have come with technology.
Ellen Maes	I asked you for: "Who pays for making these electronic charts?"
Rex Woodward	The electronic charts are paid by the government. BUT, it is like anything else, you can have access to the normal charts, but there is a specific side. If you want to go in and do a search in all the water authorities, you have to pay. They make money on that.
Ellen Maes	But like you said, you started with the electronic charts specifically for navigation and then it's logical that the maritime ports that pays for it, but when the uses of these charts are growing and multiple users are using having different questions on what should appear on these charts, who will still be paying for adding this information on these electronic charts? Because when I look at the colleagues of France hydraulics, they are adding navigational input, if you want to broaden the inside and add perhaps the interesting wetlands or the cultural sides or whatever, this will cost extra.
Jasmine Dumolin	It depends a bit, because at this moment we are producing some inland devices on behalf of the ports. Do we need the approval to put some information on it, which is not obliged by the directive? They will pay for it or they will not pay for it. This is always the question, because it will cost money.
24:15	
Ellen Maes	But one cost will also induce other costs, like the AIS, the wireless swap ways. We know it in Vlanders as well. To provide the Vlaris and AIS towards skippers, we are implementing wireless hotspots along sides the river, so it costs us too. To give this extra use to the skippers. So, where is this snowballing effect ever going to stop?
Rex Woodward	No, you're right and I agree with you. The way the wireless waterways is designed, is designed to be a revenue generating for the wireless waterways itself and not for any other organisations. To put that in perspective; in the US is every government agency on to itself. What happens is that US has it own network, exactly it's through DOD department defence, so they do not want anyone writing on that. US coast guard has it own network as AIS, but whenever the AIS was originally designed and was not designed to allow for growth on the broadband side. So, where they have AIS, mostly around the ocean parts -the coast and the golf - they have their problem where they need help with. We have numerous environmental people that don't have any way to get in a network. The world is coming out with sensors now. I'm sure you guys are aware of different sensors. One place, one coalmine has 285 sensors for about a 200 acre area monitoring water coming up. We actually wanted to build a campus network so they could speed up, so they didn't have to pay 5 people 5 days a week to go out to read those. So my answer back to you what we are starting to see, we started to see a need for a public private partnership. I talked to people (Emerolds, Generals) They told me that that would never happen and now suddenly people want to have it happen.
Erwin Pechtold	There is also something like a mutual interest and you want to get grip on it.
Rex Woodward	We are in the emphasis of this, so we don't know how it is going to work, but we know we have a tremendous interest from numerous people that are paying pretty high costs so right now to where they can ride on our network. And that's the beauty about what we have done here, we have taken technology, but we haven't done anything that isn't really out there, we just

	simple layered.
Erwin Pechtold	If I'm correct, you need a way of getting all these different interests combined. You call them the PPP. Look at the costs, the targets. Problems and solutions.
Rex Woodward	A tremendous amount of problems, let's get back to the charts. The US is probably one of the most litigations countries in the world. People sue people for everything. What happens when it gets to electronic charts; the contractor puts something wrong on the charts. Who's lined up for, the contractor? Who is going to pay the bill? Those are the problems. In some times, it is risk reward.
Erwin Pechtold	I'm interested to hear about the opinions of the rest of the group, about these problems and solutions. There are a lot of problems and different stakeholders; we want to get them involved. There is also the responsibility matter. I want to check what your opinions are?
Backers 31:30	Well, it's technical a bit difficult to explain everything. We are actually the contractor and the seaports were giving the information. They are responsible for the information they are giving to us. They are responsible for the information. We only chart the information given by them. From that matter it is necessary to read in the eco systems. Our responsibility is to chart in that way all eco systems can read it. That's our responsibility.
Ellen Maes	The charting is done by the ports then?
Backers	No, the information is given by the ports.
Erwin Pechtold	The responsibility goes to the organisation who asks for it.
Rashed Thabet	For the users it's the board authority who is publishing the case.
Erwin Pechtold	Could this responsibility be a problem? Specifically focusing on charts, giving information to make the awareness bigger of all the different stakeholders, but the responsibility thing is a problem. Maybe it makes why the charts will not be completed. We are too afraid to give wrong information to get sued or so. I think that's not a big of an issue yet in Europe, but it is rising. How to improve the value of a waterway by informing all the stakeholders? Not only focusing on your own targets. In that direction I would like an opinion.
Berger	So, I would say, it is one of the problems to get stakeholders away of their own. At least, this was one of the problems we had. If you have different stakeholders, they look to the problem in a different way. You can be open-minded, but perhaps they are not open-minded. This is a process that takes some time. This is an important thing. The other thing is to have a target oriented approach. To identify the stakeholders very clearly, which stakeholders, what do you want to communicate and how do you communicate it to the stakeholders. And then you have several means that you can use as press releases, you can do workshops, you can establish personal contacts. You mentioned Internet, Internet is one of the main possibilities, but my experience was that personal talking to skippers was of high importance. Although the Internet is available, it is better to have the face-to-face meeting sometimes. Of course you cannot do it with everybody, but you should have a clear image how you communicate to each of the different stakeholders and why.
Ellen Maes	Can social media play a part in that, according to you?
Berger	I think they play a role, but I think it depends on the type of project. I'm not

