Co-Creation Model in Cultural Heritage Management Decision-Making Process

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ABSTRACT

Co-creation as a recent interdisciplinary methodology comes as a management initiative. This contemporary, alternative and creative approach is user-based and focused more on the involvement of the user's needs / local communities and ideas rather than the traditional one-way patterns that are passive and focused mainly on the experts, authorities and top-down decision-making.

The extensive meaning of the term "cultural heritage" is already defined as "multi-layered / multi-paradigmatic" which implies to all the man-made and natural inheritance worldwide". The CHM (Cultural Heritage Management) decision-making process as the multifaceted system incorporates mostly a network of participants such as users, managers, authorities, experts, NGO's and academicians to deal with the heritage legacy in the most appropriate manner following the internationally accepted legislation and regulations. Also, the CHM decision-making process includes and engages various participants and disciplines in order to be achieved successful management plans for a better future of the heritage sites.

The main aim of this study is to test co-creation's impact in CHM decision-making process. Hence to propose a model that will present the applicability of co-creation in CHM. Furthermore, to check if co-creation is more suitable rather than already existing public participation approaches and if it will bring benefits and improvements in the field of CHM. Also, another aim of this thesis is to present how this relatively new term which has a wide range of possibilities could be underlined and applied into the domain of CHM instead of the already existing, less democratic and passive

terminology of public participation in the complex decision-making process. Additionally, to check and prove whether the model could be beneficial for various geographies and contexts.

This thesis is elaborated through 5 Chapters initially by defining the problems, research questions, hypothesis, methodology and limitations (Chapter 1). Extensive literature reviews on main keywords such as: public participation, CHM and co-creation are provided in the theoretical chapters (Chapters 2 and 3). Examined International Legislation (Charters and Documents), models (Ladders, IAP2 Spectrum, Co-creation wheels, Platforms, Toolkits), case studies from various contexts (developed and developing countries) are provided to identify the weak points of the implemented public participation practices in CHM decision-making and detect their similarities and differences with the co-creation methodology (Chapters 2 and 3). All data collected is reflected in the last chapter of the thesis through the formation of the co-creation model for improved, bottom up and sustainable CHM decision-making by the stakeholders (Chapters 4 and 5).

Keywords: Public Participation, Cultural Heritage Management, Decision-making process, Co-creation

ÖZ

Yönetim girişimi olarak yakın tarihlerde kullanılmaya başlanan 'birlikte yaratma', disiplinerarası bir metodoloji olarak bilinmektedir. Geleneksel yöntemlerin pasif, tek yönlü tepeden tabana karar verme süreçlerinin aksine, birlikte yaratma çağdaş, alternatif, yaratıcı ve hem tepeden tabana hem de tabandan yukarıya çalışan bir yöntem olarak bilinmektedir.

"Kültürel miras" teriminin geniş anlamı, dünya çapında tüm insan yapımı ve doğal mirası ifade eden "çok katmanlı / çok paradigmalı" olarak tanımlanmıştır. Çok yönlü bir sistem olarak kültürel miras yönetimi karar verme süreci, uluslararası kabul görmüş mevzuat ve yönetmeliklere uygun olarak mirasın en uygun şekilde ele alınması için çoğunlukla kullanıcılar, yöneticiler, yetkililer, uzmanlar, STK'lar ve akademisyenler gibi çok katılımcı bir ağ içermektedir. Ayrıca, kültürel miras yönetimi karar verme süreci, çeşitli katılımcı ve disiplinleri sürece dahil ederek, miras alanlarının daha iyi bir geleceğe sahip olması için başarılı yönetim planlarını yapmayı hedeflemektedir. Bu çalışmanın temel amacı, kültürel miras yönetimi karar verme sürecinde birlikte yaratmanın etkisini test etmektir. Dolayısıyla çalışma kültürel miras yönetiminde birlikte yaratmanın uygulanabilirliğini ortaya koyacak bir model önermeyi hedeflemektedir. Bunun yanında, çalışma kapsamında, yönetim planı karar verme süreçlerinde, mevcut halk katılımı yaklaşımlarından farklı olarak, birlikte yaratama/oluşturmanın daha uygun olup olmadığı ve kültürel miras yönetimi alanına ne gibi bir yarar sağlayacağı veya alanı nasıl iyilestireceği iyileştirme getireceği ortaya konacaktır. Bu amaca bağlı olarak, geniş kullanım alanına sahip olan bu nispeten yeni terimin, kültürel miras yönetimi alanındaki karmaşık karar alma sürecinde, halihazırda

var olan, daha az demokratik ve pasif halk katılımı terminolojisi yerine nasıl uygulanabileceği tartışılacak ve önerilecektir. Bunun yanında, çalışmada önerilen modelin farklı bağlam ve coğrafyalarda kullanılıp kullanılamayacağı da ortaya konmaktadır. Çalışma beş ana bölümden oluşmaktadır. İlk bölümde, tezin amacı, metodu ve araştırma sorularının yer aldığı giriş verilmektedir. İkinci ve üçüncü bölümde tez çalışmasının kuramsal çerçevesini oluşturan konular- halk katılımı, kültürel miras yönetimi ve karar verme süreci, birlikte yaratma, halk katılımı ve birlikte yaratmanın benzerlik ve farklılıkları- tartışılmıştır. Buna göre, halk katılımı, halk katılımı ile ilgili uluslararası mevzuat, yönetmelikler ve belgeler ile halk katılımı modelleri ve kültürel miras alanları yönetim planlarında halk katılımının uygulamadaki eksiklikleri örnek alan çalışmaları ile tezin ikinci bölümünde tartışılmıştır. Birlikte yaratma modelleri, uygulama alanları ve kültürel miras yönetim planı karar verme sürecindeki yeri ve uygulanabilriliği ise tezin üçüncü bölümünde incelenmiştir. Yapılan literatür çalışması ve örnek alan çalışmaları neticesinde, geleneksel halk katılımı ve birlikte yaratma arasındaki benzerlik ve farklılıklar ile birlikte yaratmanın kültürel miras yönetim sürecine uygulanabilirliğini ortaya koyan model önerisi çalışmanın dördüncü bölümünde sunulmuştur. Buna göre, birlikte yaratma yaklaşımı halk katılımı süreçlerini içinde barındıran ancak halk katılımından daha öteye bu süreci taşıyan, daha katılımcı, şeffaf ve aşağıdan yukarıya çalışan bir süreç olarak daha sürdürülebilir, şeffaf ve eşitlikçi bir katılım süreci hedeflemektedir. Tenzin son bölümünde ise bulgular, sonuç ve gelecekteki çalışmalar için öneriler yer almaktadır.

Anahtar Kelimeler: Halkın Katılımı, Kültürel Miras Yönetimi, Karar Verme Süreci, Birlikte Oluşturma

DEDICATION

To my husband Prof. Dr. Kokan Grchev and my son Kosta Grchev…

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LIST OF ABBREVIATIONS

CC   Co-creation

CHM   Cultural Heritage Management

CHMP   Cultural Heritage Management Plan

DM   Decision-making

IAP2   International Association for Public Participation

ICOMOS   International Council on Monuments and Sites

ICCROM   International Centre for the Study of the Preservation and
              Restoration of Cultural Property

NGO   Non-Governmental Organization

OGP   Open Government Partnership

PP   Public Participation

UNESCO   United Nations Educational, Scientific and Cultural
              Organization

Chapter 1

INTRODUCTION

In general, "cultural heritage", is defined as: "the legacy of physical tangible artifacts or intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations". This definition has been internationally accepted and used especially after the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage in 1972 (UNESCO, 1972). Also, at the 34th Session of the World Heritage Committee, new terminologies and trends towards defining cultural heritage & decision-making process were reconsidered and discussed extensively, including the various aspects of the intangible cultural heritage, decisions based on participative and systematic evaluation processes, expert recommendations, etc. (Jokilehto, 2011). Nowadays, the new tendencies related to the meaning of the term "Cultural Heritage" are being constantly updating and expanding by scholars, academicians and in the International Charters and Documents. Initially, the term "cultural heritage" was referring more to the tangible aspects of the heritage rather than the intangible (Vecco, 2010).

Decision-making processes regarding the Cultural Heritage field always embody complex planning problems due to the different perspectives of authorities and communities (Bond, 2011). The general terms "decision-making" and "public participation" concerning cultural heritage have wide uses and are representing various meanings depending on which context they are being used.

On the other side, the importance of "public participation" and participatory approaches since the 1980s begin to spread very rapidly in Western countries as new empowerment streams in the cultural heritage field as well. Recently, in literature, particular case studies and international policies are showing that the term "public participation" cannot work and be applied easily as previously in various situations and contexts. The literature survey shows that, there is a strong need for real, active and creative participatory approaches in cultural heritage decision making rather than just having a passive, uncritical and inefficient view of the term "public participation" that is just present to fulfill the democratic perspectives (Xu, 2007).

In that sense, public participation in cultural heritage issues can be seen as a multi-dimensional issue, multi-attribute and multi-value problem (Ferretti, Bottero, Mondini, 2014). Hence, the term "public participation" should be re-examined and re-evaluated due to the aroused difficulties to be applied in various complex contexts. These keywords are explaining the multifaceted, evolving and constantly changing the character of the terms "cultural heritage" and "public participation".

Furthermore, today, co-creation seems to be considered as a keystone for social innovation, particularly in the different public domains (Voorberg et al., 2014). It can be seen as a sustainable and significant bottom-up approach that can be implemented to integrate with and meet a community's needs, create innovative public services and support the decision-making process, and promote democratic, transparent, and non-ambiguous decisions, which will raise the awareness of the values of the cultural heritage among the stakeholders (Bond, 2011; Voorberg et al., 2014). Nowadays, co-creation is considered to be an attractive solution for various emerging problems in different sectors, mostly where citizens and public organizations/authorities are

working together and deal with societal issues, leading to more sustainable, creative, and actionable results (Voorberg et al., 2017). Similar to co-creation, co-production is fundamental branch for the process of public service delivery and is closely linked to co-creating values, both for service users and for society (Osborne et al., 2016).

In that sense, these are the few reasons why "co-creation" as a recent and contemporary multidisciplinary method could be an update for the existing term of "public participation" and give contemporary answers through facing and solving the difficulties that come with the decision making processes in CHM issues. Applying the CHM decision-making process always includes and engages various participants and disciplines to achieve successful management plans and a better and sustainable future of heritage.

> *"Involving citizens in the decision-making process requires careful planning, thoughtful preparation, and flexibility to change procedures on the demand of the affected communities/environments"* (Renn et al., 1993).

1.1 Problem Statement

There is an evident gap in the literature regarding co-creation as a recent terminology and methodology in the international legislation in the field of cultural heritage and CHM in general so far. All previous studies are dealing with separate cases and problems, but barely acting accordingly and including the importance of the Washington Charter (1987) clarifying that "in the process of cultural heritage decision-making, the community should be considered and included". The lack of proper and transparent involvement of the users is noticeable in the early stages of CHM and decision-making of heritage buildings/sites as well. Also, the results of public participation practices in CHM showed that most of the initial ideas are generated **top-**

down way and are **imposed by the expert's or the authorities / governments** and not from the user's needs (economical / sustainable).

Moreover, it is evident in literature and in practice that the public participation is not functioning and supporting the CHM processes in creative ways but instead is just present to fulfil the democratic standards and criteria of the cultural heritage decision-making processes (Stolton and Dudley, 1999; Campbell and Marshall, 2000; Collins and Ison, 2006; Susskind, 2008; Hardy, 2015; Chan, 2016; Robinson, 2016; Jones, 2017; Nisha et. al., 2019). On the other hand, co-creation is not involved and recognized yet as part of the CHM decision-making process. Furthermore, that underestimation of the "user" as equal as the other "stakeholders" it is present in different phases of the existing cultural heritage decision-making models. It is necessary for an urgent re-evaluation and reconsideration of the already existing and applied methodologies such as public participation in the cultural heritage decision-making process. This should be done so to define the role and the position of the "users" and "experts" in better manner in different cultural and social contexts; also it will emphasize and achieve equal participation and creative contributions from both users and experts. It will allow successfully applied and managed plans for the heritage and benefits that will be common for all.

1.2 Aims, Objectives, Research Hypothesis and Research Questions

The main objective of this study is initiated to propose a co-creation model for CHM decision-making processes. Moreover to elaborate the existence, importance and applicability of the "co-creation" terminology that comes as recent management initiative.

Since, the terms "co-creation" and "public participation" are often confused and treated synonymously with one another today, another objective of the thesis is to raise opinions and questions such as:

- Who should be involved?

- In which phases, when and in what role of the decision-making process in these collective acts of creativity should be included?

Furthermore, there is an evident opportunity to update the existing terminology and legislation of the term "public participation" in the CHM decision-making process with "co-creation". This update will allow to accent the creative and active involvement of the local communities in the CHM decision-making. Hence, the research hypothesis of this thesis will be:

To underline that co-creation model is more appropriate, rather than public participation approaches and to prove that co-creation will allow achievement of successful and sustainable CHM decision-making process.

In order to test the hypothesis, this study will address the following main research questions and sub-research questions:

- How to underline and prove the power and importance of the **co-creation** in the domain of CHM and decision-making process?

Sub-questions are defined as:

- How public participation is provided in practice, in the cases from the developed and developing countries? (Chapter 2 under the section Decision-making process in CHM).

- How do we recognize the differences between public participation and co-creation (Chapter 3 under section co-creation vs. public participation).

- How the terminology, existing principles, strategies, and models of co-creation can be adapted to the field of cultural heritage and its management and decision-making process and bring benefits? (Chapter 3 and Chapter 4).

- Which are the modalities of the co-creation model that can be applied to the CHM in various environments/regions? (Chapter 4).

- How can the co-creation model be applied in the CHM decision-making process at different levels and various groups such as community members, experts, authorities and visitors? (Chapter 4).

- Will co-creation be successful (influential by bringing various common benefits) in various geographies and contexts and what are the obstacles when applying in different regions, zones, developed/developing countries in the field of cultural heritage and its management and decision-making processes? (Chapter 5).

1.3 Significance of the Research

The creative power and the active contribution of the affected communities by the imposed CHM decision-making process of the authorities should not be underestimated and ignored. Instead, the passive engagement of the communities in the decision-making processes and the one-way terminology of "public participation" should be updated with the term "co-creation". In literature, especially in the most recent International Charters and Documents, it can be spotted that the importance of

the bottom-up approaches and the active and creative involvement of the local communities is discussed but still it is not officially mentioned as co-creation.

In that sense, this thesis will contribute to both literature and academia by underlining and presenting the importance of multifaceted aspects of the co-creation model that have the possibility to be applied in the CHM decision-making process due to its wide range of applications in different fields and contexts. Furthermore, to review and re-evaluate the existing terminology of public participation and the possibility of present co-creation as a recent methodology/alternative in International Charters and Documents. In other words, it is expected to raise awareness of the importance of the bottom-up approaches in various environments so that can contribute to more successful CHM decision-making processes between authorities (power holders) and the users (communities).

1.4 Research Methodology

The methodology of this research is qualitative. Including various methodological tools, such as the literature survey analysis, initially allows theoretical/historical framework and literature review (expanded research on relevant terminologies and general definitions, chronological research and changes of International Legislation, Policies, and Charters). Moreover, the use of the comparative method as part of the qualitative research methodology is enabling the analysis of purposefully selected case studies from developed and developing countries and multi-criteria evaluation of differently applied CHM decision-making models (public participation) and its various participants (entities).

Furthermore, content analysis as qualitative research methodology of already applied successful models, case studies found in literature and in practice will be elaborated theoretically regarding the decision-making of CHM and co-creation. The comparative method in the thesis allows critical investigating, understanding and highlighting the differences or similarities between both approaches: public participation in CHM decision making and co-creation. The triangulation method supports the formation of the outcome and results of the thesis in the Chapter 4. Also, the triangulation method is used to increase the credibility and validity of the research findings (Cohen, 2002). The triangulation method combines and compares:

1. The extended content analysis of public participation and its phases of decision-making processes in CHM;

2. Case studies (developing and developed countries) that already implemented public participation in CHM;

3. Extended content analyses of co-creation methodology, its phases and models.

This method is expected to extract the overlaps in public participation and co-creation decision-making process. Moreover, this method is giving clues and allows the formation of the co-creation model for decision-making in CHM.

Accordingly, it will be defined whether co-creation as new interactive and creative process and methodology, can be underlined and recognized as new terminology in the domain of CHM decision-making process and if it will bring various points of view for supporting the betterment, future direction and successful management of the cultural heritage.

1.5 Limitation

This thesis presents the values of co-creation as mainstream methodology by following the existing models that include various roles, factors, and phases. Furthermore, it is presented how the recent methodology and terminology of co-creation have the possibility to be related and applied in the field of CHM decision-making process instead of public participation. The limitations of this thesis are related to the field testing on a particular case study, due to the fact that various participants, stakeholders and entities should be engaged in different co-creation workshops and meetings at the early stages and throughout the whole process of the CHM plans.

1.6 Structure of the Thesis

The introductory chapter gives brief information about how the structure of the thesis is formed. The structure of the thesis is developed through several stages (See Table 1):

1. Introduction (Chapter 1)

2. A theoretical review of CHM Decision-Making Process and Co-creation (Chapter 2 and Chapter 3)

3. Merging the CHM Decision-Making Process with Co-creation (Chapter 4)

4. Creating the Model and Guidelines (Chapter 4)

5. Conclusion (Chapter 5).

Setting a research problem and outlining the aims, objectives, research hypothesis, research questions and methodologies are crucial in order to develop the starting point of the thesis. To sum up, on one side, this thesis will bring out the importance of the terms cultural heritage and public participation with its closely related multi-attribute characteristics and the complex process of management and decision-making as main

keywords. Moreover, it will also bring out what are the ongoing discussions/mainstreams related to International Charters and legislation and how they are influencing the cultural heritage related processes (both in theory and in practice). On the other side, co-creation as another keyword and user-centered concept in this thesis will present the new multi-disciplinary ways that show the importance of empowering users in the decision-making process, rather than being only imposed by the experts or authorities.

In the following chapters of the thesis, such as Chapter 2, a theoretical framework is expected to be set together with literature review, mainly focused on the terms of public participation and CHM decision-making processes (general definitions, International Legislation, and organizations, values, and identities of heritage, etc). Moreover, applied models and case studies, regarding public participation in CHM decision-making are presented.

In Chapter 3 the theoretical framework of the term co-creation is set and the expanded meanings of this methodology is explained additionally. Who is involved in the process and how should the model be applied, what are the differences and similarities between co-creation and public participation and at which stages of the decision-making should be involved will be elaborated in this chapter as well.

Chapter 4 denotes the model chapter. Moreover, it represents the synthesis between Chapter 2 (Public participation approaches in CHM decision-making models in theory and practice) and Chapter 3 (Co-creative approaches and existing methodologies in theory and practice). Furthermore, the modalities and possibilities are checked for

further guidelines/applications and how to merge and correlate with each other in the domain of CHM.

Table 1: Structure Of The Thesis

CH1
- **INTRODUCTION**
- Definition of Subject matter & Reseach Problem
- Setting up Research Hypothesis

CH2 + CH3
- **THEORETICAL REVIEW**
- Cultural Heritage Management Decision-Making Process
- Co-creation

CH4
- **MERGING CULTURAL HERITAGE MANAGEMENT DECISION-MAKING PROCESS (CH2)+ CO-CREATION (CH3)**
- Elaborated through the literature survey, sucessfull case studies and applied models

CH4
- **THE MODEL**
- Disscusions, Possible Applications & Guidelines

CH5
- **CONCLUSION**

Moreover, as the final stage of this thesis in the same chapter it is presented the model and the acquired knowledge from previous chapters that gives the final results and guidelines, learnt from successful/unsuccessful examples. Chapter 5 represents the conclusion and the summary of the thesis.

Chapter 2

PUBLIC PARTICIPATION IN CHM DECISION-MAKING PROCESS

In the following chapter it is expected a theoretical framework to be set together with literature review. It is mainly focused on the terms cultural heritage, public participation in CHM and decision-making processes. Besides these disciplines, general definitions, International Legislation, and organizations, values, and identities of heritage, etc. are involved additionally. Mostly, this chapter presents the multi-layered character of the cultural heritage decision-making process. Moreover, different case studies regarding the term public participation in CHM decision-making process are presented as well.

The term "heritage" is broadly used nowadays in order to define and present its various meanings that can be found in many disciplines and sciences worldwide. The meaning of this term can vary depending on which disciplines it is used *"i.e., from economics, social sciences to historical ones, from engineering to territory, landscape, and architecture sciences"* (Selicato, 2016). Besides, the heritage has to achieve, a role that differs uninterruptedly between the passive deposit of the historical memory / cultural identity and the powerful and active need for creativity today that will help in building up the future for our next generations (Settis, 2010; 2012; Gülersoy and Gürler, 2011; Kösebay and Alioglu, 2011).

As already mentioned in the introduction part, the terminology "Cultural Heritage" is internationally defined and recognized by UNESCO (United Nations Educational, Scientific and Cultural Organization) as:

> *"The legacy of physical artifacts and intangible attributes of a group or society that are inherited from past generations maintained in the present and bestowed for the benefit of future generations"* (UNESCO OFFICE, n.d.).

Furthermore, according to ICOMOS (International Council on Monuments and Sites), "Cultural Heritage is an expression of the ways of living developed by a community and passed on from generation to generation, including customs, practices, places, objects, artistic expressions, and values. Cultural Heritage is often expressed as either Intangible or Tangible Cultural Heritage" (ICOMOS, 2002).

2.1 Participation in Cultural Heritage

According to some researchers, participation generally can be defined as the process which:

> *"allows members of the public to contribute ideas and expertise so that their government can make policies with the benefit of information that is widely dispersed in society"* (DiMaio, 2010).

Since 1980, new empowerment streams and democratic movements, such as public participation, increased commonly in the Western countries in the field of cultural heritage (Henkel and Stirrat, 2001). The interest in public participation became quickly popular and it was widely accepted as a "new trend" in the participatory approaches (Chambers, 1997; Hailey 2001). Since then on, importance is given to the disadvantaged and affected participants to have the right to influence the policy and decision-making processes in cultural heritage issues (Bhatnagar and Williams, 1992).

The terms participation, engagement, and involvement have been used commonly in participation literature (Reed, 2008; Rowe & Frewer, 2005; Zhai & Chan, 2016). Public participation as a process in the cultural heritage has been described and defined by using multiple similar expressions, for example: "citizen engagement", "civic engagement", "citizen participation", "public involvement", "public engagement" or "stakeholder participation" (Wong, 2018). For the purposes of this thesis, the term "public participation" is used.

2.1.1 Types of Participation

In literature, it is possible to be found in several ways and types of engaging participation in cultural heritage processes. In Table 2, further on, eight different types of participation such as: **unintentional or accidental, public, passive, on voluntary basis, for material or non-material motives, professional, authority or NGO, meaningful or functional, active and interactive participation** are being explained and described according to their characteristics and outcomes when applied (ICOMOS, 1990; CDC/ATSDR, 1997; Brown, 1999; Waterton & Watson, 2011).

According to the recent findings of some scholars, it is possible to understand that these types of participation in the cultural heritage domain, are evolving from the passive, individual and unintentional perspective of participation into much more collective, active and progressive participation (Spiridon and Sandu, 2015).

Table 2: Various Types Of Participation In Cultural Heritage Processes (adopted by Spiridon and Sandu, 2015).

No.	Types of participation	Description	Outcome	Applied
1	Unintentional or coincidental	Participants are being non-formally informed about cultural heritage assets or are coincidental users of heritage	Informative / non-formal	passive / active
2	Public	Disadvantaged participants or communities "can influence policies" and decision-making processes Participants are being invited to a meeting and being told what was already planned and what will happen in future	"Fulfilling" democratic requirements / manipulation	passive
3	On a voluntary basis	Participants are aware and conscious about heritage and organized spontaneously undertaking various educative activities without expecting a reward	Awareness / Educative	active
4	For material or non-material motives	Participants are involved only if they receive a reward	Association / Educative	active

5	Professional, expert, authority or NGO	Participation on local, national or international levels	Empowering	passive / active
6	Meaningful or functional	Participants are invited and asked to collaborate and discuss the problems and policies regarding heritage	Consultative / negotiation	active
7	Active & interactive	Various participants (including authorities, experts, community members, managers) are working together interactively in teams and come up together with creative, innovative and inventive ideas, finding the most beneficial solutions to problems	Creative / Innovative	active

2.1.2 Public Participation in International Charters and Documents

In the following part, the International policies, charters, and documents are chronologically examined and elaborated through a set of tables, how they evolved and developed throughout time. This part particularly is dedicated to understand and find the International Charters and documents and present the specific keywords and important notes regarding the presence of the terms "public participation" and local community involvement as main points of interest. Moreover, it is investigated the underlined importance of the collaboration between public participation and

authorities in the complex process of heritage management decision-making in general, mentioned in the International Charters and documents.

The International Charters, Conventions, Recommendations, and Declarations related to Cultural Heritage are presented chronologically together with the important notes done on the term public participation and local community involvement and the potential overlaps with the co-creation methodology.

