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TO BE OR NOT TO BE?
Collaborative Governance &
The Case of Continuous Master Planning in Lahti

Faculty of Management and Business
Master Thesis

June 2020

ABSTRACT

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Master Thesis

Tampere University

Nordic Master Programme in Innovative Governance and Public Management

June 2020

The benefits of collaborative actions between different stakeholders has been recognized broadly and has been admitted as one of the key factors in regional development. However, the research has so far focused on examining cases retrospectively, leaving a gap in looking into something on-going and uncertain, as well as it has been common to consider regional development through abstracts concepts. Therefore, there exists less information on the practical implementation of the theories and policies within regions. Additionally, it is important to take into consideration the ever-growing trend of cross-sectoral collaboration - however not only in public-private interface, but also involving the third and the fourth sectors into the regional decision-making processes and development activities, which can be seen creating new kind of benefits but also less discussed challenges.

The city of Lahti has fundamentally turned around the master planning of the city; instead of considering the extensive legislation and regulations restrictive, Lahti has chosen to approach the rules as resources. Lahti is not a forerunner only in the technical aspect, but also in its management work: Lahti has defined the citizens as its makers, and therefore, pointed out the citizen involvement and participation being in key position in its strategy work to reach the set development goals for the city – therefore, also in making the master planning of Lahti.

In this case study has been looked into the third ongoing continuous master plan process to see, whether in the implementation of participative strategy can be found characteristics of collaborative governance. Collaborative governance is often used as a model to solve environmental issues by involving several stakeholders creating solutions together. The concept of collaborative governance is still considerably new and vague in definition; however, it has been recognized to have possibilities for sustainable and mutually beneficial outcomes. Finding more diverse ways to utilize collaborative governance expands the current knowledge and provides new kind of insight to the field, especially combined with an innovative, and one-of-a-kind solution like master planning in Lahti.

As result of the study can be stated, that there was found several characteristics of collaborative governance in the case of Lahti, including both common pros and cons of collaborative actions. The stakeholder involvement and citizen participation is a complex topic with no straight answers, and the potential downsides should be brought to more open discussion - however, it is unarguable that through collaboration, participation and involvement can be reached outcomes, that would not have been possible for one action to reach alone.

Keywords: Collaborative Governance; Collaboration; Citizen Participation; Master Planning; Innovation; Strategic Management; Regional Development; Yhteishallintamalli; Kansalaisosallistaminen; Strateginen johtaminen

The originality of this thesis has been checked using the Turnitin OriginalityCheck service.

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INTRODUCTION

The importance of public-private-universities collaboration has been recognized and admitted as one of the key factors in regional development, especially when it comes to innovations and co-creation. Through knowledge flows within the organizations and sectors, but also, through cross-sectoral communication, collaboration and co-creation, regions have been acknowledged to gain benefit of increased competitiveness over time and to have a significant impact on the regions' development and future. (Laasonen & Kolehmainen, 2017; Boschma, 2005; Asheim et al, 2015).

Sotarauta (2010) points out that in regional development network management has been a so called "black box" not only for the practitioners, but also for the academics. According to him, it has been so far easier to examine afterwards cases of regional development and assess successes and failures in them, whereas working on something on-going and uncertain, and trying to create new development paths, is already a different kind of a challenge. Likewise, it is easier to consider regional development through abstract concepts like social capital, networks, and innovation systems, than to go down to a micro level and grasp how to build and manage trust and networks in a region, or construct and develop systems and processes in practice. (Sotarauta, 2010).

Therefore, although the benefits of collaborative activities in regional development are broadly known, there exists less information on the practical implementation of the theories and policies within regions. (Sotarauta, 2010). Additionally, it is important today to take in consideration the ever-growing trend of cross-sectoral collaboration - however not only in public-private interface, but also involving the third and the fourth sectors into the regional decision-making processes and development activities. (Mäenpää & Faehnle, forthcoming; Mäenpää & Faehnle 2017; Pulkkinen, 2014; Faehnle, 2019).

This research was conducted as a part of the CORE project (Collaborative remedies for fragmented societies). CORE is a project operating in Finland in the years 2017-2021 and it is a part of a program of the Strategic Research Council at the Academic of Finland. CORE aims to examine and experiment collaborative processes' and information policies' functionality in the context of environmental planning and decision-making, and assess them critically from the aspects of different stakeholders and active civil society. CORE relies on the theory of stakeholders' mutual dependency and the necessity of collaborative governance when solving complex problems. The purpose of CORE project is to find methods for fair and efficient, but also information-based qualitative solution creation in the

context of controversial issues of the usage of environment and natural resources. The project aims to develop collaborative problem-solving processes, as well as the readiness of the different stakeholders to use them, in a constructive manner. (CORE, 2018).

As a result of decades of work, the city of Lahti has fundamentally turned around the master planning of the city; instead of considering the extensive legislation and regulations restrictive, Lahti has chosen to approach the rules as resources, and at the same time, applied the master planning being a part of the strategic work of the city. Turning something, that has been popularly considered as a weight into an innovative, strategic tool can be considered being a game-changer, and Lahti has been the first of its kind in Finland to do so in this field. (Mäntysalo et al, 2019)

The city of Lahti has not been a forerunner only in the technical aspect of its strategy work, but also, it can be considered to do so in its management work. As mentioned earlier on, collaborative activities are not only known for their benefits in regional development, but there is also an ever-growing trend of involving the third sector as well as the active civic societies into the decision-making processes (Mäenpää & Faehnle, forthcoming; Mäenpää & Faehnle 2017; Pulkkinen, 2014; Faehnle, 2019). Lahti has defined the citizens as its makers, and therefore, pointed out the citizen involvement and participation being in key position in its strategy work to reach the set development goals for the city – therefore, also in making the master planning of Lahti. (Tuomisaari, 2019).

The collaboration between Tampere University in CORE project and city of Lahti begun in 2019. Further examination of broad collaborative actions in the management processes in a forerunner city like Lahti, is at the heart of the CORE project. However, there should not be any jumping into conclusions – in spite of the considerable amount of participative actions and collaborative processes, there should be closely examined if the case of master planning in Lahti meets with the characteristics and the very definition of collaborative governance, but also to critically discuss, to what extent it is meaningful to aim for compliance with collaborative governance model in the case of Lahti.

The purpose of the research is looking into the case of continuous master planning in Lahti to see, which characteristics of collaborative governance can be found in the local continuous master plan process, in the context of regional environmental planning and decision-making. The aim is to consider through a case study, does the case of Lahden suunta meet the definition and the characteristics of collaborative governance model. Based on the results, there is provided through discussion insights about collaborative actions in Lahti and concluded suggestions for the future.

PREVIOUS RESEARCH ON THE TOPIC

Mäntysalo et al (2019) present that over three decades, the city of Lahti has developed a one-of-a-kind policy, which brings together the strategy work of the city and the strategic master planning. The traditional planning has been displayed in literature as “non-strategic” due plan-orientation, comprehensiveness, fixations of certainties, zoning instruments and government procedures, that implies lack of strategic understanding, skill, and imagination. However, the case it is not that simple:

“...this is a theoretical oversight, as the practice world with its political struggles and institutional path dependencies is much more complex than it may appear to the theorist’s eye. Plans and planning procedures are never just instruments for managing spatial change strategically – they are also instruments for handling property rights, protecting environments from change, displaying and contesting legal validity and using political authority in a legitimate way. These other instrumentalities of planning necessarily lead to fixations of plans and planning procedures that theoretically may be perceived of as ‘non-strategic’: clear-cut zoning of property rights and protected sites, building evidence bases to validate planning solutions, and conducting law-based procedures of participation, decision-making and appealing. However, acknowledging these instrumentalities, which in the theory literature appear as ‘non-strategic,’ does not yet make the practice of planning non-strategic as such. Indeed, it means that practicing strategic spatial planning is much more demanding than the theory seems to give credit for, since it entails using strategically the non-strategic instrumentalities of spatial planning.” (Mäntysalo et al, 2019, p.556).

According to Finnish legislation informing and involving stakeholders, meaning actors sharing an interest and/or are affected by the plans, is mandatory and even emphasized by the law. This in practice means running surveys and assessing impacts while setting goals for spatial plans. Despite of following the requirements of the legislation, it is common that a master plan process is prolonged by appeals to administrative court. Most often the reason to appeals is the insufficiency of surveys and impact assessments conducted in the preparation process. This has caused the local master planning becoming laborious and lengthy, since municipalities want to avoid such court handlings, which has led to actions beyond the actual requirements by the law. (Mäntysalo et al, 2019). Therefore, even each municipality is required to have a master plan, due the heavy nature of the process municipalities may postpone the updating of the master plans, and the plans are often made for years ahead, sometimes even for more than a decade (Tuomisaari, 2019).

Lahti has solved the problem by applying...

“...a new institutional layer...” ...” ...for establishing a new policy of reinterpreting the institutional rules of statutory master planning, using these rules strategically as resources rather than constraints. Key in this strategic use is a radical approach to statutory master planning: updating master plans incrementally instead of having them perform as long-term blueprints.” (Mäntysalo et al, 2019, p. 558)

Lahti is practising strategic incrementalism, where the statutory master planning is managed through placing it into broader policy of the city’s strategy work. By producing a new master plan in every four years, Lahti fulfils the regulative responsibilities and at the same time, has continuously updated datasets to support the decision-making and procedures for public participation. It guarantees, that Lahti can be reactive and adjust the short-term plans while working towards long-term strategy as a part of a bigger picture. (Mäntysalo et al, 2019)

In Lahti, next to the technical aspect, strategic spatial planning can be considered as a forum for different actors coming together and sharing their thoughts and visions. In this kind of discussion, there is potential to find a “common language” and nurture collective intelligence, “...in a joint effort to understand the present conditions and envision different future possibilities.” (Mäntysalo et al, 2019, p. 559). Mäntysalo et al (2019) claim that this ideal can never be fully achieved, but it is essential to be consistent in effort to exercise “...a policy of continuous reflectivity on experiences in how the planning process is managed communicatively, and experimental work in developing inclusive ‘interlanguages’ of planning” (2019, p. 559), and according to Mäntysalo et al (2019), Lahti is displaying such efforts.

Tuomisaari (2019) describes Lahti being the center city of its region, and with population of 120 000, it is the eight largest city in Finland. Its population has stayed approximately the same in the past years, but Lahti has set an aim to grow and attract especially working-aged citizens. Growth is a strategic goal of the city and master plan is a tool to achieve it. Lahti has used storytelling in attracting new citizens and businesses, as well as in picturing the goals of the master plan. In the story Lahti is a homely, lively, environment-friendly city, which is comfortable for everyone to live and work in. The citizens are presented as active actors, makers, that form the city to be as it is. Each municipality defines the role of its citizens by themselves, and the views may differ between municipalities. As comparison, Tampere has defined its citizens as inhabitants and managerial subjects and

Östersundom has seen them as future inhabitants. In Lahti, emphasizing the role of citizens as active makers is the means to reach the strategic aims and goals, that Lahti has set. (Tuomisaari, 2019)

Often, when talking about collaborative governance, the cases and examples are related to (scarce), natural resources, (critical) environmental issues or complex, (wicked) societal problems. (Emerson et al, 2012; Hotte, Kozak & Wyatt, 2019; Berkes, 2009; Leino, 2019; Margerum, 2011; Inter-American Development Bank (IDB) et al, 2017). For instance, Leino (2019) presented three show case projects, that Leino described as “forerunners of Finnish society in the field of collaborative governance”. The topics of the cases were about: Protecting the river Nääämö and the traditional way of living of East Sami people in northern Finland, the protection of Linnunsuo wetlands in collaboration with local associations, municipality of Kontiolahti, ELY-centre and Vapo, and the protection of biodiversity in the wilderness area of Hammas-mountain in Lapland in collaboration with local Sami people. However, making a master plan is a mandatory conventional responsibility of municipalities, set and guided by legislation. Although related to nature and environment through planning of land use and spatial planning, making a master plan is by nature very different case compared to the previously mentioned examples, as it is business as usual for the municipalities. In the case of Lahti, the critical question is, does binding the continuous master plan to the city strategy, which is participatory by nature, create the setting of collaborative governance and if so, by which characteristics?

Secondly, according to several definitions of collaborative governance, long-term commitment and distribution of power, hand in hand with responsibility, are key factors for collaborative governance. One of the main outcomes of collaborative governance is the learning process, which further on over time results to other aspired outcomes, such as knowledge creation, advanced problem solving and trust. (Emerson et al, 2012; Hotte, Kozak & Wyatt, 2019; Berkes, 2009; Leino, 2019). Also, Margerum (2011) emphasizes the importance of responsibilities and the commitment to the collaborative process. Margerum has pointed out the challenge of sustaining networks over longer time period and therefore, recommended considering making a project out of the collaborative process, with a clear beginning and end. (Margerum, 2011; Inter-American Development Bank (IDB) et al, 2017). In the case of Lahti, where citizens are considered to be the makers of the city by the strategy of the city, the question of long-term commitment, shared power and shared responsibility, is not a foregone conclusion. It is also worth of consideration and discussion, if reaching a compliance with collaborative governance model should be the aspired state in the case of making the continuous masterplan in Lahti.

THE CONTINUOUS MASTERPLAN IN LAHTI

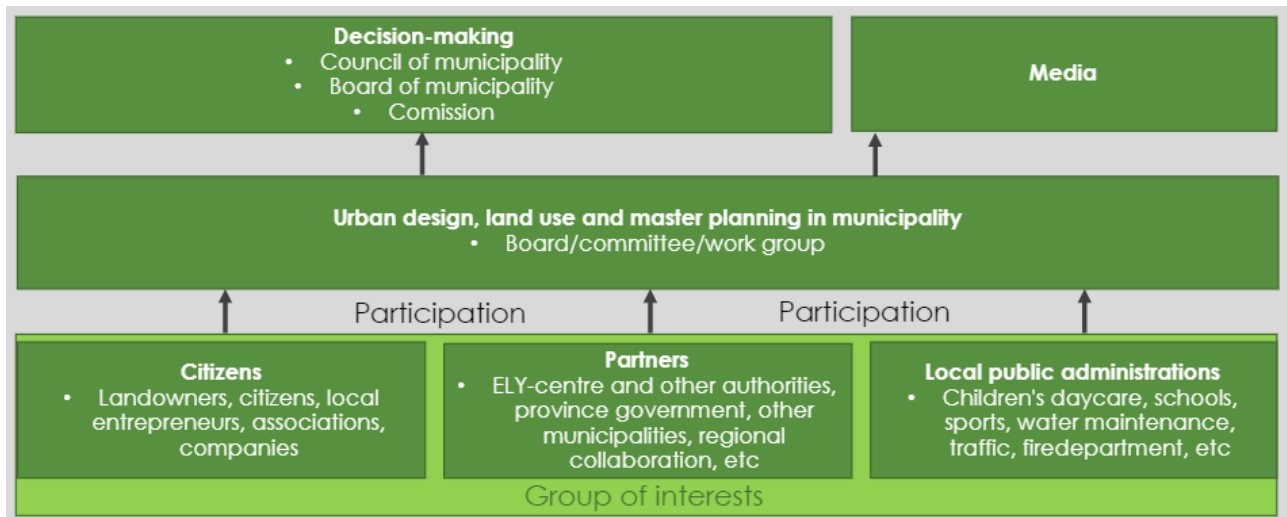
Land usage and master planning

Living environment is known to have a great impact on people's health and wellbeing. As municipalities are in an autonomous monopoly position when it comes to plans of land using, spatial planning and master planning, municipalities have a significant role in forming and developing the future living environment of inhabitants. In Finland, it is defined in several points by the law (Table 1), that stakeholder groups should be involved in and heard at during masterplan process, in order to ensure that the plans are made based on timely knowledge and they serve in best possible manner the needs and aims of the municipality. Municipalities are obligated to keep the plans up to date, change them when needed, and to inform all groups affected about changes. (ELY, 2017)

The law	Principle
Constitutional law	The mission of exercising public power is to promote individual's possibilities to participate in societal activities and influence in matters which have a personal impact
Local Government Act – Opportunities to participate and influence	The inhabitants and service users of the municipality have the right to participate and influence the operations of municipality
Local Government Act – Communication	Municipalities must inform how and in what ways the decision-making can be participated in and influenced. The communication must be clear and understandable language, and the needs of different inhabitant groups must be considered
Land use and Construction Act – General aim	The aim is to guarantee everyone's possibility to participate in preparation of matters, the quality of planning and interaction, versatile expertise and open communication regarding the matters in hand
Land use and Construction Act – Interaction and informing regarding planning	When preparing the plan, those who's condition, advantages or interests are significantly impacted by the plan, must be involved in planning. The authorities which prepare the plans must inform about the plans in a manner, that those who are impacted by the plans, are having an opportunity to follow the planning process and to influence it

Table 1. The law requires in several points to involve stakeholder groups in the planning and decision-making process (ELY, 2017, translated from Finnish)

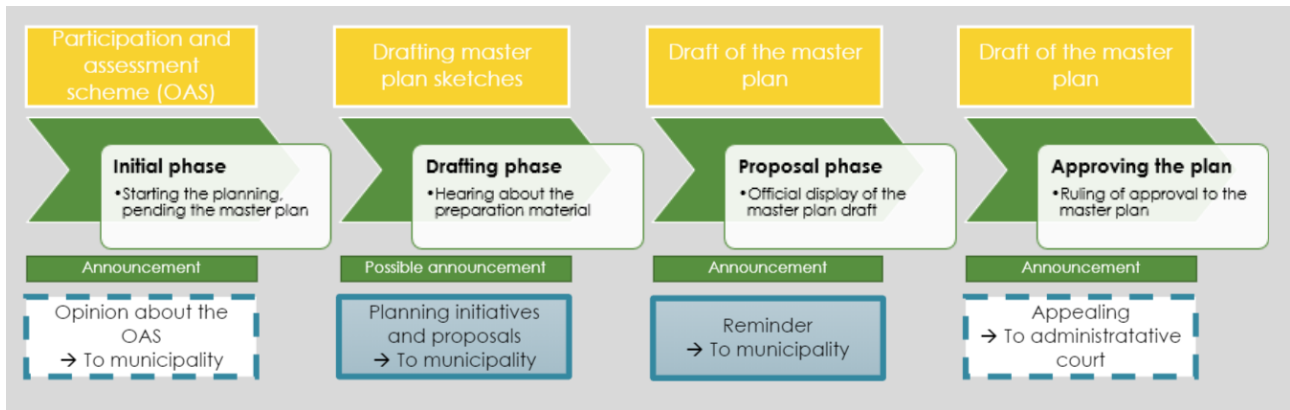
There are several actors and stakeholder groups to take into consideration when making master planning in a municipality. The planning is done by a committee, board, or a work group, but citizens, partners, and public services under municipal administration are important stakeholder groups, as well as the decisionmakers and media with its different channels (Graph 1). (ELY, 2017). As pointed out previously, all these groups are required to be involved by the law, depending on the theme and impact of the ongoing plans. However, it is not specified how the stakeholders should be involved or heard, which leaves room for different interpretations and implementation.