	using it very often, because I can Facebook with the project, but if the skippers are not on Facebook, it is useless. You should investigate it case by case, that's my recommendation.
Ellen Maes 36:00	Well, you said you have to identify all different stakeholders, clearly pose your strategy on each type of stakeholder. That's I think very true. I, myself, I use Facebook for the inhabitants of the city, just to inform them about the on-going process of the new project. But of course you could only use that if the people you want to reach are on that medium, that's true.
Erwin Pechtold	Is it correct that with Via Donau you have quite some experience also with reaching out to stakeholders?
Berger	Yes, so we have whole team for this. We have presentations, this European Funding Projects, own web pictures, own communication activities. When you are stuck into a programme, you want to completely taking part of course, because that's all what it is about. If you cannot communicate clearly, the benefits and even the problems perhaps, you won't have success.
Erwin Pechtold	Can you identify some problems you run into? Apart from 'giving the information'.
Berger 37:45	Yes, of course. These are experiences: people are disinterested. They are not interested. They do their job; it works more or less, so why would they change something? Why should they use the services? The other thing is that for some things you need time. You cannot solve an issue once a day. * example skippers * First provide the service for free, create awareness that there are some services and then stepwise you go on with that, it needs time. Another problem might be of course that people block you. The Not In My BackYard (NIMBY) idea. People want to stop you, but you have to opposition. You have to think about it, it is better to think about it before it happens, because then it is easier for you to deal with it.
Erwin Pechtold	Solutions?
Berger	Besides the stakeholder identification: identify what can I expect from the stakeholder? Does it support it, is there some position to be expected?
Erwin Pechtold	I recognise the approach within the Netherlands, with large projects.
Ellen Maas	Yeah, and I can't help it, but to come to the conclusion: the main problem in large projects is communication. It is, and always will be.
Rashed Thabet	Not only communication, but also the willingness to adapt. Of course a lot of people are like this and it is almost impossible to convince them. On the other hand, I heard about some projects where this at the end worked out very nice. They came to a common solution at the end.
Erwin Pechtold	And then again, we come to the awareness of all stakeholders, all the interests of the others. Let everyone know what values there are of this waterway, everyone can understand if you come with motivation about nature. What's the issue for nature? If you like waterway improvement, it is not that you don't have an eye for nature. You hear their arguments. To make clear what stakeholders want to do, and if you know it from each other, I can imagine it makes things easier.
Berger 41:15	Yes, and I would even go a step further and say it should be a two-way communication. They should be included; they should be responsible for some results, even if they are only small. But once this is done, it is much

	harder to be informed and say it is all Even if it is just for some questions you can't solve by yourself.
Erwin Pechtold	So 'No' is not an answer and come up with an answer for the interest? That's a very good one. So far, a quite interesting discussion. Maybe it is good to sum this up and I like to invite you to present this to the group afterwards. A lot of information that passed the table, can I invite anyone to do the word? * discussion * We came quite quick to the 'charts', so as a keyword 'charts'. The second one, make visible to all stakeholders what stakeholders there are and what the interests are – a very important one. And then we were talking about the way to do that.
Rex Woodward	I think it is important what we cross numerous times when we start different projects, we actually had to sit down and see 'Who are stakeholders on this project?'. Somebody always comes up with somebody who you haven't thought of. It is important to seek them out, but it is also important to find out who you want to seek out. Just so they can be involved. It is much easier to involve them from the very beginning. I have very seldom a problem convincing someone, because you know they will come around, but just don't admit it. It's not as hard to do it that way then it is to have a stakeholder that wasn't included, and you are 2/3 rd down the road and all a sudden you have a protest of people.
Erwin Pechtold	By noticing it includes stakeholders in the process. It is so easy.
Rashed Thabet	Include stakeholders that say: go to them and don't do it, then they come to you.
Rex Woodward 45:40	In the US, most stakeholders, unless they already doing something major on the river, won't come to you. Not because they don't want to, but they are just unaware of what is going on. That's a two way street.
Berger	For improvement of the values, we started in our discussion with the charts, which is somehow related to the physical infrastructure, means technical progress that this can increase the value of the inland waterways. So the inland waterways and the operators, the stakeholders working on the inland waterways should go with technical progress and this increases the value of the inland waterways.
Erwin Pechtold	And what was discussed was also the awareness..
Berger	Creating awareness makes the values visible to the stakeholders. You have to identify them; who are they, they should be involved, what is the message and how should they get this message?
Erwin Pechtold 49:00	Communication is a central keyword I've heard, and I must say: an answer you gave for one of the problems is: give a task to stakeholders. It is logical. And the involvement from the beginning makes that one is aware of the interest of the other, it can't be just a 'no' as answer. Not thinking against a solution, but thinking for a solution. As a defined problem, we talked about it, stakeholders in general block progress if they are not involved, so they say 'no'. We got that already into the message. What we discussed more, the responsibility..
Rex Woodward	It's very hard to see the pay-off and all efforts that are all done. It's depending on what project you are doing and how you are doing it, but it is easy if you could convince them that they need it. I go back to the fact: I love playing