Besides the International Charters and policies, there are internationally created and accepted documents such as conventions, recommendations, and declarations related to the protection, conservation, and management of the cultural heritage. There is a set of guidelines and facts that need attention linked to public participation and community involvement in CHM (See Table 3).

The term **"public participation"** was initially mentioned within the Declaration of Amsterdam in 1975 at the Congress on the European Architectural Heritage. Therefore, it is stated that the public should be appropriately informed and citizens are supposed to participate as decision-makers to everything that affects their environment (ICOMOS, 1975).

Moreover, it is very important in the Declaration of Amsterdam in 1975 and it is sharply pointed out that the conservation of the cultural heritage should not be just a matter for the experts, but instead the public participants and different entities are more than vital key in the management decision-making process because they should take real part in every stage of the work (ICOMOS, 1975). Furthermore, in the process of management and decision-making, an important part in the process should be given to

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younger population because it allows the cultural heritage to be acknowledged and valued in future. Also, in this declaration, it can be detected precisely described interdisciplinary co-creative approach but yet is not recognized under that methodology.

Following the Burra Charter in 1979, it is clearly defined and stated the importance of the participation/collaboration between the community and the stakeholders, but not just at the beginning or at the end of the management decision-making process but should be occurred during the whole process continuously (ICOMOS, 1999).

In 1983, the Declaration of Rome is dealing with various aspects and dis-coordination on various levels, lack of expertise and lack of connections between governmental bodies, academicians and local communities. In the same declaration different remedy points were proposed for their improvement (ICOMOS, 1983).

In 1987, in the Washington Charter it is mentioned that in order to achieve successful conservation implementations and management, residents should have a vital role and should be engaged in the whole process. Also, in this charter, it is highlighted the importance of raising awareness for the common cultural heritage and its process through education and information for all groups and ages (ICOMOS, 1987).

In recent Charters and Documents, the engagement between different entities in the CHM decision-making processes is becoming much more spotlighted. Hence, the Charter in Lausanne in 1990 is confirming the need for, "co-operation of government authorities, academic researchers, private or public enterprise, and the general public" (See Table 3). Furthermore, it encourages the public participation and local community

to be directly related in the process for protection of the archaeological heritage (ICOMOS, 1990).

The Nara Document in 1994 is accepting the importance of the values and authenticity of the cultural heritage and is recommending a multidisciplinary approach towards the collaboration and utilization of the common knowledge and expertise (ICOMOS, 1994). In the following year in 1995 with the European Recommendation on identifying and appraising the cultural heritage landscape areas, it has mentioned that in the identifying procedures competent authorities, independent experts, the participation of the local community should be included (Council of Europe, 1995).

The Declaration of San Antonio in 1996 is expanded review and addition to the Nara Document in 1994, dedicated for America in one of the recommendations for the cultural heritage landscape sets it is presented the need for the expert multidisciplinary assessment as required for determination of the authenticity should include social scientists who can accurately articulate the values of the local communities (ICOMOS, 1996).

Continuing with the Krakow Charter in 2000 it is even more evident and clear that the communities have the duty to find a way and appropriate techniques in order to enable real participation of individuals representing the public and institutions (authorities) in the CHM decision-making process (ICOMOS, 2000). The character and the type of decision-making are not clearly defined in the Charter and perhaps it is left upon the decisions of the communities the degree of involvement of the public and the institutions, which always enables various misinterpretations and manipulations in the decision-making processes related to CHM.

Further on, in 2002 with the Budapest Declaration organized by UNESCO, the significant note was given again on the active contribution and engagement of the local communities at all levels. That means that active collaboration between the participants is required in the conservation and management processes of the World Heritage properties (UNESCO, 2002). The next year in 2003 a Convention for the Intangible Heritage was conducted by UNESCO, highlighting that the safeguarding activities are counted as well for the intangible heritage. The widest possible participation of communities, groups and individuals should be actively involved in order to create, maintain, manage, preserve and transmit the importance of the intangible heritage for future generations (UNESCO, 2003).

In 2005, at the Faro Convention organized by the Council of Europe, Committee Ministry, creative ways are in need of better development and management of the heritage goods together with the active civil society participation. Moreover, to ensure that the heritage contributes socially, culturally and economically, civic initiatives should be provided by institutions and communities so to develop their decision-making capacities (Faro Convention, 2005; Dinçer and Enlil, 2012).

As recent and final Charter related to the Interpretation & Presentation of Cultural Heritage Sites in 2008 in Quebec, again it is possible to follow the facts that are accenting the strong need and opportunities that should be given to participants so to join and contribute in the conservation projects and their management (ICOMOS, 2008).

The Valetta Principles for the Safeguarding & Management of Historic Cities, Towns and Urban Areas by ICOMOS in 2011, are relating to Washington Charter (1987)

about the participatory process and multidisciplinary approaches and cooperation between all stakeholders for the safeguarding and management of the historic cities, towns and urban areas. The key to successful safeguarding and management of the tangible and intangible heritage should be found in the common understanding based on public consciousness and the search for common objectives between local communities (ICOMOS, 2011).

The Florence Declaration organized by ICOMOS in 2014 as one of the most recent events linked to cultural heritage stated the most important keyword related to the active role of the communities by giving the community a voice within conservation decision-making processes. In the Declaration, it was precisely defined as the **"creative bottom-up approach"** that links and intersects with the co-creation methodology (ICOMOS, 2014).

Furthermore, in the latest Delhi Declaration on Heritage and Democracy, conducted by ICOMOS in 2017, it is, even more, emphasized the importance of the promotion of inclusive democratic community engagement processes. The motto of the Delhi Declaration in 2017 is "Of all the people, by all the people, for all the people" (See Table 3). Collaborative decision-making processes and community-driven conservation and local empowerment regarding CHM will always facilitate effective and well-reasoned solutions (ICOMOS, 2017). This Declaration and newly defined keywords are leading to an intersection with the co-creation methodology that is conducted further on in the thesis.

Table 3: Chronological Classification Of International Charters And Documents With Important Notes On Public Participation / Community Involvement

No.	YEAR	CHARTER DOCUMENT	SPONSOR	IMPORTANT NOTES (on public participation, local community involvement, CHM)
1	1975	Declaration of Amsterdam	Congress on the European Architectural Heritage, Amsterdam	"The **public** should be properly informed because **citizens are entitled to participate in decisions** affecting their environment. "**The conservation of the architectural heritage**, however, **should not merely be a matter for experts**. The support of **public opinion is essential**" (ICOMOS, 1975) "The population, on the basis of full and objective information, should take a **real part in every stage of the work**, from the drawing up of inventories to the **preparation for decisions**" (ICOMOS,1975) "The architectural heritage will survive only if it is **appreciated by the public and in particular by the younger generation**" (ICOMOS,1975) The co-creative concept/approach is present and similarly described but not recognized under the terminology "co-creation". The way the public participation decision-making process is implemented in practice is still remaining top-down in various environments.
2	1979	Burra Charter	ICOMOS, Australia	"Conservation, interpretation, and management of a place should provide for **the participation of people for whom the place has**

				significant associations and meanings, or who have social, spiritual or other cultural responsibilities for the place." (ICOMOS, 1999) "**Community and stakeholder engagement should occur throughout the process**" (ICOMOS, 1999)
3	1983	Declaration of Rome	ICOMOS	Dealing with the issue of **dis-coordination on different levels**: local, regional, national and international governmental bodies, universities, ministries, public works (ICOMOS, 1983)
4	1987	Washington Charter	ICOMOS, Washington	"**The participation and involvement of the residents are essential for the success of the conservation program** and should be encouraged. The conservation of historic towns and urban areas **concerns their residents first of all**" (ICOMOS, 1987) "In order to **encourage their participation and involvement**, general information about the program should be set up for all residents, beginning with children of school age"(ICOMOS,1987)
5	1990	Lausanne Charter	ICOMOS/ ICAHM, Lausanne	"It also requires the **co-operation of government authorities, academic researchers, private or public enterprise, and the general public**. Active participation by the general public must form part of policies for the protection of the

				Archaeological heritage" (ICOMOS, 1990)
				Encourages the local community to be involved in the process for the protection of the common archeological heritage
6	1994	Nara Document	UNESCO / ICCROM / ICOMOS	"Making efforts to ensure assessment of authenticity involve **multidisciplinary collaboration** and the **appropriate utilization of all available expertise and knowledge**" (ICOMOS, 1994)
7	1995	European Recommendation	Council of Europe, Committee Ministry	Guidelines and measures on the Integrated Conservation of Cultural Landscape Areas Identification procedures should include: **competent authorities, independent experts, the participation of the local community** (all stakeholders) (Council of Europe, 1995)
8	1996	The Declaration of San Antonio	ICOMOS	"That expert multi-disciplinary assessments become a requirement for the determination of authenticity in cultural landscapes, and that such **expert groups include social scientists who can accurately articulate the values of the local communities**" (ICOMOS, 1996)
9	2000	Krakow Charter	ICOMOS, Krakow	"It is the **responsibility of communities** to establish appropriate methods and structures to **ensure true participation of**

				individuals and institutions in the decision-making process" (ICOMOS, 2000)
10	2002	The Budapest Declaration	UNESCO	The importance is given on the **active involvement of local communities at all levels** in the conservation and management of World Heritage property (UNESCO, 2002)
11	2003	The Intangible Heritage Convention	UNESCO	"Intangible cultural heritage safeguarding activities should be ensured the widest possible **participation of communities, groups,** and **individuals that create, maintain and transmit such heritage**, and **to involve them actively in its management**". (UNESCO, 2003)
12	2005	The Faro Convention	Council of Europe, Committee Ministry	**Creative ways** are needed for better **development and management** of the **community heritage goods with the active civil society participation** (Faro Convention, 2005) "Principles and criteria, **civic initiatives** enable **institutions and communities** to develop **decision-making capacities and to manage their development processes**, ensuring that **heritage contributes to the social, cultural and economic dynamics of the communities**" (Faro Convention, 2005)

13	2008	Charter on the Interpretation & Presentation of Cultural Heritage Sites	ICOMOS, Quebec	"Encourage inclusiveness in the interpretation of cultural heritage sites, **by facilitating the involvement of stakeholders and associated communities** in the development and implementation of interpretive programs"(ICOMOS,2008) "Meaningful **collaboration between heritage professionals, host, and associated communities, and other stakeholders** should be present for Interpretation and Presentation of the cultural heritage sites" (ICOMOS, 2008)
14	2010	Charter for the Conservation of Places of Cultural Heritage Values	ICOMOS, New Zealand	"Conservation projects should include the following: - consultation **with interested parties and connected people**, continuing **throughout the project**; - opportunities **for interested parties and connected people to contribute to and participate in the project**;" (ICOMOS, 2010)
15	2011	The Valetta Principles for the Safeguarding & Management of Historic Cities, Towns & Urban Areas	ICOMOS	Planning in historic urban areas must be a participatory process, involving all stakeholders. Mutual understanding, based on public awareness, and the **search for common objectives between local communities** and professional groups, is the basis of the successful conservation, revitalization, and development of historic towns (ICOMOS, 2011).

16	2014	Florence Declaration	ICOMOS	"It is important to establish an **active role for communities** within formal planning/management systems **giving the community a voice within conservation decision-making processes**" (ICOMOS, 2014) "The 'human' scale of development as a foundation for **creative bottom-up approaches should be reinstated** (for effective conservation and management of the heritage)" (ICOMOS, 2014). <u>Intersection with co-creation approach</u>
17	2017	Delhi Declaration on Heritage and Democracy	ICOMOS	"Promote inclusive democratic community engagement processes. **Of all the people, by all the people, for all the people**" (ICOMOS,2017) "**Community participation** in planning, the integration of traditional knowledge and diverse intercultural dialogues in **collaborative decision-making will facilitate well-reasoned solutions**…" (ICOMOS,2017) <u>Intersection with co-creation approach</u>

In this table with chronologically examined International Charters and Documents, it is possible to follow and summarize the evolution of the terms public participation and local community involvement and when they should be included in the CHM decision-making process. After the Declaration in Amsterdam in 1975, the term public participation became widely used and its importance is strongly underlined as well in the latest international Charters and Declarations.

Later on in 1979 (Burra Charter) and 1987 (Washington Charter), it is declared that public participation and local communities should occur during the whole management process especially should influence the decision-making in order to reach a successful outcome.

In more recent Charters, such as the Krakow Charter in 2000, and Quebec Charter 2008, it is possible to follow the development of the term public participation. In both of them, it is said that public participation should be a true, active and meaningful collaboration between authorities and individuals and should be inevitable in order to have successful management projects. The type of participation of the public and different entities in the decision-making processes should not be passive in order to fulfil the criteria of the international policies and guidelines. Instead, it should be given to the various groups of participants to be engaged creatively and actively so to find the best ideas for solving the ongoing problems associated with protecting, managing and maintaining the common heritage with all its values.

In other words, creative ways are in need of better management and development of intangible and tangible heritage (Faro Convention, 2005). Also, in recent international documents linked to the active engagement of the local communities', the most

significant note is given to the bottom-up approach and local empowerment in the management decision-making processes. This is announcing the importance of democratic community engagement in the decision-making processes. The most recent motto of the Delhi Declaration by ICOMOS in 2017 is "of all the people by all the people for all the people".

This is a clear statement, that overlaps with the co-creation methodology and it can be noted that it is existing in the International Charters and Documents about cultural heritage and its management, and in that sense, it needs deep acknowledgment, update, and improvement in the sense of terminology and methodology.

2.2 Cultural Heritage Management

CHM, simply and generally can be defined as the process of managing the cultural heritage. More extensively, CHM is seen as the procedure for protection and guaranteeing the maximum possible vitality, values, and functions of the cultural heritage for the benefit of the present and future generations (Ayranci and Gülersoy, 2009; Akkar et al., 2012; Szmelter, 2013). The term CHM is more commonly used in Europe, while in US, the term Cultural Resource Management, where, referred to as "CRM" may be defined as CHM that also draws on the practices of cultural conservation, restoration, museology, archaeology, history and architecture, but within a framework of federal, state, and local laws, regulations, and guidelines (Garrow, 2015). Firstly adopted in Australia in 1979, the Burra Charter is periodically updated so to reflect the developing understanding of the theory and practice of CHM. Therefore, in the adopted version in 2013, it is mentioned that the:

"Understanding of the cultural significance comes first, then the development of policy and finally management of the place in accordance with the policy, which should result in a management plan" (ICOMOS, 2013).

The CHM process is engaging different entities throughout the decision-making process and this makes the process complex with multi-dimensional issues. The stages of "identifying and defining the characteristics of the site, determining the factors affecting management and forming the management, implementation and surveillance" are considered as the basic constituents for CHM planning (Gültekin, 2012). In the following parts, the CHM Plan as part of The Burra Charter Process related to CHM and Cultural Heritage Assessment is briefly explained.

2.2.1 Cultural Heritage Management Plan

The CHMP has several significant complex roles, such as:

To distinguish and preserve the existing cultural heritage values, meanings, and significances of places and objects recognized as cultural heritage.

To ensure that all spotted sites and heritage areas/sites are evaluated, fully outlined, justified and approved in detail all the management recommendations, actions and procedures that need to be implemented during the executive phases of the projects.

Engage different groups of participants (entities) in the process: authorities, experts, local communities, public participation (Queensland Government, 2004).

Moreover, a CHMP evaluates if the project will have any influence on specific cultural heritage values and if the changes are fitting appropriately into the context. Usually,

in order to prepare a CHMP, it has to be commissioned by authorities or a project sponsor and should engage a cultural heritage advisor (archaeologist or cultural heritage specialist) working with the local communities so to evaluate and examine the cultural heritage values with the suggested project or action.

In some cases, the CHMP should be provided in very early stages of the project in order to gain approvals or planning permits. Furthermore, CHMP is needed as well if the parts of the proposed project or actions are in the area of cultural heritage sensitivity and have not been previously significantly disturbed (Moyne, 2019).

2.2.2 Cultural Heritage Management Process

The CHM process generally includes identification (location, building, materials, values etc.), definition of actors (experts, building owners, organizations stakeholders), analysis of the existing fabric, decision of the conservation actors, definition of potentials (typology, methods), definition of financial changes (funds, donations), final decisions, and management plan for future use of the sites/buildings (international or local organizations, owners, etc.) (Bond, 2011).

Initially, according to the Burra Charter Process (2013), in the first phase, a profound investigation and understanding and defining of the heritage place, its fabric, history, memory, and use should be provided (See Table 4). Also, a multi-criteria evaluation/assessment of the heritage place and its tangible and intangible attributes and values should be done in order to understand the cultural importance. This will allow a declaration to be developed for the cultural importance of a certain heritage place. In the next phase, legislation should be developed by identifying the multi-layered issues, factors and obligations appearing from the cultural importance of the place. Future needs, resources, opportunities, threats, and existing conditions should

be specified as well (See Table 4). This part of the phase will allow a legislation, strategy and management plan to be developed and prepared. The management plan will define the resources, priority actions, responsibilities and time limitations.

Table 4: CHM Process - The Burra Charter (ICOMOS, 2013)

UNDERSTAND SIGNIFICANCE	**1**	**UNDERSTAND THE PLACE** Define the place and its extent Investigate the place: its history, use, associations, fabric	**Community and stakeholder engagement should occur throughout the process**
	2	**ASSESS CULTURAL SIGNIFICANCE** Assess all values using relevant criteria Develop a statement of significance	
DEVELOP POLICY	**3**	**IDENTIFY ALL FACTORS** Identify obligations arising from the significance Identify future needs resources, opportunities and constraints, and condition	
	4	**DEVELOP POLICY**	
	5	**PREPARE A MANAGEMENT PLAN** Define priorities, resources, responsibilities and timing Develop implementation actions	
MANAGE IN ACCORDANCE WITH POLICY	**6**	**IMPLEMENT THE MANAGEMENT PLAN**	
	7	**MONITOR THE RESULTS & REVIEW THE PLAN**	

The third and last phase of the management process is to manage accordingly the developed legislation. This phase will allow to implement the management plan and observe and evaluate the results of the applied plan. These three crucial phases, defined

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with the Burra Charter process chart, should be accompanied and supported by the most important set of participants in the process, the creative involvement of the community and stakeholders throughout the whole CHM Process (See Table 4). Furthermore, adopted by the CHM process by ICOMOS - The CHM process requires initial Expert Evaluation / Assessment on the present conditions of the heritage, obstacles and possibilities, following with the second stage of understanding the local needs and establishment of the conceptual project.
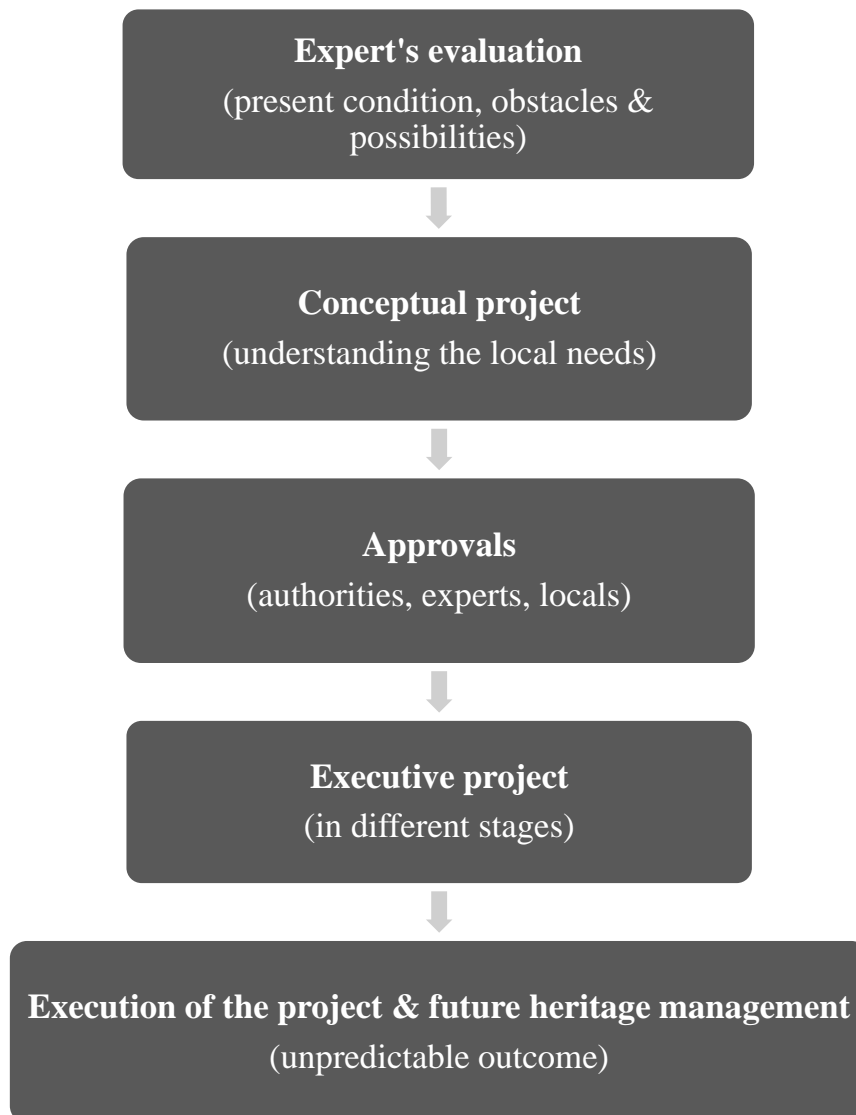
Figure 1: A One-Way Model Of The Cultural Heritage Decision-Making Process
(ICOMOS, 2013)

Subsequently, approvals (authorities, experts, organizations, communities) are required in order the project to be executed (in different stages). This traditional (one-way) approach and process, typically can result with many obstacles, unsustainable and unpredictable outcomes for the future management of the cultural heritage if the communities are not directly involved actively and thoroughly from the initial stages of the process (Figure 1).

2.2.3 Cultural Heritage Management Assessment

The cultural heritage assessment is a vital part of the CHM process. It allows the proposed project on an existing site to be decomposed into parts or sets of crucial information and values. Such sets can support the CHM decision-making process and generate better conclusions and solutions to the problems. For that purpose, the cultural heritage assessment is not making the decision-making process in the CHM process but instead plays a huge role as a support in order to enrich and back up the following decision-making processes (Moroni, 2006). The cultural heritage assessment previously, it was counted as a set of actions, procedures, and techniques that were linked between the causes and effects. Nowadays, in literature it can be found that cultural heritage assessment is more related as a creative and **social learning process** that is reflecting, sharing and interpreting the complex existing conditions and situations as a base for any kind of evaluation and further decision-making steps and finding the best-fitted solutions (Bobbio, 2004).

Furthermore, due to the complex and interconnected phenomenon of the cultural heritage values today, such as the social, environmental and economic matters, and involvement of different entities (the experts, community, authorities) the cultural heritage evaluation can be very challenging. For that aim, the proper **estimation of the**

values of the place (gathered as an outcome of a social learning process) and **opportunities** provided by the place for the overall community should be fulfilled as two fundamental aspects in cultural heritage assessment (Ferretti, Bottero, Mondini, 2014).

2.3 Public Participation and Decision-making Process in CHM

When it comes to public participation and decision-making process in CHM, they can be recognized as a complex system, always involving within many influential factors and characteristics. Usually, in this process, various multidimensional and complex issues should be considered, analyzed and evaluated according to the historical and artistic values, economic constraints and environmental impacts on it (Mazzanti, 2002; Gülersoy and Gürler, 2010). In most of the cases, managing cultural heritage sites or buildings often involves complex factors in the decision-making process, particularly in the Cultural Heritage (Hong and Chan, 2017).

Decision-making processes as in most cases are depending on stakeholders, experts, authorities and numerous influential factors such as the economic, social, cultural, contextual, environmental and technological factors. After the Burra Charter, the decision-making were still depending on the authorities and experts decisions, but in last decade as recent tendencies in the literature and International Charters and International Documents it can be spotted that one of the most important factors in decision-making processes related to cultural heritage are the collaborative methods and the bottom-up approaches. Accordingly,

> *"creating and enriching relationships between communities and local authorities through a structured engagement process can deliver innovative new planning and design options towards a sustainable future"* (Hasagen, 2008; Satherley, 2009; Arslan and Cahantimur, 2011; Gültekin and Çetin, 2019)

Furthermore, there are various methods found in literature and in practice as well, that are used in CHM decision-making process and they can vary depending on different contexts. Also, according to Bond in 2011, the methods upon the cultural heritage decision-making can be categorized as:

Formal methods (well-structured decision-making process including experts and authorities, top-down).

Informal methods (it is not needed all participants to agree on a particular decision).

Expert's methods (study is provided with theoretical background and principles, documentation of the process).

Participatory / Collaborative methods (including wide participation like local or cultural knowledge, voting or ranking methods can be included, bottom-up) (Bond, 2011).