Graph 1. “Different actors and stakeholder groups in master planning” (ELY, 2017, p. 8, translated from Finnish)

Municipality is responsible for the content of planning, its legality, and the quality of decision-making. Municipality is also responsible to provide and follow through a participation and assessment scheme (OAS), which is a tool to serve involvement, interaction, and impact assessment. OAS is an official document, that commits the municipality to collaborate with stakeholder groups. OAS is required to be accessible through the entire planning and decision-making process, and it should be modified or supplemented when needed. The stakeholder groups are allowed and expected to contact the committee, board or work group responsible for making the master plan, in case they consider OAS, or the actions presented in it, being deficient. In such cases the board, committee or work group responsible for the master plan is required to supplement OAS. A well-made OAS is clear, timely, precise and detailed to be informative, describes the masterplan process phase by phase, describes processes and procedures for involvement, gives a frame for impact assessment, provides contact information for further information and offers an opportunity to give feedback. (ELY, 2017)

Stakeholders can participate in different ways in different parts of the planning process (Graph 2.). Next to requirements towards municipalities, also the citizens are expected to be active in order to ensure the mutual constructive interaction and communication. An active citizen acquires information for example by looking into the principles of municipality’s communication and participation, introduces oneself to basics of master planning, communicates personal views with good argumentation and listens to others’ aspects, too. An active resident can also make planning initiatives and proposals to develop the principles, procedures, or processes. (ELY, 2017)



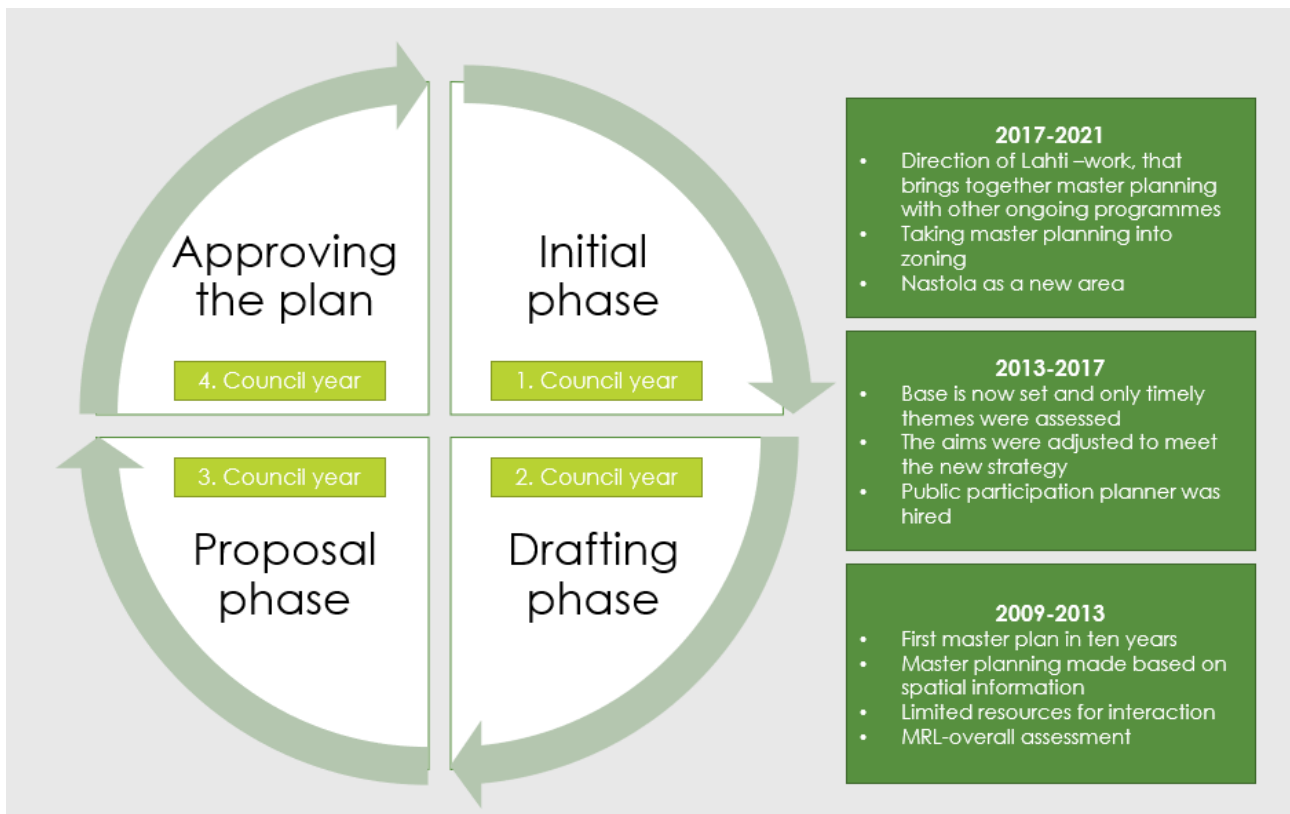
Graph 2. “Participation in different phases of the master plan process” (ELY, 2017, p. 12, translated from Finnish)

Making continuous master plan in Lahti

Since 2009, Lahti has been conducting the model of continuous master plan. It is a non-stopping process, that has been bound to four-year cycles, according to city council period. The continuous master plan is guided by the city strategy and in the end of every four years, the results are assessed against the aims set in the beginning on the period. Based on the assessment, there is done a work plan with new aims for the next four-year period, building up towards meeting the aims of the strategy and in the end, the vision of the city (Graph 3). Master plan is often considered as a heavy process, and therefore many cities execute the planning in separate parts. However, it is argued that continuous master plan process keeps up the strategic overall picture and helps to see the development of the city, as well as it helps to set different themes into same discussion, which provides solutions that serve the city as a whole. (Palomäki, 2018)

Palomäki (2018) describes the ongoing master plan in Lahti being rather participative and citizen friendly. After the first four-year cycle, which was about creating the first master plan in more than ten years with limited resources, the second round was conducted with up-to-date bases and there was hired a public participation planner. According to the strategy, there was made a plan how to collect and utilize the experiences of the citizens about their lives and services needed, and about the environment and transportation related to it. On the second master plan round during the first and second year, there was arranged several workshops with predesigned questions, that the participants were expected to answer, but the discussion was open for other questions and discussion, too. Palomäki (2018, p. 18, translated from Finnish) says:

“My Lahti -evenings were not about presentations and we avoided talking about the distant master plan. We wanted to know in the early stages of planning just how everyday lives of the people in Lahti flow and how they see their own or their children’s future in this city” ...”It is up to the city architect’s job and expertise to make the conclusions based on the material fit into master planning, and Maptionnaire -map questionnaire is a good tool to work on the material.”



Graph 3. Ongoing process takes over the operation environment by forming strategic overall picture into far future, which gets then more specific and previous work is utilized for development (Created based on the text and graph by Palomäki, 2018, p. 17, translated from Finnish)

Impact assessment takes place on the third year in the process, at the proposal phase. On the second round of the master plan the impact assessment was conducted by a group of specialists. The group of specialists, consisting of specialists from the fields of the themes in hand, mentored the work while also a group of representatives of the city from different fields joined in the workshops. The impact assessment was organized in a form of two workshops and an online platform. Eventually, the mentoring specialists were assigned to summarize the results from an outsider perspective. In the

summarizing report, the specialists brought up the benefits of collaborative actions in development work and considered the themes well connected to each other. (Palomäki, 2018)

Lahden suunta

Lahden suunta (the direction of Lahti), brings together under the same title making the master plan, Sustainable Urban Mobility Plan (SUMP), an environmental programme and a service programme. By bringing together these works, the aim is to solve how to provide people sustainable everyday life and wellbeing. Lahden suunta has been described to be an interaction forum about city's future, where "...everyone has an important role in making a living city". Lahden suunta is working towards the aims set in strategy for the year 2030. (Lahti, 2020, Lahden suunta).

Currently, there is going on the third round of continuous master plan in Lahti. The round started in the beginning of 2017 and the ready master plan is to be approved in 2020. The master plan is described to be a picture of the strategy, which means implementing the aims from the aspect of land use and traffic. (Lahti, 2020, Lahden suunta). The city of Lahti has listed several aims for the Lahden suunta -project, which are divided into six categories: Sustainably growing Lahti, City center of Lahti, Living in Lahti, Sources of livelihoods in Lahti, Services and trade in Lahti and Lahti close to nature. These aims have each indicators, to evaluate the successfulness. (Lahti, 2017, Aims and Indicators, translater from Finnish).

Based on the aims, there has been made a list of statements needed for the work, but also, defined which stakeholder groups should be involved. (Lahti, 2019, OAS). Based on the Land use and Construction Act, which defines stakeholders to be everyone, who are affected by the master plan through their living, working or other conditions, there was identified following list of stakeholders (as an example, the list is not exclusive) (Lahti, 2019, OAS, p. 12, translated from Finnish):

- The citizens, landowners, and property owners in Lahti
- Businesses, associations, and communities operating in Lahti
- Authorities
- Neighbor municipalities
- Regional executive board of Nastola
- The Regional Council of Päijät-Häme
- Centre for Economic Development, Transport and the Environment in Häme
- Centre for Economic Development, Transport and the Environment in Uusimaa

- Finnish Transport Infrastructure Agency
- Lahti Aqua
- Lahti Energia
- Päijät-Häme Rescue Services
- Waste disposal in Päijät-Häme
- Lahden Seudun Kehitys LADEC Oy
- Universities and higher education operating in Lahti
- State Railways (VR)
- Linja-autoliitto
- The Defence Forces
- The city service areas
- Traffic operators
- Transportation service operators

According to OAS, the collaboration with different stakeholders was planned to be arranged through public events and workshops, where Lahden suunta -work was to be presented and knowledge produced together with participants through surveys, online feedback system, and negotiations with authorities and partners. During the initial phase there was arranged nine open workshops to map the current state of traffic and transportation, which had in total almost 300 participants. Also, Porukka-survey collected approximately 200 answers, and there was organized two scenario workshops to different stakeholder groups. During the preparation phase there was arranged a series of events called “Arjen reitit ja paikat” (Everyday life’s routes and locations), which consisted of four events in different shopping centres. Through the events, there was reached 300 participants and with an online survey conducted with the same theme was collected more than 500 answers. (Lahti, 2019, OAS).

The Lahden suunta -work is assessed both based on its aims and impacts. The aims were set and assessed in collaboration with all stakeholders in autumn 2017, and possible conflicts were tried to be identified, so there could be found solutions already at the time. The aims were set based on the requirements of the legislation and the strategy of the city. “” The direction of Lahti” -work is a project implementing the strategy.” (Lahti, 2019, OAS, p. 13). The assessment of the aims was supported by visualizing the future and different scenarios. The visualizations were used when discussing with citizens and stakeholders about the vision and the aims. There was also collected feedback about the aims during the event series “Arjen reitit ja paikat” in spring 2018 to assess the need for reassessing the aims due new strategy work. (Lahti, 2019, OAS).

The impact assessment of Lahden suunta -work is conducted in collaboration with stakeholders, and the impacts are assessed in relation to the set aims. The impacts were aimed to identify as far as possible already while creating the aims in 2017 and the impacts were also taken into consideration in 2018 while drafting the master plan. (Lahti, 2019, OAS). The actual impact assessment took place in proposal phase in 2019, where it was conducted in form of two workshops, one in June and other in September. The impact assessment differed from the previous years, as this time the workshops were led by the work group of Lahden suunta, and in addition to the group of specialists and the group of representatives of the city from different fields, there was invited representatives of the third sector organizations to take in place in the impact assessment. The third sector organizations were chosen based on a close interest regarding the assessed themes. After the workshops, the specialists were assigned to summarize the results into a short report from an outsider perspective. (Interviews with Lahden suunta representatives, 2020; Interviews with impact assessment participants, 2019). According to OAS, at the impact assessment the alternative solutions of the master plan were compared with each other, towards the current master plan, towards the earlier plans and with the current state of the city. Also, next to the existing data, at the impact assessment is used statements from authorities and other information produced by the stakeholders. (Lahti, 2019, OAS)



Graph 4. Process chart of the four-year process of Lahden suunta (Created based on the text and graph in Lahden suunta OAS, 2019, p. 4, translated from Finnish)

COLLABORATIVE GOVERNANCE

Defining Collaborative Governance

In collaborative governance, different variant stakeholder groups are involved in planning and/or decision-making process. Emerson et al (2012, p. 2) define collaborative governance to be

“...the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished”.

Emerson et al (2012) list four drivers for collaborative governance: leadership, consequential incentives, interdependence, and uncertainty. The leader should be someone who stand on a neutral ground, enables the collaboration, and prioritizes co-operation over self-benefit. Consequential incentives refer to either internal or external possibilities or threats, that drive the stakeholders to collaborate. Interdependence, or alternatively called either “sector failure” or “constraints on participation”, means that when individuals or organizations are not able to reach their aims by themselves, it drives the stakeholders to seek for leverage and alliance of each other. Last, but not least, due uncertainty related to the management of “wicked” societal problems but also, considering individualistic uncertainties, referring to choosing for the personal best interest, different stakeholders are driven collaborating to solve any problem too complex to be dealt with separately on their own. According to Emerson et al (2012), the impacts of collaborative governance have been so far challenging to demonstrate, as the theory around the topic has a great variance within terminology. However, Emerson et al (2012) conclude, that collaborative governance may deliver several impacts, intentional and unintentional actions as a derivative of the collaboration. The impacts may include added value for example in a form of a new technological product or social good, developed by collaborative action. “Impacts can be physical, environmental, social, economic, and/or political. They can be specific, discrete, and short term or they can be more broadly cast, cumulative in nature, and with longer term impacts”. (2012, p. 19). Emerson et al brings up, that the former is easier to measure than the latter one and when accountability is taken into the discussion, the impacts are more likely to be more explicit and measurable.

Hotte, Kozak & Wyatt (2019) define collaborative governance to be synonyms to collaborative management or co-management. According to them, so far, there does not exist one definition of co-

management, because of the various levels of power-distribution in arrangements. However, they describe collaborative governance to be a partnership, which connects different levels of governance as well as local resource users, by sharing power, knowledge, and responsibility between the actors. The knowledge flow of generated and mobilized knowledge across different levels of organizations supports collective activity by bringing benefits such as increased efficiency and legitimacy. The collective actions may be motivated by the potential to improve information flow by increasing quality with lower cost, having more effective execution and monitoring of the actions. Also, increasing the legitimacy of the system by involving multiple actors may motivate into collaborative governance, as well as achieving joint gains that exceed the value that actors could have achieved alone. Hotte, Kozak & Wyatt (2019) point out the role of institutions in collaborative governance, as they can help creating and facilitating favourable assumptions and expectations regarding the collaborative actions and therefore increase the trust during collaborative action. This institutional-based trust is built on the ideology of institutions to stand on a neutral ground and offer assurance of trustworthy actions by supporting prospective trustors and by sanctioning those who violate the trust. Institutions provide a set of formal and informal rules, which standardises the operation environment to be considerably unbiased and fair on actors. At its best, collaborative governance may lead into increased trust amongst the actors through distributed power, but also, through jointly developed informal rules during the process and improved information flow. (Hotte, Kozak & Wyatt, 2019).

Berkes (2009) states, that many natural resources are too complex to be governed by one agency and there needs to be looked into public-private-civil society partnerships to have a holistic view and fill in where the single agency or top-down management comes short. Berkes (2009) defines co-management being shared power between government and local resource users and an enabling setting for such partnerships to occur. The basic idea is, that people whose livelihoods are impacted by decisions made by the governance, should be involved into the decision making and their voices should be heard. By bridging organizations and actors between different organization levels locally and internationally, there is created a forum for interaction where different actors can be brought together, trust can be built, conflicts can be solved and local knowledge can be brought next to science. According to Berkes (2009) co-management has common ground with adaptive management, as both rely on learning-by-doing. Adaptive management was originally created to manage uncertainty and complexity, and it is by its nature collaborative in practice. Over the time, these two management styles have developed further on but also towards each other into adaptive co-management. At its best, co-management is an ongoing process, where joint learning and problem solving may lead to knowledge creation, with capability to deal with problems at increasingly larger

scales in adaptive manner. Whereas some of the indicators of successful adaptive co-management are more legitimate management measures and increased compliance, also equity, justice and empowerment of the actors are eligible outcomes of co-management. Therefore, co-management is not only about resources, but also, it is about managing relationships. Social learning is essential for the co-operation of different actors, but also, for achieving the best possible outcomes. In co-management, social learning occurs through joint problem solving and reflection within the actor network. However, despite of the opportunities and possibilities co-management may offer, these benefits should not be taken for granted. Co-management does not automatically equal legitimacy and it has been argued that co-management might even reinforce local elite power as poor and politically weak may not be as well represented, or strengthening the state control. This might have a negative impact on the welfare of the community. (Berkes, 2009)

Leino (2019, p. 348, translated from Finnish) describes collaborative governance to be "...a process, where collaborative governance develops from social relationships between public sectors' different actors and local actors, and networks consisting of different contracts, towards further on more sophisticated economy." Leino (2019) emphasizes, that collaborative governance differs from other shared or collaborative natural resource management systems by having both 1) at least one strong vertical link between the government and local resource users and 2) an arrangement to distribute the power and responsibilities. Indeed, the distribution of power and responsibilities can be seen as the key factor of collaborative governance and the degree of distribution can be therefore considered as the best measure of success when assessing collaborative governance activities. However, since collaborative governance is by nature a process, the power relations and the degree of power distribution may differ over the time between actors as the process develops. Key factors for the process development are long-term commitment of the actors and critical evaluation for continuous learning. Other important aspects considering the successfulness of the collaborative governance is the balance of responsibilities and benefits amongst the actors to generate efficiency, and a favourable environment lead by strong enough institutions, government, and legislation. When successful, collaborative governance provides general and broader approval than in more traditional models, for decisions made and both the connections between local actors and the local government, but also relationships between people, empowers by creating locally better-serving solutions, and enables fast but also more efficient knowledge flow. These connections and relationships may lead into better conflict-solving and decrease conflict occurring in the first place through increased trust, mutual contracts and negotiations. This all together develops local communities' social and economic capacity. However, if the collaborative governance fails by having only partial, weak and/or seeming

arrangements with the experience of injustice or unfairness amongst actors, the process may lead to completely opposite, negative results with conflicts. (Leino, 2019)

Ansell and Gash (2008) however, have dug even deeper in defining collaborative governance. They reviewed 137 cases of collaborative governance to identify critical variables for successful collaboration. First of all, they defined collaborative governance to be:

“A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.” (Ansell and Gash, 2008, p. 544)