	<p>results, and I don't know about you, but I'm carrying around a lot of money each month, why? Because I want to, so I'm willing to pay it and if we can take our projects and get our stakeholders to think that same way. You can't do it with every project, but if you look at it that way, they are willing to pay for it.</p>
Erwin Pechtold	<p>So the awareness of the importance for, in this case, the stakeholders..</p>
Rex Woodward	<p>Everybody involved, not just the authority.</p>
Erwin Pechtold	<p>Everybody wants to be connected actually, the exact word in relation into this discussion. It is also the awareness of it is connected to the users and importance of the waterway.</p> <p>Some last notes? A very fruitful discussion, I had no idea that it would go that direction, but quite some interesting points came up and it is even impossible to put in a few words. Very well, and I'm very happy with the result, are you as well having a good feeling with the discussion?</p> <p>Do you have suggestions for us as a working group? Of the things you heard? Something that can be added value for us? Suggestions?</p>
Berger	<p>We heard a lot about the values and the last recommendation was to use a systematic comprehensive approach, something like this, just as the formulation. I think it could include the benefits of such approach.</p>
Rashed Thabet	<p>The system approach for the entire ..</p>
Berger	<p>There were a few points I didn't wrote down. I think this approach can have some special value, benefits. Based on the values you identified you can have some benefits, if you're using them. And these benefits are an added value for the report if you put them in. If you work a bit more, I would be very interested to read this report, about the benefits that were create by implementing such approach.</p>
Rashed Thabet	<p>Well the system approach is of course a more or less a common method for evaluating projects. The point was when you are thinking of a new function for the waterway: think it in this way, so that you cover all these stakeholders, all over the entire system.</p>
Erwin Pechtold	<p>Very good suggestion. Somewhere it's there, but maybe it's good that we emphasize those benefits for a system approach.</p>

Presentation

Continues on the file: **VN850036**

Arjan Hijdra: Dear participants and working group members, we thank you very much for participating this discussion. It is kind of hard to stop the discussion, because we had some good topics.

<p>Kress</p>	<p>We talked about in the abstract, very generally. Increasing the actual value and increasing the understanding of the value of the waterway. The word consensus we talked about, bringing all the stakeholders together. Specifically improving public access to the waterway, allowing more people to use it will increase the value. Showing the short term benefits of a project, but the long term benefits might be greater overall. Demonstrating to people that the short term return on investment and will exist.</p> <p>58:00 Other ways to increase the value: Education and exchanging the value. Question 2: How can cooperation in organizations/etc take place? Building relationships, bringing people out on field trips. Showing people the place where something will happen, that can help to understand. What it looks like, what the impact might be. I use the word demystifying, but building relationships again. In the US we have to do a lot of advanced notice, public noticed in newspapers, listening sessions, hearing sessions.</p> <p>Drawing up scenarios was mentioned and bringing input from industries, to get good combinations of thoughts. Avoiding too much cooperation or avoiding having things going on for too long, because then you can never setting an end point.</p> <p>Typical problems: regulatory uncertainty, can be more important for certain countries where politicians change faster. That was a typical problem. And lack of long term vision, deciding we need to invest a lot right now, for something that might not pay of in the future.</p> <p>Solutions? I don't know if we got to solutions. Bringing upside advocates, not just someone who will directly benefit from a new project, a new waterway, but having people like environmental, non-government organisations or as the business community <u>59:50</u> in general. In the US trying to get a certain bill passed for water resources and informed about and enact. It is amazing how many organisations put out a white paper about the value of waterways. So they are not specific to water industries, it's not a port, it's not a shipper, but the business community in general. – To America, to the country as a whole, a solution for public opinion.</p>
<p>Rex Woodward</p> <p>1:00:40</p>	<p>I was going to say what those white papers are a direct result of, or reaching out to. To get in touch with stakeholders, it may not have anything to do with your waterway project or you were project, however, it is going to be a secondary or tertiary result. And those white papers can help inform decision-makers.</p>
<p>Arjan Hijdra</p>	<p>Any questions, any similarities?</p>
<p>Berger</p>	<p>I think that bringing the stakeholders together is quite a similarity. One possibility to increase the value of a waterway is indeed to provide additional services to improve the physical infrastructure, provided with electronic charts in the US and Europe.</p>

	<p>A conclusion to this was that the inland waterways should keep up with technical progress for the services permanently. However, the charts brought us to another idea, namely to increase the value of the waterway is to make the value visible. Values should be made visible to the stakeholders and they have to create the awareness with the project when you want to. Therefore, you should identify who are the stakeholders you are communicating with, what is the message you want to communicate, what is the value for them you want to communicate and how should they get this message.</p> <p>How can this cooperation with other organizations/etc take place? Well, once you know who they are, what they should receive, you have several communication means, starting from general information, newsletters, press releases. Of course, we didn't discuss this in detail, but you have a whole variety. The Internet, social media, and the challenge is that you identify the right tool for the right stakeholder. You can use of course social media, but if the person doesn't use it, it doesn't make sense.</p> <p>So, the progress we are faced with: disinterest, problem to reach the persons, they are not interested. The stakeholders can block you, and block the progress, the efforts. Or they can create another programme, an opposition programme.</p> <p>Solutions? Include them from the very beginning, let them answer the problem somehow and to give them a task. Even is it only perhaps a small task, but once they have a task they are involved in something and it is much harder for them to say 'No, it is not convenient what you are talking about'. The direct approach is identified as a suitable way. That's were we stopped our discussion: communication is a key factor for success.</p>
Arjan Hijdra	Was there broad consensus about all these issues? Or are there differences from country to country?
Berger	I think there might be differences in approaches, but the time was not sufficient to discuss these differences I think.
Erwin Pechtold	I think the awareness is all-over, the problems and the types of problems are all pointing in one direction; communication, visibility of the stakeholders and to get them involved. 'Charts' was a solution, that came up as a solution as a possible means to get stakeholders involved.
Arjan Hijdra	So, do we feel everything is well/ok now we discussed this? Or is there still a lot of work to do? Will the waterways have more value in the near future or? Maybe I'm getting to philosophical..
Erwin Pechtold	Well, for a lot of problems that are identified here, we couldn't find an answer to all of them.
Rex Woodward 1:08:00	<p>You can have problems for any project. It is all a case of time to work through or with the stakeholders, comes down to a risk and reward if the project is good enough. And the risk is there, the reward will eventually be there. It's never simple, within everything in any organisation. I don't need to tell you people this.</p> <p>You work with any type of stakeholder, everybody has an opinion. And as much I would like to tell them their opinion is wrong, you can't do that when you're trying to get them through a project. You have to get them all on board, but that's fine. So, I guess that's why we do what we do and we all do to try</p>