2.3.1 Main Roles / Participants: Collaboration & Public Participation

In the CHM decision-making process, many professionals from both the public and private sectors are required to ensure that all of the necessary elements are coordinated and that all the tasks are accomplished. Because of their specific main roles, expertise, and backgrounds, the experts and authorities, logically approach the process quite differently, with different ideas, strategies, and methods in the decision-making. Although the process is not actually a planning/policy problem by choice or definition, it might be better assumed when analyzing it through the lens of collaborative planning theory and strategy (Bond, 2011).

This complex, creative and collaborative process includes involvement of various factors, strategies, and stakeholders [1] , feasibility studies, regulation, and legislation. Moreover, it is really important to understand how collaboration between the authorities, experts and the public works in different political and cultural contexts as well (Stolton and Dudley, 1999). There might be some concerns related application of the collaborative processes such as public participation due to the operational, structural, cultural limits in particular developing countries (Tosun, 2000). This is elaborated more thoroughly in the thesis further on in the following heading (2.6.3b. Developing countries Case Studies) of this Chapter 2.

Although it is not necessarily a rule that all of these barriers will appear and be present in a particular area, they might cause difficulties in the implementation and application of the collaborative approaches and the decision making processes (Ladkin and Bertraminni, 2002). The public participation as a collaborative process is generally defined as a process that allows people, (especially the disadvantaged ones), to be able to influence the given legislation and policies, design alternatives, funds, etc. (Bhatnagar and Williams, 1992).

Basically, it's the human right given to the affected people by the proposals of the upper instances, to participate in the decision-making process to improve their social living. Besides, the public participation process can be present in different ways in today's societies such as: having public meetings, providing surveys, hosting open house gatherings, enabling advisory boards/committees for the citizens (Chan, 2016). Public participation in cultural heritage decision-making is promoted with the Burra

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[1] A stakeholder has been defined as a person who has the right and capacity to participate in the process, and anyone who is impacted upon the actions of others has a right to be involved (Gray, 1989).

Charter as well, where it is strongly encouraged local community consultancy so to influence the decision-making.

Also, the term public participation was profoundly examined and studied by several scholars, such as Sherry Arnstein in 1969, where an existing model with 8 levels was developed in order to determine and analyze the stages of involvement of the citizen's power and participation in the decision-making processes. Moreover, Guaraldo Chougill in 1996 is exploring the Ladder of community participation, precisely for the under developing countries and in 1997 Rocha is defining the empowerment of the citizens again by using the Ladder Model (Aas, Ladkin and Fletcher, 2005). In the next part, the existing ladder models of public participation developed by several scholars are presented and how they evolved throughout time until today.

2.3.2 Existing Models of Public Participation

In the following part of the thesis, the varieties of already existing models of public participation in general is presented, analysed and compared as well as which one is directly related and applied in CHM field. Hence, it is discussed about their limitations, criticism and results that are coming from their application both in theory and practice.

2.3.2.1 Ladders of Public Participation

In 1969, Sherry Arnstein is developing a theoretical outline in order to define the level of participants and their power to influence the decision-making processes. She is presenting a new model with 8 levels of participation arranged like a staircase/ladder (Chan, 2016) see Figure 2.

1	CITIZEN CONTROL	**PARTICIPATION**	
2	DELEGATED POWER		
3	PARTNERSHIP		
4	PLACATION	**TOKENISM**	
5	CONSULTATION		
6	INFORMING		
7	THERAPY	**NON -PARTICIPATION**	
8	MANIPULATION		
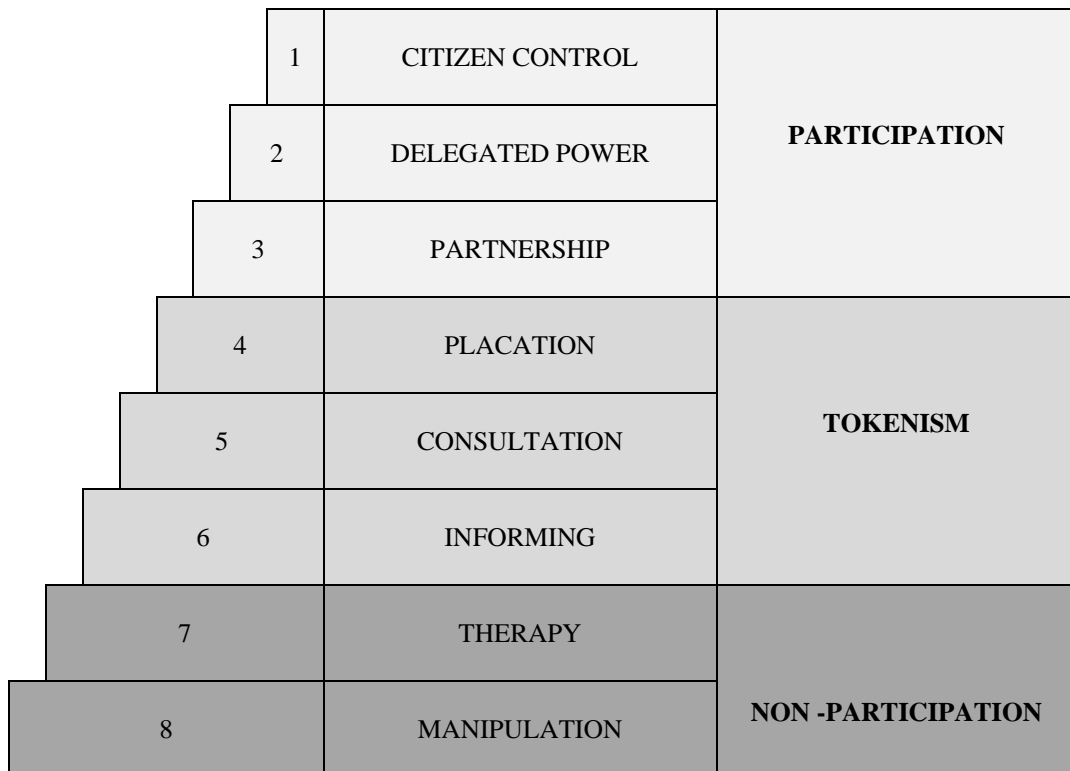
Figure 2: Arnstein's Ladder Model Of Participation – 8 Levels Of Citizen's
Participation (Arnstein, 1969)

The given levels of participation are showing that as much as the citizens are given the right to control the decision-making process, the level of the citizen's participation is active (See Figure 3). On the other hand again according to both Chan and Sherry Arstein, the less the citizens are given the right to influence the decision-making process, the level of participation is passive and the possibilities for manipulating the process are higher.
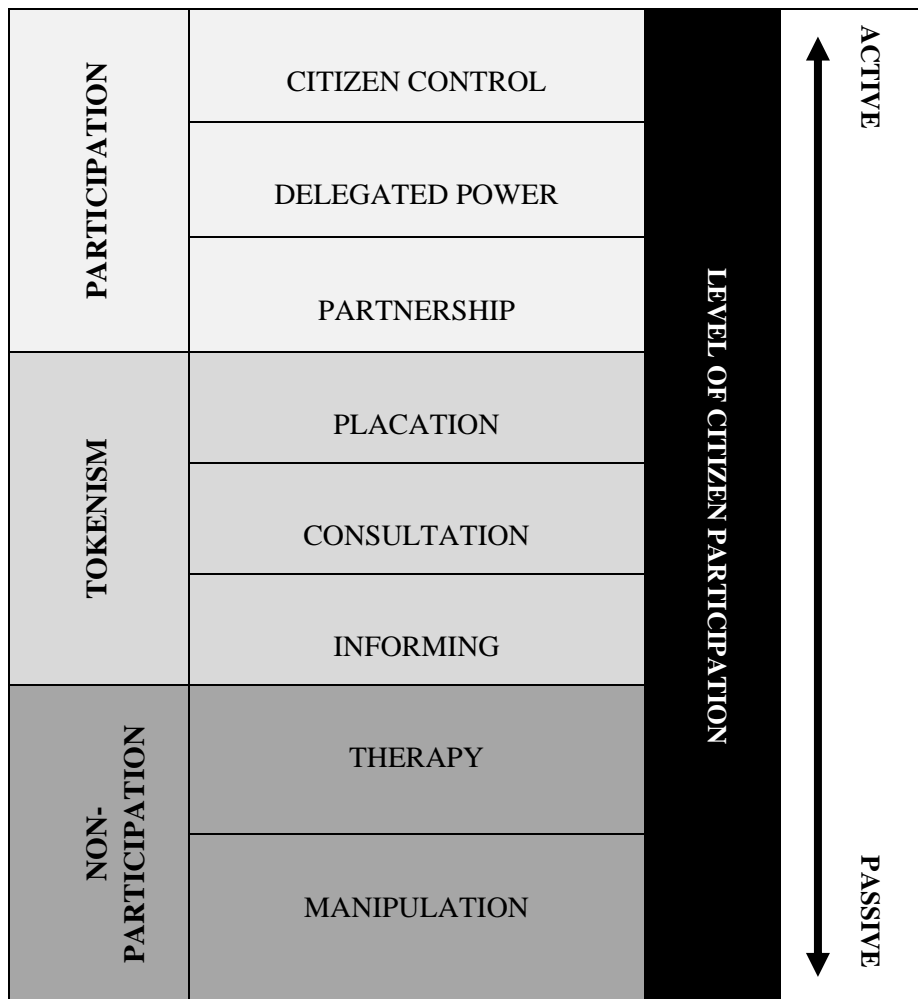
Figure 3: Chan's Ladder Model Of Participation – 8 Levels Of Citizen's Participation, (Chan, 2016, adapted from Arnstein, 1969)

Moreover, the levels given bottom-up are 8- Manipulation, 7- Therapy, 6- Informing, 5- Consultation, 4- Placation, 3- Partnership, 2- Delegated Power, 1- Citizen Control. Basically, levels 8 and 7 are representing the non-participation level, levels 6, 5 and 4 are representing the middle level of participation called Tokenism[2] and levels 3, 2 and 1 are considered as participation levels. After Arnstein's Ladder of Participation structured in 1969, Marisa Guaraldo Chougill in 1996 is creating the Ladder Model of the Community Participation. This Model is referring to Arnstein's model where the

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[2] The practice of doing something only to prevent criticism and give the appearance that people are being treated fairly (Merriam-Webster Dictionary). Tokenism as term and social concept became understood in the popular culture in the late 1950s (Nesbit, 1997).

8 levels are kept but they are resembling the community participation in decision-making processes, particularly in underdeveloped countries (See Figure 4).

1	EMPOWERMENT	
2	PARTNERSHIP	**SUPPORT**
3	CONCILIATION	
4	DISSIMULATION	
5	DIPLOMACY	**MANIPULATION**
6	INFORMING	
7	CONSPIRACY	**REJECTION**
8	SELF-MANAGEMENT	**NEGLECT**

Figure 4: Ladder Model Of Community Participation In Underdeveloped Countries
(Chougill, 1996)

She is establishing 8 levels of community participation such as 8- Self-management, 7- Conspiracy, 6- Informing, 5- Diplomacy, 4- Dissimulation, 3- Conciliation, 2- Partnership, and 1- Empowerment. Furthermore, the level 8 is considered as the level of Neglect of the community, the level 7 is considered to be Rejection of the communities' voice, levels 6,5 and 4 are known for Manipulation in the decision-making processes and levels 3,2 and 1 as highest are considered to be supporting for the communities.

On the other side, Elizabeth Rocha in 1997 is exploring the empowerment of the citizens using the same ladder methodology. She is presenting 5 rungs of empowerment of the communities. As much as the rungs are higher the more the community is empowered and the less the rungs are the more individual the empowerment is (See Figure 5).

COMMUNITY EMPOWERMENT	
RUNG 5	Political Empowerment
RUNG 4	Socio-Political Empowerment
RUNG 3	Mediated Empowerment
RUNG 2	Embedded Individual Empowerment
RUNG 1	Atomistic Individual Empowerment
INDIVIDUAL EMPOWERMENT	

Figure 5: A Ladder Model Of Empowerment (Rocha, 1997)

The 5 rungs are called: 1-Atomistic Individual Empowerment, 2-Embedded Individual Empowerment, 3-Mediated Empowerment, 4-Socio-political Empowerment, and 5-Political Empowerment.

As the most recent developed Ladder model dedicated to Heritage Management, Piu Yu Chan in 2016 is updating the Ladder model which is inspired by the initial Arnstein's Model from 1969. In his model, he is setting 8 levels such as: 8- Education / Promotion, 7- Protection / Conservation, 6- Informing, 5- Consultation, 4- Advisory, 3- Partnership, 2- Grass root-led negotiation (participatory democracy) and 1-Self-

management (See Figure 6). His is stating that as active the level of participation of citizens is, CHM can be sustainable and successfully provided.

The more passive the level of citizen participation is, the more top-down the mastering of the cultural heritage will be (Chan, 2016). Hence, the heritage management decision-making and the comprehensive evaluation will be imposed by the experts, authorities and the political agenda. What is interesting is that both Arnstein and Chan are concluding that the level 1 which is Self-management (as most active goal) is almost impossible to reach due to the fact that the final approvals always depend on the power holders/governments and not upon communities (this is completely opposite statement to the Chougill's Ladder Model of Community Participation in underdeveloped countries in 1996, see Fig.4). They also agree on the fact that the communities / lay citizens should not have the absolute power to decide for the heritage management process and neglect the expert's knowledge as well.
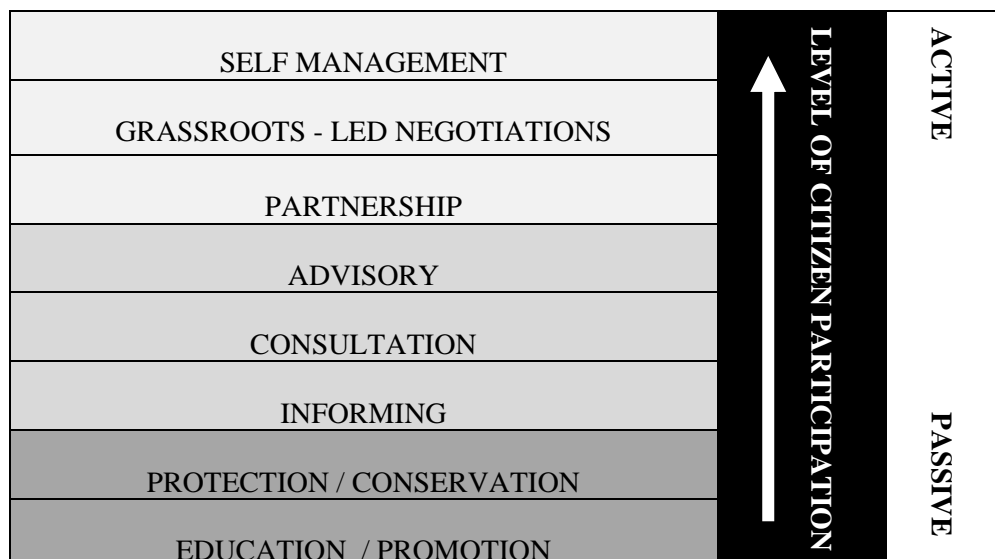
Figure 6: Ladder Model Of Participation For Heritage Management (Chan, 2016)

Instead, above all, it should become a balanced and co-creative interaction between the users/citizens, experts, and the authorities that will produce proper ideas and not just passively fulfilling the democratic requirements that will lead the process into confusion and noise (Campbell and Marshall, 2000). According to Chan, meaningful public participation should avoid the "collective bad", by focusing more on "how the CHM process should be done" and less of "what should be achieved" (Chan, 2016). Similarly, to "grassroots-led negotiations" level in the Ladder Model of Chan, where the community has major managerial power or affect the making of the CHM decisions, it is more or less overlapping with the co-creative methodology and gives the opportunity for developing of a new Co-creative Model. This is elaborated in the following Chapters of the Thesis.

2.3.2.2 Spectrum of Public Participation (IAP2) and its Criticism

Besides the selected Ladder Models of public participation briefly explained in the headings above, in literature it is possible to find different models and platforms established from the Spectrum of Public participation that is defined as a mainstream framework by the International Association of Public participation (IAP2) that is founded in 1990. Therefore, according to Stuart in 2017, the Spectrum for Public participation is given in order,

"...to help and clarify the role of the public (or community) in planning and decision-making, and how much influence the community has over planning or decision-making processes" (Stuart, 2017).

The Spectrum of Public Participation, is defined through five essential steps (See Figure 7) starting from:

1. Inform

2. Consult

3. Involve

4. Collaborate

5. Empower

INCREASING IMPACT ON THE DECISION					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information, to assist them in understanding the problem, alternatives, opportunities and/or solutions	To obtain public feedback on analysis, alternatives and/or decisions	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution	To place final decision-making in the hands of the public
PROMISE TO THE PUBLIC	We will keep you informed	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public influenced the decision	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide

Figure 7: Public Participation Spectrum, International Association For Public Participation (IAP2), Founded 1990 (source: https://www.iap2.org/)

These steps are defined according to IAP2 in 1990 into two categories such as: **Public Participation Goal** and **Promise to the Public** (See Figure 7) and as the steps are increasing towards the Empower - step 5, the Impact on the Decision-making of the

Public is increasing as well. In that sense, for **step 1 - Inform**: <u>Public participation goal:</u> To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

<u>Promise to the public:</u> We will keep you informed.

For step 2 - Consult: <u>Public participation goal:</u> To obtain public feedback on analysis, alternatives and/or decisions.

<u>Promise to the public:</u> We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.

For step 3 - Involve: <u>Public participation goal:</u> To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

<u>Promise to the public:</u> We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.

For step 4 - Collaborate: <u>Public participation goal:</u> To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.

Promise to the public: We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.

For step 5 - Empower: Public participation goal: To place final decision-making in the hands of the public.

Promise to the public: We will implement what you decide (International Association for Public participation, 2014).

According to Max Hardy in 2015, there are several experience based limitations about the usefulness that are coming directly from the IAP2 Public Participation Spectrum. These flaws detected are such as:

- The Public Participation Spectrum is declaring that only the organization as an entity is initiating the process. This is not always the case, because the communities can also initiate engagement which the Spectrum is not providing or making assumptions about such issues.

- The Public Participation Spectrum is assuming that the process is essentially about influencing a decision-making. The Spectrum is not mentioning about the crucial importance of the ongoing relationships and the process itself that happens to determine all decisions. Moreover, if anything less than the step Involve is considered, it is unlikely that the outcome and the decisions would not be sustainable.

- The Spectrum is given in a way that only the organizations / institutions are determining their own research and risk analysis, where in practice, the communities would prefer to be part and be included in the discussions and negotiations, particularly for multifaceted and controversial projects (Hardy, 2015).

Furthermore, there is another strong criticism according to Les Robinson in 2016 about the Public Participation Spectrum. As a practitioner he claims that this model is still central and being used as a main conceptual framework for community consultation / public participation in local governments despite being functionally useless (Robinson, 2016). In other words, he is referring that nowadays in practice the citizen involvement and community consultation can never be realized as described theoretically through the steps in the Spectrum.

Most recently found criticism about the Public Participation Spectrum in 2017 is coming from a leading authority on Public Engagement and Consultation, Rhion Jones. He stated that,

> *"The fundamental weakness of the Spectrum is its haziness over decision-making"* (Jones, 2017).

Also, he claims that the Public Participation Spectrum is based on the Arnstein Ladder Model and that particular steps (such as the Consultation step) are completely outdated for more than thirty years and it does not meet the requirements nowadays for decision making. Instead, such steps (as Consultation step) should have broader perspectives that will respond and ensure the decision makers have benefits only if they have

different kinds of up-to-date views from stakeholders before make any decision (Jones, 2017).

It is possible to understand and conclude that there are on-going discussions, limitations and criticism on behalf of the existing Public participation processes, models and frameworks both in literature and in practice. Since they are already directly related and adopted in CHM field in the next part, the criticism and limitations are elaborated from the Public Participation processes.

2.4 Criticism on Existing Public Participation Processes in CHM

After extended analysis of the existing ladder models of public participation in general, particular limitations can be detected. According to Grcheva and Oktay, in Table 5, the limitations for the selected ladder models are presented. In Arnstein's ladder model from 1969, it is not clarified how the defining of the conceptual levels and participation should progress when all stakeholders will be involved (Collins and Ison, 2006). According to Stolton and Dudley, the Guaraldo Choguill's ladder model from 1996 is problematic and limited due to the fact that problems in the contextual levels are appearing and leading to ambiguous results especially when public participation is applied in various political, ethnical and geographical contexts (Stolton and Dudley, 1999). Rocha's Ladder of Empowerment in 1997 is also being criticised due to the fact that there is not properly defined and balanced participatory structure (Nisha et. al., 2019). At the end, the most recent ladder model for public participation developed by Chan in 2016 particularly for CHM decision-making is facing problems related to tokenism and manipulation which leads towards creating distrust in the communities because of preventing real and genuine participation in the decision-making. Ladder

models in general are allowing manipulation and top-down imposing of the authorities' decisions in unbalanced manner (Jones, 2017).

Furthermore in literature, it can be found very strong criticism regarding the practice of public participation and involvement of the local communities in the heritage domain. This is due to the lack of real understanding of the local needs and effective mechanisms to motivate and enhance an active community involvement (MacCannell, 1984; Francis 1992; Enlil et al., 2011).

Table 5: Limitations Of Selected Ladder Models Of Public Participation (Grcheva and Oktay, 2021)

LADDER MODELS				LIMITATIONS
No.	Year	Author	Ladder-type	Notes
1	1969	Sherry Arnstein	Ladder Model of Participation - 8 levels of Citizen's Participation 1. **Citizen Control** 2. **Delegated Power** 3. **Partnership** 4. **Placation** 5. **Consultation** 6. **Informing** 7. **Therapy** 8. **Manipulation**	Problems in defining the conceptual and contextual levels, how participation should progress when all stakeholders are involved (Collins and Ison, 2006)
2	1996	Guaraldo Choguill	Ladder Model of Participation - 8 levels of Community Participation in underdeveloped countries 1. **Empowerment** 2. **Partnership** 3. **Conciliation** 4. **Dissimulation** 5. **Diplomacy** 6. **Informing** 7. **Conspiracy** 8. **Self-Management**	Ambiguous results in developed and underdeveloped countries (problems in the contextual levels) one-way process (Stolton and Dudley, 1999)

3	1997	Elizabeth Rocha	Ladder Model - 5 rungs / levels of Empowerment 1. **Political Empowerment** 2. **Socio-Political Empowerment** 3. **Mediated Empowerment** 4. **Embedded Individual Empowerment** 5. **Atomistic Individual Empowerment**	Imposing of decisions by authorities, not all entities included equally, no participatory structure (Nisha et. al., 2019)
4	2016	Piu Yu Chan	Ladder Model of Participation - 8 levels for CHM 1. **Self-Management** 2. **Grassroots - Led Negotiations** 3. **Partnership** 4. **Advisory** 5. **Consultation** 6. **Informing** 7. **Protection / Conservation** 8. **Education / Promotion**	

These issues and criticism on the aspects of the term public participation are indicating that various possibilities should be found. In that manner, the term and its meaning and problems that are arising can be improved, rather than just having a passive, uncritical and inefficient view of "public participation", which will not work in various situations and contexts (Xu, 2007).

Recent on-going discussions by The Organisation of World Heritage Cities (OWHC) related to public participation and community involvement in the heritage management process is claiming that "Heritage is only relevant when it is relevant for people". In that sense, in 2017 a new guidebook is published by Northwest Europe and North-America Regional Secretariat with Council of Europe and EUROCITIES for

community involvement in CHM, and there it is claimed that Public Participation should be a creative, action-oriented and self-committed process which can be used to scope and structure local community involvement in CHM processes initiated by communication and transparency (ICCROM, 2015; Santagati, 2017; Gottler and Ripp, 2017).

Furthermore, in literature, public participation as a process in heritage management is presented as a two-way stream of information, collaboration, and cooperation among the local communities and authorities (Halu and Küçükkaya, 2016). Theoretically, public participation processes has been distinguished into two aspects:

1. The aspect of the authorities
2. The aspect of the local communities

On one hand, the ideal aspect of the authorities is usually presented that public participation processes will be applied in a most democratic and transparent way in order to balance and give opportunities to the local communities to influence the decision-making process. (Irvin & Stansbury, 2004).

On the other hand, the ideal participation conditions for local communities always will feel that they are being part of the decision-making processes, have good communication with the authorities and sense responsibility and contribute actively towards sustaining and maintaining their heritage environment at most (Halu and Küçükkaya, 2016).

Unluckily, in reality, these aspects are usually not functioning as mentioned in theories. Authorities are still using the top-down approaches while managing the

cultural heritage, which again raises dilemmas both in the authorities and societies (Hardyansah, 2013). After analysing different modality, practices and existing models upon real and active local community involvement and public participation in heritage management decision-making processes, it can be concluded that there is a strong division that can be distinguished into two streams:

1. Public participation is more likely to be applicable in Developed countries, most of the time because of the managerial skills of the facilitators who are dealing, organizing and leading the various entities (local community groups, well-organized meetings, all groups are being considered in order to be ensured a useful and beneficial output (Caspersen, 2009; Ripp, 2012).