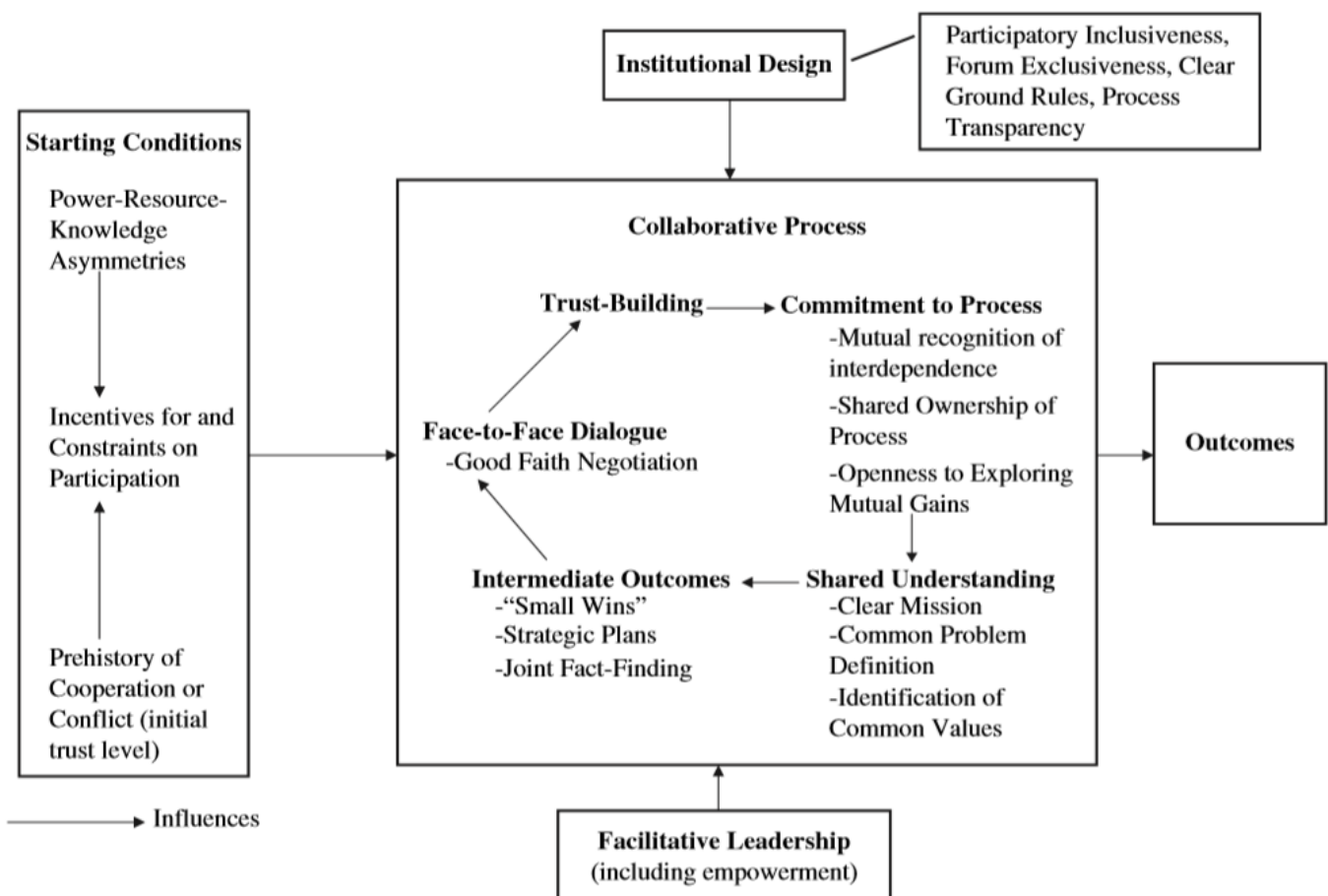
According to Ansell and Gash, the definition itself includes six important criteria for collaborative governance:

1. *The forum is initiated by public agencies or institutions*
2. *Participants in the forum include nonstate actors*
3. *Participants engage directly in decision making and are not merely “consulted” by public agencies*
4. *The forum is formally organized and meets collectively*
5. *The forum aims to make decisions by consensus (even if consensus is not achieved in practice)*
6. *The focus of collaboration is on public policy or public management*

(Ansell & Gash, 2008, p. 544-545)

As it can be seen, the approach of Ansell and Gash is more practical and in detail compared to previously presented pieces of theory. In fact, Ansell and Gash have described the process of collaborative governance (Graph 5), where next to the process starting conditions, leadership and institutional design play out also an important role in the outcome. Starting conditions may either facilitate or discourage collaborative actions amongst actors; the distribution of power, incentives for participation and previous history of collaboration, define the nature of premises for the collaboration. Leadership, on the other hand, has a significant impact over the collaborative process – moreover in case the starting conditions are challenging. In collaborative governance the leadership should be facilitative and empowering to all stakeholder and interest groups, create clear ground rules for actions and therefore, build trust, ensure equality, and facilitate dialogue while aiming at mutually

beneficial outcomes amongst actors. Institutional design refers also to ground rules of the collaboration, however, more on the side of participatory actions: who should be included to the collaboration? The nature of collaborative governance dictates that the involvement should be broadly inclusive to all affected by the matter or having a shared interest, although, broad participation of different actors might not be supported or even accepted amongst all actors. Therefore, the institutional design should encourage for broad involvement by being proactive, and together with facilitative leadership, enable the open discussion during the process and ensure, that the outcome represents a broad-based consensus. The outcome depends on the previously mentioned factors and the process, as well as the actors involved, but it can be said that finding common ground amongst the actors through defining joint value aimed at and created by the collaboration, as well as collecting small wins during the process, is crucial for successful collaborative governance process. (Ansell & Gash, 2008)



Graph 5. "A Model of Collaborative Governance" (Ansell & Gash, 2008, p. 550)

The collaborative process itself constructs according to Ansell and Gash of five points: face-to-face dialogue, trust-building, commitment to process, shared understanding, and intermediate outcomes. The on-going process starts with open dialogue, as direct communication can be considered as one of the key elements of successful collaborative governance. Next to communication, there is needed trust, which may require a considerable amount of time and should not be overlooked. Open dialogue and trust among the actors should lead into commitment and shared understanding of the joint value and goals of the collaboration. However, commitment to the process may have two sides: strong commitment is vital for the collaboration to success, but challengingly, it means also shared ownership with others, who may not share the same views and opinions. Therefore, thick commitment increases the possibility of a conflict but also, weak commitment threatens the successfulness of the entire process. However, face-to-face communication, trust, commitment, and shared understanding lead into small wins on the way towards goals, enables joint knowledge creation and helps to adjust the strategy whenever necessary. (Ansell & Gash, 2008)

The key characteristics of Collaborative Governance

Despite of different emphasis between different authors, there can be seen common themes between their definitions (Table 2). All authors pointed out in their principles, that collaborative governance is about distribution of power. The power is distributed through collaboration, partnership, relationships and/or networking. This means, that not only one actor decides for all, but everyone affected by the decisions are involved into the decision-making process. For a successful collaboration it is vital, that the participants are truly engaged. The distribution of power also distributes responsibility, which engages the actors, creates ownership, and builds up trust. The involvement of locals brings into the conversation local tacit knowledge next to science and through the knowledge flow, new knowledge can be created and there can be found solutions, that would not have been possible to create without collaboration. An essential part, however, is the learning process related to collaborative government. Social learning occurs through joint problem solving and reflection amongst actors, and when successful, it increases the capability of solving always more challenging issues. Jointly created work rules amongst actors increase trust and collaborative actions may increase the legitimacy of the decisions made, although, this should not be taken for granted.

Collaborative governance by itself does not guarantee increased legitimacy or improved trust, not to mention better capabilities to solve complex problems. In order to succeed, collaborative governance

Author(s)	Principle	Key factors	Impacts
Emerson et al (2012)	"...the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished"	Four drivers <ul style="list-style-type: none"> • Leadership • Consequential incentives • Interdependence • Uncertainty 	May be several impacts (intentional/unintentional), may include added value <ul style="list-style-type: none"> • Physical, like new technological product • Environmental • Social • Economic • Political
Hotte, N., Kozak, R., & Wyatt, S. (2019)	"... partnership that bridges levels of governance by sharing power, knowledge and responsibility between a central government and local resource users. In such arrangements, different levels of organizations bring their respective comparative advantages in generating and mobilizing knowledge at different scales to support collective action through increased efficiency and legitimacy."	May be motivated by <ul style="list-style-type: none"> • Potential to increase quality & lowering cost of information • Enhancing effectiveness of monitoring and enforcement • Increasing legitimacy Trust <ul style="list-style-type: none"> • Both institution-based and also between actors and individuals 	Increased trust amongst actors through distributed power and creation of jointly developed rules during the process, information flow and interpersonal relationships Trust in collective action may enable results that exceed the value of those possible gains if actors were acting alone.
Berkes, F. (2009)	"...the sharing of power and responsibility between the government and local resource users"	Knowledge partnership <ul style="list-style-type: none"> • The generation and mobilization of knowledge Bridging organizations <ul style="list-style-type: none"> • A forum for interaction between different levels of organizations locally and internationally • Coordination of tasks, like accessing resources, bringing together different actors, building trust, resolving conflict, and networking 	Social learning <ul style="list-style-type: none"> • Essential for the co-operations of actors but also for the outcome • Occurs through joint problem solving and reflection within learning networks → When successful, creates an ongoing process where joint learning and problem solving may lead to knowledge creation, with capability to deal with problems at increasingly larger scales in an adaptive manner
Leino, J. (2019)	"...a process, where collaborative governance develops from social relationships between public sectors' different actors and local actors, and networks consisting of different contracts, towards further on more sophisticated economy."	Distribution of power <ul style="list-style-type: none"> • Key factor for successful collaborative governance and the degree of distribution the best measure of success Long-term commitment of the actors and critical evaluation for continuous learning	Gaining general and broader approval (as in more traditional models) for decisions made New connections between local actors and local government, which empowers creating locally better-serving solutions and fast but also more efficient knowledge flow May enhance through increased trust, mutual contracts and negotiations conflict-solving, decrease conflicts and develop local communities' social and economic capacity → Failed, only partial or weak collaborative governance model may lead to completely opposite, negative results with conflicts
Ansell & Gash (2008)	"A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets."	Six criteria <ul style="list-style-type: none"> • The forum is initiated by public agencies or institutions • Participants in the forum include nonstate actors • Participants engage directly in decision making and are not merely "consulted" by public agencies • The forum is formally organized and meets collectively • The forum aims to make decisions by consensus (even if consensus is not achieved in practice) • The focus of collaboration is on public policy or public management Three requirements: time, trust, and interdependence	Bringing public and private stakeholders together in collective forums with public agencies to engage in consensus-oriented decision making, brings together knowledge and enables joint learning and knowledge creation

Table 2. Defining collaborative governance

requires time, interdependence, long-term commitment, and critical evaluation. Also, open and face-to-face communication are critical factors for success. When failed, collaborative governance may deliver the complete opposite outcome to positive prospect: if the involvement is only superficial or

seeming, it may lead into mistrust and either reopening old conflicts or starting new ones. In addition, whereas successful collaborative actions require commitment and open communication, the thick commitment and shared ownership may increase the possibility of conflicts and need for negotiations, that require yet again strong but empowering leadership.

Based on theory and definitions above, the collaborative governance can be considered to have following ten characteristics (not in specific order):

1. Collaborative governance requires strong, facilitative leadership and institutional design, that provides an equal and neutral ground for collaboration, with ground rules to enable collaborative actions. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
2. In collaborative actions the distribution of power, responsibilities and benefits need to meet. (Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
3. In collaborative governance the roles of actors need to be balanced, and all actors influenced by the decisions made need to be sufficiently represented in the decision-making process. (Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
4. In collaborative governance relationships, connections, links and networks are both tools and benefits of the process. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
5. Collaborative governance may have an empowering, trust building and legitimising impact. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
6. Collaborative governance may enhance communication, knowledge flow and knowledge creation. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
7. Collaborative governance is a learning process based on long-term commitment, open communication, and reflection, with impacts on social and economic capacity. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
8. Collaborative governance aims at working jointly towards consent solutions, that cannot or should not be generated only alone by one actor, institution or only by top-down management. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
9. During collaborative actions experiences of injustice and unfairness amongst actors or only a seeming process may lead into negative impacts, such as conflicts and mistrust. (Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)
10. Collaborative governance was developed to manage complexity and uncertainty, therefore measuring successfulness may be complicated due the abstract and complex nature of the

issues, as well as for long timespan needed for the process. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008)

These ten characteristics are used in this research as theoretical framework, that are used to analyse the data and to reflect the case. The relationship between the data and the ten characteristics listed above is the tool in this research to define, which characteristics of collaborative governance can be found in the continuous master planning process in Lahti, in the context of regional environmental planning and decision-making. Also, the ten characteristics were used to assess, if reaching a compliance with collaborative governance model should be the aspired state in the case of making the continuous masterplan in Lahti.

RESEARCH DESIGN

Methodology

Case study

Case study was invented in the 1960's and 1970's to provide insight in educational research and evaluation on the needs of the audience and increasing understanding on interpretation of events in the socio-political context. For this was needed an approach, that took into consideration the process and its implementation, as well as collecting the perspectives and experiences of participants. Where previously used models had failed, case study approach could explain success or failure factors of (curriculum) innovations and proving evidence to use for further development. Today, case study is well accepted and used method to evaluate complex innovations in specific contexts and generally evaluating social and educational phenomena. (Simons, 2009).

Case study approach starts with choosing a case and deciding on the design and how to conduct the study. Simons (2009) emphasizes as the major point to consider the design of the case study and if it is appropriate to study the phenomenon or topic in hand. Case study replies to answers "how" and "why", it studies real life contemporary phenomenon and the one conducting the study does not control or seek to control the events of the phenomenon studied. Then comes defining and creating limitations to the case, through relevant literature, identifying issues and by using own thinking. By formulating a research problem, the focus of the study is sharpened, or there can be decided to aim at

gaining understanding on the case in general. Creating boundaries and limitations to the research the focus gets once again more focused, however, the boundaries may shift during the study when learning more on the case and for example if the conduction of the study is later on adjusted. In the end it is important to keep in mind the topic or phenomenon under the study and aim to effectively research it. (Simons, 2009). Taylor & Thomas-Gregory (2015) have defined some typical characteristic of a case study, that separate case study from other research approaches, and the characteristic they have listed are in line with Simon's thoughts:

1. The context of a case study is important to describe as in detail as possible, since then the transferability to other settings can be determined.
2. A case study aims to gain a holistic understanding of the event or phenomenon, and multiple methods can be used to gain a thick description of the phenomenon. However, it is vital that the aim of the research and the research questions or objectives are clearly defined, and methods chosen based on those definitions.
3. The quality of research design must be the highest quality, considering that there is often used several methods in a case study.
4. The report of a case study should be narrative, telling the story of the case in such manner, that readers can determine its relevance to their practice.

Despite of the flexible nature of case study approach, creating a good design is a necessity. Based on the research problem, the set aims, boundaries and limitations, there should be made a plan, including methodology, what data to use and/or how to collect it, and who should participate in the study. Formulating research questions, using a theoretical framework, or deciding to go for descriptive case study with an open design, are all ways to defining the design of the study. Also, it is important to consider in what role the study is conducted. (Simons, 2009).

There can be also different approaches to a case study research. For example, explanatory approach enables the researcher to understand and explain the phenomenon that is studied, descriptive approach enables the researchers to describe the phenomenon, evaluative approach aims at determining if something is working or has worked, intrinsic approach means undertaking a case study out of interest for its own merit, and in instrumental approach on the other hand means undertaking a case study for a specific reason. However, the list is not inclusive and different pieces of a case study can fit into several of these approaches. All the approaches can be applied into single or multiple cases, the case(s) can be retrospective or prospective, or the case(s) can be a snapshot of a situation or a phenomenon at a particular time. The approach should be chosen based on the purpose of the research,

and the chosen approach(es) define the decisions about methodology and methods. (Taylor & Thomas-Gregory, 2015).

As a method for a case study to collect data, in-depth interviews, observation and using documents related to the case, are all valid options, depending on the case, the aim, and the purpose. In-depth interviews have four purposes: documenting the perspectives of the interviewees, both interviewer and interviewee may identify and analyze issues through active engagement and learning, the flexibility to change direction when needed or wanted, and uncovering and presenting unobserved feelings and events. Observing on the other hand, provides a comprehensive overall picture and rich description on the incidents and events, reveals norms and values, captures the experiences of those who are less talkative, and last but not least, observations provide a cross-check for other data used in the study. (Simons, 2009). Another way to gain depth in the study is to use already existing documents related to the case:

“Written documents may be searched for clues to understanding the culture of organizations, the values underlying policies, and the beliefs and attitudes of the writer. Visual documents constitute another kind of documentation and there may be photographs and artefacts of various kinds which hold clues to understanding.”
(Simons, 2009, p. 63-64)

When reporting a case study, the form of reporting is rather flexible. However, there are some key points to keep in mind: “...the case study should have a clear focus, be data-rich, located in its socio-political context and fairly and accurately represent participants’ judgements and perspectives. Above all, it should tell a story of the evolution, development and experience of the particular case.” (Simons, 2009, p. 147). The report of a case study should explain the decisions and actions made when conducting the study, and also justify the conclusions or implications made based on the study. The justification should be based on the data and providing evidence to support the conclusions creates reliability. The report does not need to have a formal conclusions and direct recommendations what should happen, are not needed nor advised to be used – instead, drawing implications, posing an agenda for development, suggesting alternatives to consider and highlighting the significance of findings for both theory and practice, are all good ways to present the results of the study and pointing out an aspect of utilizing the results in the future. (Simons, 2009).

The quality of a case study can be defined like any researches’, through validity, reliability, and generalizability. Validity consists of construct and internal validity, where construct validity refers to

if the study investigates what it claims to investigate and internal validity refers to how plausible the research is, based on the critical consideration of the data presented in the report. Additionally, in explanatory case studies, validity includes the argumentation for causality. Reliability means, that the evidence used in a research is consistent and stable, so if the research were repeated, the results would be the same. Transparency and replication can be claimed to be the key elements for reliability. Generalizability refers to external validation of a study, meaning that the theories presented in a study should be shown to apply to the phenomena not only in the setting in which they were studied but also elsewhere. However, in case study research it is argued, that generalizability is based on analytic grounds than statistical grounds. This means, that generalization is

“... achieved through the findings being generalized to theoretical propositions, which is known as analytic generalization, which denotes a process where generalizing takes place from data to theory rather than to population. In analytic generalization, the findings are considered of being congruent with or connected to prior theory”
(Farguhar, 2012, p. 104). (Farguhar, 2012).

When looking into quality in a case study, there must be considered the aspect, that case study research represents by many characteristics interpretivist epistemology (means assuming that reality can be accessed only through social constructions, such as language and shared meanings (Myers, 2008)). Interpretivist epistemology is known to have to have an accepted, alternative criterion for quality, consisting of four criteria: credibility, transferability, dependability, and confirmability. Here credibility is built on adopting appropriate and well-recognized research methods, that are presented transparently and in a manner, that shows comprehension and following through research protocols. Transferability is a variation of previously mentioned generalizability theme. Binding the research withing appropriate theory and arguing for the study convincingly by referring to that theory, provides a cover for transferability. Another way to prove transferability is presenting the context of the study through extensive background data, and thereby presenting a detailed description of the research context, which allows readers making own comparisons, if wanted. Dependability refers to the fact, that in a case study the design of the study may be shifted or fine-tuned during data collection and analysis, and these changes should be described transparently in detail. Lastly, confirmability means arguing, that even the research is interpretivist by nature, it is not too influenced by personal values or theoretical inclinations. This does not imply, that the research should aim for complete objectivity, but rather demonstrating that the alternative explanations have been consideration. (Farguhar, 2012).