	<p>keep solving the problem, and keep working through problems.</p> <p>The <u>inland service system</u> in the US, it is very hard to get the general public to know the realization and the value of it. Even though most of our cities were built around them, because they were there. I tell people: there is nothing sexy about what we do; we move large quantities of old material over large areas in very slow pass. We should go out and tell them that we do that and we try to dress it up – well, you know, I’m not going to do that. You can’t make it look better than what it really is.</p> <p>What we’ve tried to do is, we have tried to come up with different ideas through the port Pittsburgh over the years, of making it a little bit more sexier and dressing it up. And it has work some, but they still don’t understand the value of what we do. It is a large majority and we just try to keep working on it, it is never ending. And that’s what we do, we do it for a living. I can guarantee you, you spend most of your time solving problems.</p>
Erwin Pechtold	<p>Responding on what you’ve said: You say making things more sexier will be difficult, on the other hand as you noticed ... - nothing sexy. What if that wouldn’t be there? If it wouldn’t be there, then you caused problems and you would remind of the text, which is sometimes on the ships that going across the river very slow-passed * example * - if the transport wouldn’t be there, there will be a lot of traffic jams, a lot of noise, a lot of pollution and that’s the sexy part I think.</p> <p>If it wouldn’t be there, we would have a lot of other problems.</p>
Rashed Thabet	Tennessee valley – much more acceptance than before.
Arjan Hijdra	We can learn from the past – closing the session.

Appendix B: Analysis Matrixes Interviews

The interviews are analysed by developing these matrixes. The complete transcriptions can be accessed by contacting Marthe de Haan.

<p>Subject</p> <p>Respondent</p>	<p>Communication</p> <p>In what way is communication with the surrounding inserted in the current planning processes of waterways?</p>	<p>Interview-topic</p>
<p>R-1</p>	<p>‘Het is een maatschappelijk verschijnsel van aanwezigheid bij omgeving. Als uitvoeringsorganisatie hoor je daar ook rekening mee te houden. Als je dat ook niet doet, dan heb je daar gewoon heel veel last van. De burger houdt z'n mond niet. Als RWS heb je de plicht om mening van anderen mee te nemen, maar ook als je resultaten wilt bereiken, zoek dan ook de consensus.’</p> <p>‘Er is altijd een algemeen en een individueel belang, daar moet RWS tussen worstelen. Er wordt dan gekeken: wat is onze taak, wat is het belang van die, wat mag het kosten wat is redelijk voor een individu die zwaar getroffen is? Daar moet je wel over nadenken. Hoe doen we dat? Ik denk dat we het in theorie best wel goed doen</p> <p>‘Als je een organisatie bent, die dus een complexe en uitgebreide omgeving is, moet je eigenlijk permanent in gesprek zijn met je omgeving. Zodat je met elkaar deelt wat er speelt en het moment dat er iets speelt, dat je voorziet dat er iets gaat spelen, dat je samen al kan nadenken: hoe ga je dat aanpakken, hoe ga je dat oplossen?’</p> <p>‘Kleinere partijen kunnen zelf initiatief nemen en gaan praten met RWS. Aan de bel trekken bij bepaalde wetten, rechten – niet per se consensus, maar wel een drukmiddel om aan consensus te gaan werken. Campagnes voeren, steun zoeken bij omgeving, maar dan allemaal als doel hebbend van: jongens, zorg dat je bij alle partijen uitlokt dat ze bereid zijn om aan tafel te gaan zitten.’</p> <p>‘RWS hecht waarde aan vertrouwen, door transparant te zijn. Kom je afspraken na en maak heldere afspraken. Vertrouwen groeit niet, daar moet je hard aan werken, permanent.’</p>	<p>Take interests into consideration</p> <p>Take interests into consideration</p> <p>Cooperation</p> <p>Toolbox</p> <p>Transparency</p>
<p>R-2</p>	<p>‘Op congres over visualiseren en serious-gaming kwam het volgende dilemma aanbod: Je wilt iets bereiken, je hebt een bepaald pad en je moet ook wel inspraak hebben, maar dat moet ook niet te lastig worden. Als het echt een ontwerp is waar veel bezwaar opgemaakt wordt, dan heb je op het eind of verderop in het traject heel veel gedoe. De boodschap daar was dan ook echt: investeer nou echt aan het begin, dat je echt nog in die ontwerpfase zit met de visualisatie. Met behulp van tafels en kaarten e alles kun je echt dingen laten zien en daar stonden inderdaad gewoon burgers, omwonenden, belanghebbenden er omheen en die gaan dan met elkaar praten. Ervaring waar dat nu toegepast wordt, die zijn wel heel positief.’</p> <p>‘Pas visualisatie nou inderdaad toe, investeer in het begin, want aan het eind heb je daar gewoon profijt van. Je gaat anders dan misschien wel sneller in het begint, maar dan heb je aan het vertraging. En dat is misschien ook wel heel duur, dan heb je allemaal ontwerpen gemaakt.’</p> <p>‘Transparant zijn kan absoluut verbeterd worden. Ik vind wel, als je kijkt naar 10 jaar geleden en nu, dat er wel een enorme slag gemaakt is. Door informatie avonden, door zo'n 0800-nummer, dat mensen gewoon kunnen bellen. Er wordt enorm geïnvesteerd in omgevingsmanagement.’</p> <p>‘Een inspraakavond is eigenlijk achterhaald. Op social media is het allang allemaal rondgebazuind, daar moeten we gewoon echt veel beter op aansluiten. Zo ver zijn we nog niet, maar ik denk dat we daar toe in staat zijn.’</p>	<p>Toolbox</p> <p>Toolbox</p> <p>Transparency</p> <p>Toolbox</p>