2. Public participation models have limitations and weak points particularly when they are applied in practice, such as in developing countries and different cultural and political contexts (due to the manipulation, lack of managerial skills in the process of involving the local communities in sustainable decision-making processes, understanding the real needs of the local communities, creative participation (Stolton and Dudley, 1999; Arslan and Cahantimur, 2011; Hardy, 2015).

Moreover, these statements can be confirmed in the following part, by the analyzed and synthesized, purposefully selected case studies from both streams, public participation processes applied in Developed and Developing countries[3].

---

[3] The list of the developing countries (low and middle income) and developed counties (high income) according to the World Bank, 2018, can be found on this link: https://dental.washington.edu/wp-content/media/research/WorldBank_EconomyRanks_2018.pdf

2.4.1 Methodology for Selecting and Evaluating Case Studies

In this part, ten case studies that are selected from different developed countries (2.7.2) and developing (2.7.3) countries and at the same time being internationally recognized by ICOMOS and UNESCO as World Heritage Sites will be profoundly elaborated (See Table 6).

Moreover, the selection and evaluation criteria of these case studies are based upon the ones realized in the last two decades and that have already established and successfully applied CHM plans. Another focal point and important selection/evaluation criteria of these ten case studies is the aspect of the level of effective / ineffective involvement and informed local community in the decision-making processes of the cultural heritage plan developments.

Table 6: Five Selected Case Studies From Developed And Five Selected Case Studies From Developing Countries In Different Regions, Classified

Developed countries cases	Developing countries cases
1. The Rocks, Sydney, Australia (2010)	1. Luang Prabang, Laos (2005)
2. The Old Town of Regensburg, Germany (2012)	2. Xianrendong, China (2007)
3. St. Albert, Canada (2013)	3. Khami, Zimbabwe (2010)
4. The City of Graz, Austria (2013)	4. Danube Region, Serbia (2014)
5. The Old and New Towns of Edinburgh, Scotland (2017-2022)	5. Zambezi Source National Monument, Zambia (2019)

Furthermore, these ten case studies selected from developed and developing countries are presented through content analysis process tables. The tables are classified chronologically (examining from the oldest to most recent ones in this decade), and evaluated according to the following specifications / criteria (See Table 7):

- name of the case study, author and year they are published/applied;

- problems detected;

- aims of the projects;

- what is the level of participation of the local communities in the decision making process?;

- who is decision-maker? ;

- what are the possible outcomes and future solutions (if any), notes to the detected matters.

Table 7: Evaluation Criteria Sample Form

Table No: Case Study No.	
CASE STUDY NAME	
AUTHOR & YEAR	
PROBLEMS	
AIM OF THE PROJECT	
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	
DECISION MAKERS	
OUTCOME	
POSSIBLE SOLUTIONS / NOTES	

The selected case studies are selected from different regions, countries and continents from the world such as: Australia, Canada, Austria, Germany, Scotland, Laos, China, Zimbabwe, Serbia, Zambia are presenting the existing reality of the public participation processes and community involvement in the decision-making and the most common issues emerging from the CHM practices. After analysis of the case studies, a comparative table will be presented as results.

As a limitation in this part, other case studies that are selected from developed and developing countries will not be included due to the facts that are not the most recent and internationally recognized or not being included in the list of UNESCO World Heritage Sites. Since the research type of the thesis is qualitative, the selected case studies are aimed to discover and derive conclusions about how public participation is applied in practice in different geographic context both in developed and developing countries and what is the outcome of it.

2.4.2 Developed Countries Case Studies

2.4.2.1 Case Study 1: The Rocks, Sydney, Australia (2010)

The first case study, The Rocks Heritage Management Plan (2010) in Sydney is provided by the Sydney Harbour Foreshore Authority and prepared by a multi-disciplinary project team. It is an example of successful public participation and collaboration between the community and the authorities. Before reaching a specific vision and successful heritage management plan of a place, a complex set of requirements, different study teams, organizations, institutions and individuals are a prerequisite (See Figure 8).

In Figure 9, it can be seen the complete set of participants in the Study Team that is involved in creating the Heritage Management Plan for The Rocks (See Figure 9). The

community together with the other stakeholders (residents, tenants, workers, visitors) are present throughout the whole process, as mentioned in the ICOMOS Burra Charter, especially in the initial phases and throughout the whole process. The Project Control Group is inviting community groups to engage, comment and express their views and concerns on the proposals in order to agree and commit to a shared vision with the Authorities.

Moreover, the community meetings, are given a High Priority mark in the First Strategy in the Strategies and Actions Plan of the Heritage Management Plan (See Figure 10). The participation and consultation of the interested individuals, communities and organizations in the decision-making processes gives the potential for wide-ranging benefits for future management, sustainability, and maintenance of the heritage (See Table 8). Furthermore, the authorities' and communities' requirements should be balanced and consistent while providing policies and strategies that are essential for heritage management (The Rocks, Vol. 1, 2010).

THE ROCKS

Aesthetic | Historic | Scientific | Social

Statutory | Physical | Significance | The Authority | Community

THE ROCKS:
REAL HISTORY IN
A LIVING COMMUNITY

Excellence in Heritage Management | Retention of Significance | Conservation: Tangible and Intangible | Protection | Skills and Knowledge | Resources | Inclusion and Consultation | Interpretation | Sustainability

Shared Visions | Authenticity | Effective Conservation | Appropriate Planning Framework | Adequate Expertise | Total Resource Management | Engage the Community | Tell The Rocks Story | Sustainable Development

ACTIONS AND RECOMMENDATIONS

VISION ACHIEVED

PLACE → VALUES → ISSUES → VISION → POLICIES → STRATEGIES → IMPLEMENTATION → OUTCOME

Figure 8: The Rocks, Heritage Management Plan Adopted From Burra Charter, 2013; (source: The Rocks, Strategies And Action Plan, 2010)

PROJECT CONTROL GROUP

SHFA
- Tony Pizzolato
- Bruce Colman
- Mary Knaggs
- Wayne Johnson
- Therese Hoy
- Fleur Mellor

PlanningNSW
- Rodney Keg
- Robert Black

Heritage Office
- Ian Kelly

Community Nominee
- Jack Mundey

Project Advisor
- Joan Domicelj

CONSULTANT TEAM
Godden Mackay Logan Pty Ltd

Project Management
Stakeholder Consultation
Built Environment
Significance Assessment
Issues, Policy Vision and Strategy

- Richard Mackay
- Margaret Bergomi
- Nadia Iacono
- Jennifer Armstrong
- Drew Hall

- David Logan
- Shalendra Ranasinghe
- Shelley Rheinberger
- Cecilie Knowles
- Margarita Goumas

COMMUNITY

Social Values • Concerns and Issues

STAKEHOLDERS

Residents
Tenants

Workers
Visitors

Metropolitan Local
Aboriginal Land Council

HISTORY
- Peter Spearritt
- Grace Karskens

URBAN DESIGN AND CURTILAGE

Tzannes Associates
- PeterJohn Cantrill
- Christopher Polly

Hill Thalis
- Phillip Thalis

ABORIGINAL VALUES
- Mary Dallas

SOCIAL SIGNIFICANCE

Context Pty Ltd
- Chris Johnston

HISTORICAL ARCHAEOLOGY
- Graham Wilson

SYDNEY HARBOUR FORESHORE AUTHORITY

Figure 9: Study Team For Heritage Management Plan (source: The Rocks Volume 1, 2010)

Strategy 01

The Government, Sydney Harbour Foreshore Authority Board and staff and the community should agree and commit to a shared vision for heritage management in The Rocks

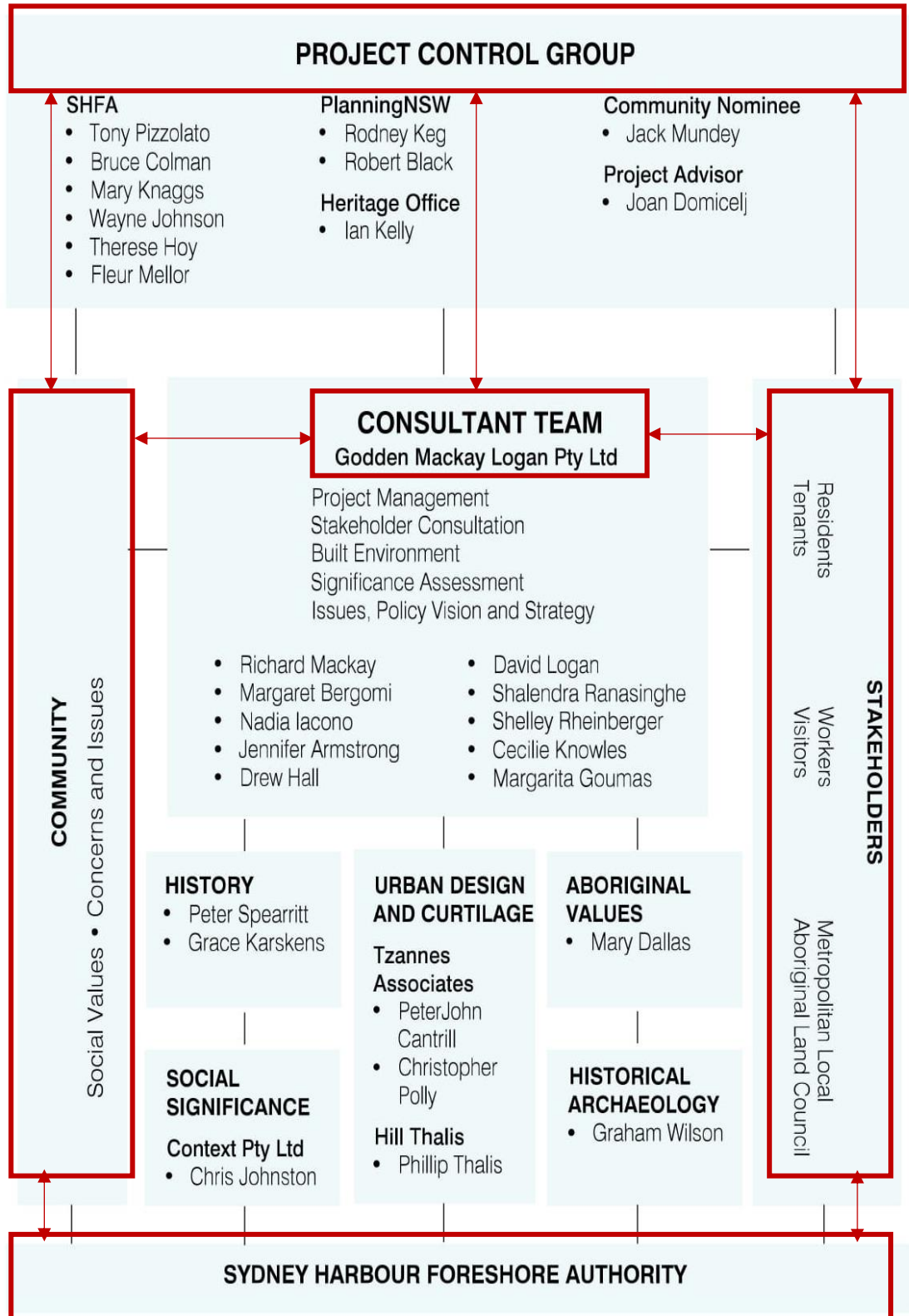| ACTIONS	PRIORITY	TIMING
> The Sydney Harbour Foreshore Authority Board receives The Rocks Heritage Management Plan.	Essential	Completed
> Minister briefed and agrees to proceed.	Essential	Completed
> Public exhibition of The Rocks Heritage Management Plan.	Essential	Completed
> Senior staff workshop, including Board representation.	High	Completed
> Community meeting.	High	Completed
> Staff team workshops (internal).	Desirable	Completed
> Conservation staff review.	Desirable	Completed
> Required amendments arising from public exhibition and the Authority review.	Essential	Completed
> Report to Board.	High	Completed
> Board resolution to adopt The Rocks Heritage Management Plan, including Statement of Significance, Heritage Policy, Vision, Strategies and Recommendations.	Essential	Completed
> Consequential changes (eg to the Authority Corporate Plan).	High	Completed

Figure 10: First Strategy In The Management Plan (source: The Rocks, Strategies and Action Plan, 2010)

Table 8: Case Study 1, Public Participation Involvement In CHM, Developed
Countries

CASE STUDY 1	THE ROCKS, SYDNEY, AUSTRALIA
AUTHOR & YEAR	Sydney Harbor Foreshore Authority (2010)
PROBLEMS	The historic buildings and streetscapes previously in the 1970s were planned to be demolished. Due to the community-minded citizens and Labour Federation, the site was saved, sustainable outcomes from the process.
AIM OF THE PROJECT	Establishing and managing channels of communication and involving the local communities is given as high priority of the cultural heritage plan and strategies.
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The community (residents, tenants, workers, visitors) with the other stakeholders are participating throughout the whole process, according to the Burra Charter, in the initial phases and throughout the whole process.
DECISION MAKERS	Authorities together with communities should agree and commit on a shared vision.
OUTCOME	Active - collaborate
LESSONS LEARNED	Practical and effective mechanisms should be created to actively inform and involve the local community (including residents and tenants) and stakeholders in heritage management and interpretation.

2.4.2.2 Case Study 2: The Old Town of Regensburg, Germany (2012)

The second case study, the Old Town of Regensburg is a UNESCO World Heritage Site in Germany that has applied the Heritage Management Plan in 2012. This case study is considered as successful worldwide due to various aspects. (See Table 9). The Heritage Management Plan had three-year preparatory phases in order to develop the guidelines. These guidelines established with the Management Plan after all not only focused on the protection and conservation of the World Heritage aspect but equally on the interests of citizens as well (Ripp, 2012). Public participation had an important role in the Plan and was included on all levels even from the preparatory phases. The city of Regensburg invited interested citizens and citizen representatives to discuss the future of the World Heritage site Regensburg. Moreover,

> *"The process has shown how important the contribution of civil society for World Heritage is…It is planned to hold public discussion regularly in the future so the public can be informed about the implementation of the management plan and take part in updating it"* (City of Regensburg, n.d).

Hence, the public/citizen consultation process was provided through: **forums, meetings, workshops and discussions,** and all proposals were reviewed by the municipality. Those ones that could be implemented were added to the management plan (City of Regensburg, n.d). When it comes to the decision-making process: the primary decision-makers and coordinators were the communal and state-level bodies and the secondary decision-makers were citizen's initiatives and associations (Ripp, 2012). The Management Plan was developed through the Management Plan Working Group who had the responsibility to correspond to the expectations and aims of the public to be in line with the one that the Working Group had.

Table 9: Case Study 2, Public Participation Involvement In CHM, Developed Countries

CASE STUDY 2	OLD TOWN OF REGENSBURG, GERMANY
AUTHOR & YEAR	Matthias Ripp et al. (2012)
PROBLEMS	There had been no standardized guidelines for the management plan for the city of Regensburg.
AIM OF THE PROJECT	Advancing the Heritage Management Plan and sustainable development through the platform EU HerO Project (Heritage as Opportunity).
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The Management Plan Working Group ensured a citizen participation forum for talks and discussions, not just about the interests of the World Heritage asset, but citizens were integrated into the preparatory process, promoting community feeling as well. Interested individuals were involved and welcomed.
DECISION MAKERS	The communal, state-level bodies, citizens initiatives are responsible for co-ordination and decision-making.
OUTCOME	Active – collaborate / empower
LESSONS LEARNED	World Heritage Dialogue and the public commitment contributed to the active outcome, future meetings and workshops will be organized by Work Group and citizens yearly based.

Also, in order to monitor the process of the Management Plan and its development, the Working Group will be engaged to provide and organize yearly based meetings. Every year these meetings will be held within the group itself (discussion of results) and every second year consequently to provide and organize meetings with the community and citizens (See Figure 11). These future meetings and discussions at the same time have educative and informative predispositions because they are aimed to bring the citizens of Regensburg more close to the World Heritage assets (Ripp, 2012).

Figure 11: Monitoring Cycle Of The Heritage Management Plan Of Regensburg
(Ripp, 2012)

2.4.2.3 Case study 3: St. Albert, Canada (2013)

The third selected case study is located in Canada, the city of St. Albert which already has adapted the Heritage Management Plan in 2013 (See Table 10). The main aim and goal of the Management Plan were to develop informed policy and program improvements completely based on community consultation and a comprehensive assessment of the municipality's best practice models in Canada and beyond (Jerrott, Ramsden, 2013).

According to David Murray and executive summary of the development of the Heritage Management Plan of the city of St. Albert, it has been,

> *"...conducted through an open and public process that has invited significant community input, through well-attended meetings and numerous opportunities for public comment"* (Murray, 2013).

The open, transparent and democratic process of the Heritage Management Plan allowed for the development of a community-based vision for heritage conservation, and a general consensus on the priorities of the Action Plan for further implementation (Murray, 2013). The balanced proportions in participation and decision-making processes; the various opportunities are given to the public to comment and enhance the awareness about their heritage; to share the community-based vision and to develop informed strategies and programs are the main reasons why this Heritage Management Plan is considered as active at global levels. Moreover, in order to preserve the effectiveness of the Heritage Management Plan in the future, the Heritage Management Committee proposed cyclical monitoring and reviews of the Plan on annual basis to ensure that the Plan will be appropriate and beneficial.

Table 10: Case Study 3, Public Participation Involvement In CHM, Developed Countries

CASE STUDY 3	THE CITY OF ST. ALBERT, CANADA
	=
AUTHOR & YEAR	David Murray (2013)
PROBLEMS	To provide opportunities for greater engagement of private heritage property owners.
AIM OF THE PROJECT	To present a shared and community-based vision for the future of the heritage and 10-year plan with set goals, strategies and actions for sustaining a successful heritage program and visions (economic, environmental, community and governance development).
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	Public Consultation Process as an open, transparent and public process that has invited significant community input, through meetings and numerous opportunities for public comment, enhancement of public awareness of heritage conservation efforts and greater engagement at the community level.
DECISION MAKERS	Authorities, experts and communities reaching consensus and shared visions on heritage.
OUTCOME	Active – consult / collaborate
LESSONS LEARNED	Cyclical monitoring for the Heritage Management Plan every 3, 5 and 10 years.

2.4.2.4 Case Study 4: The City of Graz, Austria (2013)

The city of Graz, a UNESCO World Heritage Site, located in Austria is the forth selected developed country case study. The City of Graz, in 2013. This Management Plan was aimed to set basic and general guidelines that have recommendation characteristics. It was stated that the priority should be given to preserve and protect the cultural heritage of Graz in a holistic manner, without having compromising additions to the heritage structure. In other words, to set,

> *"...a balance between the vibrant preservation of the cityscape (the care and revitalization of the historic buildings) and innovative user interests (such as the economic necessity of new architecture) is a joint learning process which holds many opportunities"* (Werle, 2013).

What makes this Heritage Management Plan successful and active, in decision-making processes is the included use of citizen consultation, communication, and active participation throughout the whole process. This is strongly related to the matter of "living in a World Heritage Site" fitting together with the request for political consensus for consolidating the concept of World Heritage and following the basic principle of UNESCO **("the cultural heritage of the individual is the cultural heritage of all")** (Werle, 2013). Additionally, at the same time,

> *"...reinforcing intra-network communication with a view to strengthening the creative community within a globalized economic context; and enhancing knowledge exchange"* (UNESCO Graz, n.d.).

The City of Graz as part of the EU Programs and Networks for Integrated Management Strategies for the sustainable development of historical cityscapes: HerO, UrbAct EU and International Organizations such as UNESCO, ICOMOS should ensure further development, pro-active monitoring and observation and early identification of problematic developments of the Heritage Management Plan (See Table 11).

Table 11: Case Study 4, Public Participation Involvement In CHM, Developed Countries

CASE STUDY 4	THE CITY OF GRAZ, AUSTRIA
AUTHOR & YEAR	Bertram Werle et al. (2013)
PROBLEMS	Priority should be given to the protection of valuable cultural heritage without compromising additions.
AIM OF THE PROJECT	It should be a general guideline of a recommendation character, and should contain measures to strengthen the political framework conditions in connection with the status "City of Graz – Historic Centre and Schloss Eggenberg".
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The use of citizen communication in connection with the demand for political consensus for the strengthening of the concept of World Heritage according to the basic principle of UNESCO ("the cultural heritage of the individual is the cultural heritage of all").
DECISION MAKERS	Managers, Authorities, Experts, Groups of interest (public participation).
OUTCOME	Active - consult
LESSONS LEARNED	Pro-active monitoring of the Plan and early identification of problematic developments / unpredictable outcomes.

This should be provided according to international standards and policies in order to preserve the unique character of an active, living and creative city that is respectful to its institutions, community, and citizens.
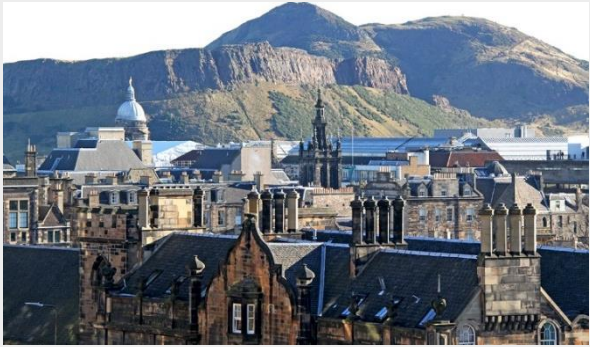
2.4.2.5 Case Study 5: The Old and New Towns of Edinburgh, Scotland (2017-2022)

In Table 12, as the fifth case study is selected the Old and New Towns of Edinburgh considered as a World Heritage Site located in Scotland. This case study has already applied two Management Plans, one from 2005-2011, the second from 2011-2016 and the most recent one that is ongoing from 2017-2022. The main aims of the previous two Management Plans were to provide and ensure effective managing of the World Heritage Site through the process of public consultation processes that will allow identifying the problems that can affect the aspects of the outstanding universal value in the International policies and organizations (Hyslop, 2016). The most important part of the recent Management Plan (2017-2022) is not to reflect only the views of the key organizations that are involved in the management but on contrary priority to be given to the value and reflect the opinions of its users, considering the residents and visitors of the city. (Hyslop, 2018). (See Table 12). Moreover, under the umbrella of the new Management Plan (2017-2022), through the "The Locality Improvement Plan", it was aimed,

> *"to deliver citizen and community 'priorities and aspirations'; to enable the delivery of better social, economic and environmental outcomes; to improve community engagement and co-production; to promote enhanced public service integration"* (Hyslop, 2018).

In that sense, the major program was established for public consultation and public engagement activities in order to spot and recognize the priorities and key challenges.

Table 12: Case Study 5, Public Participation Involvement In CHM, Developed
Countries

CASE STUDY 5	THE OLD AND NEW TOWNS OF EDINBURGH, SCOTLAND
AUTHOR & YEAR	Fiona Hyslop et al. (2017-2022)
PROBLEMS	Helping the people of the World Heritage Site engage with its history and heritage, and with the decision making processes that shape the city center, is essential to ensure that the Site remains vibrant and balanced.
AIM OF THE PROJECT	Facilitate engagement by the communities living, working and enjoying the World Heritage Site through the management of the Site.
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The Heritage Management Plan is developed following consultation with the local communities and relevant organizations and it aims to give confidence about the management of the World Heritage Site to the communities.
DECISION MAKERS	Authorities together with communities.
OUTCOME	Active – collaborate / empower
LESSONS LEARNED	Encourage informed decision making at all levels (transparency and democracy) with a program of education and awareness-raising activities beyond Scotland.