Evaluative research approach

Guba and Lincoln (1989) have defined evaluation being developed over time through four different generations. The first-generation evaluation can be led all the way to 19th century schools and education, where pupils and students were graded based on their exam results. The role of the evaluator was technical, or even mechanical, and they were expected to possess all needed tools to measure the evaluands. Even today, first generation evaluation still exists, in the world of education in schools and universities, in grading students or when schools and universities are ranked based on tests ran to pupils or students as a part of their graduation. The second generation emerged after the first world war. The nature of the evaluation was more formative, and the role of the evaluators was descriptive but, however, the former technical aspect remained in parallel. Also, this was the era when program evaluation was formed. In practice, the evaluations were now about describing the patterns of weaknesses and strengths of the evaluands. (Guba & Lincoln, 1989).

Around the time of 1950's, there was discovered some faults in the prevalent evaluation system and there was risen a need for more critical approach in evaluations. Therefore, the third generation of evaluation was formed, which started the era of standards and judgement. The third-generation evaluators were still using in parallel previous evaluation aspects, technical and describing, but then combined these with the role of a judge who, usually together with managers, set the parameters and boundaries for the evaluation and reported the results straight back to the managers. The third-generation evaluation model delivered some longed-for clarity, but it caused also criticism: when the evaluations are only set by and reported to manager, the managers management is not included into the evaluation. Therefore, the model can be seen disempowering and unfair by the employees but also, the model may lead to non-transparent actions and keeping back the results from other stakeholders. (Guba & Lincoln, 1989).

It can be considered logical, that due the criticism presented earlier on, there was needed yet more developed model. In the fourth evaluation generation the role of the evaluator is about understanding, being a democratic human data analyst. The key point is, that even the fourth-generation evaluators combine the three previously mentioned evaluation models, the approach to these aspects is by emphasizing shared responsibility and the empowerment of the stakeholders. However, the most significant difference to the previous generations is the perspective of evaluations being a learning process instead of using it as a pre-plannable tool. (Guba & Lincoln, 1989).

Scriven defines evaluation followingly:

“An evaluation must, by definition, lead to a particular type of conclusion—one about merit, worth, or significance - usually expressed in the language of good/bad, better/worse, well/ill, elegantly/poorly etc. This constraint requires that evaluations—in everyday life as well as in scientific practice—involve three components: (i) the empirical study (i.e., determining brute facts about things and their effects and perhaps their causes); (ii) collecting the set of perceived as well as defensible values that are substantially relevant to the results of the empirical study, e.g., via a needs assessment, or a legal opinion; and (iii) integrating the two into a report with an evaluative claim as its conclusion.” (Scriven, 2003, p. 16)

In other words, it can be said, that according to Scriven, the evaluation is always including in its conclusion a kind of a judgement of the character of the evaluand. Therefore, in order to make an evaluation, there is needed three components: empirical data, a set of values, and a report where two formers have been integrated into a conclusion - a judgement on the relation of the data and values. Kushner (2017) agrees on an evaluation to include judgement, but raises the question of by whose values the evaluation is made? Therefore, Kushner has defined evaluative research followingly: “Evaluative enquiry is a process for arriving at judgments about public value, in such a way that it reveals the nature of the public”. (Kushner, 2017, p. 8) Kushner’s definition involves beside of the subject of the research (in this case program) also the focus on people in and around the evaluand, and instead of considering the public value as a something related to the research’s subject, the subject should be considered as a part of public value. (Kushner, 2017)

According to Kushner (2017), the key concepts of democratic evaluation are confidentiality, negotiation, and accessibility, and it operates under the principle “the right to know”. Democratic evaluation aims at providing information on the evaluand to the stakeholders, meaning in practice open communication on data collection, evaluation process and results, that should be available to all. The main activity of democratic evaluation is to collect definitions and reactions of the evaluand, and the basic value is an informed citizenry. In democratic evaluation, the evaluator acknowledges the broad variety in value and interests, and takes these into consideration at the evaluation. As democratic evaluation represents by nature the fourth evaluation generation, it is not result-based or outcome-oriented approach, and therefore, it cannot be entirely per-specified. This does not mean looking down on the results, but moreover having the focus on understanding the conditions and causes for the outcome, than having the primarily interest at the outcome itself. (Kushner, 2017).

For a democratic evaluator, a case study as a methodology is preferable, as there is room to legitimate differences and fostering debate. A case study is a form of organizational analysis, where the analysis is a holistic enquiry within defined boundaries. In the analysis, there are three main dimensions: there is the system (bounded by its boundaries), within the system are relationships (meaning both between people and events), and in those relationships occur different perspectives. However, there should not be forgotten the complexities within and outside the system. (Kushner, 2017)

“The primary importance of understanding the organization is because this is where much of democratic social contract is forged and experienced. Citizens sometimes relate directly to the State – for example, in elections, criminal court proceedings, celebrating or otherwise the Monarch’s or the Presidents life and achievements. But, mostly, we relate to the State through its institutions , and it is here that we claim our citizenship and our rights: in schooling, health services, security forces, social services, prisons, immigration authorities, and the rest. This is why the privatization of state-owned institutions raises fundamental questions of citizen rights. We have a right to know how these institutions function – often, to have a say in how they function.”
(Kushner, 2017, p. 146)

Institutions operate through organizations, practices and policies, and according to Kushner, this should be therefore the main focus of the evaluative research – operating as a link between the citizens and organizations, to provide information on the organization to the citizens to display the functions, and gather the formative feedback of the citizens to the organization so it can develop or adjust its functions. However, it is crucial that both understandings are published, to feed the public debate and open discussion. (Kushner, 2017)

Triangulation approach

Flick (2007) defines triangulation being different perspectives of researchers’, usage of several methods and/or several theoretical approaches, that are both linked. Triangulation refers to combining different data against different theoretical perspectives, that are applied to the data in the background. The used perspectives, methods, theory and data, should be applied on an equal footing. Triangulation produces knowledge at different levels and therefore, “...which means they go beyond the knowledge made possible by one approach and thus contribute to promoting quality in research.” (Flick, 2007, p. 5). According to Denzin (1970), by using triangulation approach, there can be overcome bias and

deficiencies of a singular method, researcher, theory, or data, and therefore achieve better quality and validity. However, Fielding and Fielding (1986) argue, that

Theoretical triangulation does not necessarily reduce bias, nor does methodological triangulation necessarily increase validity. Theories are generally the product of quite different traditions so when they are combined, one might get a fuller picture, but not a more 'objective' one. Similarly different methods have emerged as a product of different theoretical traditions, and therefore combining them can add range and depth, but not accuracy. (Fielding and Fielding, 1986, p. 33)

According to Fielding and Fielding (1986), triangulation does not provide validation, but is more like an alternative to it. Triangulation should be done carefully and purposefully, not to aim for objective truth, but to gain breadth or depth to an analysis.

Content analysis

Content analysis is method that can be used to analyze both qualitative and quantitative data, although it is more known method in qualitative research. (Elo & Kyngäs, 2008; Tuomi & Sarajarvi 2018). It aims to "...attain a condensed and broad description of the phenomenon, and the outcome of the analysis is concepts or categories describing the phenomenon." (Elo & Kyngäs, 2008, p. 108) Content analysis investigates the data in a replicable and valid manner, observes the data in its context, as its purpose to provide knowledge and new insights. (Elo & Kyngäs, 2008)

The process of the analysis has three phases: preparation, organizing and reporting. In fact, there does not exist a systematic rule for making a content analysis. The key feature in the process is, that the data is classified into smaller categories. In the preparation phase it is important, that the researchers become completely familiar with the data and make sense of it to themselves. Depending on the purpose of the study, organizing the data is done either in inductive or deductive manner. If the knowledge is scarce or fragmented, it is recommended to use inductive approach, and when the study is based previous knowledge or the purpose is to test a theory, then is recommended to use deductive approach. (Elo & Kyngäs, 2008)

At the inductive approach, the data is categorized with as many categories as needed when processing the data, then grouped into bigger entities. These entities, also called again categories, are independent from each other and each of them take a part in describing the phenomenon. Categorizing increases

the understanding and helps to generate knowledge from the data. In the end, there is formulated a general description of the research topic. This is called abstraction. In abstraction, the categories are again categorized into bigger entities, main categories, under these are formed generic categories and under generic categories are sub-categories. (Elo & Kyngäs, 2008)

The deductive content analysis is often used to retest existing data, categories, concepts, models, or hypothesis. First, there is created a categorization matrix, based on for example earlier theories and models. In structured matrix only the aspects that fit the matrix are used from the data. Aspects that do not fit in the categorization can be used to create their own concepts, by using the inductive approach. (Elo & Kyngäs, 2008)

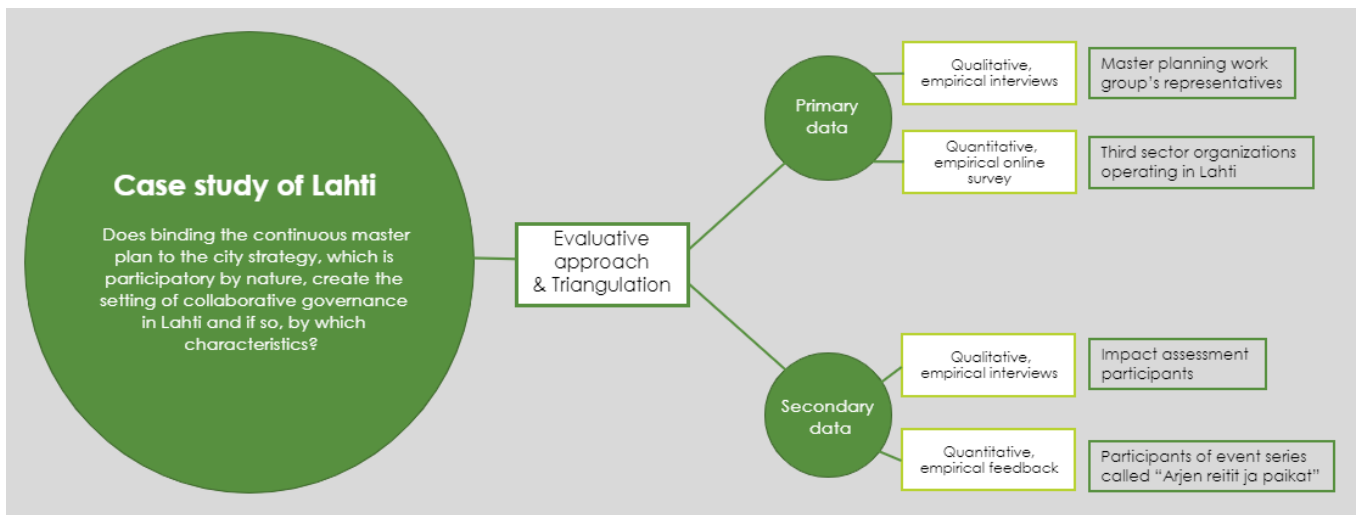
In reporting, the results are the described contents of categories. The meanings of the categories, analysis process and the results should be described in a sufficient detail to give a clear understanding on the analyzing process and considering the strengths and limitations of the research provide trustworthiness for the research. Each researcher makes their own subjective interpretations; therefore it is crucial for validation to demonstrate the links between the data, categories, and results, and how the data was processed through the analysis. (Elo & Kyngäs, 2008)

Tuomi and Sarajärvi (2018) recognize the categorizing as one of the methods to process the data inductively. They also present two other methods, describing the data through an analysis or defined entities based on meaning or relevance and presenting, interpreting and assessing them, and as third option, preparing and coordinating the data based on interpretation, giving individual words a meaning and looking into conflicts within the data. However, neither of the previously mentioned characteristics should not be followed by as an absolute tool for making the analysis, but more as directive guidelines. In deductive method, the first step is to create a framework, for example a matrix or a table, based on an existing concept, model, theory or so on, that is wanted to be tested. The framework can be loose, and under it can be made subcategories if needed. The data that does not fit in to the framework, can be analyzed outside the frame inductively. (Tuomi & Sarajärvi 2018)

As an overall, Tuomi and Sarajärvi (2018) point out that content analysis has four steps: deciding the research angle with the data and holding to that, going through the data and both marking and separating the data based on the chosen angle, which means leaving out the rest from the research and then categorizing the used data based on themes or types. Eventually, the analyzing process and results are reported transparently and in detail, to legitimize the research. (Tuomi & Sarajärvi 2018).

Data collection

The nature of the case study is evaluative – however and specifically, not an evaluation – with multiple triangulation approach. The research data consists of primary and secondary data, which combines different types of material as data (Graph 6). The data is collected and/or created by different actors and brought together in this research to form a comprehensive overall picture on the process from the aspect of different stakeholders in the case of continuous master plan in Lahti. The overall picture on the experiences on the process defines the nature of the collaborative actions in Lahti, which is one of the core elements when discussing if the process meets the definition and characteristic of collaborative governance. Through comparing the empirical data to the theoretical reference material about continuous master plan in Lahti, it can be considered if the continuous master plan in Lahti meets the definition and the characteristics of collaborative governance.



Graph 6. Different types of data used in the research

In this research, there has been used the interview data of some of the key representatives of the master planning work group, and the interviews of some selected participants of the impact assessment. Next to the qualitative interview data, a semi-structured online survey has been used to gather quantitative data to gain an understanding over the experiences of the thirds sector organizations in Lahti. In the survey the third sector organizations were asked about their experiences of “Lahden suunta”, and their views on the importance of involvement of the third sector in local and regional development. The data collected by CORE project has been gathered by different researchers over time, in a form of qualitative interviews. The interviews have been designed to give an empiric and holistic understanding over the process and experiences of different stakeholders in the

continuous master plan process. In the research has been also used feedback data the city of Lahti collected from the participants of event series called “Arjen reitit ja paikat” (Everyday life’s routes and locations), which consisted of an event arranged in four different shopping centres in spring 2018, and the data was collected at the time, during the events.

The data used in the research has been collected from different stakeholder groups (Graph 6), to gain understanding of the continuous master plan in Lahti from the aspect of the experiences of the stakeholders. However, the data is describing only limitedly the broad groups of stakeholders in the case. Although the data can be seen covering the public and the third sectors, as well as the citizens of Lahti, there has not been represented in specific the views of the private sector, meaning companies and businesses, nor the education sector, meaning schools and especially universities. Also, collaborative governance is known to lay a risk that only certain stakeholder groups or views within groups, such as the elite, pushes through their voice and overrules the politically weaker, poor or otherwise more quiet parties (Berkes, 2009). Therefore, collecting data from those who have not participated in collaborative actions and decision making, can be seen as an important group to study in order to later on conclude, if the collaborative governance model is being successful.

However, in this research the aim is to see, if binding the continuous master plan to the city strategy, which is collaborative by nature, create the setting of collaborative governance in Lahti and if so, by which characteristics. Therefore, the data that represents the views and experiences of the leaders of the process and institutional design, the views and experiences of the third sector in the area, views and experiences of citizens engaged in collaborative action, and the views and experiences of external parties involved (the interviews of the impact assessment participants), can be considered to form a holistic view on the overall experience of the continuous master plan in Lahti and the collaborative actions related to it. These experiences and views form a versatile picture of the nature of the actions in Lahti and based on that picture can be considered if the continuous master plan process creates the setting of collaborative governance.

The data used in the research is versatile, but complementary to each other in a way, that by using data triangulation approach and content analysis, the data together forms not only a broad but also deep understanding of the case in its context. All this together provides a sound basis to reach the aims and the purpose of the research.

Primary data

Master planning work group's interviews

The interviews with the master planning work group were conducted during the spring 2020 in person, but via online video call. The interviewees were chosen based on their position in the work group, as the city architect is head responsible for the master planning, and public participation planner has the responsibility over arranging the events and managing the interaction towards the stakeholder groups. All interviews were discussed in Finnish, and they were conducted by the same interviewers. The interview frame was not the same for the interviewees, as their job description and the length of their experience in the work group vary. One of the interviewees is the former city architect, who has changed to work in another position in other city since 2018, but her contribution was significant when building up and implementing the current process during the first two rounds. However, although the interview frames were not identical, they were built around the same themes and structure (Appendix 2, Appendix 3, Appendix 4). All interviews were recorded and transcribed.

The representatives of the master planning work group were interviewed about their personal experiences on the process, but also about the purpose and aim of the process, as well as about the arrangements, responsibilities, and successfulness of the process. The aim of the interviews was to gain deeper understanding on the continuous master planning process, the motivators behind the actions, explanations for the current solutions and learn about the mentality behind the continuous master planning in Lahti. It was also important to hear the representatives' thoughts on the successes and points of improvement.

Online survey to the local third sector organizations

During the spring 2020 was conducted a structured online survey to gather quantitative data to gain an understanding over the experiences of the thirds sector organizations in Lahti regarding the collaborative actions in master planning process and the involvement of the third sector in local and regional development (Appendix 5). The survey was made in MS Forms and all local third sector organizations were invited to answer the survey via a link, that was distributed via email, and on social media via Facebook. The link to the survey was released on the 16th of March and the link was closed on the 1st of April. During the two weeks' time was sent one reminder message to the organizations. The city of Lahti was responsible for all communication towards the third sector

organization and for the distribution of the link due general data protection regulation, and therefore, the possibilities on acting for the data collection by the research was limited.

In the survey the third sector organizations were asked about their experiences of “Lahden suunta”, about the communication of Lahden suunta, about participatory actions for involving the third sector organizations and the impact they believed the participation to have. The third sector organizations were also asked about the benefits and downsides of getting involved in master planning in Lahti and do they consider being able to express their opinions and views on a sufficient level. The survey also involved few sections for free commenting and feedback. The survey was in Finnish and all the answers were collected completely anonymously.

Secondary data

Impact assessment participants’ interviews

The third round’s impact assessment seminars were arranged in spring and in autumn in 2019. As described earlier on, on the previous rounds the impact assessments have been specialist driven seminars accompanied by representatives of the city. This time, the workshops were led by the work group of Lahden suunta, and in addition to the group of specialists and a group of representatives of the city from different fields, there was invited representatives of the third sector organization to take in place in the impact assessment. The third sector organizations were chosen based on a close interest with the themes.

The interviewees were chosen based on their role as participants in order to gain broad understanding on the experiences of the participation on the process. The interviewee group consisted of a representative of ELY Centre, a representative of MTK Häme (3rd sector), and of two university researchers, who also operated as evaluators. The interviews were conducted in person, and they were by nature qualitative and semi-structured. The same interview frame was used in each interview (Appendix 1), and all the interviews were conducted by same interviewers. All interviews were recorded and transcribed. The interviews were conducted in Finnish and they were recorded and transcribed.