	(..) Met social media kun je een enorme weerstand organiseren, niet alleen maar in een buurt waar mensen naar een buurthuis komen. Je moet het niet als bedreiging zien, maar echt als een kans, hoe er nu met de social media omgegaan wordt.'	
R-3	<p>'Bij visualisatie hebben we een standaard vaste adviseur van de GPO, die adviseert projecten vooral op uitvoeringsgebied, bij realisatie, hij wil ook wat meer naar de planfase toeschuiven. Dat is vooral meer voor de communicatie en dat soort dingen meer. Maar je ziet ook dat dat voor kostenbesparing heel leuk is, want je kant met visualisatie een tekening laten zien en in een model laten lopen. Dan blijkt heel vaak dat dingen niet kloppen en dan kan je veel geld besparen.'</p> <p>'Je moet je soms ook afvragen: in hoeverre moet je heel veel laten zien?'</p> <p>'Kijk eens hoe het in andere landen er aan toe gaat. Wij zijn nou eenmaal een maatschappij die verder is ontwikkeld, wij doen dat niet meer zo. Wij zijn van het polderen, dat hoort bij onze maatschappij en dan moet je daar energie inzetten. De kunst is wel om dat zoveel mogelijk professioneel te doen, want dan leer je dat je bepaalde afspraken maakt en het hele strategische omgevingsmanagement is zo'n aanpak.'</p> <p>'We hebben natuurlijk omgevingsmanagement geïntroduceerd. Daar is iemand voor opgeleid, heeft daar verstand van, het is ook die persoon z'n functie. Die heeft als doe: ik moet hier een mooi project van maken. En die project manager die heeft natuurlijk het doel om het binnen de tijd voor mekaar te krijgen en dat gaat wel eens hard tegen hard, maar het feit dat je daar een apart figuur voor hebt: het is z'n taak.'</p>	<p>Toolbox</p> <p>Informing</p> <p>Informing</p> <p>Environment manager</p>
R-4	<p>'Omgevingsmanagers hebben hele plannen waar zij aan moeten voldoen in hun functie en wat je doet in een project aan communicatie, dat is een verplicht standaard onderdeel, dat je je omgeving betreft. '</p> <p>'De omgeving is natuurlijk ook de grote factor die projecten kan tegenhouden. Komt er een inspraakavond, en jij investeert niet genoeg in je omgeving, dan komen er juridisch gezien allemaal dingen binnen.'</p> <p>'De inspraak van de burger wordt steeds belangrijker, maar dat komt ook omdat de burger steeds meer invloed heeft om dingen tegen te houden. Ook in ons eigen belang, dat wij ze vroeg betrekken en informeren om ook goed will te kweken en ook uit te leggen van: dit gebeurt er en om deze redenen. Ook om uit te leggen en duidelijkheid te verschaffen is het natuurlijk een heel goed middel en dat zie ik wel veranderen. Voorheen gebeurde dat veel minder en de burger krijgt meer inspraak, dus wij gaan de burger ook veel belangrijker achter of andere partijen om te informeren omdat het gewoon tegen je kan werken.'</p> <p>'Het is geen geheim, we zullen ook gewoon informeren, maar je weet ook 9 van de 10x dat alles wat je communiceert, de burger niet leuk gaat vinden. Of althans, vaak. Ik denk dat dat gewoon heel lastig is om gewoon goed te regelen.'</p>	<p>Environment manager</p> <p>Informing</p> <p>Take interests into consideration</p> <p>Informing</p>
R-5	<p>'Wat je steeds meer ziet gebeuren, is dat de omgeving meer invloed wilt. En daar ook wel wat voor over wil hebben. '</p> <p>'Je hebt bij stakeholders, belangenverenigingen, wie het hardst roept, beste twittert, lijkt gelijk te hebben. Maar dat is niet altijd zo. Dat zijn van die inzichten. En blijf met je voeten op de grond staan. Het is leuk om je heel erg te laten mee voeren, maar neem even afstand en voor wie is het een probleem, of is het een kans?'</p> <p>'Wek geen verwachtingen bij burgers die je niet kan waarmaken, gaan ze er uiteindelijk over? Wees daar nuchter in.'</p>	<p>Influence</p> <p>Take interests into consideration</p> <p>Expectations</p>