For that purpose, online surveys through social media were prepared, workshops, public meetings, forums, and events were organized. Later on, after the data collection, the feedback from public consultation processes were analyzed and established through the Place Standard Methodology[4] (see Figure 12), by selecting 9 relevant themes out of 14.
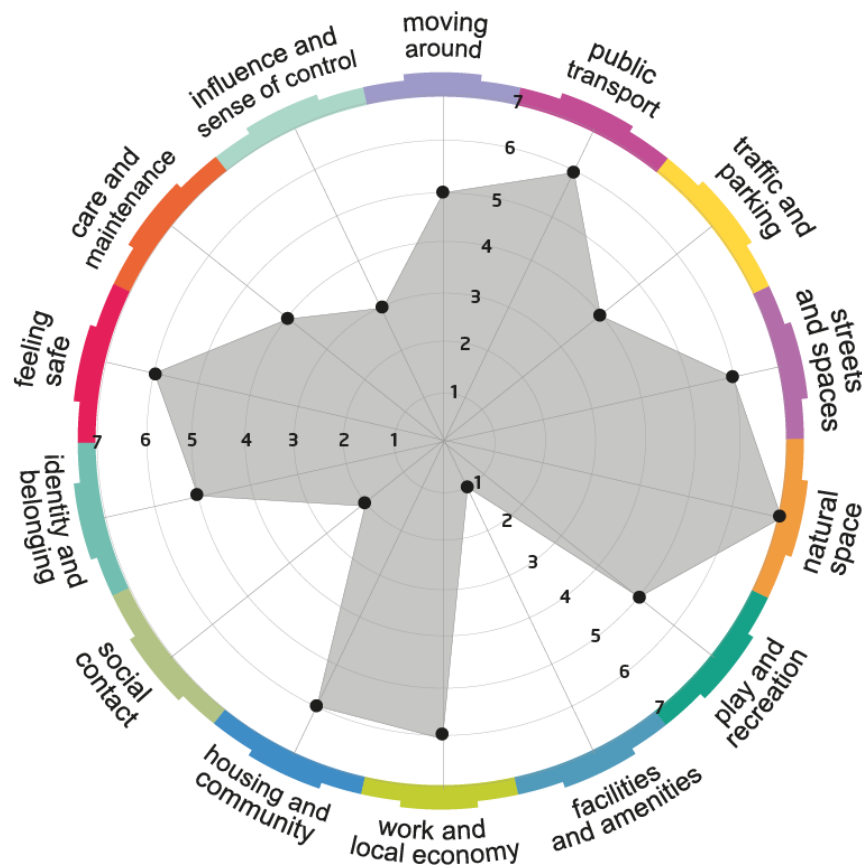
Figure 12: Place Standard Tool (source: https://www.placestandard.scot)

The 9 themes that were kept are: Moving around; Natural space; Facilities and amenities; Work and local economy; Housing and community; Identity and belonging;

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[4] "The Place Standard tool provides a simple framework to structure conversations about place. It allows you to think about the physical elements of a place (for example its buildings, spaces, and transport links) as well as the social aspects (for example whether people feel they have a say in decision making). The tool pinpoints the assets of a place as well as areas where a place could improve". (Source: https://www.placestandard.scot)

Feeling safe; Care and maintenance; Influence and sense of control (Hyslop, 2018). From these selected themes the Management Plan Working Group prioritized 6 key challenges in order to respond to the lowest graded themes and focus to improve/respond to the needs of the community.

2.4.2.6 Discussion and Results from Developed Countries Case Studies

After the content analysis of the selected case studies from the developed countries, it is possible to understand that all five case studies have a common attitude towards the public participation/consultation process in the Heritage Management Plans. The processes can be described as **active**, **transparent**, **inclusive** and **democratic** since the opportunities are given to the citizens to participate in the decision making processes through organized meetings, forums, workshops, social media surveys, etc. These opportunities that are given to the public and communities are not just to fulfill the criteria of international legislation and requirements. Instead, the authorities, the facilitators / Working Groups of the Heritage Management Plans are taking the feedback from the public consultation process in order to reach a balanced decision-making process and improve the present condition of the heritage. These processes are similarly practiced in the co-creation approach as well.

Moreover, the communities of these developed country case studies are being informed regularly from the authorities about the decision-making processes through organized forums, booklets, websites, social media, etc. Furthermore, another common part for the cases is that the public consultation/participation is not just one phase from the Heritage Management Plan. On contrary, in some of the cases it is repeating every two years consequently in the form of gatherings, workshops and meetings with

communities and interested individuals in order to gain proactive monitoring of the plan and early identification of problematic developments.

Hence, in most recent cases such as the Edinburgh Heritage Management Plan from 2017-2022 that is still ongoing (see Table 12), we can follow a public consultation/participation process that has the tendency closely to be related to the co-creative methodology as well. In this case study, it is possible to confirm that there is a strong need to improve the way of community engagement and co-production.

In that sense, it can be summarized that public participation processes in most of the developed countries are applied through different platforms that mostly are depoliticized and are aiming to raise the awareness of the citizens about the importance of the common protection, management, and maintenance of the heritage. Furthermore, the active participation/consultation together with collaboration/empowerment levels of the public participation approach (model) represents the potential to be co-related and developed into co-creation methodology, which is elaborated profoundly in Chapters 3 and 4.

2.4.3 Developing Countries Case Studies

2.4.3.1 Case Study 1: Luang Prabang, Laos (2005)

The first selected case study is coming from Laos, Luang Prabang and it is internationally accepted as UNESCO World Heritage Site (see Table 13). According to the authors Christina Aas, Adele Ladkin and John Fletcher in 2005 the main aim of the UNESCO project was to strengthen and encourage better cooperation in between the authorities and the public through examining five features such as:

1. improvement of the communication between heritage experts and the tourism groups,

2. producing returns for the heritage management and conservation,

3. getting the local communities to be involved in the decision-making processes,

4. getting the local communities to be involved in the activities related to tourism,

5. evaluating the success of the stakeholder cooperation (Aas et al. 2005).

Unluckily, after long implementation of the research, the project was unable to encounter most of the crucial aims and goals because neither the community nor the authorities/private sectors accepted the responsibility to start a dialog. In that sense the key point is,

> *"...the research reveals that many of the failures of the project may not be because of fundamental flaws in the initiative itself but in its application within the specific environment, exacerbated by the wider problems of developing countries"* (Aas et al. 2005).

Even though communication channels were established, there is a need for clear directions and guidance. The communities were not sufficiently involved in the decision-making processes.

Table 13: Case Study 1, Public Participation Involvement In CHM, Developing
Countries

CASE STUDY 1	LUANG PRABANG – UNESCO WORLD HERITAGE, LAOS
AUTHOR & YEAR	Christina Aas et al. (2005)
PROBLEMS	Lack of involvement of the local communities and collaboration, heritage management and tourism development, political system, wider problems of developing countries.
AIM OF THE PROJECT	Establishing channels of communication, involving the local communities, assessment on stakeholder collaboration (UNESCO – Stakeholder project).
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	Even though communication channels were established, there is a need for clear directions and guidance. The communities were not involved in the decision-making processes.
DECISION MAKERS	Authorities only
OUTCOME	Passive - unsuccessful
LESSONS LEARNED	Raise the capabilities of stakeholders to participate.

2.4.3.2 Case Study 2: Xianrendong, China (2007)

The second case study is located in Xianrendong, Yunnan province in China and it represents a protected ethnic, cultural and ecological village that belongs to the Chinese ethnic minority regions (see Table 14). Besides the many ongoing projects and workshops conducted by UNESCO and Western countries about CHM, in 2007, the author Judy Xu conducted a study about the bottom-up approaches and engagement of local communities in Xiarendog, the Chinese ethnic minority regions.

> *"They conducted door to door interviews and organized village assemblies, explained the purpose, significance and content of the project, solicited suggestions from villagers and encouraged their active participation"* (Yin 2002: 17).

This study resulted with a disparity of the capabilities in the CHM committees, due to the lack of qualified young villagers, professionals and experts that can conduct the heritage management and conservation accordingly. Furthermore, the author claimed that cooperation between the community and international organizations and government is essential due to the lack of local competence to link the values of the Xiarendong village (Xu, 2007).

As possible solution and conclusion, he suggests that, a properly planned and informed community participation and transparent power sharing will contribute to ethnic and cultural self-esteem that could bring commitment of the local communities to future and sustainable CHM of the region. Also, the author states that the Southern Asian cases are completely differing from Western cases due to the different social, political and cultural context in the participation approaches in CHM (Xu, 2007). The lack of the necessary participation processes are not always due to the insufficiency of current methods, but the wider problems of the developing countries.

Table 14: Case Study 2, Public Participation Involvement In CHM, Developing Countries

CASE STUDY 2	XIANRENDONG – ETHNIC, CULTURAL AND ECOLOGICAL VILLAGE, CHINA
AUTHOR & YEAR	Judy Xu (2007)
PROBLEMS	Rapid touristic development, lack of awareness for local ownership of the heritage.
AIM OF THE PROJECT	Local ownership of the heritage and management through community involvement, raising awareness.
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The participants are expected to have capacity to participate and discuss about the problems in order to contribute to the decision-making.
DECISION MAKERS	Authorities only
OUTCOME	Passive - unsuccessful
LESSONS LEARNED	Well-planned and well-informed community participation, cooperation between locals and international scholars, academicians, experts.

2.4.3.3 Case Study 3: Khami, Zimbabwe (2010)

The third selected case study coming from developing countries is the Khami World Heritage Site in Zimbabwe (see Table 15). After developing the conservation strategies, monitoring and management procedures that are following the international guidelines, Khami was listed in UNESCO World Heritage list in 1987 (Rodrigues and Mauelshagen, 1987). According to the authors, Shadreck Chirikure, Munyaradzi Manyanga, Webber Ndoro and Gilbert Pwiti in 2010,

> *"The application of participatory management has had varied success in the field of heritage management depending on the context in which it has been applied, and the evidence…reveals mixed results; some far from satisfactory"* (Chirikure et al., 2010).

In that sense, it should be highlighted that all locations and sites cannot have the same treatment when it comes to considering and applying public participation in cultural heritage decision-making processes. This is varying a lot depending on the context, and political, economic, social and environmental factors and reality as well. Public participation is problematic to be applied when there is lack of citizens that are relating themselves to the cultural heritage sites. In the case of the heritage management in Africa and Khami, as possible answer to prevent any kind of a manipulation, it is suggested that both international and local heritage management practitioner's should consider the information that is coming from those societies while empowering them through meetings, dialogues and practices that are dealing with such exceptional developments and heritage management (Chirikure et al., 2016). In other words, the heritage management facilitators should be informed about such exceptional cases and ensure that people are always involved and correlated with the heritage whether it is rightfully or wrongly (Chirikure et al., 2010).

Table 15: Case Study 3, Public Participation Involvement In CHM, Developing Countries

CASE STUDY 3	KHAMI WORLD HERITAGE SITE, ZIMBABWE
AUTHOR & YEAR	Shadreck Chirikure et al. (2010)
PROBLEMS	Lack of participation by any community (no local community near the site) Community participation was not considered as consistent practice (at various levels), instead it was treated like event rather than a process that evolves over time.
AIM OF THE PROJECT	The management plan was provided without the local community due to the negative associations with the site and lack of people directly related to the heritage.
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The participants were invited, rather than identifying themselves with the heritage site and contribute to the discussions.
DECISION MAKERS	Authorities (Municipality)
OUTCOME	Passive - unsuccessful
LESSONS LEARNED	Need for active research (by heritage managers) on the association of the communities with the heritage place. Heritage managers should be skilled and trained to engage the community participation. Educational campaigns are needed, so people can develop a keen interest in the heritage.

2.4.3.4 Case Study 4: Danube Region, Serbia (2014)

The fourth case study is related to the Danube Region and its cultural heritage supported from UNESCO, predominantly located in Serbia. According to the authors, Terzić, Jovičić and Simeunović - Bajić in their study in 2014, there is an evident lack of awareness and involvement of citizen's participation in different phases in CHM in Serbia's protected Danube Region. According to Vukelic in 2009, the process of the citizen's participation should include several phases such as, informing, consulting, suggesting and decision making (Vukelic, 2009). Unfortunately, in the management of the cultural heritage in Serbia, there is absence of,

> *"inter-sector cooperation and distance from responsibility of different subjects in processes of government are a direct consequence of ambiguity and inconsistency among normative, legislative and regulatory frameworks"* (Terzic, 2014).

Moreover, in the results from conducted surveys with the local community, it is shown that the engagement of the communities in the heritage management and development projects of the municipality and the public sectors of those particular areas are very low. Furthermore, it can be concluded that the local communities are fully aware that they are disregarded in the development and decision-making processes due to the highly centralized institutions and authorities.

What can be done as a possible solution and recommendation to achieve suitable and community oriented use of the protected heritage sites in the Danube region, as a first step it should be established, communication channels between the authorities/government and local community representatives (See Table 16).

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Table 16: Case Study 4, Public Participation Involvement In CHM, Developing Countries

CASE STUDY 4	DANUBE REGION (HERITAGE PROJECTS BY UNESCO), SERBIA
AUTHOR & YEAR	Aleksandra Terzic et al. (2014)
PROBLEMS	Lack of inter-sector cooperation in government, lack of heritage management knowledge, isolation of heritage sites.
AIM OF THE PROJECT	Informing consulting, suggesting and involving the citizens in the decision making processes, community-oriented use of the heritage sites.
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	The community is aware of the importance and values of the heritage region but they are not being informed about the authorities decisions.
DECISION MAKERS	Authorities only, without informing the local communities.
OUTCOME	Passive - unsuccessful
LESSONS LEARNED	Communication strategies and the communication system should be established between local communities and authorities by adapting bottom up strategies and improving the transparency of the work of the governmental bodies.

Also, as further significant steps and recommendations mentioned in their research:

- it should be ensured higher transparency and visibility of the work of the authorities,

- continuous investigation and long-term strategies together with the local communities for promoting the cultural heritage values and spread the awareness about Danube region

- informing and hosting educative programs that will allow residents to learn the benefits of living and working in heritage areas / improving the cultural heritage tourism.

- creating firm platforms between authorities and residents in the field of CHM (Terzic et al., 2014).

2.4.3.5 Case Study 5: Zambezi Source National Monument, Zambia (2019)

The fifth case study is located in Zambia, Africa, related to the Zambezi Source National Monument which is accepted as UNESCO World Heritage Site. The authors Simakole, Farrelly and Holland in 2019 in their research are examining the necessities/provisions for community participation in heritage management in the case of the Zambezi Source National Monument (See Table 17). As their most recent study, the authors are stating that effective community participation is very difficult and has minimal potential to be achieved in practice, due to the lack of legal provisions in the Zambia's Heritage Act (National Heritage Conservation Commission Act No. 23, 1989) which it does not provide a community participation as provision. Moreover, following up Eboreime in 2008,

"The lack of harmonization of law and policy, such as at national and site levels, can have an adverse effect on implementing community participation especially in

situations where funding for heritage management is centralized" (Eboreime, 2008). That is the reason why in future, the absence of knowledge, the centralized power of the authorities and lack of direct involvement of the local communities and their effective participation in the heritage management could endanger and threaten the future sustainability of the heritage sites in Zambia (Simakole et al., 2019).

Even though, most recently the lack of community participation in CHM is seen as a challenge in Zambia (Chipote, 2004, Mundeda, 2008); in order to facilitate successful and efficient community involvement, it is required different co-management mechanizms (Nepal 2002), decentralization of the decision – making powers (Chirikure and Pwiti, 2008, Nursey-Bray and Rist, 2009), and increased funds for CHM that require community participation as one of the main provisions.

Table 17: Case Study 5, Public Participation Involvement In CHM, Developing Countries

CASE STUDY 5	ZAMBEZI SOURCE NATIONAL MONUMENT, ZAMBIA
AUTHOR & YEAR	Simakole et al. (2019)
PROBLEMS	Lack of harmonization between legislation in heritage management and community participation.
AIM OF THE PROJECT	Community participation to be included in Zambia Heritage Act.
PARTICIPATION (INVOLVEMENT OF THE LOCAL COMMUNITY)	Community participation in heritage management policies and plans are not included
DECISION MAKERS	Institutions only
OUTCOME	Passive - unsuccessful
LESSONS LEARNED	Decentralization of decision-making powers for heritage management and effective local community involvement, designing co-management mechanisms, increased funding for heritage management.

2.4.3.6 Discussion and Results from Developing Countries Case Studies

What can be detected, confirmed and found as a common ground for all case studies coming from developing countries is that **the only decision-makers are the authorities and institutions** without sufficiently informing, involving, meeting and consulting the communities and its citizens. This is one of the main reasons why most of the heritage places are being isolated, neglected and are not being managed properly.

Another issue that appears as a problematic point in the case studies is that there is a necessity of participants (local communities) and authorities that are conscious, and aware of their heritage and associate with it; so that they can actively contribute and participate in the decision making processes. What is more important for the whole process of decision making is that, the participants (authorities and community members) should have awareness to participate actively and cooperate with heritage facilitators so to establish positive and balanced channels of communications (see Case 1: Luang Prabang, Laos (2005) - Table 13 and Case 2: Xianrendong, China (2007) - Table 14).

Another detected issue, such as the one in the Case 3 (Table 15) is because they are not directly related to the community or the communities find it difficult to identify themselves with the heritage in different levels. Where there is no community present near the heritage places, alternative ways, co-management mechanisms and different entities related to that particular cultural background should be considered for the decision making processes (see Case 3: Khami, Zimbabwe (2010) - Table 15 and Case 5: Zambezi Source, Zambia (2019) - Table 17).

Above all, communication strategies and active systems should be established between local communities and authorities so to improve the transparency of the work of the governmental bodies (see Case 4: Danube Region, Serbia (2014) - Table 17). Furthermore, to organize depoliticized and democratic events through forums, meetings, workshops, social media, etc. that are informative and raising the awareness about the importance of the cultural heritage by engaging both citizens and authorities to cooperate and collaborate.

2.4.4 Lessons Learnt from Case Studies

As a summary extracted after the analyzed case studies from the developing countries that have "applied" public participation, there are some missing links and weak points in heritage management decision-making processes. The meaning of public participation should be re-evaluated and revised due to the passive and problematic one-way communication issues between the authorities and communities. This is one of the main reasons why these case studies are quite distinctive from developed countries. Moreover, the decision-making in CHM practices in such countries are unsuccessful and passive because of the unbalanced powers, non-democratic processes, control and communication channels between the local communities and authorities.

Moreover, in some cases, it can be stated that there is even no local community to be involved in the process, which has direct relations with the heritage, due to negative associations with the place from the past. According to some scholars, one way of dealing with this problem can be proving active research by the heritage facilitators on the association of the communities with the heritage places (Chirikure, Manyanga, Ndoro & Pwiti, 2010). So in exceptional cases where there is no community to be

involved in the CHM process, it is mentioned as a must in the International Legislative and Documents such as, in the Burra Charter (2013), that parts from it should be re-evaluated and reconsidered for the future, which strategies should be considered and provided.

Furthermore, according to Xu, another possible solution and improvement to the above-mentioned issues can be achieved, if communities are much more involved in collaborative heritage management discussions and meetings (Xu, 2007).

Public participation, should not be exceptional and seen as a one-sided process, just from the authorities' perspective (top-down) or only form citizens' perspectives (bottom-up). Democracy and transparency are promoted only if there is a correct, balanced and active approach while meaningfully, creatively and purposefully involving the citizens in the heritage management processes. For that issue, proper managerial skills among heritage facilitators and leaders are needed in order to achieve mutual understanding and communication channels between the authorities and the citizens that will allow sharing the knowledge, information and reaching common solutions to the problems. Public participation should be functional, creative and active by which community members should participate by being consulted or by answering questions. In that sense, creativity, self-expression, self-confidence, freedom of opinion and expression are being promoted (Spiridon and Sandu, 2015).

Table 18: Results (Pros And Cons): Comparative Table Of Case Studies (Developed And Developing Countries), Types Of Participation In CHM Decision Making Process (Grcheva and Oktay, 2021)

CASE STUDIES	DEVELOPED / DEVELOPING COUNTRIES	TYPES OF PARTICIPATION	RESULTS (PROS & CONS FROM PARTICIPATION APPROACHES)
1. **The Rocks, Sydney (2010)**	developed	meaningful / functional	**Pros:** **meaningful collaboration between authorities & local communities, positive outcomes** **Cons:** **/**
2. **Old Town Of Regensburg, Germany (2012)**	developed	active / interactive	**Pros:** **Reaching a balanced and shared vision for the heritage (authorities and communities together), raising awareness** **through meetings, forums, workshops, platforms (yearly bases)** **Cons:** **/**
3. **The city of St. Albert, Canada (2013)**	developed	meaningful / functional	**Pros:** **Enhancing and raising awareness through the engagement of communities in the decision making process in Heritage Management Plan** **Cons:** **/**

4. **City of Graz, Austria** **(2013)**	developed	Professional/ empowering	**Pros:** **Empowering collaboration and decision making between authorities, experts and communities** **Cons:** **/**
5. **The Old and New Towns Of Edinburgh, Scotland** **(2017-2022)**	developed	active / interactive	**Pros:** **active, creative and innovative public consultation processes and decision-making process between authorities & communities** **Cons:** **/**
6. **Luang Prabang, Laos (2005)**	developing	passive	**Pros:** **/** **Cons: manipulation, lack of communication channels**
7. **Xianrendong, China (2007)**	developing	passive	**Pros:** **/** **Cons:** **manipulation, lack of communication channels, lack of experts**

8. **Khami, Zimbabwe (2010)** 	developing	professional, passive	**Pros:** **/** **Cons:** **tokenism, lack of awareness for the heritage buildings**
9. **Danube Region, Serbia (2014)** 	developing	unintentional, passive	**Pros:** **/** **Cons:** **manipulation, lack of communication channels and information**
10. **Zambezi Source, Zambia (2019)** 	developing	professional, passive	**Pros:** **/** **Cons:** **manipulation, lack of professional's involvement**

Unfortunately, most of the types of participation processes in the analyzed case studies from developing countries are passive and not provided in a correct and transparent way in most of the cases. According to Grcheva and Oktay, in Table 18, results from analyzed case studies both from the developed and developing countries are presented. Hence, the types of participation and results offered as pros and cons from applied

participative processes will show the two streams and sides of Public Participation (Grcheva and Oktay, 2021).

What can be seen even today, is that public participation processes remained to be centralized isolated and delegated only to the institutions and the powerholders (Robinson, 2016). Furthermore, public participation still continues to function as a Tokenism in most of the cases as Sherry Arnstein will define in her Ladder of Participation in 1969 (Susskind, 2008; Jones, 2017).

After analysing the selected international and protected heritage management case studies from developed and developing countries in chronological order, it can be concluded that the weak point of public participation is generally due to the lack of awareness of the importance of active citizen's involvement in the decision-making processes in CHM and absence of managerial skills of the ones who are leading the decision-making process as well as absence of communication channels, transparency, lack of democratic and open platforms between authorities and the public. In that sense, active and creative participation is needed and different ways have to be found in order to fulfil the criteria in the heritage management process (Stolton and Dudley, 1999; Caspersen, 2009; ICOMOS, 2014; ICOMOS, 2017).

2.5 Summary of Chapter 2

It is clearly stated in The Declaration of Amsterdam (1975), Washington Charter (1987), and Burra Charter (2013) that in the CHM decision-making process, the future users and local community should be considered and engaged throughout the whole process of CHM practices. "The participation and the involvement of the residents are essential for the successful management of the heritage areas and it should be

encouraged" (ICOMOS, 1987). Also, as the most recent tendency found in the International Documents and Charters regarding CHM is that there is a need for more active, contemporary and creative ways to engage and empower the citizens in the decision-making.

Unfortunately, the public participation and decision-making processes in CHM, considering the involvement of different stakeholders, NGOs, governmental bodies, institutions, and universities related to CHM of sites and places, are still provided according to the traditional (one-way) approaches. Existing models of public participation (such as the IAP2 Spectrum of Public participation) applied theoretically and in practice are being criticized by scholars and practitioners due to the limitations of the models. Also, this means that public participation processes in CHM decision-making and in most of the cases, particularly in the developing countries are involved in the later stages of the decision-making process and very often it is rarely considered as an important part of the process sometimes even being completely neglected.

As summary of this chapter, the intersection (See Figure 13) of the CHM and public participation processes (presented by Venn diagram) is showing that, there are problematic results when public participation it is applied in both theory and practice. In theory, according to Hardy in 2015, several flaws are detected considering the (IAP2) Spectrum of Public Participation. This would mean that these flaws are directly reflected in the field of CHM decision-making as well. In practice, the analyzed case studies from developed and developing countries are showing different aspects and problems. Moreover, public participation approaches in the CHM in developed countries not always results with sustainable outcomes (The Rocks, 2010). Tokenism, lack of transparency, lack of active, creative and meaningful participation of the

communities are some of the problematic characteristics that public participation as framework, methodology and model is facing in developing countries' CHM (case studies 6-10). Consequently, most of the initial ideas are generated top-down way and are imposed by the experts or the authorities/governments and are not coming from the user's needs. The experts and authorities naturally approach the decision-making process differently, with different ideas, strategies, and methods than the public (Bond, 2011).