The aim of the interviews was to gain a holistic view on the process and participation, from the point of view of the participants, through their role in the seminar. The participants were asked about how and when they got invited to the impact assessment seminars, about the (pre)materials, experiences on the successfulness of the seminars, about communication and the process, as well as they were asked about any occurred downsides and points to improve.

Feedback data from the participants of “Arjen reitit ja paikat” events

This research has used feedback data the city of Lahti collected from the participants of event series called “Arjen reitit ja paikat” (Everyday life’s routes and locations), which consisted of an event arranged in four different shopping centres in April 2018, and the data was collected at the time, during the events. The purpose of “Arjen reitit ja paikat” event was to collect data on the experiences of the routes, places and locations of everyday lives, as well as to discuss about developing the city, the current master plan in preparation, and about the sustainable urban mobility plan. The data about the everyday life’s routes and locations was collected with a Maptionnaire -map tool in collaboration with different administrative units of Lahti and with the Lahti University of Applied Sciences. (Lahden kaupunki, 2020, Lahden suunta -luonnos).

The participants were asked feedback about the importance of the event, feeling of involvement, if the event was informative in a beneficial way and at the end, there was space for free commenting and development ideas (Appendix 6). Replying to the feedback survey was not mandatory for the participants, and the feedback data was collected completely anonymously. The Maptionnaire -map questionnaire was also used in collecting everyday routes and locations online, similarly to the events arranged at the shopping centres (Lahden kaupunki, 2020, Lahden suunta -luonnos), but there was not collected any feedback data from the respondents.

The feedback collected is by nature empirical and quantitative, and the structure of the feedback survey was structured. As the survey consisted of four questions, it can be said that the collected feedback data gives a skin-deep insight on the experience of the participants. However, with the response percentage of almost 50 % (Lahden suunta, 2019, Kooste “Arjen reitit ja paikat” -palautteesta), it can be said that the results of the feedback data give a good indicator on the experiences of the citizen who participated the event.

DATA ANALYSIS

The data and the results are managed in three phases: first, each data is content analyzed in deductive manner. After analyzing the data, the results of the analysis are reflected against the ten previously defined characteristics of collaborative governance to consider if the results meet with the characteristic and to what extent. As it is important to not to only view the results, but to see beyond them and understand where they came from and why, the results and the factors around are looked into closely in summary and discussion. Based on the results, the consideration of the results and the underlying reasons, there is also in place to discuss, whether collaborative governance model suits the aims and intents of the continuous master plan process in Lahti, and should a full compliance with the model be the aspired state of operation.

Primary data

Master planning work group's interviews

The categorization matrix was formulized based on the theory of collaborative governance, and to specify, on the basis of previously listed ten characteristics (Table 3). By looking into the aims and purposes of the process and involvement, there can be taken a look into the mentality and motivation behind the activities; the balance between roles, opportunities for stakeholders to participate and influence, and how the stakeholder groups are viewed, describe the nature of participative actions in the process; and communication was considered as one of the key elements in collaborative governance. The categories of successfulness and what needs to be still developed, provide insight on the experience of the master planning work group: does the work group consider the aims being achieved and if participative actions had been according to their view sufficient and successful. The category of overall experience in making the continuous master plan brings out the personal experience and opinions in each interviewees' professional role.

According to the procedure of deductive content analysis, out of each interview data was selected the parts, that answered the presented categories. As the data was collected with separate interviews with different interview frames, the data has some variation in content between the interview data. Therefore, the data itself is not directly comparable. However, the interviews were built around same themes, and based on the theory of collaborative governance. The main points of each interview in each category has been summarized further on to Appendix 7.

Characteristics / Empirical themes	Aim & purpose of actions	Balance of roles	Stakeholders' opportunities to participate	Communication	Successfulness	Areas of development	Experience of the process
Characteristic 1 - Leadership & Institutional design	X	X					X
Characteristic 2 - Distribution of power, responsibilities and benefits	X	X	X	X			X
Characteristic 3 - Balance of roles	X	X	X	X			X
Characteristic 4 - Relationships, connections & links	X		X	X			X
Characteristic 5 - Might have empowering, trust building and legitimising impact	X		X	X			X
Characteristic 6 - Might enhance communication, knowledge flow and knowledge creation	X		X	X			X
Characteristic 7 - Long-term learning process	X		X	X			X
Characteristic 8 - Working jointly to solve issues that cannot be or should not be solved alone	X	X	X	X			X
Characteristic 9 - Experiences of injustice and unfairness amongst actors or only a seeming process may lead into negative impacts			X	X	X	X	X
Characteristic 10 - Measuring successfulness may be complicated				X	X	X	X

Table 3. The categorization matrix, created on basis of the ten preciously defined characteristics of collaborative governance

The description of the aim and the purpose of the continuous masterplan was aligned amongst the interviewees. The continuous master plan is an ongoing process, bound to the city strategy and the four-year cycle of the city council. Lahden suunta was described as a master plan driven work, to which has been combined several other programs to align the ongoing planning work in Lahti and improve the focus towards city strategy. Therefore, it can be interpreted, that Lahden suunta is a tool to manage the city planning in a centralized manner, in align with city strategy.

When it comes to the aims and purpose of the participatory actions and involvement, there was brought up few different points: firstly, citizens possess valuable information about the current state of the living environment and services, where the experiences and views of the citizens can be interpreted as an indicator. Secondly, the data collected from the citizens helps to develop to city towards the needs and wishes of its citizens. This referred to the citizens' role as a customer. Thirdly, there was brought up the fact that citizen involvement is also compulsory according to the law, and as last, the participative actions have also an educative aspect. This means, that in the events next to collecting information from the citizens, the citizens can be mutually informed about making the master plan and about the process related to it, as well as about the Lahden suunta -work. The point of legal obligation and the educative aspect could refer to citizens role being a managemental subject,

however, education about the process and ways of working can be seen also having an empowering and enabling aspect, where the citizens learn why to participate, and how to participate and influence in the most effective ways.

The balance of the roles was mainly considered from very practical point of view. The legislative obligation for involving all affected stakeholder groups was mentioned, and the identification of different stakeholder groups and participative actions provided was seen sufficient. However, there was also acknowledged emphasizing the citizens as the clear main stakeholder group, and therefore possibly as downside leaving the other stakeholder groups with less attention. The importance of the educational institutions and the third sector was mentioned, but not as important as the direct interaction with the citizens. Also, the stakeholders' opportunities to participate and influence were seen from the practical aspect, and through the master planning process. The opportunities for participation are provided for citizens mainly at the initial phase and drafting phase, however, on this round of continuous master planning was invited a broader-than-usual representation of local and regional third sector organizations to the impact assessment. Lahti was mentioned to exceed clearly the vague minimum requirements by the law, by organizing several events for the citizens to participate in the early phases.

When it came to communication, the answers aligned. There was considered being open communication and good dialogue throughout the process. However, the communication about participative actions are not often targeted specifically to some groups, but instead there is used several channels in meaning to reach everyone interested. Also, it was said that with broad involvement of stakeholder groups, arranging events and keeping up networks require a lot of resources, and for example communication and sharing information about arranged events should have been more efficient. As the events are defined by the work group as the main opportunities for stakeholder participation in making the master plan, the informing of the events defines quite far how much the stakeholders are actually allowed to participate. Poor or not sufficient communication can be seen relating in this case with allowance and will of involvement, which can be argued to hinder collaborative actions and therefore, collaborative governance to embody in practice.

Despite of the previously discussed issue of communication, the working group representatives considered the collaborative actions, involvement of different stakeholders and especially citizens, as well as communication as an overall, successful in making the continuous master plan. Citizen participation was told been active, and representatives considered set goals being met in

implementing and running the continuous master plan as an overall. However, about areas still needing to be developed was mentioned balanced involvement of different stakeholder groups, and better resource management, as broad collaborative actions and involvement, followed by loads of data to handle, require for example a lot of time. Next to the challenges of broad involvement, combining several programs under one concept has been recognized to create a communication challenge, of how to inform and present in a comprehensive manner what Lahden suunta is and what does it mean for the stakeholder groups. It was agreed, that motivating the stakeholder groups and especially citizens to participate is challenging, since making the city master plan is not very familiar to many and the results of the planning are often to be seen only several years later, as well as not all individual wishes can be ever fulfilled. In the impact assessment seminars was told being challenging having such a broad participation from several different stakeholder groups, which lead of having many levels and interests in the discussion.

The overall experiences of the participative actions in making the continuous master plan pointed out two sides of participative actions and broad involvement of stakeholders: on the other hand, it was said that citizens' experiences and opinions are important factors when developing the city; however, communicating about the broad concept of Lahden suunta to stakeholders, maintaining networks with several stakeholder groups and processing all the data gathered in the events require a lot of resources, especially time. Still, the importance of the involvement of especially citizens was emphasized.

When summarizing the results of the interviews of the continuous master plan work group representatives, following points came up: 1) The aim and the purpose of continuous master plan and Lahden suunta is to centralize the management of several programs related to the city strategy under one concept to make sure the development of the city aligns with the strategy. 2) The role of the citizens is emphasized over other stakeholder groups, and the main involvement occurs through participative actions like events in the early phases of the process. 3) The involvement and participative actions require lots of resources and create challenges. 4) The communication operates well but might lack efficiency in order to enable collaborative governance. 5) The aim and purpose for participative actions and involvement varied in between defining the citizens as active actors to seeing them as managerial subjects, as well as means to reach the aims of city strategy.

Online survey to the local third sector organizations

The categorization matrix was formed based on the literature of collaborative governance, and again more precisely based on the previously listed ten characteristics of collaborative governance (Table 4). There was chosen four different categories: communication, opportunities for participation and influence, role of third sector, and impacts of involving third sector in making Lahden suunta. The experiences of communication from Lahden suunta towards third sector organizations and mutually towards each other describe the leadership of Lahden suunta, the involvement of the third sector, the possible knowledge flow in the process, the distribution of power and the nature or collaborative actions, and last but not least, the experience of communication of the process can be considered measuring if the process is experienced being genuine with the involvement. Opportunities to participate and influence describe the leadership of the process as well, but also the experience of the distribution of power and the relationship between the third sector and Lahden suunta, and if the third sector respondents have experienced joint, mutual collaboration towards consent solutions. The category of the role of the third sector continues the same line; how the third sector sees itself and its role in the process covers at its best most of the characteristics of collaborative governance, as well as the impacts the respondents considered to follow of involving the third sector into the process.

Characteristics / Empirical themes	Role of the third sector	Stakeholders' opportunities to participate	Communication	Impacts of involving third sector
Characteristic 1 - Leadership & Institutional design	X		X	
Characteristic 2 -Distribution of power, responsibilities and benefits	X	X	X	X
Characteristic 3 - Balance of roles	X	X	X	X
Characteristic 4 - Relationships, connections & links		X	X	X
Characteristic 5 - Might have empowering, trust building and legitimising impact		X	X	X
Characteristic 6 -Might enhance communication,knowledge flow and knowledge creation		X	X	X
Characteristic 7 - Long-term learning process		X	X	X
Characteristic 8 - Working jointly to solve issues thatcannot be or should not be solved alone	X	X	X	X
Characteristic 9 -Experiences of injustice and unfairness amongst actors or only a seeming process may lead into negative impacts		X	X	
Characteristic 10 -Measuring successfulness may be complicated			X	

Table 4. The categorization matrix for the replies of third sector organizations

The respondents found the involvement of the third sector very important for several reasons. The third sector organizations were considered to have valuable knowledge, that should be taken into use when making plans for the city and the region. Also, the organizations were considered to represent in a centralized manner a vast group of people. In the represented group belongs people with special needs, and/or with different interests and by involving the third sector, there was said to have then a voice brought up from many who otherwise are left in silence, or would be challenging to involve in other ways.

However, the respondents were not satisfied with the current level of communication or the involvement to the decision-making. As the events were considered as functioning and sufficient participative action from Lahden suunta to express their opinions and views, the communication about Lahden suunta, about ways for the third sector to participate and influence, and about the events were not considered being executed sufficiently. More than half of the respondents had never heard of Lahden suunta previously, and those to who were familiar with Lahden suunta work, had mainly read about it via email. Other channels were Facebook and their own networks. The representatives of Lahden suunta work defined the events being the main opportunity for the most stakeholders to participate, and therefore, the communication about the opportunities to participate and about the events have a significant meaning in the involvement. A lack of communication can be considered to hinder collaborative actions to take place, a knowledge flow being created and therefore, establishing a functional collaborative governance model. The seemingness of the process was brought up in the answers, by the basis of a feeling of not being informed and that the participative actions would be only a formality, instead of having any actual opportunities to influence. These factors, the feeling of not being genuinely heard and also, not feeling that the participation would have an impact, are the opposite features to collaborative governance.

In the answers were brought up as a challenge motivating the third sector organizations to participate to collaborative actions and also a concern, that involving a broad group of different stakeholders might lengthen the decision-making process, cause more work, and bind resources. However, as a positive effect was seen, that the early involvement of stakeholders could increase the acceptance of the decisions made and therefore, lessen any complaints or appeals in the end of the process. The participative actions and involvement were also considered creating a feeling of community and motivating people working at the third sector. This would refer to the impact on social capacity and empowering features of collaborative governance. However, the feeling of a seeming process may be problematic and might lead to further challenges according to collaborative governance theory.

Empirical themes	Responds
Role of the third sector	<ul style="list-style-type: none"> • The participation to events organized by Lahden suunta was considered rather important (average 3.54) • As a channel events were considered sufficient to express opinions and views of the third sector organizations, however, there was expressed some experiences of the process being only seeming • Third sector was considered significant and valuable to involve, for the broad knowledge, and also broad representation of citizens, and especially those in politically weaker position
Stakeholders' opportunities to participate	<ul style="list-style-type: none"> • Although the events were considered as a sufficient channel for expressing opinions and views, the communication on the events and about the opportunities participate and influence. Also, the opportunities to participate and influence were slightly criticized for being only seeming • The respondents were not satisfied with the level of participative actions, opportunities to influence, and involvement to decisionmaking in making Lahden suunta
Communication	<ul style="list-style-type: none"> • Over half of the respondents had not heard of Lahden suunta before, and those who had had mostly read about it via email • Respondents gave the average of 2.61 for successfulness to Lahden suunta of communicating about the opportunities to participate and influence • Open discussion and involving the third sector to it was considered very important, however, currently more communication and information is requested from Lahden suunta
Impacts of involving third sector	<ul style="list-style-type: none"> • Third sector was seen representing large groups of different people. On the other hand, too much involvement lenghtens the process and delays decisionmaking, and causes more work for both parties • Involving the stakeholders in early stages prevents complainments and appeals in the end of the process • The participative actions and involvement promotes the feeling of community and motivates people in third sector organizations

Table 5. Summarized points for each category of the responds of the third sector organizations

Secondary data

Impact assessment participants' interviews

The categorization matrix was again formed based on the previously defined ten characteristics of collaborative governance (Table 6). The categories were chosen to cover the characteristics in a best possible manner to form a comprehensive overall picture of the experiences and thoughts of the interviewees. The seven categories are: Experience on successfulness, what was good, needs to be developed, the role of Lahti, communication, balance of the roles, and feeling of the process as whole. The experiences on successfulness and of the process as a whole, are leaving space for answers to cover any or all of the ten characteristics of collaborative governance, and therefore, there can be seen which characteristics are emphasized in the answers. What was good and what needs to be developed are aiming at describing how and by which areas the process has functioned, and if the characteristics

of collaborative governance are brought up. Communication, as mentioned already previously, provides an insight on how the leadership of Lahden suunta is viewed, it describes the involvement of the stakeholders, if there is created knowledge flow in the process, and the distribution of power, but also, the nature or collaborative actions. The balance of the roles and how the role of Lahti form a description of the leadership of Lahti in the process, and dynamics of power, responsibilities, and benefits between the parties within the process.

Characteristics / Empirical themes	Experience on successfulness	What was good	Needs to be developed	The role of Lahti	Communication	Balance of the roles	Feeling of the process as whole
Characteristic 1 - Leadership & Institutional design	X			X	X	X	X
Characteristic 2 -Distribution of power, responsibilities and benefits	X			X		X	X
Characteristic 3 - Balance of roles	X			X	X	X	X
Characteristic 4 - Relationships, connections & links	X						X
Characteristic 5 - Might have empowering, trust building and legitimising impact	X						X
Characteristic 6 -Might enhance communication,knowledge flow and knowledge creation	X				X		X
Characteristic 7 - Long-term learning process	X				X		X
Characteristic 8 - Working jointly to solve issues thatcannot be or should not be solved alone	X			X	X	X	X
Characteristic 9 -Experiences of injustice and unfairness amongst actors or only a seeming process may lead into negative impacts	X	X	X	X	X	X	X
Characteristic 10 -Measuring successfulness may be complicated	X	X	X	X	X	X	X

Table 6. The categorization matrix for the selected impact assessment participants

The answers of the interview have been processed in two groups: one group consists of the answers of the two university researchers, who were both also writing an assessment reports on the impact assessment seminars. The second group consists of the answers of two impact assessment seminar participants, who both on their sides represent large regional organizations. First, there are presented the results of the interviews with the two researchers, then the results of the two participants. While looking into the answers of the interviewees it is worth keeping in mind, that the answers were given from the point of view of the impact assessment, although the entire continuous masterplan process has been also considered in the answers. The points of both groups have been summarized into Table 7 (university researchers) and Table 8 (representatives of large regional organizations).

The experience on the successfulness varied between the researchers, depending on the aspect: on the other hand, as an overall the participative actions can be seen providing the citizens a visible opportunity to be involved, and that opportunity has been actively used in Lahti. However, on the other side the process was experienced to be managed on a wrong level and therefore, the opportunity to make truly impactful decisions was hindered. Also, when it comes to the impact assessment, the participants were not handed the materials well beforehand and there was no time at the impact assessment to familiarize oneself with them, and therefore the conversation did not proceed in an optimal manner. The researchers had received a request for only a short assessment, and that had left a feeling of questioning the true level of interest of the organizers. The spirit at the seminars was experienced good and the role of public participation planner was appreciated at the seminars, creating open discussion and atmosphere. The process was considered being participative and involving, which reflects the participative strategy of the city of Lahti.

Communication was considered as the biggest area to develop. When the aims and expectations are not specified and communicated, nor the following steps in the process, it has a negative impact on effectiveness, and it hinders the results. The participants of the impact assessment did not have the same background knowledge between each other, as the materials were not delivered to all beforehand or they were handed at the last minute. This, combined with feeling of hurry and time running out, left the researchers feeling uncertain.

The role of Lahti as the leader of the process and the impact assessment seminars, was found contradictory. On the other hand, several representatives of the city joined the seminars, but there came an impression, that there were not all the right people present: firstly, some of the answers presented at the seminars were not been able to be answered, and secondly, instead of a broad panel of bureaucrats, there would have needed present more decision-makers to hear and join the conversation, in order to get the conversation and results reaching a strategic level of the city's decision-making and thereby truly making a difference. The other side of the coin is that the bureaucrats were able to also provide knowledge on specific details whenever needed. Still, it was argued at the interviews, that the discussion of very details is not purposeful in impact assessment seminars, and with a clearer management of both leadership of the process and time-usage, the process could have been more efficient and effective.