	<p>‘Wat is mijn doelstelling, wat is mijn ambitie, ga ik daarover? Gaat een ander daarover? Op het moment dat jij iets graag zou willen, maar een ander gaat er over, ga dan eerst met die ander in gesprek. En dan begint je communicatie al, is dat haalbaar, zie jij dat zitten?’</p> <p>‘Zeggen wat je doet, doen wat je zegt en laten zien dat je doet wat je zegt. Die drie dingen moet je altijd goed in de gaten houden en altijd nakomen.’</p> <p>‘Het is natuurlijk altijd zo dat als je iets wilt bereiken en je weet dat je iemand schade toebrengt en dat weet zo iemand ook, dat je voortijdig met zo iemand gaat praten en dat je dat erkent en er goed naar luistert en duidelijk maakt hoever je daar aan tegemoet kan komen en is het een dusdanig zwaarwegend belang, dan wordt iemand schadeloos gesteld en dat wordt dan getaxeerd door onafhankelijke bureaus.’</p>	<p>Cooperation</p> <p>Transparancy</p> <p>Cooperation</p>
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Subject Respondent	Participation Which experiences does Rijkswaterstaat has with the implementation of participation approaches in current planning processes of waterways?	Interview-topic
R-1	<p>'Als je dingen wilt veranderen, dan moet dat gewoon samen, omdat het systeem zo complex is: kennis, mensen, geld. Het is niet meer een keuze, het moet gewoon.'</p> <p>'Bij wegen hebben we gebiedsgericht benutten: samen naar verkeersdoorstroming van bepaald gebied kijken, met overheden, maar ook bedrijven. Zorg dat je weet wat de belangen zijn. En je hoeft niet per se dezelfde belangen te hebben om toch dezelfde acties te ondersteunen.'</p>	Complexity Complexity + Interests
R-2	<p>'Op congres over visualiseren en serious-gaming kwam het volgende dilemma aanbod: Je wilt iets bereiken, je hebt een bepaald pad en je moet ook wel inspraak hebben, maar dat moet ook niet te lastig worden. Als het echt een ontwerp is waar veel bezwaar opgemaakt wordt, dan heb je op het eind of verderop in het traject heel veel gedoe. De boodschap daar was dan ook echt: investeer nou echt aan het begin, dat je echt nog in die ontwerpfase zit met de visualisatie. Met behulp van tafels en kaarten e alles kun je echt dingen laten zien en daar stonden inderdaad gewoon burgers, omwonenden, belanghebbenden er omheen en die gaan dan met elkaar praten. Ervaring waar dat nu toegepast wordt, die zijn wel heel positief.'</p> <p>'We hebben heel veel geïnvesteerd in omgevingsmanagement. Op bezoek, op gesprekken, je informeert. Je laat ze niet meedenken. Het is niet de juiste stap daarvoor. Bij eparticipatie krijg je dat al meer, maar echt met z'n allen om een tafel staan en dat je echt bezig bent met het ontwerp, dat niet.'</p> <p>'Op het moment is het met name de omgevingsmanager die zich bezighoudt met participatie. Misschien moet je het omgevingsmanagement 2.0 noemen, dat je ook echt de omgeving mee laat denken. Die slag zitten we een beetje in, op sommige projecten wordt dat al wel gedaan.'</p>	Toolbox Environment manager Environment manager
R-3	<p>'Meestal heb je traditionele inspraakavonden, die zijn meestal zurig. Dat zijn mensen van wat hogere leeftijd, die niet meer zoveel te doen hebben en die beginnen een zeur verhaal. Soms is dat helaas zo, dan zit de hoogopgeleide thuis bij de kindjes op te passen en die zou dan eigenlijk via internet zijn mening willen geven. En daarvoor is de eparticipatie ontwikkeld.'</p> <p>'Je hebt de mogelijkheid om mensen digitaal mee te laten praten en dat heb je ook met digitale klantenpanels. Dat noemde we vroeger 'pizza panels'. Dan heb je een aantal mensen die zich aanmelden, een profiel aanmaken omdat ze inspraak willen doen. Die geven aan dat ze de vertegenwoordiger zijn van een bepaalde groep. Die krijgen dan bericht: je bent een serieuze kandidaat. En dan kan je aan die mensen vragen: wat vind je daar van? Ook tijdens de uitvoering van het werk, dan kan men dat gewoon blijven volgen.'</p> <p>Voorbeeld van een project. 'En als je de mensen dan mee laat praten, krijgen ze enerzijds invloed en worden ze een beetje gewaardeerd en aan de andere kant krijg je betere informatie en je bouwt met elkaar dat op. Nadeel is dat je dan soms niet je eigen plan kan trekken, maar als je</p>	Toolbox Toolbox Investment in participation