Ambiguous results in practice (developed and developing countries case studies / criticism of public participation processes in CHM)

CHM
Cultural
Heritage
Management

PP
Public
Participation
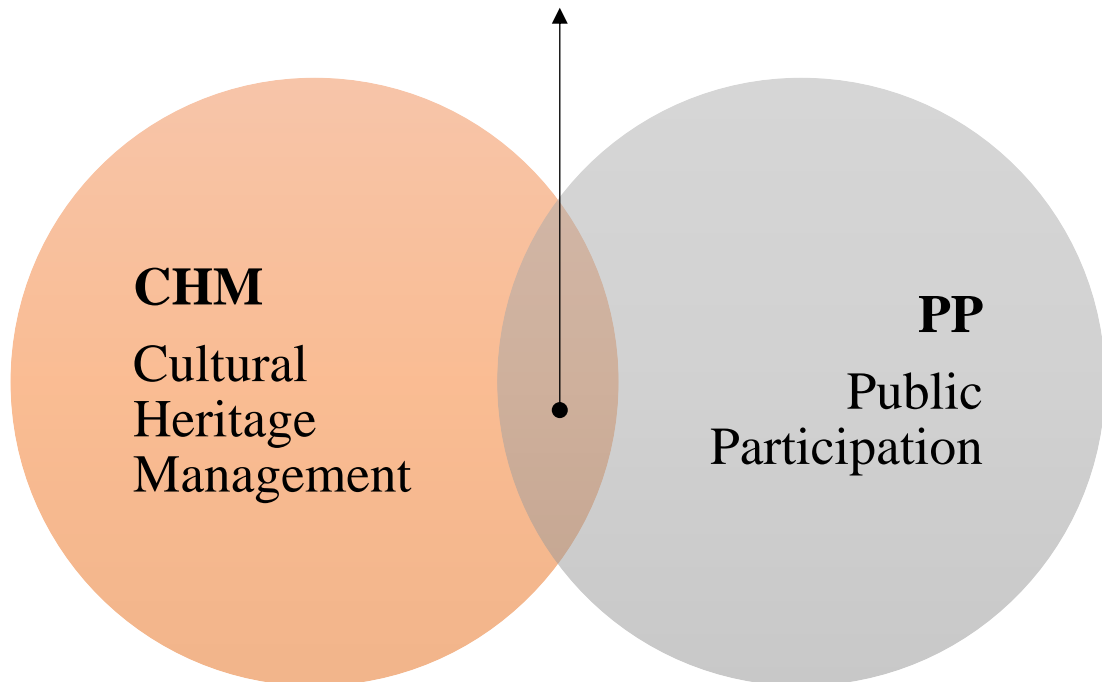
Figure 13: Venn Diagram Of CHM And PP Approaches / Process

These are few of the reasons why decision-making processes always embody a complex planning problem and easily have the potential to be manipulated, especially when the local communities are not considered / empowered and when it is only in the hands of the power holders. One of the possibilities to improve the already existing (one-way) models, frameworks, limitations and criticism of public participation

processes in CHM decision-making processes is to update it with the new terminology and methodology so-called co-creation that is going to be presented in the next chapter of this thesis.

Chapter 3

ADAPTING CO-CREATION IN CHM DECISION-

MAKING

In this chapter, a theoretical framework of the term co-creation is set and the expanded meanings of this methodology are explained. Who is involved in the process and how should the co-creation models be applied; what are the types and main advantages of co-creation, and at which stages of the CHM decision-making should be involved are all elaborated in this chapter as well.

3.1 General Terms & Definitions of Co-creation

Co-creation generally as a term is coming as a management initiative or form of business strategy, that brings different parties together (for instance, a company/stakeholder and a group of customers/users) in order to jointly produce a mutually valued outcome (Prahalad & Ramaswamy, 2000). According to various scholars, co-creation can be briefly defined as "an act of shared creativity that is practiced jointly by two or more people" (Sanders and Simons, 2009).

Co-creation brings the unique blend of ideas from direct customers or viewers (who are not the direct users of a certain product) which in turn gives an excess of new ideas to the organization. (Prahalad & Ramaswamy, 2004a). Furthermore, this business strategy is always focusing on the customer/user experience and interactive relationships. Co-creation as a strategy allows and encourages a more active, spontaneous and playful involvement from the customers/users to create valuable rich

experiences and benefits for the customers/users (Ind and Coates, 2013). Moreover, co-creation represents creativity that is shared by many people (users) (Business Dictionary, 2017).

Co-creation is a very broad methodology (tool) with broad applications ranging from the physical to the metaphysical (tangible and intangible) and from the material to the spiritual, as can be seen by the output of search engines nowadays (Sanders and Stappers, 2008). The rapid interest in co-creation as a recent managerial methodology begins to be seen as a concept that can be developed in other practices and fields as well. According to Ind and Coates, it is possible to look at the diverse heritage of co-creation as a new light in various practices (Ind and Coates, 2013).

Co-creation as recent and emerging mainstream, tool and approach (enables a wide range of disciplines and stakeholders to collaborate), will change the traditional practices, processes and decision making, as well as what we create, how we create and who can create (Burns et. al, 2006; Grcheva and Oktay, 2021).

Additionally, according to several scholars, co-creation can be defined more precisely as a mixture of two concepts. Basically, the first element "co" in co-creation represents the social capital and the second element "creation" is representing knowledge productivity and the creation of new ideas (Ehlen et al., 2017). Social capital can be defined as the important value of social interactions (Nahapiet and Ghoshal, 1998; Kessels and Keursten, 2002; Kessels, 2004). Furthermore, knowledge productivity can be defined as, recent knowledge collection in order to create innovative and contemporary products, processes or services (Kessels, 2001).

Also according to Zwass (2010), the only way to create real value in the market is to make companies and consumers participate in the process of co-creation. In that sense, he defines co-creation as:

- Co-creation is an activity or process between the company (authorities) and the consumer (user).

- It requires the joint collaboration of both sides.

- The objective is to create real value for both sides (Zwass, 2010).

Co-creation as a creative and human-oriented process can generate drastic novelties in different fields and bring benefits that are common for all participants.

3.2 Theoretical Framework

Similarly to the public participation processes that can be found generally and particularly adapted in CHM decision-making, co-creation was initiated as participatory approach in other domains and fields (Bodker, 1996). Comparatively to public participation processes, co-creation as method evolved and reached completely different bottom-up direction which allows freedom in expressing the creative potential of the users that is beyond the participatory approaches. Further on in the thesis, the origins and potentials of co-creation as a bottom-up approach will be elaborated.

3.2.1 Origins of Co-creation

As can be found in literature, it is very recent when people started to gain much more freedom in order to influence the roles where they provide expertise and participate in the informing, generating ideas and conceptualizing activities in the early stages of the decision-making processes. Previously, before 1970 public participation in decision-making processes was not practiced very commonly, instead, it was a matter of

expert's views. After 1970, an initial two phenomenon's in design and decision-making processes appeared. In the United States on one side, the phenomenon so called the "user-centered" where the user initially started to be seen as subject (Sanders and Stappers, 2008) (See Figure 14). On the other side, the phenomenon of "user as partner" as participatory approaches in design started to arouse and expand rapidly, initiated and led by North European / Scandinavian countries. Basically, at the same time in the Scandinavian countries, collective research projects were established between experts and workers so to increase the value of industrial production. Worker's personal experiences, became valuable resources and inputs in these projects and they appeared to help, industrial production to be improved (Bodker, 1996).
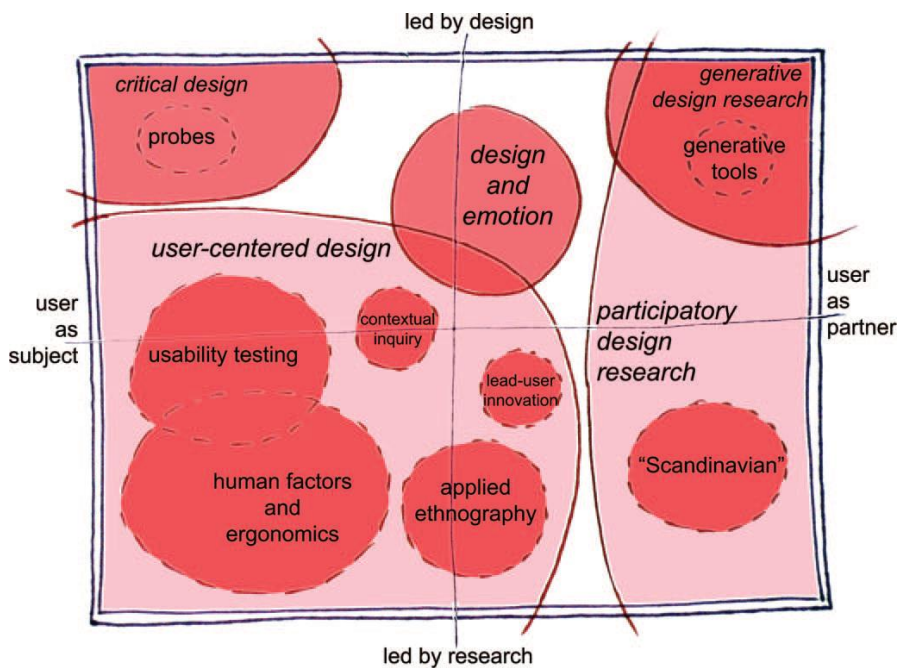

Figure 14: "User As Subject" (US) And "User As Partner" (Scandinavian Countries) In 1970, Diagram (Sanders and Stappers, 2008)

The viewpoint behind the participatory approach is that the users should be seen as partners that are representing the collective act of creativity (Sanders, 2006). Moreover, these two concepts are human-centered collective acts of creativity,

supporting the idea that everyone can be creative and contribute innovatively in different processes if led appropriately (Hippel, 2005).

These user-centered approaches speeded intensively after 1990 and they were most beneficial in the design and development of consumer products (Sanders, 1992). But today, it is difficult to rely only on the user-centred approaches due to the new emerging interactive disciplines and approaches (Moggridge, 2007). It should be considered as balance between the user-centred approaches / needs and the most recent mainstreams.

Also, according to some scholars, the rise of co-creation should be considered as well as a learning process in which participants could learn how to use each other's capabilities to develop new ways to confront challenges that are coming from the public sectors (Voorberg et al., 2017). Also, it is important to be considered that the already established framework of co-creation is pushing the public organization/authorities to consider unconventional sources of knowledge, pieces of information and experiences, which are shifting the already well-established traditions and scenarios on different levels (Brandsen and Honingh, 2015).

3.2.2 Management / Marketing Initiative

Co-creation as relatively recent term and descendant of the participatory approaches and processes became rapidly popular and started to be used especially in the overcrowded marketplaces, companies, business and management strategies in order to generate new common values and outcomes for the users (customers) and organizations (companies) (Tseng and Piller, 2003). For many organizations and individuals' co-creation is seen as intriguing mainstream in management, marketing and brand development (Hippel, 2005). Moreover, it is interesting to be mentioned that

the most innovative proposals and idea generations are coming from business, marketing, and management fields (Prahalad & Ramaswamy, 2004a).

Previously, the traditional (classical) approach in the brand or product development and decision-making process was not user-centered but instead it is based on firm, clearly defined boundaries without any interaction between the organization and the consumer/user (See Figure 15). Recently, the main points of co-creation methodology are showing that the boundaries between the organization, authorities or company should be permeable and that together with the consumer, user or citizen's input, the ideas can be generated within the **co-creative spaces** (See Figure 15, right diagram – intersection between organisation and citizen).
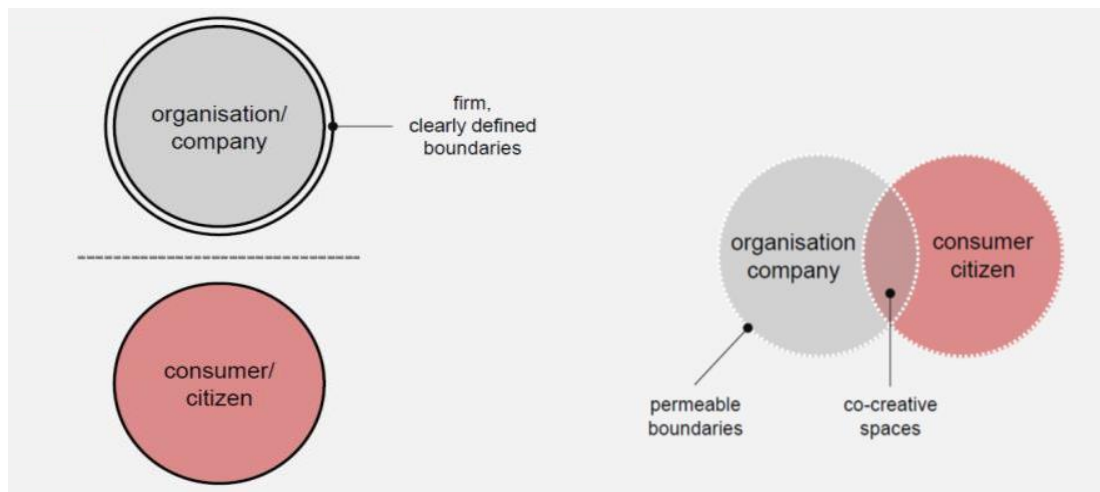
Figure 15: Traditional Approach Vs. Co-Creation Approach Diagrams (Koch, 2011).

Even though, the term co-creation initially appeared as management and marketing initiative, in recent findings it is confirmed that co-creation nowadays should be seen beyond the managerial interpretation, since this methodology is allowing users to create meanings rather than creating things (Johnson 2010). Users/citizens and organizations/authorities should result in creating meaningful relations rather than just

creating/producing things. What is even more important is to shift from the idea that the organization (company) should be a definer and creator of the values (Ind and Coates, 2013). Hence,

> *"...the culture of co-creation is wider and more diverse than the managerial interpretation seems to suggest. We should note that the idea of 'creation' isn't simply about the creation of things, it's also about interpretation and meaning-making..."* (Ind and Coates, 2013).

According to them, the meaning is always co-created. Co-creating brand meanings should go beyond the barriers and shift away from the product's inherent values. (Muniz and O'Guinn 2001; Fournier and Lee 2009; Schau et al., 2009).

In that sense, the brands are allowing the users/consumers to customize and participate in the processes and create values for the users (Gronroos, 2011). The idea behind co-creation is to create values between the customer and the organization outwards rather than limited only inwards the firm (Ramaswamy and Gouillart, 2010). Sometimes, the management thinking in the firms in practice lacks a strong customer orientation (Michel, 2001, Martin 2010).

Mainly, these are the key points on how the idea of co-creation appeared as marketing (branding) and management initiative. Finally, this does not mean that co-creation should be limiting and strict concept but yet in spite it should be considered as spontaneous, open to adaptation and change in the addition to establishing positive relations/partnerships between users and organizations in creating new values.

3.2.3 Reasons for Co-creation

There are various advantages that are coming from co-creation, but the most challenging part of it is to find the reasons why users are willing to involve in the co-creative processes. There are general reasons why users would get involved in co-creative procedures such as:

1. curiosity,

2. disappointment with existing products/services,

3. intrinsic interest in innovation/technology,

4. gaining information/knowledge,

5. presenting/sharing ideas,

6. monetary rewards (Fuller, 2010).

Furthermore, according to Fuller, the reasons consumers (users) want to co-create can be either, from **intrinsic** or **extrinsic** nature (see Table 19) (Fuller, 2010). Sometimes users are participating in co-creation process from different reasons, the ones who are participating in order to reach a valuable outcome/solution to a problem (intrinsically) and the others who are participating the co-creative processes only to gain to a specific result (extrinsically) (Nambisan, 2002). In that sense, it is important for authorities or the facilitators of the co-creative processes not to underestimate the users'/consumers' ideas and feedback. If so, the co-creative process will probably fail since not every user/consumer has the reason to participate intrinsically (Xia and Suri, 2014). In that sense, the threat of failed co-creation will be prevented only if it is aimed towards intrinsic type of co-creation and genuine participation of the users.

Table 19: Types Of Users And Reasons To Co-Create (adopted from Fuller, 2010; Tekic et al., 2013)

TYPE OF REASON / MOTIVE TO CO-CREATE	USER / CUSTOMER TYPE	EXPLANATION
Intrinsic	Intrinsically interested users/customers	They are highly motivated by their interest in innovation activities. There are very skilled novelty seekers, who like problem-solving. The monetary award is not so important for them.
Intrinsic	Curiosity-driven users/customers	They are highly involved in co-creation, although they usually had little previous innovation experience. They are curious about the process and its results.
Extrinsic	Reward-oriented users/customers	They are highly motivated to get engaged in co-creation. Their motivation is driven by monetary awards, and very little by their interest in innovation and gaining knowledge.
Extrinsic	Need-driven users/customers	They participate in co-creation because they are not satisfied with the current products/services on the market. They are highly demanding and very interested to adapt the existing offers to respond to the individual / collective needs.

3.2.4 Co-creation as Bottom-up Approach

Co-creation is considered a fertile solution for various emerging problems nowadays in different sectors, mostly where citizens and public organizations/authorities are working together and deal with societal issues (Voorberg et al., 2017). Co-creation as

well is related to the democratizing principle and the open-source movements (Raymond, 1999). Wikipedia is the most common example of open source movements that conquered the top-down traditional approach about defined knowledge by elites in encyclopedias (De Landa, 2002). Instead, the open-source concept of Wikipedia applied the democratizing principle of the participatory processes in order to involve individuals worldwide to contribute to collecting the knowledge that is produced by communities, rather than elites (Mauss, 2000). In that sense, the bottom-up platform is allowing people who are willing to participate and improve the content by sharing their knowledge.

According to Raymond, bottom-up and top-down approaches and their structure can be compared as the structure of a bazaar and cathedral (Raymond, 1999). On one side, the bazaars, have specific logic, their own organic patterns, and order and often offers visitors' unpredictable ways and the possibility to lose themselves (See Figure 16). On the other side, cathedrals are always highly planed, well – ordered, controlled and attractive but less spontaneous and organic. Therefore, co-creation can be likewise related to the open-source movements and bottom-up approaches, because as a method it always offers organic and unpredictable ways and solutions to problems such as the bazaar structures. It invites the creative and collective processes of teamwork (Ehlen et al., 2017). Top-down approaches are always related to decision-making processes by authorities that are imposed and less participative and creative for finding solutions to the problems.
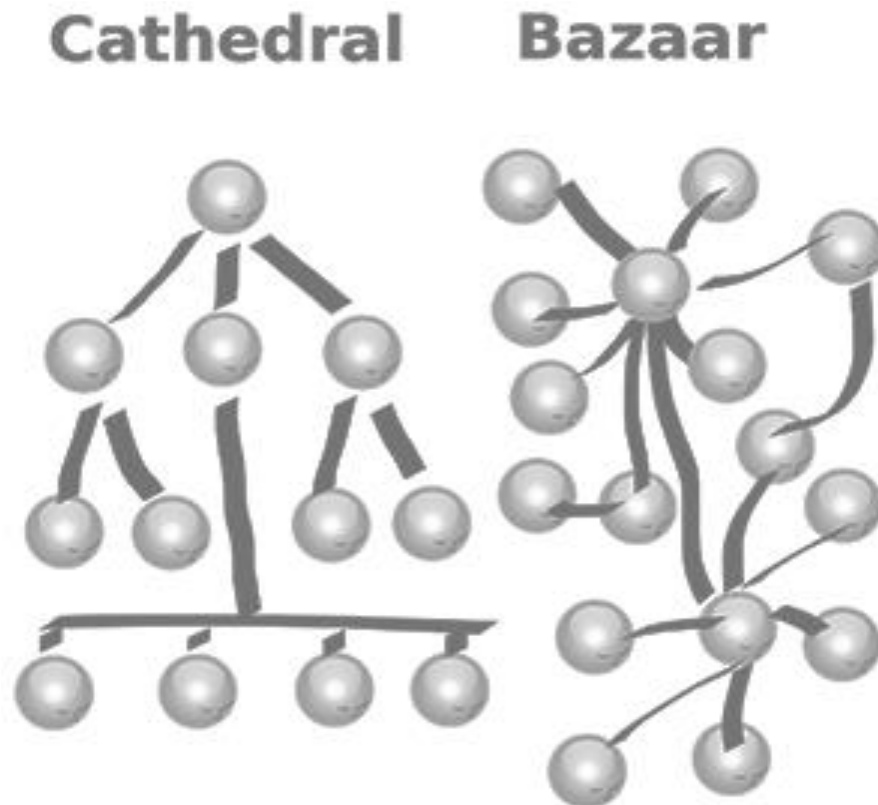
Cathedral   Bazaar

Figure 16: Cathedral And Bazaar (Top-Down Vs. Bottom-Up Approach) Diagram
Comparison (adopted from Raymond, 1999)

Even though public participation theoretically in cultural heritage domain is initiated
as a bottom-up approach, unfortunately in practice and in the already analyzed case
studies coming from developing countries in this thesis, it is evident that most of the
authorities prefer to take their decisions upon the heritage issues and problems top-
down. Besides, unluckily in some cases, authorities are not even informing the citizens
of their decisions. This makes public participation a less democratizing principle. In
that sense co-creation in practice is contrasting with the public participation
approaches. Moreover, in co-creation, most of the participants (experts, volunteers,
local communities, and managers) are working together with the authorities until
reaching the most creative and beneficial solutions in any sense, bottom-up.

3.2.5 Creative Collaboration

Creativity previously was seen as individual skill and a matter of intelligence and personal talent (Mumford, 2003). Today, creativity can be seen as a collective act and process. The key point of co-creation is that everyone has the potential to participate in creative processes if they are stimulated and encouraged enough in their closest surroundings (Rigolizzo and Amabile, 2015). Such aim should be found as an outcome from a successful CHM decision-making process as well, as suggested from the International Documents (Delhi Declaration) by ICOMOS (ICOMOS, 2017). There is a tendency that inventive solutions and ideas are emerging when they are developed in groups that are working together.

Moreover, for that purpose creativity requires skills such as creative thinking, expertise, inspiration, group knowledge (Ind and Coates, 2013, Ehlen et al., 2017). To reach to innovative and inventive proposals, each member that participates in a co-creative group/team, should at least poses a capability to collaborate in a positive and stimulating manner, have expertise in the proposed topic and "think out of the box" without setting any boundaries (Ehlen et al., 2016).

It is also important to understand and recognize that co-creation teamwork offers a wide range of possible solutions and ideas to a certain problem (De Landa, 2002). It should be also commonly accepted that if the co-creation team has gathered on other occasions and has different participants, then the solutions to that problem would be different. The creative processes such as co-creation should not be underestimated and should remain as a serious play because in that way it provides the freedom for things to be done differently on each occasion (Isaksen et al., 2010).

So, in order to embrace the creativity that can be collective and not individual, one should accept and believe that all people are creative (Hippel, 2005). Even though it is not commonly accepted belief among the organizations/authorities, in most cases yet it is preferable if the expert's opinions are being dominant (Seybold, 2006). This behavior can be followed in previous Chapter 2 in the elaborated case studies from developing countries. There is a lack of creative collaboration between authorities and communities. Public participation is being frequently manipulated, deviated and excluded in most cases in CHM decision making processes. Thus, the public participation stage does not fulfil the recent needs for creative and bottom-up approaches, stated in International documents and Charters (ICOMOS, 2014).

Co-creation on the other side is relatively different than the public participation process because it allows much more flexible sector services, policies, bottom up and creative solutions in different contexts (Enlil et al., 2016). Co-creation can be adjusted as the needed creative ways for better development and management of heritage goods where the civil society and authorities will be guided actively to contribute and participate in these processes so to find the most suitable answers. (Faro Convention, 2005; Dinçer and Enlil, 2012).

Therefore in co-creation, it is important how individuals from different backgrounds (authorities, experts, locals, managers) can collaborate with each other so to come across with their needs for socialization and creating new meanings, in addition, to give clues how authorities/companies can benefit from co-creation from the position of equivalence rather than superiority and power (Ind and Coates, 2013). Co-creation takes collaboration to a higher level because during the co-creation process all participants are familiar with the matter and each participant brings unique inputs,

viewpoints, skills and experience to develop the best possible combinations and results. Passive participation and one way collaboration are not enough, particularly when dealing with the problems of the 21st century.

3.2.6 Types of Co-creation

Recently in literature, different categorization and typologies of the co-creation methodology can be found, that is already defined by previous researchers. Basically, co-creation can be measured according to different aspects such as: the **openness of the gathering** (Who can join the process? Is it selective process or can anyone join?) and **ownership** (Who owns the challenge and the results? Is it the initiator only or is it shared with the contributors as well?) (Pater, 2009). These parameters are allowing co-creation to be distinguished into four types (see Table 20):

1. Crowd of people

2. Club of experts

3. The community of kindred spirits

4. Coalition of parties

According to Frontier Strategy (Pater, 2009) and Tekic et al. (2013), The **Type 1** - **Crowd of people** as co-creative type can be associated with the crowdsourcing movement. The basis of this type lays in the online co-creative platforms. In these kinds of platforms, people can propose, select and give ideas upon the given challenges in order to find the most suitable answer for future actions.

The Type 2 - Club of experts is defined as co-creation type that is most appropriate for the revolutionary inventions or avant-garde ideas. This kind of co-creation requires a selective and limiting approach in order to engage leading users and experts in a

certain field. For the success of the co-creative projects, priority is always given to initiators, participants, contributors who are "thinking out of the box".

Furthermore, **Type 3 – The Community of kindred spirits** co-creation is related to groups of people that share mutual visions or ideals and who intend to develop and create something together as a collective benefit. Moreover, this co-creative type is integrating users, which have certain expert levels in particular areas in places such as living / co-creative labs.

In the end, the **Type 4 – Partnership of entities** is referring to the collaboration between organizations, authorities, entities that are sharing their services, knowledge and expert's opinions in spite of creating a mutual and competitive good. In that sense, several parties are in collaboration to achieve specific goals, visions or to reach practical innovation, novelties or developments.

As a summary, it can be concluded that the co-creation types 1 and 3 are strongly related to the co-creation of a product or service enhancements and the thoughts, concepts and ideas are welcomed from all users/customers. The other co-creation types 2 and 4 are related to the revolutionary co-creative inventions and solutions that are generated through the prism of the professional's knowledge and assistance.

When it comes to CHM decision-making processes the most appropriate types could be **Type 3 - Community of kindred spirits** and **Type 4 - Partnership of entities** of co-creation, due to the ownership of the outcome and results are being shared and is belonging equally to the initiators (authorities, organizations etc.) and contributors (experts, interested individuals, community members, etc.).