Role	Researcher, TUNI	Researcher, LUT
Participation	Specialist, wrote an assement report, both seminars	Specialist, wrote an assement report, both seminars
Experience on successfulness	Experienced, that the planning is not happening on the right (high-enough, strategic) level to make a difference and when people were not prepared beforehand and there was not possible to read the materials through due time and space, the conversations did not really proceed	Has been successful as an overall, experiences that the involvement is visible to the citizens and everyone is well participated. However, felt that some areas were more emphasized than others and the request only for a very short assessment left a wonder of the true interest
What was good	The involvement and participative strategy, the spirit at the seminar was good	The process was longer and participative, liked the process and concept. The interaction designer created good coworking spirit at the seminars
Needs to be developed	Communication, specifying and communicating the aims and expectations, involving the right people both from stakeholders but also from city, taking the conversation on the right level with right people to make a difference and progress	The materials should have been handed to the participants beforehand, so people would have been better prepared. The implementation of the seminars should have been more controlled and better organized with proper instructions
The role of Lahti	Experienced, that there should have been more strategic-level desicion-makers present instead of having several bureaucrats. Sees, that now the conversation and results will not reach the decision-makers. Also, it was not clear who ran the process	City was well presented in both of the seminars, there was a lot of people from the organization, which also lead to good answers when asked about the details. People were well present in the process, although project management seemed too busy time to time
Communication	Experienced the communication lacking, the expectations and the progress were not communicated and there was not information about the process and how it will continue. Also, only some received the materials beforehand and also then very late, and even then not all of it	Communication was unclear and materials were handed always on last minute. Also, there was not clear instructions or communication on the expectation, purpose and aims. There was a lot of uncertainty and no information on the process or progress
Balance of the roles	The stakeholder groups were well presented, but there could have been even more involved, because the comments and discussion were good. Also there was missing representatives from the private sector	The city was heavily presented and on the other hand, there was missing some people that would have been able to answer some of the questions. Also, there should have been more people taken into conversation, who are closely connected to the topic and would have more to give to the themes
Feeling of the process as whole	The feeling and spirit at the seminars were good and also the results were fine. The lacking communication and information had a negative impact on the effectiveness, with better planning there could have been gained more and better results	Overall feeling is positive, it was interesting to participate and feels that what was expected got done. However, there would have been needed more precise instructions and definitions about the expectations regarding the assessment work, that would have been well communicated and early enough. Also, the schedules were very tight in the end to finish the assessment work.

Table 7. Summarized points of interviews with the researchers making assessments

The balance of the roles follows in line with the consideration of the role of Lahti. Lahti was seen heavily represented compared to other stakeholder groups, and the increased involvement of other stakeholder groups was seen beneficial because of good conversation, but also that the roles would be more in balance: for example, the representatives of private sector were missing completely from the conversation this time, and any groups with specifically close interest should be involved already in very early stages.

The experiences of the representatives of the two regional organizations somewhat differed completely from the experiences of the external researchers making the assessments. The representator of an association considered the involvement of the stakeholders seeming and the big and heavy process unauthentic: The plans are presented in materials in a manner that they are hard to read and understand, and the decisions are made already beforehand without involving the interest groups affected the most by the decisions made. The representative of ELY Centre found considering the successfulness complicated due the continuous nature of the master planning, as the process felt unclear and things seem being left open or unfinished.

Communication was brought up as the biggest area needing to be developed. There was considered to be needed more authentic and open discussion with different stakeholders and involving already in early stages especially those who are closest to the topic in hand. However, this would require sharing information openly, so everyone would be operating with the same amount of information. Currently, the information was told being shared differently to different groups and the materials for the impact assessment were not delivered for everyone on time to have enough time to familiarize themselves with them. Also, the aims and how the process proceeds were not communicated clearly, which created uncertainty.

Role	Representative of an association	Representative of ELY Centre
Participation	Participant at impact assessment, both seminars	Participant at impact assessment, 2nd seminar
Experience on successfulness	The experience on the impact assessment is that it was done mainly for a formality and the actual impact is low, even the process has been made big and heavy. Plans are made hard to read and understand, and decisions have been made already somewhere else beforehand	Experienced it complicated, because of the continuous nature, many things are improved over time and there was left a feeling that many things were left open or unfinished, and the process left an unclear feeling
What was good	-	-
Needs to be developed	Interaction and real discussion from the beginning with main stakeholders, who are directly affected by the masterplan	Communication on the process and progress, and information on the decisions made. Did not consider the progress or stages of the process logical. Would involve more stakeholders already in planning stages
The role of Lahti	They have lead the process in very civil servant –like manner, and the decisions have been made already beforehand and the comments don't change anything	Considered the roles balanced, the city representatives hosted free and open conversation
Communication	Communication was unclear and materials were handed always on last minute. Also, the materials were not clear but the language was hard to interpretend. There was a lot of uncertainty and no information on the process or progress	There is a lot of hidden information in different databases, that has a limited access to only limited group. Also, would have wished more and more clear information on the process and progress
Balance of the roles	There was no balance. In the impact assessment process half of the participants represented the town of Lahti one way or another, and then there was only one or two people to whom the plan has a direct impact. Also, the evaluators did not seem impartial, but were being very settle with their views	Experienced the roles balanced and also the evaluators' participation did not bother. Everyone had an equal voice and the conversation was not manipulated
Feeling of the process as whole	The feeling was negative, that the "right people" who are directly impacted by the master plan, were not involved to the discussion from the beginning. Sees, that the process stays as a formality and leaving out stakeholders creates conflicts and confrontation	The feeling was that there was less interest and enthusiasm than on the first masterplan round. However, considered the atmosphere open and welcoming to join

Table 8. Summarized points of interviews with the researchers making assessments

The role of Lahti and the balance of roles were considered very differently between the representatives: the representative of ELY Centre considered the roles balanced: having the assessments being made simultaneously did not hinder the conversation and Lahti hosted open communication without manipulation, where everyone had an equal voice. The representative of an association on the other hand experienced the process being led by Lahti in a civil servant -manner, where decisions are already made beforehand and asking comments or the discussion on impacts is only a formality. The representative considered Lahti being over-represented, whereas most affected stakeholders had not been involved sufficiently, and the those making assessments did not seem impartial, but still being very settle with their views.

As a significant factor can be considered, that either of the representatives did not recognize anything specifically good in the process, but rather quite the contrary. Whereas the representative of an association considered the participatory actions and involvement only as a seeming formality due the lack of involvement of stakeholder groups affected by the plans, and the way of communication Lahti has been practicing about the process and materials related to the process, the representative of ELY Centre considered the participatory actions and involvement as well as the leadership of Lahti rather sufficient, but next to it as well experiencing the communication inadequate. The representative of ELY Centre pointed out having an experience of Lahti having less motivation in making the participative and involving continuous masterplan than previously.

When summarizing the results of the interviews, despite some differences and different aspects, the data can be considered mainly aligning, even also there came up differences between different interviewees. Here are summarized some of the main points of the four interviews:

- The role of Lahti could have represented stronger leadership, by setting clearer frames for the process in the means of aims, purpose, expectations, and time management. Leadership has an impact on how the stakeholders experience the process, the atmosphere, importance, and the fairness of it.
- The balance of the roles was bureaucrat-oriented, and the participative actions towards stakeholders should be reconsidered in order to involve equally different groups, and the groups affected the most by the decisions made would be involved to the process already in the very early stages of the process. By involving the right people on right time increases the effectiveness of the process.

- Communication was considered as the biggest issue in the process. Different stakeholder groups did not receive the same information and/or at the same times, so the involvement and discussion were not on a same basis for all. Early and open distribution of information was considered very important. Also, early involvement with an open dialogue prevents process being experienced as seeming, and it enables optimizing the efficiency and effectiveness of the process, as well as clear communication about the process, plans made, aims and purpose, and the expectations towards the stakeholders promote successful collaboration.
- Lahti was considered being rather successful at implementing the participative strategy of the city in making the continuous master plan, and the mentality of involving different stakeholder groups was well accepted and favored.
- The communications with the currently identified stakeholder groups was considered open and encouraging, and the role of public participation planner was considered important and successful when promoting and fostering open dialogue.
- Unbalanced involvement or unbalance between the roles promotes mistrust and negativity towards the process, and lacking communication can create an image of only seeming process. Both factors hinder the development of functional collaboration and might lead into challenges when trying to establish collaborative actions in the future.
- Collaboration and participative actions were considered as a very positive factor by all interviewees, and there was brought up a strong request for them.

Feedback data from the participants of “Arjen reitit ja paikat” events

The categorization matrix for the feedback data of “Arjen reitit ja paikat” events is again based on the then previously defined ten characteristics of collaborative governance (Table 9). The frame of the survey was very simple and had only four points, out of which three were closed yes/no questions and with one open question for feedback and development ideas. Therefore, the matrix is consisting of only two parts: communication, and opportunities for participation and influence. These two parts can be considered as the most important areas to look into citizen involvement and participation from the point of view of collaborative governance. The experiences and ideas for development regarding communication describe both the role and leadership of Lahti, the flow of information and knowledge, distribution of power, authenticity of the process, and the overall successfulness as well. The experiences on the opportunities to participate and influence however, can be considered to

provide insight on the distribution of power, authenticity of the process, trust and empowerment, and the genuity of working together towards joint, consent solutions.

Characteristics / Empirical themes	Opportunities for participation & influence	Communication
Characteristic 1 - Leadership & Institutional design		X
Characteristic 2 -Distribution of power, responsibilities and benefits	X	
Characteristic 3 - Balance of roles	X	X
Characteristic 4 - Relationships, connections & links	X	
Characteristic 5 - Might have empowering, trust building and legitimising impact	X	
Characteristic 6 -Might enhance communication,knowledge flow and knowledge creation		X
Characteristic 7 - Long-term learning process		X
Characteristic 8 - Working jointly to solve issues thatcannot be or should not be solved alone	X	X
Characteristic 9 -Experiences of injustice and unfairness amongst actors or only a seeming process may lead into negative impacts	X	X
Characteristic 10 -Measuring successfulness may be complicated	X	X

Table 9. The categorization matrix for the feedback data of “Arjen reitit ja paikat” events

As an overall, the citizens had a very positive reaction for the events. Citizen involvement and participation was considered important and the events were experienced to bring the city bureaucrats closer to citizens. The events were considered informative, and requests for more and more frequent events was expressed. However, some of the participants had not known about the events beforehand and they had shown up only by coincidence; also, there was uncertainty in the answers about the purpose of the events and the data collection conducted during them, as well as doubts about the effectiveness of the participation and about the process being only seeming. Therefore, there was expressed a wish for improving the communication about the events and opportunities to participate, more information about the aims and purpose of the events, as well as more opportunities to participate also via internet. Some of the participants questioned the timing of the events, as the events were arranged during the week and during days, which limited the opportunity for many to participate because of working hours, and active participation right after a workday is wearing and requires some extra effort. Thus, the timing of the events and lacking communication about the occurrence of the events was perceived as somewhat unfair.

Empirical themes	Responds
Opportunities for participation & influence	<ul style="list-style-type: none"> • Participation was considered important and the need for more citizen involvement and more frequent events was expressed • The event was experienced to bring bureaucrats more close to citizens • There was expressed a feeling of only a seeming involvement with no impact • There was uncertainty about the process and what is done with the collected data • There was expressed criticism on the time of the day and the week the events were arranged
Communication	<ul style="list-style-type: none"> • Most of the participants found the events informative • Several of the participants did not know about the events beforehand and more communication about the events was requested • A wish for more participative actions both through events and online was presented • The events provided a feeling of being heard, although there was uncertainty of affectiveness or meaning of the participation

Table 10. Summarized points of the feedback data of “Arjen reitit ja paikat” events

Summary

All actors considered stakeholder participation important and valuable in order to reach the best possible outcome. However, the aspect for the aim and purpose of the involvement varied: the master planning work group identified citizens as their main stakeholder group, that indicates the state of the living environment and therefore provides information for development, to meet the aims of the city strategy. The citizens were also considered as a customer, that the services are provided to and towards whom there are legal obligations. Lastly, there was also the educative aspect towards the citizens, which can have next to the managerial side also empowering and enabling impact. The work group considered the participative actions large-scaled and stakeholder involvement successful.

However, other stakeholder groups were not fully satisfied with the participative actions and involvement executed so far; the third sector organizations considered the unawareness of the opportunities to participate and be involved, as well as the experience of the participative actions being only seeming with no real impact, hindering the collaboration with the city. The participants of the impact assessment had a similar point of view of the need to involve the most affected stakeholders more actively and in earlier stages of the process to the decision-making, and the

participants of the “Arjen reitit ja paikat” events expressed unawareness of the purpose of the events and data collection, as well as feeling that there should be more information and more opportunities to participate and also being more involved to the decision-making. According to the work group and the researchers at the impact assessment, the implementation of participative strategy to the master planning process has been successful, although the city of Lahti was considered heavily represented especially at the impact assessment seminars, and the other stakeholder groups should be more involved and in a more equal manner, by considering more broadly different stakeholder groups.

On the other hand, the representatives of master planning work group pointed out, that the broad involvement of different stakeholder groups takes a lot of resources, such as time, not only because of managing and maintaining the stakeholder network and arranging events, but also due the excessive amount of data collected from the events and online. Also, the aspect of on one side increasing the agreement on decisions made through stakeholder involvement was expressed in data by all different groups, also the concern of heavy and lengthy process was mentioned, and of the resources participation requires. Nonetheless, all different groups considered stakeholder involvement and collaborative actions having significantly more pros than cons.

The importance of communication was recognized by all different groups, although, different aspects were presented. The master planning work group considered there being a good and open communication existing with the stakeholder groups, but they considered communication also as a challenge from the point of sharing information and maintaining open communication with a broad network of different stakeholders. The work group brought up, that their communication considering the events could have been more efficient. The other respondent groups aligned with this, saying that there should be provided more information about the opportunities to participate and being involved, as well as there should be more open and timely distribution of information and knowledge by the master planning work group. As the events have been set as the main channel for the different stakeholder groups to participate in making the continuous master plan, the communication of the events to enable participation for all interested and affected actors is in key position to create open and equal participation, as well as the open distribution of information and knowledge creates an equal basis for discussion, when all parties are on the same page to begin with.

All groups except for the master plan work group brought up in their data the seemingness of the process and participation. According to the ten characteristics of collaborative governance, the experiences of injustice and/or seemingness during the process hinder collaborative governance to

function and may lead into restarting old conflicts or creating new ones. Also, the experiences of injustice and seemingness eats up trust, which is one of the corner stones of collaborative governance to take place and succeed, and moreover, the previous negative experiences of collaborative actions may hinder the collaboration in the future.

Based on the data it can be said, that the results somewhat support the previous research regarding continuous master plan in Lahti; Lahti has succeeded to integrate the strategy of the city into making an innovative way of conducting master plan in a continuous manner, and implemented participatory strategy successfully into master planning process. From the point of view of the field of master planning, the stakeholder involvement to the process in Lahti is extraordinary. However, being innovative and exceedingly participative in the field of master planning, does not create a guarantee of being successful in the field of collaborative governance, despite of the participative actions and stakeholder involvement that has been conducted in the master planning process.

DISCUSSION AND SUGGESTIONS FOR FURTHER RESEARCH

The aspect of change

Now, there is rolling the third round of ongoing master planning in Lahti. In years it means, that this year, the current model has been employed for 12 years. In this time, a completely new way of operating has been implemented to the organization running the master planning and to the city as a whole, the status of the city has been mapped and old data has been updated, there has been introduced Lahden suunta as an umbrella for several operations and programs going on simultaneously to bring them together towards the strategy of the city, and, the city architect has changed, surely in this time amongst some other staff working for the city. Previously there was a ten-year gap between the previous master plan, now it is being actively followed up and updated in every four years to ensure, that the taken course is correct and proceeding to wished direction.

There was said in theory of collaborative governance, as well as brought up in the data by several different groups, that the participative strategy and stakeholder involvement would increase joint understanding and acceptance within stakeholders towards decisions made, and therefore, decrease appeals and dissatisfaction. Before the ongoing master planning was implemented, there was four

appeals made in previous ten years, now after changing to the ongoing master planning there has been three appeals on the first round and one on the second round (Mäntysalo et al, 2019; Master planning work group interviews, 2020). In total, there has been the same amount of appeals in those ten-year periods, even in the second period the appeals were divided over two rounds. It is still too early to say, if there has been changes in the contentment of the stakeholders or parties affected by the decisions made, and what are the impacts of the renewed master planning process and participative actions.

Whereas Lahti has chosen to follow up strategic incrementalism, where the plans and strategy are adjusted relatively frequently not only based on the past but also by looking into the long-term future, the change for the organization and to the city as a whole could be described as fundamental (Mäntysalo et al, 2019) – such changes do not implement into a part of everyday lives over-night. Also, any negative previous experiences may hinder and challenge creating new successful collaborative arrangements. (Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008). On the other hand, when there is change there is also often bound to be resistance, and the feature of change and its impacts on implementing and running the continuous master plan could be considered worth looking into in further future research.

Concept of collaborative governance

The concept of collaborative governance is not quite unambiguous, either. Batory and Svensson (2019) found out in their comprehensive literature review, that whereas the definition of collaborative governance might be heterogenous in scholarly discourse, the understanding of the meaning of collaborative governance vary, therefore there are also variations at the implementations. This can be explained by five dimensions, that are left vague or open by the definitions of collaborative governance, and therefore open for interpretations. These five dimensions are: public-private divide, the question of agency, whether collaborative governance is a multi-organizational process (internal vs. external), the scope of collaboration, and the normative assumptions. (Batory & Svensson, 2019).

The different definitions of collaborative governance differ in defining if collaborative governance is primarily seen bringing together governmental and non-governmental actors, or alternatively the point of bridging has been left open. Also depending on the definition, the role of the public actors in relation to collaborative arrangements may vary from leaders to network brokers, or even followers.

It is not fully unanimous by the definition either, if the collaborative process is seen initiated and/or controlled by public actors, or if collaborative governance should be restricted to organized interests (stakeholders that take an organizational form) and public bodies, or is a broad public involvement of the citizens also allowed, and should the durability of collaboration be something permanent or rather task oriented. When it comes to the very purpose of collaborative governance, the normative assumptions may even conflict; sometimes the purpose is left undefined, whereas sometimes there is declared an explicit requirement of collaboration being undertaken by public purpose. However, there is a common assumption that participants are driven by a constructive and problem-solving agenda, with legitimacy-enhancing qualities, while it is relatively rare to point out potential abuses of collaborative practices. (Batory & Svensson, 2019).

Whereas the concept and interpretations of the implementation of collaborative governance may vary, despite of different ranges of specifications, the definition of collaborative governance can be seen aligned, which provides confirmation to the ten characteristics of collaborative governance defined earlier on in this work. Based on the ten characteristics there can be considered if the case of Lahti presents common characteristics of collaborative governance and to what extent, which meets the scope of this work, but there are still left interesting aspects open for further research. The leadership of the master process, the four-year cycle bound to the city council period, the question of width of stakeholder participation and citizen involvement, and the purpose of collaborative actions in the end are meeting the very core of both the continuous master planning and Lahden suunta -work, as well as the concept of collaborative governance.