	<p>door hun ideeën gaat, dan heeft het geen nut om mensen te laten participeren. Je gaat eerst eens vragen: maar wat vinden jullie belangrijk? Is een lang traject, maar soms is die extra inspanning die je in de voorfase doet, die komt er aan het eind driedubbel uit.'</p>	
R-4	<p>'RWS neemt contact op met Schuttevaer. Schuttevaer vertegenwoordigt de gebruikers, en op die manier probeer je via een kort lijstje 1 belangengroep, een hele doelgroep te tackelen als het gaat over informatie en kennis uitwisselen. Ik heb het idee dat dat wel redelijk in de genen zit, dat projecten Schuttevaer betrekken bij hun projecten. De vraag is dan nog wel eens: doen ze dat dan echt op het juiste moment? Maar je moet toch ergens beginnen, het kip en het ei verhaal.'</p> <p>'Een voorbeeld in Oost-Nederland. De plannen die ze daar hebben gekregen een klein beetje hebben uitgewerkt, naar verladers en bedrijven gestuurd en gevraagd: goh, dit gaat er gebeuren en we staan nou eenmaal voor deze opgave, heeft u nog suggesties? Dat zijn betere openingstijden en sluitingstijden dan we nu op papier hebben staan en dat soort dingen. Dat vond ik wel charmant, leuk aangepakt. Je geeft bedrijven wel het idee dat ze mee kunnen denken en ze hun ei kwijt kunnen. Dat ze gehoord worden.'</p> <p>'Omgevingsmanagers hebben hele plannen waar zij aan moeten voldoen in hun functie en wat je doet in een project aan communicatie, dat is een verplicht standaard onderdeel, dat je je omgeving betreft. Komt er een inspraak avond en jij investeert niet genoeg in je omgeving, dan komen er juridisch gezien allemaal dingen binnen.'</p> <p>'Vroeg betrekken.. Dan krijgen ze misschien ook juist het idee dat ze heel veel inspraak krijgen, terwijl je van tevoren al weet dat dat niet gaat gebeuren, want je zit ook aan je wet- en regelgeving vast. Een project is helemaal niet zo soepel, er wordt gewoon getrechterd naar 1 oplossing of wat dan ook. Dat gevaar van te vroeg betrekken zie ik ook wel heel erg de kop opsteken: dan creëer je misschien een vertrouwenssfeer: goh, je mag meedenken en actief meedoen, terwijl je dat toch niet kan waarmaken. Ik denk dat het iets beter is om wat concreters neer te leggen en vooral inzicht te geven in de keuzes en trechtering, dan ze eerder te betrekken, zodat je niet voldoet aan de verwachtingen van de burgers.'</p>	<p>Investment in participation</p> <p>Investment in participation</p> <p>Investment in participation / Environment manager</p> <p>Expectations</p>
R-5	<p>'Neem ook de verantwoordelijkheid van de stakeholder niet over, en maak het niet jouw verantwoordelijkheid, laat ieder in z'n rol. Dat is het beste wat je kan doen. RWS heeft een taak met een beperking aan middelen en daar kun je heel helder over zijn, want dat is democratisch besloten.'</p> <p>'Heel erg van het begin van midden Nederland als je hebt over waterwegen en water aanverwante zaken, dan heeft het district sowieso een gebruikersoverleg, daar zitten in Hiswa watersportverbond, BBZ (grote zeilvaart), Schuttevaer, ook de afdeling netwerkontwikkeling. Echt beheer en onderhoud gericht, maar ook verkeersmanagement gericht. Versobering, bediening, allerlei maatregelen die wij moeten treffen. Daar zit de politie bij, zowel landelijke als regionale politie. Daar komen zaken op tafel die gewoon spelen. Van heel lullig: mogen we een boei voor zeilwedstrijdjes verleggen? Nee dat kan niet, dat is onveilig. In de praktijk. Maar ook in de versobering, in de bediening, hoe de bediening van objecten, sluizen, bruggen die daar bij horen, hoe dat, volgens welk protocol dat geregeld moet gaan worden. Om dat slimmer en efficiënter met minder mensen te gaan doen en dat wordt besproken. En dan worden de belangen van de beroepsvaart, maar ook voor de recreatievaart op verschillende</p>	<p>Investment in participation</p> <p>Opportunities</p>

	<p>manieren, maar ook belangen van waterkwaliteit en waterakkoorden, wordt daar mee gewogen en wordt daar dus ook besproken. In groter verband, is dit uniek. Omdat we het zelf hebben kunnen inrichten. Omdat je hier ook wel bepaalde vrijheidsgraad had, misschien ook omdat hier veel minder zware problematiek afspeelt dan in de randstad.'</p>	
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<p style="text-align: center;">Subject</p> <p>Respondent</p>	<p style="text-align: center;">Consensus building</p> <p style="text-align: center;">What are the advantages and disadvantages according to professionals' perspectives on consensus building in planning processes for waterways?</p>	<p style="text-align: center;">Interview topic</p>
<p>R-1</p>	<p>'Er wordt veel waarde gehecht aan belang van de burger en de gebruiker, maar komt ook wel eens niet goed uit. Er wordt wel geld aan uitgegeven om rekening mee te houden, maar wel naar redelijkheid.'</p> <p>'Rekening houden met de burger, in plaats van zeggenschap. Ze kunnen niets claimen'</p> <p>'Facilitator zal er moeten zijn om lange termijn relaties te onderhouden. Ik zou er zelf voor pleiten om binnen de organisaties en zeker de grote organisaties, om daar zelf een pool mensen voor te hebben. Denk aan korte termijn, lange termijn, omgeving, partners, daar kun je niet allemaal overheen stampen en dat kan je van kleinere partijen niet altijd verwachten. Wel een facilitator? Dan zorgen dat dat iemand is die goed in de smiezen heeft wat de mogelijkheden zijn voor die partijen om te zorgen dat je elkaar aan tafel krijgt. En dan de volgende stap: dat er iemand is die goede vragen kan stellen. Een soort omgevingsmanager.'</p> <p>'Randvoorwaarde voor uitvoeringsorganisatie is om het maatschappelijk belang goed in de gaten te houden. Je kunt dingen soms ook nodeloos complex maken als je op alle projecten iets moet samenwerken. Dat is niet heel handig, dus dat moet je gewoon goed regelen. Dat je binnen je organisatie zorgt dat je echt een aantal mensen hebt die daar permanent, niet eens permanent mee bezig zijn, maar permanent actief ogen en oren open hebben.'</p> <p>'Ik geloof er wel echt in, samenwerken, maar ik geloof dat ook iedere organisatie en zeker grote organisatie toch uiteindelijk het liefst zo graag mogelijk doen wat ze zelf willen. Ik denk niet dat je dat ooit helemaal weg krijgt.'</p>	<p>Take interests into consideration</p> <p>Take interests into consideration</p> <p>Facilitator</p> <p>Take interests into consideration</p> <p>Cooperation</p>
<p>R-2</p>	<p>'In het geval van Sluis Eefde, waar een extra kolk bij komt en bewoners niet weg willen. Het project is al best lang onderweg en nu hebben ze zoiets van: als jullie niet weg willen, dan moet het ontwerp aangepast worden. Maar volgens mij had dat ook eerder gekund.'</p> <p>'RWS moet zich echt openstellen voor samenwerking. Je moet transparant worden in je plannen.'</p> <p>'We zijn traditioneel gezien heel erg een aanbod organisatie. Wij bepalen. We praten dan nog wel met Schuttevaer, dat is de branchevereniging van de binnenvaart zelf. We praten niet met diegene in de logistiek. Daarom varen die schepen er, omdat de logistiek dat wil en daar moeten we wel echt nog een hele slag slaan. We zijn ons al wel meer open aan het stellen, meer aanbod gericht naar meer vraag gestuurd, maar daar hebben we pas hele kleine stapjes ingemaakt. Daar moeten we echt nog een hele slag maken, uberhaupt om het te doen, om ook het netwerk te leren kennen.</p> <p>'Er moet wel worden samengewerkt. Ook als je ziet, al die social media, hoe mensen zich kunnen organiseren. Volgens mij lopen we volledig achter de feiten aan als we het niet doen. Of met big data, allemaal van dat soort ontwikkelingen. Dat hebben we nog helemaal niet uitgezocht wat voor invloed dat heeft op onze wat meer technische aanpak.'</p> <p>'Consensus building de strategie van de toekomst? Ja, daar zou ik wel volmondig ja op zeggen.'</p>	<p>Consensus building as an instrument</p> <p>Cooperation</p> <p>Cooperation</p> <p>Toolbox</p> <p>Consensus as an instrument</p>