Table 20: Four Types Of Co-Creation (adapted from Pater, 2009; Tekic et al., 2013)

OPENNESS (Anyone can join)		1. **CROWD OF PEOPLE**	3. **COMMUNITY OF KINDRED SPIRITS**
		Crowdsourcing movement, online co-creation platforms	Groups of people that share mutual benefits, creating something together as collective benefit
		2. **CLUB OF EXPERTS**	4. **PARTNERSHIP OF ENTITIES**
	Selection process	Revolutionary interventions or avant-garde ideas, "thinking out of the box"	Creating a competitive and mutual goods, achieving specific goals, visions, reaching practical innovations, novelties or developments
		Initiator only	Initiator & Contributors
		← OWNERSHIP →	

3.3 Leading Principles and Strategies of Co-creation

In the recent publications about co-creation, there are stated several leading principles, guidelines and strategies (Co-creation Guide - Realizing Social Innovation together that are allowing the co-creative methodology to be easily applied in practice. In that sense, co-creation should not be considered as a methodology that is strictly and rigidly defined by the given principles, guidelines or strategies in order to offer exact, precise or magnificent solutions to the problems; instead, it is a methodology that is suggesting and opening various aspects of the problems through an active and creative

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engagement of the participants that are "knowledge-driven rather than position driven" (Social Innovation Exchange, 2011).

3.3.1 Principles

There are several leading principles given that are prepared by the Social Innovation Exchange (SIX), Knowledgeland and Dialogue in 2011. These co-creation leading principles that are presented in the Co-creation Guide are based upon emerging/concrete experiences and discussions that can be summarized as a priority list to:

1. **Motivate participation/dialogue and learning attitude** (interdisciplinary)

2. **Choose the best options and ideas** (open-minded attitude, trusting rather than controlling),

3. **Link the innovative and inventive participants** (through social media or new forms of connectives),

4. **Share the outcome** (everyone should feel empowered and celebrate the success),

5. **Ensure further development** (networking both at national and international levels) (Social Innovation Exchange, 2011).

Additionally, according to the authors Stefanie Jansen and Maarten Pieters in their book, The Seven Principles of Complete Co-creation in 2018, they stated that a completed co-creation is when:

> *"...the transparent process of value creation in ongoing, productive collaboration with, and supported by, all relevant parties, with end-users playing a central role"* (Rao, 2018).

Furthermore, it is recommended as important principles that the complete co-creative process should be seen as:

> *"… an adventure calling for openness, curiosity, overcoming fear, and letting go of the need to control. Success also depends on skillful guidance by a competent process owner called co-creator"* (Jansen and Pieters, 2018).

In that sense, there is no any formula or strict rules to dictate how co-creation should be applied. Above mentioned principles are just given as guidelines that allow modification depending on the case. Hence, to ensure that a set of answers and solutions to ongoing problems will be provided in most up-to-date/creative ways.

3.3.2 Strategies

The co-creation specifically is a comprehensive, long term, adventurous, open-minded and fearless process that engages the participants (stakeholders) individuals or teams from the initial phases of any decision making and provides further possibilities and valuable outcomes as the process progresses. That also varies a lot depending on the selected type of co-creation and participants involved. Also, it is important to be mentioned that the principles and strategies of co-creation can be generally listed but cannot be specified completely because they can be quite different from case to case in reality.

According to the scholar Arnim Wiek in 2016, he classifies eight strategies of co-creation that are coming as a proof among the greatest practices, and are aimed to serve as valuable recommendations for academics, facilitators and specialists dealing with co-creation:

1. **Clarify objectives and processes up-front** (it should be known precisely about the main objective and the outcome, who should work together with whom, when and in which way).

2. **Objectives must include actionable knowledge** (what is the main aim that needs to be reached through actionable knowledge and how to reach the aim through instructional knowledge that is done beyond the convenient analysis of the problems).

3. **Objectives must also include practical outcomes** (facilitators of the co-creative processes are frequently hesitant to aim for practical results. Co-creation requires changes to be applied not just theoretically as an actionable knowledge, but instead it must be checked predominantly in practice).

4. **Identify relevant stakeholders and use a well-balanced engagement throughout** (a balance among different stakeholders should be established because everyone is sharing various interests, visions and have different perspectives to the problems).

5. **Use professional facilitators** (they are expected to be neutral and should be able to establish transparent, democratic and open involvement process; this will allow power-holders, hidden plans, personal interests to stay out of the co-creation process).

6. **Choose an appropriate process** (co-creation can host various meetings such as, listening meetings where relevant stakeholders are sharing their standings, ideas etc; discussion meetings where different groups are debating and sharing common or distinct standings; collaborative meetings where teams or individuals collaborate on a specific project and its requirements; requirement meetings where the teams are gathering the requirements for the project etc.

Communications can be organized through surveys, workshops, platforms, teams either online or in person).

7. **Ensure there are sufficient resources** (the number of resources should be at reasonable scale while involving the stakeholders, specialists and facilitators in co-creative processes, otherwise with less resources the process could be harmful).

8. **Conduct formative evaluation** (official evaluation should be provided in order to estimate whether the outcomes of the co-creative process made a difference in solving the problem and contributing positively to the environment and communities) (Wiek, 2016).

In the following parts, co-creation methodology, models and platforms that have applied the co-creation methodology are presented and explained as well as which one would be most appropriate and beneficial to be applied in CHM decision-making process.

3.4 Co-creation as Methodology

Previously described principles, strategies, types, and reasons for co-creation are leading to the point where it can be clearly mentioned that co-creation can be considered as mainstream methodology that can be helpful to resolve various issues while managing/facilitating with various groups that have a multi-layered and interdisciplinary character. Moreover, in order to create up-to-date answers that are developed from processes that are respecting the collective idea generation / value the creative thinking of the individuals within the co-creative team is required a complex methodology as co-creation. According to Thiene in 2016,

> *"Co-creation methodology looks at the person and his/her ability to create and innovate: it is a part of the transformative engine within the dynamics of a group in action"* (Thiene, 2016).

In other words, co-creation as methodology can decrease the stress among the participants and improve the effectiveness or bring the best of their work within the team. Also co-creation methodology can fit in various multicultural contexts and can improve the creative thinking among the interdisciplinary groups.

Most recently, according to Joshi in 2018 the co-creation methodology is seen completely opposite to the traditional (push-pull) approaches such as public participation. He is claiming that co-creation,

> *"implies that different parties actually 'create' something together, instead of one part developing something for the other one to use (push-approach) or expressing a clear request or need to the other (pull-approach)"* (Joshi, 2018).

All participants / entities that are invited to generate solutions / ideas have to be at an equal levels, sharing common assets, visions and goals (Joshi, 2018). These are some of the reasons why co-creation methodology is seen as a revolutionary way of conducting research in the market, organizations, and governments nowadays completely distinct from traditional approaches.

In the website, Artway of thinking and Co-creation experiences, the phases of co-creation methodology process can be found briefly described as four academic phases of the team work (Artway of thinking n.d, source: http://www.artway.info):

1. Analysis (observation)

2. Concept generation (co-generation)

3. Restitution (action)

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4. The time to metabolize the innovation (integration).

These phases are allowing each member of the team to involve in the process creatively and innovatively and gives opportunities to the working team to be adjusted in any changing aspects of the context. Furthermore, the **co-creation methodology process diagram** is formed from:

- Two main concepts - forming the structure of the co-creative methodology:

  1. There is a "group" inside the individual.

  2. Every creation reflects its plural-creator.

- Five standpoints - explaining the methodology implemented in action as an evaluation criteria: (Artway of thinking n.d, source: http://www.artway.info).

  1. Reality is of point of view.

  2. Creativity is energy available to every individual.

  3. The aware creative act contributes to personal growth.

  4. Co-creation is a process of awakening.

  5. A change is sustainable when resources, limits and potential are connected, in equilibrium.

According to the diagram (See Figure 17), once the co-creative process is initiated it allows an evolving process where each member in the team and the team itself to thrive. In other words, the diagram is working as an invention machine that is bringing sustainable results (self-environment) to the environments and communities.

Lastly, as a result from each turned circle of the diagram is presenting a complete creative and unique process. Such processes in future could bring responsible, conscious, collective acts that are presenting the transparent, unrestricted and unobstructed nature of co-creation.

Figure 17: Co-Creation Methodology Process Diagram (source: http://www.artway.info/)

This circular and constantly adjusting co-creation methodology, as described above, if amalgamated with existing processes in CHM decision-making, could completely change the way we practice public participation in future. Co-creation methodology and Process Diagram (Figure 17) has possibilities to establish spontaneous but active and innovative solutions, which are derived for user's needs bottom-up, rather than

being imposed top-down through the powerholders. As most important part which this methodology can offer to CHM field is the fact that co-creation allows opportunities to the working team to be adjusted in any changing aspects of the context.

3.5 Existing Co-creation Models

In the practitioners' and researchers' experiences, it is suggested that if co-creation is practiced at the early stages of the design development and decision making processes then it will have positive long-range impacts and consequences (Sanders and Stappers, 2008).

According to Cross, applying participatory processes such, both at the moment of idea generation and throughout the whole key moments of the decision-making processes (as mentioned in the Burra Charter as well) can prevent man-made world problems from escalating (Cross, 1972). In that sense, the large scale problems in different fields can be enhanced through new co-creative models that are intersecting with the scientific and social domains and reconfiguring the basic understanding of human awareness for living harmoniously in enthusiastic, and sustainable environments (Institute of Noetic Sciences, 2007).

3.5.1 Co-creation Wheels, Platforms, Toolkits & Software

In both literature and in practice nowadays we can identify several co-creative approaches that are translated into different forms such as: co-creative wheel models, platforms, toolkits and software's that already scholars, practitioners/experts, NGO's /organizations and governments are conducting intensively in reality. They are serving as simple and applicable instruments / tools to provide easy, transparent and democratic ways in practice.

According to various scholars, models, such are the co-creation wheels are created in order to express the dynamic and flexible processes of co-creation (Ehlen et al., 2017). In Figure 18, a refined co-creation model – wheel is presented. This recent model is validated as practical instrument / tool from various experts in science and practice because,

> *"...generated findings from disparate practical contexts, and from disparate theoretical and scientific perspectives"* (Ehlen et al., 2017).
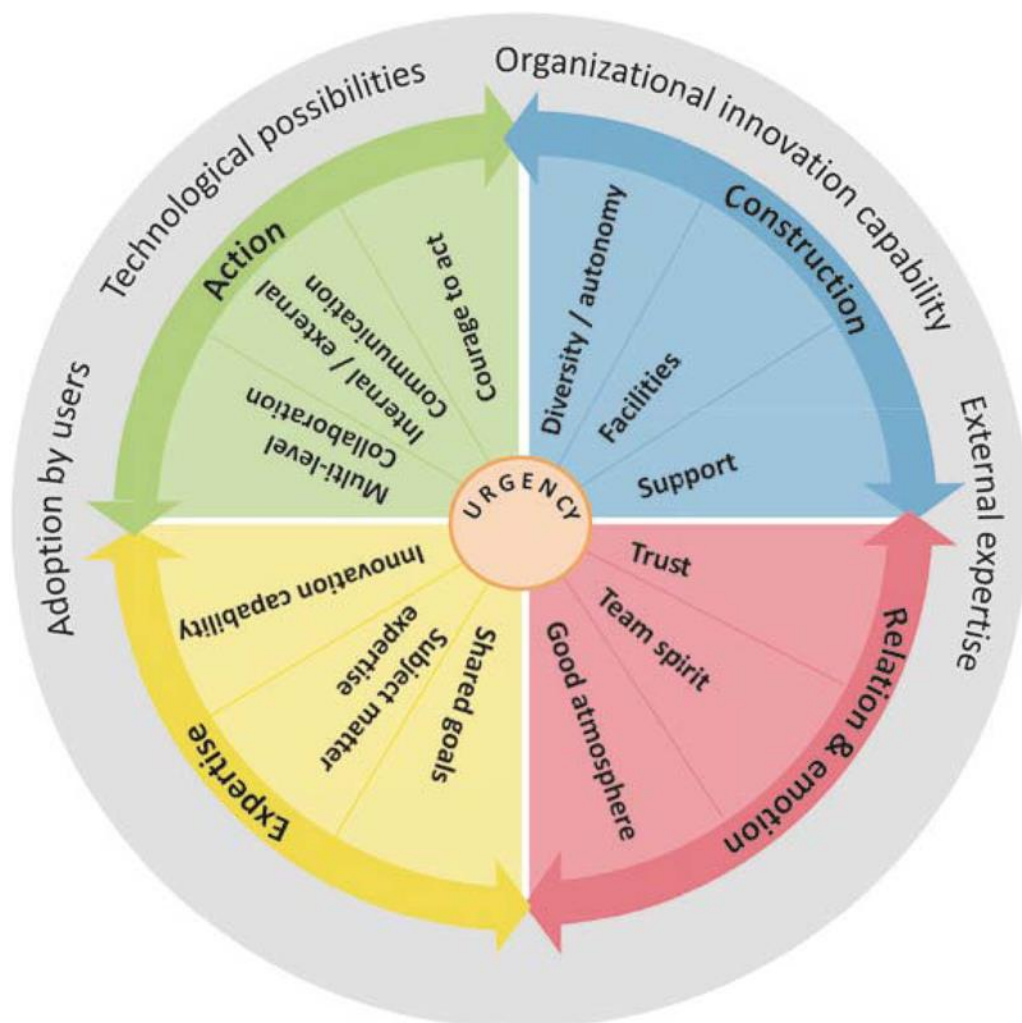

Figure 18: The Refined Co-Creation-Wheel (Ehlen et al., 2017)

Moreover, additional ways of applying co-creative methodologies are through creating different co-creative platforms, guidelines, toolkits and software's so to ease the ways of conducting the research in the market, organizations and governments.

Co-creative platforms can be generally defined as, the technologies where the owners, usually companies or organizations are inviting users with particular skills and knowledge in order to give their inputs or ideas to help in conceptualization of a product or a service (IGI Global, 2020).

They are responsible to gather a critical mass consisting of various stakeholders with a high level of engagement in the projects. Hence, the virtual communities are going to be engaged in different research phases to contribute with the knowledge production, evaluation and design. In other words,

> *"The emphasis on co-creation and stakeholder participation through all stages of the project ensures that the Co-creation platform will provide sure results while meeting stakeholder's needs"* (Co-creation Platform, 2020).

Furthermore, in order to challenge the users to bring out their best ideas and opinions, solutions related on a common topic or shared interest could be through: social networks, forums, blogs, idea competitions (supported with social media and networks), workshops, innovation toolkits or co-creative communities for social and sustainable developments might be offered (Piller et al, 2012). In such manner the interested users will be challenged and empowered to create solutions that are for a greater benefits. Alternative ways of extracting revolutionary ideas and solutions are to be created off line in specific co-creative hubs. Sharing and exchanging experiences and competences in co-creative teams of experts could outcome with such results (Piller et al, 2012).

In the research engines, there can be detected various **guidelines, toolkits and software's** related to aid co-creation practices. Most recent one in 2018, it was

published as a Co-creation toolkit from Open Government Partnerships. This toolkit is explaining the essentials of making the governments and authorities effective and efficient, less corrupt, transparent and more trusted so they can bring the best for their communities (Hughes and Varga, 2018).

Additionally, to give clues and stress out that co-creation can be easily practiced wrongly if it is not understood properly, mostly because there is lack of abilities or knowledge about the process, lack of willingness to involve / collaborate in proactive and creative dialogues. This co-creative toolkit is offering guidelines for the authorities how to deliver greater benefits, how to work for and with their communities and how to become more transparent and efficient (Hughes and Varga, 2018). Thus, directly involving communities in the application and monitoring of the decision-making processes together with the legislation. Lastly, the toolkit's main aim is to set co-creation as focal point by:

> *"...encouraging governments to set up a multi-stakeholder forums, rolling out the participation and Co-creation Standards, and fine-tuning the partnership's "rules of the game" to encourage better co-creation practices"* (Varga, 2018).

One of the ways how this toolkit can be implemented easily in practice is through the newly developed Co-creation softwares that authorities / governments can easily be open and respond to their citizens' needs and deliver democracy in its best manner. By such digital platforms – softwares, communities can be involved in co-creative practices and give their input and ideas, propose inventive solutions to particular challenges. In such a way, authorities and their sectors can reach the data that can be accordingly aligned with the legislation and real needs (Qmarkets, 2020). Moreover, these citizen engagement / co-creative software's are allowing powerful ways to:

- **Cultivate Co-creation** (to enable the communities to engage actively in developing and implementing new public initiatives, while maintaining control of the public narrative / needs).

- **Channel open innovation** (to facilitate open communications in order to foster the community involvement in local governments, as well as develop revolutionary innovations).

- **Public and innovation Labs** (to grasp the collective intelligence capacities on a particular target audience, such as academicians, private sectors, entrepreneurs so to gain strategic government challenges and aims) (Qmarkets, 2020).

3.5.2 Selection of Co-creation Model Type

In this section, all analysed co-creation models will be compared and discussed which of the co-creation models will be selected and has most potential to be applied in CHM decision-making according to its characteristics (Table 21).

According to the comparative Table 21 the co-creation models, particularly the co-creation wheel process diagram (Thiene, 2016), such as the one described in (Figure 17) in this section (3.4) it has strong potential to bring benefits to CHM decision-making because of its cyclical and constantly revolving nature. Moreover, the wheel model type of co-creation (Thiene, 2016) resembles the **crowd of people** type of co-creation which enables openness and anyone to join the process, which will suit the most for CHM decision-making process.

Table 21: Comparative Table Of Analyzed Co-Creation Models

Type of co-creation model	Name of the model and authors	Potential to be applied in CHMDM	Notes
Wheels	Co-creation methodology wheel (Thiene, 2016)	Strong potential to be adapted to CHM decision-making due to the fact that resembles the **crowd of people** type of co-creation which allows openness anyone to join	The 4 phases of the model are showing that methodology of co-creation wheel allows common and creative co-generation of ideas and solutions, requested from International Documents and Charters by ICOMOS
	The Refined Co-Creation-Wheel (Ehlen et al., 2017)	It is focused more towards selection process and **club of experts** type of co-creation and the model is fragmented and will have difficulties when applied in CHM decision-making	It explains the dynamic and flexible nature of co-creation in scientific manner
Platforms	IGI Global, 2020	Has potential to bring benefits if applied in CHM decision-making (it brings together all types of co-creation)	Digital / face-to-face settings for idea generation and dialogues with the users. It ensures proper stakeholder participation through all stages of the project
Toolkits	SIX (Social Innovation Exchange) Dialogue Café, 2011	Universal co-creation principles that is giving 5 aspects as priority list. Potential generally to be applied in CHM	Gives general principals and guidelines how to apply co-creation, knowledge is emerged through practical experiences

	OGP - Open Government Partnership, 2018	Strong potential specifically to be adapted to CHM as standardized matrix throughout and during CHM action plans	Guidelines and recommendations for applying co-creation in governments, similarity with public participation process, declared that co-creation is two steps beyond the public participation
Software's	Qmarkets, 2020	Strong potential to facilitate open communications in order to foster the community involvement in local governments, as well as develop revolutionary innovations and in CHM	Digital settings that allow relevant data collection from engaged users in finding the most appropriate idea and solution to a problem (it allows data collection of all types of co-creation digitally)

Also, the OGP - Open Government Partnership, 2018 Toolkit stated in this chapter (see Table 21) has strong potential to be adopted in the field due to the specifically standardized matrix that explains how co-creation can be applied throughout and during CHM action plans. This Toolkit clearly explains that co-creation is advanced and two steps beyond the public participation processes.

In the further development of the thesis, the toolkit and wheel type co-creation model are selected to be implemented in CHM decision-making process, because it is assumed that it will correct and respond to already existing problems of public participation. These problems and ambiguities are mentioned and detected in both international charters and case studies coming from different geographic regions and

contexts. Co-creation wheel type model (Thiene, 2016 - Figure 17) is being elaborated through four crucial stages (observation, co-generation, action and integration). This co-creation model starts with an active, creative and inclusive idea generation and, such as the first two stages: **observation** and **co-generation**. These stages are equal to the last two levels: **collaborate** and **empower** from public participation models (IAP2 spectrum and ladders) profoundly described in Chapter 2 (Figure 7). That means that this co-creation wheel model type can be seen as creative method that is always re-evaluating its steps and it starts with collaboration and active bottom-up based meetings, rather than the one way informing, and consultation processes as it can be found in public participation.

3.6 Summary of Chapter 3

At the end of this Chapter, a theoretical framework for co-creation is set through the analysis of several aspects in literature and in practice. This chapter starts with explanation and definition of co-creation as general term and its origins. Hence, it is explained how co-creation at the beginning was initiated as participatory approach but later on it evolved as bottom up and creative approach taking completely different perspective from the known public participation approaches.

Co-creation should be seen as creative and human-oriented process and as a mixture of two concepts:

1. "co" – representing the crucial value of social interactions and
2. "creation" – representing the knowledge productivity and creation of new ideas (Naphiet and Ghoshal, 1998; Kessels and Keursten, 2002; Kessels, 2004).

Co-creation as relatively recent terminology was applied initially in management strategies, businesses, organizations, and companies in order to generate new common values for both users and organizations (Koch, 2011). Furthermore, this spontaneous and bottom-up approach, allowed creative collaboration between users (bottom) and organizations (top) and rapidly became popular because it was found to be a fertile solution to the emerging problems in different sectors and societal issues nowadays (Voorberg et al., 2017). The key point of the co-creation methodology is that all participants have potential to contribute to the creative processes if they are stimulated and encouraged properly in the nearest contexts (Rigolizzo and Amabile, 2015).

In that sense, in this chapter the various reasons were stated why co-creation should be initiated. In literature, several types of co-creation were found that could be applied in various contexts depending on the organization needs such as: Crowd of People, Club of Experts, Community of Kindred Spirits and Partnership of Entities (Pater, 2009).

Additionally, leading principles and strategies of co-creation were presented together with co-creation model types. Co-creation activities in practice are applied through various models such as co-creation wheels, toolkits, platforms and software's as well. Applying co-creation models, toolkits, platforms, software's and processes means gaining various positive outcomes for both users and the authorities/organizations, including a better decision-making or services quality (Fuller et al., 2009), and preventing the threats of top-down processes and manipulation (Maklan, Knox, Ryals 2008).

At the end of this chapter, comparison of all analyzed models was done together with selection of two models: the OGP Co-creation 2018 Toolkit and Co-creation Wheel type Model (Thiene, 2016), that is applied further on in the following formation of the co-creation model for CHM decision-making in the next chapter.

Since co-creation methodology can be seen as updated version of the public participation processes it has various opportunities of broad range applications (as methodology, model, toolkit, software) in different fields, so it has the unlimited potential to be applied in the earlier stages of the CHM decision-making processes and be developed as model / framework that is required in the International Charters and Declarations by UNESCO and ICOMOS. In the next Chapter of the thesis, the intersecting relationships between public participation, co-creation and CHM as well as the development of co-creation model in CHM decision-making is presented.

Chapter 4

MODALITIES OF CO-CREATION APPLIED TO CHM DECISION-MAKING PROCESS IN VARIOUS SETTINGS

Based on these on-going contemporary mainstreams in theory and practice, co-creation as a tool and complex methodology could be actively applied as a novel model from the early stages of the CHM decision-making processes for choosing the most appropriate and sustainable outcome of the decision-making for the heritage buildings. The outcome and benefits from applying co-creation methodology should guarantee successful management based on the multi-disciplinary reality of the cultural, social and aesthetical issues, including all aspects of sustainability today. In the following chapter of the thesis, the overlaps in the phases of the co-creation methodology with the phases of public participation are explained and highlighted. The triangulation method is validating and confirming the results through explaining the model formation through intersecting relationships between the selected matters. That method includes and extracts the outcome from public participation and co-creation methods / phases both in International policies and in decision-making. The third factor that will validate the results are the selected case studies (ICOMOS and UNESCO World Heritage Sites) in last two decades with already applied heritage management plans, that bring various aspects and questions of the public participation practices. Based on these intersecting relationships between the matters, the co-

creation model in CHM decision-making will be defined. This model is presenting co-creation (wheel type model) and its phases and gives the clues how it can be implemented to offer solution to the already ongoing problems and ambiguity of public participative processes in CHM Plans in various geographic regions, in developed and developing countries. Moreover, the relations, benefits, challenges and possibilities between co-creation and CHM are also targeted. Lastly, the possible guidelines and applications from the co-creation model in CHM decision-making are explained as well.