The benefits and disadvantages of citizen participation

In the results could be seen a unanimous view by all groups of considering stakeholder involvement and participatory actions important and valuable. In the end, there is no right or wrong when it comes in defining if and to what extend citizens or other stakeholder groups should be engaged or involved to decision-making processes, and by which concept. Also, there is no guarantee of the outcome when it comes to collaborative actions, as collaborative actions and citizen involvement are not proven to guarantee success of increased legitimacy - not to mention commonly less discussed possible negative outcomes.

Gaventa and Barrett (2012) has examined both opportunities and on the other hand risks of citizen engagement (Table 11). They point out, that despite the increasing trend of participatory conception, there is not sufficient systematic scientific evidence on the benefits of citizen participation on decision-making processes, and once occurring, the results can be providing a contradictory view. Also, Brinkerhoff and Azfar (2006) argue that the lack of systematic studies and multiple meanings of empowerment limit the ability concluding precisely “the relationship between community empowerment, decentralization and outcomes relating to democratic deepening and service delivery effectiveness”. (2006, p. 29).

Positive	Negative
<i>Construction of citizenship</i>	
Increased civic and political knowledge	Reliance on knowledge intermediaries
Greater sense of empowerment and agency ¹	Disempowerment and reduced sense of agency
<i>Practices of citizen participation</i>	
Increased capacities for collective action	New capacities used for “negative” purposes
New forms of participation	Tokenistic or “captured” forms of participation
Deepening of networks and solidarities	Lack of accountability and representation in networks
<i>Responsive and accountable states</i>	
Greater access to state services and resources	Denial of state services and resources
Greater realization of rights	Social, economic, and political reprisals
Enhanced state responsiveness and accountability	Violent or coercive state response
<i>Inclusive and cohesive societies</i>	
Inclusion of new actors and issues in public spaces	Reinforcement of social hierarchies and exclusion
Greater social cohesion across groups	Increased horizontal conflict and violence

Table 11. “Outcomes of citizen engagement” (Gaventa & Barrett, 2012, p. 2399-2400)

However, Gaventa and Barrett result in their article, that according to their meta-case study analysis that citizen engagement is beneficial for both developmental and democracy-building outcomes. However, they discovered that sometimes the outcomes of citizen involvement are indirect, where the benefits display intermediately:

“Engagement is itself a way of strengthening a sense of citizenship, and the knowledge and sense of awareness necessary to achieve it. It can also strengthen the practice and efficacy of participation, the transfer of skills across issues and arenas, and the thickening of alliances and networks. In turn, more aware citizenship, coupled with stronger citizenship practices, can help to contribute to building responsive states, which deliver services, protect and extend rights, and foster a culture of accountability. They can also contribute to a broader sense of inclusion of previously marginalized

groups within society and d have the potential to increase social cohesion across groups.” (2012, p. 2406-2407)

Nonetheless, the citizen engagement should not be taken as an obvious guarantee of success or increasing democracy. Gaventa and Barrett (2012) remind, that the results do not often occur in a linear manner or progressively. Instead, citizen engagement may make a positive difference, even despite of less-democratic setting. This requires mediators to guide the process and acknowledging the change and that change happens through many different types of citizen engagement. However, it is important to acknowledge that there is always a risk of negative outcomes and that it is important to ensure the safety of all voices involved. At its best,

“...the role which local associations and other citizen activities can play in the strengthening of cultures of citizenship, which in turn can contribute to building responsive states. Citizen-based strategies can be as important in these settings as those found in stronger democracies.” (2012, p. 2407)

Godenhjelm and Johanson (2018) point out, that the collaborative action model has led into increasing use of projects in administering policies and service delivery. One of the underlying expectations for these projects' by-products have been to enhance innovation creation in the public sector. Indeed, in projects large stakeholder networks, knowledge flows and project influence create a potentially fruitful ground for achieving innovations. However, this is not a foregone conclusion, but it requires correctly managed stakeholder inclusion to promote public sector project innovations. (Godenhjelm & Johanson, 2018). Nonetheless, in their research Godenhjelm and Johanson (2018) found out, whereas involving staff members from various employment backgrounds had a positive impact on innovation creation, it is the private and public sectors' as well as research and educational sector's participation that enhances achieving innovation, whereas third sector's involvement had only a neutral impact. However, the inclusion large number of stakeholders may foster innovation, but the variety of actors were not proven to correlate with innovation creation. Nonetheless, Godenhjelm and Johanson (2018) note, that the large network of stakeholders can be considered guaranteeing the legitimacy of the project in the eyes of the funders.

Irvin and Stansbury (2004) have listed advantages and disadvantages of citizen participation in public affairs (Graph 7). As advantages in citizen participation can be seen mainly focusing on the benefits of the process itself, such as being a transformative tool on social change and the intention to be more efficient by making better decisions. Citizen participation may have also educational benefits: the

administrators are able to explain the reasons behind the policies, that are not in the first place in favor of the public, and informed and involved citizens become empowered citizen experts, who understand technically complex situations and see holistic solutions. Also administrators benefit from learning from the citizens, as by learning through involvement about the preferences of the citizens, the administrators know to avoid policy failures and drive for policies that align with citizen preferences, which might smoothen the implementation, make it more cost-efficient and have the publics more cooperative towards the policy and implementation. There should not be overlooked either the point of image behind policies and decisions made, as especially in environmental decision-making policies and regulations are often considered to come from “outside” and through media, the local community can be easily sympathized nationwide and soon executive agency might find itself under pressure changing the decisions made:

“Citizen participation in environmental policy formation, therefore, is useful for informing regulators of exactly where volatile public backlash is likely to occur, and for winning the sympathies of a few influential citizens in places where opposition to environmental regulation is strongest.” (Irvin & Stansbury, 2004, p. 58)

Table 1 Advantages of Citizen Participation in Government Decision Making			Table 2 Disadvantages of Citizen Participation in Government Decision Making		
	Advantages to citizen participants	Advantages to government		Disdvantages to citizen participants	Disdvantages to government
Decision process	Education (learn from and inform government representatives) Persuade and enlighten government Gain skills for activist citizenship	Education (learn from and inform citizens) Persuade citizens; build trust and allay anxiety or hostility Build strategic alliances Gain legitimacy of decisions	Decision process	Time consuming (even dull) Pointless if decision is ignored	Time consuming Costly May backfire, creating more hostility toward government
Outcomes	Break gridlock; achieve outcomes Gain some control over policy process Better policy and implementation decisions	Break gridlock; achieve outcomes Avoid litigation costs Better policy and implementation decisions	Outcomes	Worse policy decision if heavily influenced by opposing interest groups	Loss of decision-making control Possibility of bad decision that is politically impossible to ignore Less budget for implementation of actual projects

Graph 7. “Table 1 Advantages of Citizen participation in Government Decision Making” and “Table 2 Disadvantages of Citizen participation in Government Decision Making” (Irvin & Stansbury, 2004, p. 56, 58)

Citizen participation can be seen to have disadvantages, too. Public participation is costly on resources, like money and time, to all parties whereas in some cases a technically trained and politically sharp single administrator might end up with the same decision with a fraction of spent resources compared to involving public participation to decision-making. It is also worth considering, that a small and homogenous group is easier to involve into the decision-making, whereas a big and heterogenous group is more challenging to be represented by citizen participants and there is no guarantee that those participants would have any or at least enough influence in their communities. Therefore, citizen participation should not be involved to the process when the public is likely to accept the decision made by the agency. When the citizens are involved, equality and fairness rise into big questions: according to studies, the citizen participation tends to be dominated by strongly partisan participants, who are the most affected by the decisions made, or by those whose life situations allow the participation regularly; for example, as the citizen participants are not paid for their time, engaging to citizen participation and spending time in meetings is prioritized under providing for families. Citizen participation is noted to favour the top socio-economic groups and even citizen juries or panels are not likely to include more representatives of special-interest groups. (Irvin & Stansbury, 2004).

One of the big issues in citizen participation is the lack of authority and mismatching expectations of the results of participation: “If citizen participants are misled into thinking their decisions will be implemented, and then the decisions are ignored or merely taken under advisement, resentment will develop over time.” (Irvin & Stansbury, 2004, p. 59). The lack of representation and authority to make decisions appear are one of the main reasons to participatory processes backfire and instead of decreasing, actually increasing public dissatisfaction by giving the feeling of seemingness and that the decisions have been already made elsewhere, and citizen participation is merely about conducting bureaucratic process to justify the decisions. However, citizen participation has a tendency for high self-interest and that together or separately with lacking education on the matter and process, may lead to high inefficiency through the challenges of keeping the discussion in scope, and there can be brought up often issues outside the context of an actual decision. (Irvin & Stansbury, 2004). Next to inefficiency, this might lead even into giving power for wrong decisions: “Where will the path that replaces effective administration and oversight of our laws with schmoozy consensus groups and phony partnership eventually lead us?” (Britell, 1997, p. 7). Citizen participation may bring consensus and break political gridlocks, but it also has potential to give power to selfish decisions favouring the most powerful or persuasive members of the collaborative group. (Irvin & Stansbury, 2004).

So, citizen participation can have multiple amounts of benefits and disadvantages. Many were also covered by the definition of collaborative governance, like learning and empowerment, trust, legitimization, and the possible negative outcomes. In the case of Lahti was seen several characteristics of collaborative governance, and for example the experience of the seemingness of the participative actions in the master planning process could be explained through an imbalance at the distribution of power and mismatching expectations for the participation between the master planning work group and other stakeholder groups.

How to decide if citizen participation should be involved to the decision-making or not? Irvin and Stansbury (2004) have defined ideal and non-ideal conditions for citizen participation. Ideal conditions include willingness and readiness of the citizens to participate and participation does not harm their ability to provide for their families, the key stakeholders are located relatively near so participants can easily reach the meetings and the community is small and homogenous so there is needed less representatives, and the topic does not require from the representatives mastering complex technical information. Citizen participation is especially beneficial, when the group facilitator has credibility with all representatives, and there is a gridlock or even crisis stage situation and/or hostility towards government, then validation and/ or mandate from community members (especially the ones with strong influence serving as representatives), can help breaking the gridlock or successfully implement a decision made. (Irvin & Stansbury, 2004).

The non-ideal conditions for example are, when the public is not interested in getting involved in something that is considered being the job of government's or does not recognize the issue as a problem in the first place, the region is geographically large or otherwise challenging which makes meeting regularly face-to-face difficult, there are many competing groups that would require a very large participatory group, or there would be needed complex technical knowledge before participants could make decisions. Citizen participation can be seen having very little benefit, if the public is hostile towards government, the population is large, the decisions of the participants are likely to be ignored due lack of authority or the decisions of the group are likely to be the same than produced by the government entity. Also, if the agency has earlier on managed to successfully implement policies or decisions, citizen participation might not be needed. (Irvin & Stansbury, 2004).

When it comes to Lahti and their way of making master planning, there are some interesting factors worth looking at. As other municipalities in Finland, Lahti has made master planning for decades according to the common practices and by the regulations of the law. However, in a bit more than ten

years, Lahti has redefined its vision and strategy, where citizens are in the key position and they have been defined as the makers of the city. There has been reorganization of processes and adapting new strategic tools, like Lahden suunta -work, that are planned to help working towards the vision and aims of the city. The new strategy has also led into an aspiration for broader citizen involvement, which can be seen also in continuous master planning process for example through several events arranged and vast amount of data collected from the stakeholders.

One of the things in common with the context of collaborative governance and theory of citizen participation is, that collaborative or participative actions are most efficient, effective and needed, when there is a crisis or a gridlock situation in hand, and one actor cannot or should not solve the issue by itself. As mentioned before, the context of collaborative governance can be considered somewhat fuzzy and there is no intention in this work to assess if there exists a successful setting of collaborative governance in the master planning process in Lahti – or if there even should exist such setting. However, to make any kind of citizen participation successful, there needs to be clearly communicated and agreed expectations for the participation by all affected stakeholders, and the participation should have a clear purpose – rather with a true meaning and power to make an impact. Also, all stakeholder groups affected should be involved, but too large group of stakeholders cause challenges and create a non-ideal setting for collaboration. It is also important to carefully define the involved stakeholders, as involving large number of stakeholders may foster for example innovations, but the variety of actors were not proven to correlate with innovation creation. Another point to consider is, that according to theory, citizen participation is not ideal when the decision can be made and implemented without participating citizens.

Therefore, based on the theoretical context of collaborative governance and citizen participation, as well as based on the results of this work, for the future research it shall be worth to follow, how does the case of Lahti develop over time, and what impacts do the participative actions in continuous master planning provide? Like mentioned earlier on, it is still too early to say about the impacts, as for example the amount of appeals have so far stayed the same in past two ten-year periods, before and after starting to conduct the continuous master planning. The strategic work of Lahti is exceptional and one of a kind in Finland, as well as this kind of participative actions in master planning are still rare in Finnish scale, and something completely new in the field of collaborative governance too, as the previous flagship cases in Finland have been about issues related to protecting the environment and culture of the areas.

LIMITATIONS

This work is about a singular case study, located in a city in southern Finland. Therefore, the case and its results are bound to a time and place. (Masue et al, 2013). Time and place are as an overall in a key position in this work, which will be unfurled next further. This work was conducted in English, but the documents, materials and data related to the case were all in Finnish, which required translating everything from Finnish to English. I as the author have made the translations myself according to my best skills and ability, as close as possible to the original message, considering the meaning and context of the documents, materials, and data. Despite of the best effort given, there must be taken into consideration the possibility of different interpretations behind words and subtle meaning differences in English wordings. However, although the possible influence of translation has been noted, the validity of the work should not be threatened since as a native speaker of Finnish the meanings of the documents, materials and data has been looked into and considered from the aspect of same cultural background, and then translated according to the best understanding and intentions to English. (van Nes et al, 2010). To add validation to the technical terms of master planning, there has been used back translation and comparison to other texts from same context, to ensure the correct meanings of the wordings, especially on the technical field of master planning.

Language and translations have also their role in the theoretical framework, as “collaboration” is understood differently and it has multiple interpretations and meanings depending on the language and culture. It could be said that collaborative practices would be rather translated than transferred from one country to another, and the precise meanings and interpretations of collaborative governance from English language gets completely lost when it is used in non-English speaking countries, and get replaced by other nationally specific connotations structured by culture, history and politics. There is still to be discovered and defined, what does collaborative governance actually mean in Finnish context. The theories, examples, cases and definitions are mainly from other countries, and therefore from other cultural contexts built on different history and politics. This work has been conducted with the best effort to apply the existing theoretical knowledge into the case and the results are analyzed in good faith, aiming to comprehend the data and openly reflect it to the theoretical frame and context of the case. (Batory & Svensson, 2019).

As mentioned earlier on, one of the issues of this work is the data used to examine the case. In the case study was used data triangulation, which meant using primary and secondary data, but also qualitative and quantitative data, collected by different actors on different times. However, despite of

the different typed and sized data, originally with different purposes, based on my consideration and judgement it is sufficient to form a holistic overall picture of the case and the experiences of different stakeholder groups, and therefore, a good-enough insight to the case to fulfil the aim and purpose of this work. However, for example to thoroughly evaluate the case, there would be needed to gather more and deeper data from all stakeholder groups. For now, the data was sufficient to reveal the characteristics of the master planning process from different aspects and enable reflecting these characteristics with ten common characteristics of collaborative governance defined in this work.

This work was conducted during the spring 2020, when Coronavirus pandemic exploded all over the world and hit Finland, as well. On Monday 16th of March there was declared a national state of emergency, and on the same week for example the schools and kindergartens were closed, and people were recommended to work from home as much as possible (Finnish Government, 2020). On the same day, the link to the online survey for the third sector organizations was released and the link was closed on the 1st of April. The responding time was two weeks and during that time, there was sent one reminder. Despite of the reminder, the amount of responses and the responding rate was left considerably low. The results can be considered valid as the responses to the survey came randomly from different organizations, but the nature of the data was despite of the structure and method of quantitative data collection more like qualitative.

The work group of continuous master planning was responsible for all communication towards the third sector organization and for the distribution of the link due general data protection regulation, and therefore, the possibilities on acting for the data collection by the research was limited. In fact, the work group insisted on managing all communication towards and with the stakeholder groups of continuous master planning process, appealing to already previously mentioned general data protection regulation. Unfortunately, due the hurries with running the master planning process and all the challenges set by Corona pandemic, the communication with the work group was not always fluent and in the end, the delays in work group's responses prevented further qualitative data collection with the stakeholder groups in the time frame of this case study. Nonetheless, the master planning work group gave a lot of valuable information for this work and their collaboration made it possible to conduct this case study.

In the case study has been aimed to meet the requirements of quality, as defined earlier on in this work at the theory of case study, evaluative research approach and triangulation. Most importantly and in the end, in this work has been aimed for openness, transparency, and understanding.

CONCLUSION

Sotarauta (2010) has written that network management in regional development has been a “black box”, and hindsight is easy when looking back and assessing successes and failures in cases of regional development and using abstract concepts, instead of going down to micro level and examining the hands-in building, managing and developing. This work aimed to shed some more light to that black box.

In the city of Lahti has been done fundamentally innovative work in turning around the master planning process, that is traditionally considered restrictive and obligative, into a game-changing strategic tool with an aspect of opportunities and learning. (Mäntysalo et al, 2019). In align to an ever-growing trend of citizen involvement (Mäenpää & Faehnle, forthcoming; Mäenpää & Faehnle 2017; Pulkkinen, 2014; Faehnle, 2019), Lahti has also defined in its strategy citizens as the makers of the city and committed to involvement and participation to reach its set goals for development, also including making the master planning of Lahti. (Tuomisaari, 2019).

The way the city of Lahti is running its continuous master planning in four-year cycles is something completely new in Finland, but so is implementing the participative strategy into the process. There are some flagship cases about collaborative governance settings in Finland, but they are mainly focused on finding solutions to solve environmental issues, like nature protection (Leino, 2019), and in the theoretical context citizen participation has been often defined being ideal when there is an issue to solve, that cannot or should not be solved by one actor alone, and on the other hand citizen participation is non-ideal when the issue can and has been successfully solved or a decision has been successfully implemented in the past by one agency alone. (Irvin & Stansbury, 2004). Therefore, the case of Lahti is bringing something completely new into the academic discussion from many aspects and is an interesting subject for closer, and also further, examination.

The results of the case study were clear: all actors considered stakeholder participation important and valuable. However, the purpose of participation varied between the groups: the third sector saw itself as a representor of broader groups of citizens and as a specialist of specific knowledge and skills, the impact assessment participants defined all affected parties important to be involved to find mutually more satisfying solutions together, and the citizens expressed will to learn, being informed, participate, as well as wanting to share their views and opinions of what is important. However, whereas all the previous purposes can be seen similar in a way, the master planning work group

defined citizens being the main stakeholder group and saw them as indicators, customers managerial subjects with an educative aspect – and then, also as the makers of the city.