<p>R-3</p>	<p>‘Je moet ook weten in welke fase van samenwerking je bent. Als je met alle participatie bezig bent, dan begin je niet de eerste dag al om alles over iemand uit te storten, maar neem je een kale tafel en zeg gewoon: jongens, ik heb hier een tafel en daar mogen jullie aanschuiven. Bouwen doen we later dan wel. We zijn heel erg gewend om te zeggen: Kijk eens wat we allemaal hebben! En dan wordt er gezegd: we hebben jullie toch gevraagd om mee te praten? En nu zijn jullie al klaar?’</p> <p>‘Je moet ook je medestander organiseren. Je focust je heel erg op je tegenstanders. Soms moet je mensen meenemen op het pad, en als ze onredelijk zijn, dan zijn ze onredelijk. Dan is het de kunst om andere stakeholders te vinden die wel voor zijn, probeer dat dan te laten wegen. Het mooiste is als je geen bezwaren hebt en dat je dat in de groep af laat vlakken. Het is ook een stuk boosheid.’</p> <p>‘Je moet iemand in z’n waarde laten. Goed omgevingsmanagement is een keukentafel gesprek en een beetje begrip voor wat er gebeurt en dan kijken of hij op kan schuiven. Dat is nu bij RWS wel goed in de vingers, maar in het verleden was dat te weinig aan de orde. We waren teveel met techniek bezig.’</p> <p>‘Door samenwerking kom je een heel eind verder dan dat je zelf alles uit zit te denken.’</p>	<p>Toolbox</p> <p><u>Look further than opponents</u></p> <p>Take interests into consideration</p> <p>Cooperation</p>
<p>R-4</p>	<p>‘Ik denk dat dat zeker wel meer toegepast kan zou kunnen worden, alleen de vraag is wat ik ook al eerder aangaf: in hoeverre kun je dat nog meer toepassen als je aan regels en belangen zit? Ik denk dat het meer toegepast kan worden en dat we het al doen, we hebben nu ook dingen zoals serious gaming. Dat zijn toch middelen die daar een beetje aan bijdragen, die proberen te zoeken en in te zetten om daar toch invulling aan te geven.’</p> <p>‘Ik denk wel dat het wel heel leuk zou zijn als dat echt toegepast kan worden. Ik denk dat dat absoluut niet voor elk project geschikt is, vanwege de grootte en complexiteit. Omdat je dat gewoon niet kan overzien. Je moet wel echt inzicht hebben in het hele spel. Maar voor een X aantal projecten denk ik wel dat het een innovatief middel kan zijn om zo in te zetten.’</p> <p>‘De tijd moet vertrouwen geven en zal het leren. Soms is iets heel engs en nieuws. Vasthouden aan bestaande dingen, het wel het moeilijkste om het los te laten. ‘Het werkt nu toch ook? Waarom gaan we dat dan doen?’ Je moet met je tijd meegaan en als sommige dingen werken, hoeveel ga je er dan mee winnen? Maar in de toekomst kan je er bijvoorbeeld wel tijd of geld mee behalen.’</p>	<p>Toolbox</p> <p>Consensus building as an instrument</p> <p>Consensus building as an instrument</p>
<p>R-5</p>	<p>‘Wek geen verwachtingen bij burgers die je niet kan waarmaken, gaan ze er uiteindelijk over? Wees daar nuchter in.’</p> <p>‘Consensus, ik zeg ja, dat is een hele mooie utopische gedachte, maar wees reëel.’</p> <p>‘Consensus building, het is nooit goed genoeg. Ik zie het als de toekomst, maar het zit ook al in het verleden. En dat zit echt in de democratische legitimiteit, legitimatie van besluitvorming, wie gaat waar over? En uiteindelijk tot uitwerking, en de autonomie van de mens om z’n eigen achtertuin zelf te bepalen welk graszaad hij daar in zaait of niet. Klinkt heel simpel, maar volgens mij moet je het daar steeds op terugvoeren. Als er een heel ander staatsbestel komt en hele andere wetten, daar is zoveel in geregeld, zolang we dat model hebben dan geldt dat model. En die consensus, daar heb je alleen wt aan als het een stabiele consensus is, dat dat niet de volgende dag weer veranderd.’</p>	<p>Informing</p> <p>Consensus building as an instrument</p> <p>Consensus building as an instrument</p>