Despite of defining collaborative governance and forming ten characteristics based on the theory, it has been also discussed in this work that the concept of collaborative governance is not unambiguous and even the definition is somewhat unanimous, it can be still considered vague and the interpretation and implementation varies between cases and countries (Batory & Svensson, 2019). Also, for citizen participation as an overall cannot be told strict guidelines, especially to guarantee commonly considered benefits of collaborative activities, like knowledge flow, innovations, increased competitiveness or successful implementation of decisions or policies, nor legitimization or acceptance. Also, there should be more open discussion about possible downsides and disadvantages of involvement and collaborative actions. (Gaventa & Barrett, 2012; Godenhjelm & Johanson, 2018; Irvin & Stansbury, 2004).

As a result can be said, that there is no one right way of doing things, and creating something completely new and then implementing it is never easy. However, in Lahti has been innovated and implemented a one-of-a-kind solution, that can be recognized having benefits on several levels due its four-year cycle, including involvement, assessment and reflection, and a possibility to make incremental changes to adjust the course towards strategic aims. Still, there is work to be done. All groups considered communication being the key to successful communication, but also that being currently the biggest challenge. The theory of collaborative governance and citizen participation aligns; communication is a key element for successful communicative actions, and it is both a tool and further on an unarguable positive end product. Successful communication enables learning, knowledge flows and co-creation (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008; Gaventa & Barrett, 2012; Godenhjelm & Johanson, 2018; Irvin & Stansbury, 2004).

Next to communication, the balance of the roles is another key factor in collaborative activities. The roles, and especially the expectations related to the roles in terms of power, responsibility, and benefits, need to be clear and accepted by all parties to enable successful collaboration. Communication is in key position also in this matter. In case of miscommunicating the expectations for the roles, it is researched to lead into negative outcomes like resentment, feelings of injustice and exclusion, and having an experience of only seeming participation. On top of mutually communicating and agreeing clearly the expectations for roles, in collaborative governance there is

also in the very core of the concept the factor of distribution of power, which gives the stakeholders involved also a mandate to have a say and make a true difference in the decision-making process. (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008; Gaventa & Barrett, 2012; Godenhjelm & Johanson, 2018; Irvin & Stansbury, 2004). In the case of Lahti there was experienced by the stakeholder groups exclusion, injustice and seemingness of the process, which can be considered to indicate a need for more communication, and especially communication about the expectations and roles in the process.

Collaborative and participative actions might also provide other challenges, like motivation for participation and that collaboration actually also binds resources, like time and money, which should not be overlooked (Emerson et al, 2012; Hotte, Kozak & Wyatt 2019; Berkes, 2009; Leino, 2019; Ansell & Gash, 2008; Gaventa & Barrett, 2012; Godenhjelm & Johanson, 2018; Irvin & Stansbury, 2004). All the groups had recognized these challenges. However, despite of the challenges, all groups also considered the collaboration, participation, and involvement worth the effort.

To conclude, Lahti has created a successful way to make master planning in a new and innovative manner. There can be recognized several features of collaborative governance in the case of Lahti in the continuous master planning process, and there is potential for successful collaboration with stakeholder groups. There can be also recognized challenges common for participative actions, that require attention to develop the collaboration towards sustainably successful and mutually beneficial outcomes. Like said previously, there is no one right way to do things and it is up to each setting to define their own rules and ways of working to ensure the best possible outcome. Also, this suits the spirit of collaborative governance. It is not obvious either, that collaborative actions or citizen participation would provide in every case the best possible solution – however, according to research through collaboration, participation and involvement can be reached outcomes, that would not have been possible for one action to reach alone.

What about collaborative governance, or citizen participation as an overall, in regional decision-making and development? Based on this work, the answer aligns with the answer for the case: it depends. Collaborative actions require resources and the willingness to work together towards solutions, sometimes it may take more than it gives or against all the good intentions the outcomes turn out negative. However, it is a globally and nationally growing trend that should not be ignored to involve stakeholders into the decision-making and at its best, the results are worth all the effort.

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APPENDICES

Appendix 1

Vaikutustenarvioinnin haastattelurunko

- Nimi, työpaikka ja työtehtävä
- Missä roolissa mukana Case Lahdessa?
- Minkä takia mukana?
- Miten ja mihin olet osallistunut?
- Oletko ollut aiemmin mukana Lahden prosesseissa?
- Miten koet prosessin onnistuneen?
- Arvioi tätä prosessia aiempiin tai vastaaviin prosesseihin?
- Mikä oli hyvää?
- Mikä oli kehitettävää?
- Miten näet Lahden kaupungin roolin?
- Miten koit:
 - Etukäteisinformaation?
 - Tilaisuudet kesäkuussa ja syyskuussa
 - Järjestelyt?
 - Viestinnän?
 - Tiedonsaannin?
 - Ennakkomateriaalin tai materiaalin ylipäättään
 - Vaikutusmahdollisuuden?
 - Roolien tasapainon?

Mikä on kokonaisajatuksesi prosessista? Tunne?

Appendix 2

Edellisen pääarkkitehdin haastattelurunko

Nimi, työpaikka ja työtehtävä?

Työpaikka, työtehtävä ja miten kauan olit tehtävissä Lahden kaupungilla?

Missä roolissa mukana Lahden kaavoitusprosessissa ja Lahden suunta -hankkeessa?

Mikä jatkuva yleiskaavoitus on, miten kuvailisit sitä ja miksi se kehitettiin?

Mitä hyötyjä jatkuvasta yleiskaavoituksesta on? Entä haittoja/haasteita?

Minkälainen ajatus osallistamisesta Lahden jatkuvaan yleiskaavaan kuuluu? Keitä osallistetaan ja miten?

Miten kuvailisit Lahden suunta –hanketta, mikä se on?

Mikä oli hankkeen tavoite? Entä eri osapuolien osallistamisen tavoite/tavoitteet? Millaisia toiveita osallistamiselle oli?

Miten ja kenen toimesta tunnistettiin eri osapuolet hankkeen piirissä (erit. kolmas sekt.)? Entä vaikuttavuuden arviointiprosessin seminaarien osalliset?

Olivatko osallisten roolit tasapainossa? Riittävä edustus? Mikä on riittävä edustus?

Ovatko mahdollisesti tunnistetut osalliset, jotka eivät kuitenkaan ole olleet kutsuttuna seminaariin, voineet vaikuttaa muulla tavoin? Miten?

Miten koit vaikutusmahdollisuudet yleiskaavaprosessissa? Henkilökohtaiset? Eri toimijoiden?

Miten vertailisit (jos on ollut jo mukana) edellisten kierrosten (koko suunnitteluprosessin) vuorovaikutusta ja osallistamista, miten se on kehittynyt?

Miten vertailisit edellisten kierrosten vaikutusten arviointiprosessin vuorovaikutusta ja osallistamista? Kehitys?

Miten koit tavallista laajemman osallistamisen? Hyötyjä/Haittoja?

Miten yleiskaavaprosessin johtajuus on määritelty? Entä muut tehtäväkentät?

Miten näet Lahden jatkuvassa yleiskaavaprosessa lain vaatimien toimenpiteiden suhteen Lahden strategiaan? Minkä verran on pakollista ja miksi tehdä muuta kuin vaaditut toimenpiteet?

Miten näet kuntajohtamisessa käytetyn strategisen johtamisen suhteessa osallistavaan yhteishallintamalliin?

Miten näet jatkuvan prosessin jaksojen hankkeistamisen? Mitä hyötyjä/haittoja?

Appendix 3

Vuorovaikutussuunnittelijan haastattelurunko

Nimi, työpaikka ja työtehtävä, kauanko olet toiminut tehtävässäsi?

Missä roolissa mukana Case Lahdessa?

Miten kuvailisit Lahden suunta –hanketta, mikä se on?

Mikä oli hankkeen tavoite? Entä eri osapuolien osallistamisen tavoite/tavoitteet? Millaisia toiveita osallistamiselle oli?

Miten ja kenen toimesta tunnistettiin eri osapuolet hankkeen piirissä (erit. kolmas sekt.)? Entä vaikuttavuuden arviointiprosessin seminaarien osalliset?

Olivatko osallisten roolit tasapainossa? Riittävä edustus? Mikä on riittävä edustus?

Ovatko mahdollisesti tunnistetut osalliset, jotka eivät kuitenkaan ole olleet kutsuttuna seminaariin, voineet vaikuttaa muulla tavoin? Miten?

Miten koit vaikutusmahdollisuudet prosessissa? Henkilökohtaiset? Eri toimijoiden?

Miten vertailisit (jos on ollut jo mukana) edellisten kierrosten (koko suunnitteluprosessin) vuorovaikutusta ja osallistamista?

Miten vertailisit edellisten kierrosten vaikutusten arviointiprosessin vuorovaikutusta ja osallistamista?

Miten koit tavallista laajemman osallistamisen? Hyötyjä/Haittoja?

Miten prosessin johtajuus on määritelty? Entä muut tehtäväkentät?

Miten hanke on kokonaisuudessaan sujunut? Entä vaikuttavuuden arvioinnin prosessi?

Päästiinkö asetettuihin tavoitteisiin osallistamisessa ja vuorovaikutuksessa?

Hyvää prosessissa?/Kehitettävää?

Appendix 4

Nykyisen pääarkkitehdin haastattelurunko

Nimi, työpaikka ja työtehtävä
Missä roolissa mukana Case Lahdessa?

Miten ja kenen toimesta vaikuttavuuden arviointiprosessin seminaarien osalliset on tunnistettu?
Olivatko osallisten roolit tasapainossa? Riittävä edustus? Mikä on riittävä edustus?
Ovatko mahdollisesti tunnistetut osalliset, jotka eivät kuitenkaan ole olleet kutsuttuna seminaariin, voineet vaikuttaa muulla tavoin? Miten?
Milloin ja millä jakelulla osalliset (seminaarien osallistujat, asiantuntijat ja mahdolliset muut tahot) ovat saaneet ennakkomateriaalit ja kutsut?

Miten koit vaikutusmahdollisuudet prosessissa? Henkilökohtaiset? Eri toimijoiden?
Oletko itse saanut riittävästi tietoa? Esim. Lahden tavasta tehdä vaikuttavuuden arvioinnin prosessi?
Oletko ollut tyytyväinen saamasi tietoon?

Miten prosessin johtajuus on määritelty?
Miten vaikuttavuuden arvioinnin prosessin kokonaisuus on sinusta sujunut?
Hyvää prosessissa?/Kehitettävää?

Muuta: Mikä on vaikuttavuuden arvioinnin raporttien tilanne?

Appendix 5

Sähköisen kyselylomakkeen runko yhdistyksille

1. Mitä kolmannen sektorin organisaatiota edustat? (Avoin)
2. Oletteko organisaatiossanne aiemmin kuulleet Lahden suunta -hankkeesta? (Kyllä/Ei --> hyppää kohtaan 7.)
3. Mistä olette kuulleet Lahden suunta -hankkeesta? (Monivalinta)
4. Missä Lahden suunta -hankkeen tapahtumissa organisaationne on ollut edustettuna? (Monivalinta)
5. Koettiinko organisaatiossanne osallistuminen tapahtumiin tärkeäksi organisaationne kannalta?
(1 = ei lainkaan, 5 = erittäin tärkeäksi)
6. Koitteko järjestetyt tapahtumat riittäväksi organisaation mielipiteiden ja näkökulmien esille tuomiseen? (Kyllä/ei --> Millaisia tapahtumia tai mitä muuta olisitte toivoneet järjestettävän mielipiteidenne ja näkökulmienne ilmaisemiseksi riittävällä tasolla (avoin)
7. Kolmannen sektorin näkökulmasta, millaisena koet mahdollisuuden osallistua Lahden yleiskaavan ja kestäväen kaupunkiliikkumisen suunnitelmiin? (1 = ei lainkaan, 5 = erittäin tärkeäksi)
8. Miten hyvin Lahden suunta -hanke onnistui viestimään hankkeen eri vaiheista sekä mahdollisuuksista osallistua ja vaikuttaa? (1 = huonosti, 5 = erinomaisesti)
9. Koetteko, että pääsitte organisaationa vaikuttamaan tyydyttävällä tasolla yleiskaavan ja kestäväen kaupunkiliikkumisen suunnitelmiin? (1 = huonosti, 5 = erinomaisesti)
10. Millaisia mahdollisia hyötyjä näette kolmannen sektorin osallistamiselle yleiskaavan ja kaupunkiliikkumisen suunnitelmiin? (Avoin)
11. Millaisia mahdollisia haittoja näette kolmannen sektorin osallistamiselle yleiskaavan ja kaupunkiliikkumisen suunnitelmiin? (Avoin)
12. Onko mielestänne kolmannen sektorin osallistaminen alueen kehittämiseen tärkeää?
(1 = ei lainkaan samaa mieltä, 5 = täysin samaa mieltä)
13. Vapaa sana palautteelle! (Ei pakollinen, 14 vastausta)

Appendix 6

Palautekysely ”Arjen reitit ja paikat” -tapahtuman osallistujille

- Paikka ja aika
- Oliko tilaisuus mielestäsi tarpeellinen? (vaihtoehdot: kyllä, ei, en osaa sanoa)
- Koetko, että pääsit osallistumaan? (kyllä, ei, en osaa sanoa)
- Saitko tilaisuudessa tarvitsemaasi tietoa? (kyllä, ei, en osaa sanoa)
- Muu palaute- ja kehitysideat

Appendix 7

Summarized points of each work group representatives' interviews in each category 1/2

	Former city architect, 2009-2018	Current city architect, 2019-	Public participation planner, 2013-
The aim & purpose of the continuous master plan (Lahden suunta 2017-2021)	<p>The continuous master plan is based on the strategy and therefore, the work is focused. The work is based on up-to-date data and knowledge, and that enables a lighter process, when each round has a theme and one round lasts for years, after which the direction can be assessed and adjusted. To Lahden suunta there has been also brought in the sustainable urban mobility plan. Lahden suunta is easier to approach than difficult concepts like master planning. Bringing the planning together under one concept makes the planning as an overall more centralized, easier to manage and to bind to the city strategy.</p>	<p>Lahden suunta is a master plan –driven work, where has been connected also service program, environment program, and sustainable urban mobility plan. The purpose is to manage the overall view of the development of the city. There is a big group of people working for Lahden suunta on different fields, and it is a typical philosophy for Lahti in planning; knowledge is not only in one person, but in all different specialists. Then there is in addition the citizens and other actors. The work is done interactively and together, to utilize all that knowledge.</p>	<p>Lahden suunta –project brings together land usage and traffic planning. In addition also a service program and environment programs belong to it, as well as sustainable urban mobility plan. As an overall, the purpose is bringing together different plans made and aims at assuring compliance.</p>
The aim & purpose of participative actions and involvement	<p>To collect data of the state of the city, to create and open dialogue to fix any current issues and to make better decisions for the future when developing the city. Ideally, citizens tell about their everyday lives and it is specialists job to interpret the data and utilize it in city planning.</p>	<p>Different views and data enable different types of data analysis, which can be utilized in creating the overall view of the city and managing the "bigger picture" of city development. The participate actions in planning phases are also required by the law.</p>	<p>The experiences of citizens of urban mobility and sustainable urban spaces and environments are the basis for developing urban mobility solutions. Also, an open dialogue for citizens to express their thoughts on the city is important for development. Citizen involvement has also an educative aspect.</p>
Balance of roles	<p>The balance of the roles has been good, although emphasizing the citizen participation might have taken the most focus and therefore other stakeholder groups have been left with some less involvement.</p>	<p>The balance of the roles have been based on the previous rounds of continuous master plan, which takes its bases from law. The open participation for all is at the early phases, however, the role of the citizens were especially emphasized on this round. The balance of roles was fine.</p>	<p>The balance was good and different stakeholder groups were identified and different possibilities for participation was provided.</p>

Summarized points of each work group representatives' interviews in each category 2/2

Stakeholders opportunities to participate and influence	The opportunities to participate and influence for the stakeholders has exceeded the requirements of the law, since by law the requirements are vague, and the minimum is to provide a way for stakeholders to express themselves. However, in Lahti there has been organized several events and channels for all to participate and influence.	A big part of the opportunities to participate and influence are in the beginning of the process, at initial and drafting phases, in a form of events and feedback, that can be also sent continuously online. Also, this time local and regional third sector organizations were involved more than before, by inviting the ones with biggest shared interest to the impact assessment seminars.	To the impact assessment workshops were invited a broader-than-usual representation of local and regional third sector representatives. Next to that, everyone could participate in earlier phases by commenting drafts and participating in different events.
The recognized main stakeholder groups in making continuous master plan	The citizens are in a key position as a stakeholder group, although, also other groups such as private sector, third sector, and decision-makers of the city should not get forgotten and are important to also involve in the discussion.	The citizens of Lahti are in an important role in producing knowledge of the city and are seen as a , but also specialists are in key role to manage the process and creating solutions based on jointly created knowledge.	The educational institutions and universities have been recognized important earlier on, as well as local and regional associations and third sector organizations. However, the main focus group is individual citizens and their needs.
Communication	The communication was mainly open and not targeted to any specific group, and there was used several different channels so all who wanted to have a say, could participate. Open dialogue and hearing out citizens is vital.	The communication should have been more efficient about the events, and about the results of the data collected in the events. However, open communication is very important, and as an overall there has been good communication and dialogue throughout the process.	Communication has been good and informative. However, broad upkeeping broad connections to different stakeholder groups on different levels requires a lot of resources. Also, the project has gotten in return comments and good feedback. As an overall, citizen participation has been active, and communication has been open and constructive.
What was successful	The involvement of different stakeholders and especially citizens has been successful, as well as implementing and running the continuous master plan as an overall.	Broad involvement of citizens and other stakeholder groups, organized events were successful, and the process has proceeded well.	Participative actions and open communication have been successful, and the set goals have been more or less achieved.
Needs still to be developed	Involving all stakeholder groups in balanced manner is a challenge, as well as motivating the citizens to participate in discussion and events regarding the continuous master plan, even the results can be quite distant, and each individual opinion or wish cannot be taken into consideration.	The broad involvement requires a lot of resources and managing that can take time from other areas, and also creates a challenge for communication. Also, the impacts of open discussion and decisions made are visible often only in long term, and therefore motivating citizens to participate can be seen as a challenge and providing knowledge on the process and making continuous master plan is important. The broad participation in impact assessment was challenging, with many different levels of discussion and interests.	Managing different data collected from different stakeholder groups and events has been challenging, also maintaining broad networks is challenging and vulnerable for staff changes. Also, bringing many different programs create a communicational challenge.
Experience on the participative actions in making the continuous master plan	The participative actions and involvement, directly or indirectly, is vital in order to scope the decision-making and actions correctly, and to provide the kind of solutions that serve the development of the city and the needs of the citizens in a best possible manner.	Participative actions require a lot of resources, especially time, to organize events and process all the gathered data. The experiences and opinions of the citizen are important.	The broad content of Lahden suunta and many stakeholder groups require a lot of resources especially in communication, but everything has been functional and fluent, and citizens' experiences & opinions are important.