4.1 Data Collection Methodology

The data collection methodology in the thesis is provided according to the following order:
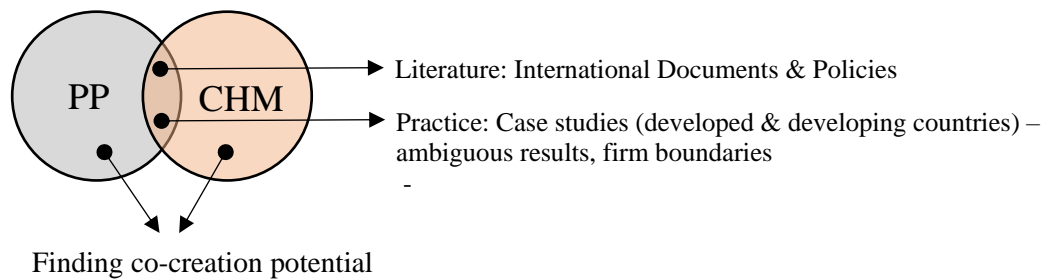
1. **Literature Reviews** regarding the essential keywords such as: public participation, CHM and co-creation. International legislation, documents and charters, existing models of public participation and co-creation, criticism on public participation are also included within the literature exploration.

2. **Case Studies examination** (purposefully selected from various geographical contexts - developed and developing countries, with a focal point of community involvement)

3. **Identifying co-creation potential in CHM** (extracting differences and similarities with public participation processes)

4. **Correlating the collected data from co-creation, public participation and CHM fields** (triangulation method)

## 4.2 Model for Implementing Co-creation in CHM Decision-making Process

As it is claimed and previously presented in data collection part, the model of the thesis is formed and elaborated theoretically according to the following 3 steps:

1. **PP + CHM**   Finding the relations between public participation and CHM. Defining and detecting the co-creation potential in CHM both through literature survey and case studies (theoretically and in practice) (under section 4.2.1)

Literature: International Documents & Policies

Practice: Case studies (developed & developing countries) – ambiguous results, firm boundaries
-

Finding co-creation potential

2. **CC + PP**   Detecting and underlining the similarities and differences of co-creation and public participation (co-creation is beyond public participation (under section 4.2.2)

Similarities

Differences

Co-creation is beyond public participation
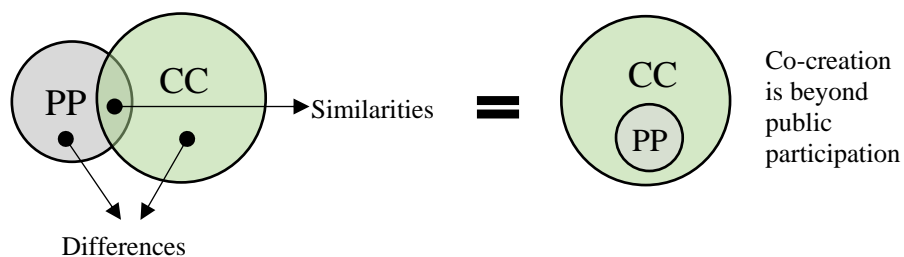
2. **CC + CHM** Overlapping relationships between co-creation, public participation and CHM and implementation of co-creation in CHM decision-making. (under sections 4.2.3 and 4.3)
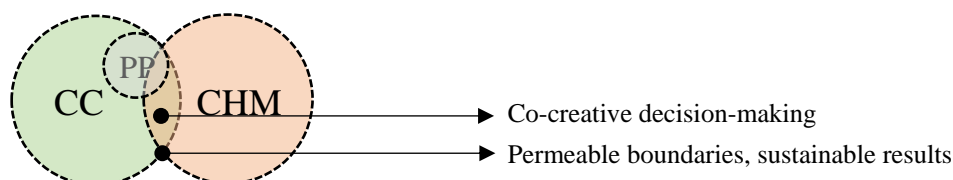
4.2.1 Underlining the Co-creation Potential in CHM

Since the main aim of the study is to propose a co-creation model in CHM decision-making, the **first step** of the model aims to identify the co-creation potential in CHM decision-making process. In that sense, literature surveys and case studies are completed.

After analysis of the extended literature survey in Chapter 2, from International Charters, International Documents and policies regarding Cultural Heritage, to the analysis of the CHM processes in theory and in practice (content analysis and evaluation of ten case studies coming from developed and developing countries), it is possible to synthetize and extract several conclusions about co-creative potentials. The collected knowledge and data from Chapter 3 about Co-creation as well it gives clues about co-creative potentials how they can be reflected in the field of CHM. In the following headings, the co-creation potential will be highlighted both in literature and in practice.

4.2.1.1 In Literature

It can be clearly detected in literature that there is a strong necessity for new ways, more active, citizen-oriented participatory approaches in decision-making. This can be

confirmed and found initially in International Policies, such as the International Charters and Documents for Cultural Heritage. In last decade, starting from 2010, the Charter for the Conservation of Places of Cultural Heritage Values in New Zealand, it is stated that opportunities for participation / consultation for interested parties should be given and present throughout whole project (See Table 24). Continuing with Florence Declaration in 2014, where more specifically it is defined that **active role** in decision-making processes should be given to communities and **"creative bottom-up approaches should be reinstated"** (ICOMOS, 2014). Furthermore, in Delhi Declaration on Heritage and Democracy in 2017, it is stated that **"collaborative decision-making will facilitate well-reasoned solutions"** (ICOMOS, 2017) for the heritage which belongs to all. Such actions related to cultural heritage (management) decision-making processes could result with more democratic, transparent and well-reasoned solutions.

In literature also, a strong criticism regarding general Public participation frameworks and processes such as the IAP2 Spectrum is confirming that there is a need for changing / updating the already existing methodology of Public participation. As Susskind in 2008 highlights most of the communities that take place in such processes are having doubt that they can be easily manipulated by authorities when it comes to the decision-making (because the decision was already done before the public participation process). Moreover, according to Robinson in 2016 and Jones in 2017, there is a need for different approaches, because the public participation process is not matching with today's stakeholder's views and it cannot be applied in practice, as it is explained theoretically through the IAP2 Spectrum.

Since the general framework of public participation was criticized by many scholars and practitioners, it directly affects the CHM decision-making processes as well. This can be as well confirmed by: Stolton and Dudley in 1999, where they are discussing the problematic application of public participation processes and decision-making in CHM in different political, economic and social contexts. Also, Xu in 2007 and Hardyansah in 2013 are claiming that public participation in different contexts acts as top-down approach and in some cases being completely passive, uncritical and inefficient way of involving the communities in CHM decision-making (See Table 22).

Table 22: Co-Creation Potential Detected In Literature

Detected in:	Co-creation potential
International Charters	• Charter for the Conservation of Places of Cultural Heritage Values, ICOMOS, New Zealand, 2010: - consultation **with interested parties and connected people**, continuing **throughout the project**; - opportunities **for interested parties and connected people to contribute to and participate in the project**;" (ICOMOS, 2010)
International Documents	• Florence Declaration, ICOMOS, 2014: "It is important to establish an **active role for communities** within formal planning/management systems **giving the community a voice within conservation decision-making processes**" (ICOMOS, 2014) "The 'human' scale of development as a foundation for **creative bottom-up approaches should be reinstated** (for effective conservation and management of the heritage)" (ICOMOS, 2014).

	• <u>Delhi Declaration on Heritage and Democracy, ICOMOS, 2017:</u> "Promote inclusive democratic community engagement processes: **Of all the people, by all the people, for all the people**" (ICOMOS, 2017) "**Community participation** in planning, the integration of traditional knowledge and diverse intercultural dialogues in **collaborative decision-making will facilitate well-reasoned solutions**…" (ICOMOS, 2017).
Literature Survey	• <u>Criticism on IAP2 Public Participation Spectrum model:</u> - Susskind, 2008 (distrust of public towards public participation and authorities manipulation in decision-making, tokenism) - Hardy, 2015 (limitation of IAP2 Public Participation Spectrum) - Robinson, 2016 (model is still theoretical, central and top-down, difficult to apply in practice) - Jones, 2017 (haziness over decision-making process)
	• <u>Criticism on Public Participation in CHM:</u> - Stolton and Dudley, 1999 (will not work in various contexts and regions) - Xu, 2007 (passive, uncritical, inefficient view of public participation) - Hardyansah, 2013 (authorities are prioritizing top-down approaches and decisions for managing the cultural heritage) - Santaganti, 2017 (public participation should be action-oriented and self-committed process that involves local communities transparently)

In that sense, the communication links in public participation frameworks are missing and should be reviewed and reinitialized once again as creative and action-oriented practices (Santagati, 2017).

All these summarized clues that are detected in International Policies and on-going discussions in literature about the necessity for finding new ways rather than already existing public participation approaches are matching and corresponding with co-creation approach. Also, as we can follow in this Chapter, co-creation methodology has a broad range of application and possibility to be adapted to different fields / disciplines. This flexibility of the approach is justifying why co-creation could be fitting in the CHM domain.

Besides that, the co-creation approach could be the answer to the on-going criticism, debates and discussions about the traditional public participation approaches and decision-making and could enable new, active, creative, democratic and transparent mainstream in CHM that matches with the 21st century as required in International Declaration and Charters by UNESCO and ICOMOS.

4.2.1.2 In Practice (case studies)

Besides, the detected co-creation potential in literature survey analysis and in on-going discussions related to public participation, co-creation potential can be detected in practice as well. In Chapter 2, after the analysis of ten different case studies (from developed and developing countries) and CHM plans that are internationally recognized as World Heritage Sites by ICOMOS and UNESCO, it possible to drive several conclusion.

The case studies that are coming from developed and developing countries presented ambiguous results. On one hand, public participation approach / model that was applied in developing countries resulted with problematic outcomes, because in most cases public participation was completely neglected, manipulated or only applied up to the Inform stage from the public participation model (IAP2). On the other hand, the developed countries case studies, has many similarities with co-creation approach because the citizen involvement / consultation was provided according to the stages Involve, Collaborate and Empower in the Public participation spectrum model (See Table 23). Also, in these case studies co-creation potential can be seen because they resulted with more active, transparent and democratic outcomes.

Table 23: Co-Creation Potential Detected In Practice

Detected in:	Co-creation potential
Developed countries case studies	• <u>CHM Case Studies, UNESCO Worlds Heritage Sites:</u> - The Rocks, Sydney, Australia (2010) - The Old Town of Regensburg, Germany (2012) - St. Albert, Canada (2013) - The City of Graz, Austria (2013) - The Old and New Towns of Edinburgh, Scotland (2017-2022) Note: Similarities detected with co-creation methodology and the nature of creating the monitoring meetings, yearly based, forum based discussions and decision-making processes. Appling integration and cyclical monitoring of the decision-making process for the CHM.

Toolkits	• Open Government Partnership (OGP) Toolkit Participation and Co-creation:
	- Varga, 2018 (implementation of co-creation methodology and decision-making in governments in various geographical regions)
	- Hughes and Varga, 2018 (implementation of co-creation methodology and decision-making in governments in various geographical regions)

Furthermore, in this Chapter related to the Co-creation Toolkit for Open Government Partnership, Hughes and Varga in 2018 are explaining the similarities between the public participation approaches and co-creation at the same time referring to the fact that co-creation standards are requiring Collaborate and Empower stages as mandatory from the Public participation spectrum (IAP2).

Additionally, it is possible to declare that co-creation potential can be found both in theory (as recent policies requirements and on-going discussions) and in practice already overlapping with some parts of the public participation approaches. In that sense, in next part the differences and similarities between public participation and co-creation will be explained, clarified and defined as well as which parts are essential in order to reach the co-creation standards and most beneficial results.

4.2.2 Co-Creation vs. Public Participation

In the **second step** of the model, the similarities and differences between public participation and co-creation are achieved through direct comparison. This is needed

due to the fact that co-creation and public participation as methodologies / procedures are particularly used and practiced already in various cases in order to ease the decision making processes and to bring mutual and beneficial outcomes the stakeholders, institutions, organizations, environment users.

After extended literature surveys regarding CHM it can be estimated and compared that these two methodologies: **public participation** (already resulted with ambiguous outcomes in practice in the CHM domain) and **co-creation** (already successfully applied in different fields and has potential to be applied in CHM domain) share several common aspects but as well as major differences.

It is clearly stated and known from International Policies and Documents for the CHM, such as the New Zealand Charter in 2010 and Burra Charter in 2013, that public participation should be encouraged and should be engaged and contribute actively in the CHM decision-making processes throughout the whole process. Therefore, according to Grcheva and Oktay in 2021, there are:

1. Evident major differences between public participation and co-creation methodology. On one side, public participation in practice and in reality is usually involved in the later stages of the decision-making processes in heritage studies even though sometimes it is rarely considered as valuable and important. This is because most of the ideas and requirements are being imposed by the authorities or the experts at the beginning of the project and not derived from the real needs and problems of the users. Public participation is presenting the traditional/classical approach which in practice is usually found to be a one-way approach because in the end there are the experts and authorities who are deciding predominantly over the public's opinion or needs.

The public is participating in the process as passive participants and rarely engaging creatively with new ideas. Public participation is not aimed to creative, instead; it is limiting one-way direction process, which can lead to ambiguous results of the projects in the future, mostly depending on the various contexts and political situations in which they are being implemented (see Table 24 - left).

2. Co-creation as an active, creative and social process, based on practical collaboration between authorities and users, is initiated by the facilitators so to extract the real values, needs and solutions to the problems from stakeholders / users (Bertini and Plumley, 2014). Co-creation as a tool and method has potential to be included from the early stages of the cultural heritage decision-making processes. This allows all participants in the process together with the authorities and experts to participate in generating the ideas and solutions for the heritage commonly. See Table 24 – right.

Table 24: Public Participation Vs. Co-Creation Comparison In Decision-Making Processes In CHM (adapted from Susskind, 2008; Bertini and Plumley, 2014; Hardy, 2015; Chan, 2016; Prager, 2016; Robinson, 2016; Wiek, 2016; Jones, 2017)

PUBLIC PARTICIPATION	CO - CREATION
(Stolton and Dudley, 1999; Campbell and Marshall, 2000; Collins and Ison, 2006; Susskind, 2008; Hardy, 2015; Chan, 2016; Robinson, 2016; Jones, 2017; Nisha et. al., 2019)	(Kessels, 2004; Sanders and Stappers, 2008; Ind and Coates, 2013; Bertini and Plumley, 2014; Prager, 2016; Wiek, 2016; Ehlen et al., 2017; Hughes and Varga, 2018)
involved in later stages of the cultural heritage decision-making process, rarely considered as important	involved at the beginning and early stages of the cultural heritage decision-making process

mostly, ideas are given by experts, authorities	ideas could be generated by anyone (experts, communities, authorities)
experts and authorities are found to be principal, manipulative	all participants should be considered as equal (everyone can generate ideas)
mostly, it is found to have centralized expertize (leader/s)	there is more than one expert in the process (shared responsibility among the decision-makers)
authorities, experts are generators of ideas/solutions	experts/ decision-makers are co-creation facilitators of the decision-making process
the public is found to be passive, mostly neglected or not being informed about the processes (developing countries)	public is engaged in the processes: creating / designing / proposing
public participation has hierarchy (top-down)	co-creation is bottom-up, open, transparent and democratic process
public participation in practice is usually considered as one-way oriented process	co-creation is creative, multi-disciplinary / inter-disciplinary cyclical process
the outcome of the project is not guaranteeing success in future (unpredictable results, depending on the context)	the outcome from the applied co-creation methodology is considered successful / re-evaluated / constantly improving in future (management of heritage)

4.2.2.1 The similarities and the differences

According to Prager in 2016 and Wiek in 2016, it is possible to confirm that both of the processes of public participation and co-creation have several aspects in common. Both of the processes are requiring active and voluntary based engagement of the users (See Table 25).

Table 25: Similarities And Differences Of Public Participation And Co-Creation (adapted from, Wiek 2016; Prager, 2016; Grcheva and Oktay, 2021)

	PUBLIC PARTICIPATION	CO-CREATION
SIMILARITIES	- Both processes are requiring active engagement of the users - Voluntary involvement - Participants are learning from each other (producing knowledge – decisions and how to respond to a problem) - Both processes are aiming for an outcome that is a result of the collaborative efforts of the participants	
DIFFERENCES	• Not all types of participation are suitable and active	• Collaborative process (different working groups are taking part)
	• More likely public participation processes to be mistreated, manipulated or involved after the decision was already made.	• Successful in solving shared problems related with urgency, sustainability, creativity (stakeholders share same interests in problem solving if they can't solve it on their own)
	• Public participation usually stops at actionable knowledge	• Co-creation does not stop at actionable knowledge (**requires practical outcomes**)

Also, as another similarity is considered the production of the actionable knowledge from participants that collaborate, learn from each other and respond to a problem (Prager, 2016; Wiek, 2016). Unfortunately, not all public participation processes will result with practical outcomes (as seen in case studies results analysis in Chapter 2). Public participation has limitation and stops at the point where the actionable knowledge is produce but practical outcomes are difficult to reach.

These are some of the reasons why public participation as a framework and model has been criticized and defined as outdated and limiting in various aspects (Susskind, 2008; Hardy, 2015; Robinson, 2016; Jones, 2017). In that sense, co-creation can be seen as an upgraded version of public participative processes because it can contribute actively in the production of practical and sustainable solutions that can have positive long-range impacts and consequences in future for the management of the cultural heritage (Sanders and Stappers, 2008).

Accordingly, the public participation processes can be seen essential prerequisite for co-creation, because co-creation moves from actionable knowledge to a real changes and it is a step further when it comes in the production of practical, sustainable, applicable and concrete outcomes from the decision-making processes (Prager, 2016, Wiek, 2016, Grcheva and Oktay, 2021).

4.2.3 Overlapping Public Participation, Co-creation and CHM

The last, **third step** of the model formation is provided to extract the overlapping steps in PP and CC and their relation with CHM and to give clues how co-creation could be applied in CHM decision-making (under section 4.3).

Continuing to examine the already elaborated data in Chapter 2, the (IAP2) Spectrum of Public participation and its steps, it is possible to conclude that parts of the steps in public participation practice is overlapping with the co-creation practices that are already implemented through the governments in various countries nowadays. In table 26, the five given steps in the Spectrum are being presented, such as: Inform, Consult, Involve, Collaborate and Empower (See Table 26).

Table 26: Overlapping Phases Of IAP2 Spectrum And Co-Creation

STEPS OF THE SPECTRUM OF PUBLIC PARTICIPATION (IAP2)				
1. INFORM	2. CONSULT	3. INVOLVE	4. COLLABORATE	5. EMPOWER
DEVELOPING COUNTRIES	DEVELOPED COUNTRIES		CO-CREATION GOAL	
Public participation in practice has difficulties achieving the last stages (4. Collaborate and 5. Empower) of the IAP2 Spectrum Susskind, 2008; Hardy, 2015; Robinson, 2016; Jones, 2017			Co-creation starts with **4. Collaborate** step and genuine participation Prager, 2016; Wiek, 2016	
PUBLIC PARTICIPATION			CO-CREATION	

If we consider the case studies from developing countries it can be confirmed that most of them are having difficulties in achieving the last stages/phases of the IAP2 Spectrum like Collaborate and Empower. Some of them even are barely reaching the Consult and Involve steps as well. On the other hand, when it comes to developed countries case studies, it can be estimated that some of the Heritage Management Plans applied are reaching the level Involve and Collaborate from the IAP2 Spectrum of Public Participation. Some of the cases that is most recent and ongoing Heritage Management Plan of Edinburgh 2017-2022 is overlapping with Co-creation methodology and it is aimed to reach to steps Collaborate and Empower.

The intention of the latest International policies and Charters is to reach to levels such as: Collaborate and Empower and involve creative and active ways in decision-making practices. The aim of co-creation methodology is to initiate an active and creative, cyclical bottom-up decision-making process, similarly to levels Collaborate and Empower (they require active, creative engagement and genuine participation of the participants; they have possibility to influence decisions). That is the reason why the co-creation methodology is overlapping with public participation steps in the Spectrum Model of Public Participation (Grcheva and Oktay 2021). Furthermore, it can be detected that besides the IAP2 Spectrum of public participation model, there are also overlaps with the Ladder Model for CHM developed by Chan in 2016 (Table 27).

When we compare the steps / phases with co-creation, it can be confirmed that the initial three phases such as: Education / Promotion, Protection / Conservation, Informing can be classified as non-participation steps in the model.

Moreover, the fourth and the fifth phase: Consultation and Advisory are belonging to the low participation (tokenism) classification. In the last three phases: **Partnership, Grassroots-Led Negotiations, and Self-Management** which are classified as high participation in the **Ladder Model in CHM**, it can be seen that they are overlapping with the **Collaborate** and **Empower** steps in the **IAP2 Spectrum of Public Participation** and at the same time it is possible to discover that initial two phases of **Co-creation** are overlapping as well.

Table 27: Overlapping phases of IAP2 Spectrum, Ladder Model in CHM and Co-creation

PUBLIC PARTICIPATION SPECTRUM (IAP2)	LADDER MODEL IN CHM (Chan, 2016)	CO-CREATION	
		4. INTEGRATION (time to metabolize the innovation / decision)	Active
		3. ACTION (restitution / common and sustainable decision-making, extracted from "co-generation step)	
5. EMPOWER	8. SELF MANAGEMENT 7. GRASSROOTS - LED NEGOTIATIONS	2. CO-GENERATION (concept generation, policy makers / experts are facilitators of the citizens)	Level of public participation
4. COLLABORATE	6. PARTNERSHIP	1. OBSERVATION (analysis through empowered dialogue)	
3. INVOLVE	5. ADVISORY		
2. CONSULT	4. CONSULTATION		
1. INFORM	3. INFORMING		
	2. PROTECTION / CONSERVATION		
	1. EDUCATION / PROMOTION		Passive

Legend:

Non-participation

Low participation (Tokenism)

High participation

Active participation (Empowered)

The phases **Observation** and **Co-generation** as highly participatiory steps are positioned as intial steps of the Co-creation methodology.

What differs co-creation from the rest of the public participation models (generally as IAP2 Specturm and specifically for CHM as Ladder Model) is that the process starts with high participation of the involved entitites ulike the rest of the models. Hence, the rest two phases of the co-creation model as **Action** and **Integration** are classified as **active (empowered) participation**. These two imporant and active stages from co-creation model are missing in the already existing public participation models in Cultural Heritage Managment decision-making processes.

One of the main reasons of having ambiguos results in CHM field is the lack of transparent and empowering dialogues and decisions that are extracted and derived from the real citizens needs. Additionally, due to the overlaps in the phases of public participation and co-creation there is the potential of transition to co-creation, as new methodology, if implemented correctly starting with high participation in the early stages of the decision-making process (Table 28). With such significant changes, answers and respond can be given to the rapid changes of communities today as required from International Documents (Burra Charter).

The co-creation model in CHM is formed through synthesis and intersection of the co-creative methodology / approaches that are including **genuine participation** extracted from public participation approach and all needed stages and phases that are defining co-creation.

Table 28: Public Participation Vs. Co-Creation Phases İn CHM

PUBLIC PARTICIPATION		THE BURRA CHARTER	CO-CREATION		
PHASES:			PHASES:		
1. INFORM	**1a.** Involved in later stages of the cultural heritage decision-making process (sometimes rarely considered as important)	**UNDERSTAND THE SIGNIFICANCE** 1. Understand the place 2. Access cultural significance	1. OBSERVATION	**1a.** Collaboration involved at the beginning and early stages of the cultural heritage decision-making process (**Collaborate**) **1b.** There is more than one expert (**Empower**)	
2. CONSULT	**2a.** There is only one expert (leader) **2b.** Experts and authorities are dominant and manipulative				
3. INVOLVE	**3a.** Ideas are given by experts, authorities, and communities, and the public is sometimes involved in the process **3b.** Authorities and experts are generators of ideas/solutions/policies				
4. COLLABORATE	**4a.** The public is mostly passive, there is no collaboration, and the public is only informed, completely neglected, or manipulated **4b.** Public participation became a hierarchical process (top-down)	**POLICY DEVELOPMENT** 3. Identify all factors 4. Develop policy 5. Prepare a management plan	2. CO-GENERATION	**2a.** All participants are equal (everyone can generate ideas, workshops, or formal/informal meetings) **2b.** Ideas are generated by anyone (experts, communities, or authorities)	
5. EMPOWER	**5a.** Public participation is a one-way oriented, limiting process, rarely reaching the Collaborate and Empower phases **5b.** The outcome of the project is not guaranteeing sustainable future heritage management (unpredictable/ambiguous)	**MANAGEMENT IN ACCORDANCE WITH THE POLICY** 6. Implement the management plan 7. Monitor the results and review the plan	3. INTEGRATE	**3a**. Experts are co-creation facilitators of the decision-making process and extractors **3b.** The public is actively contributing/creating (workshops, forums, online platforms, data, and feedback collecting)	
			4. ACTION	**4b**. Co-creation is a practical, creative, and multi-disciplinary cyclical process **4c**. The outcome from the applied co-creation methodology is successful in future heritage management (transparent/sustainable)	

These already defined crucial four stages such as the: **Observation, Co-generation, Action** and **Integration** together with all co-creative types, principles, strategies, possible digitalized co-creative platforms and software's available (Chapter 3) are giving clues that already existing principles of public participation could be upgraded and changed with the co-creative methodology.

If the mentioned above 4 stages of co-creation are infiltrated in CHM Plans in both developed and developing countries, the co-creation model / methodology could enable and allow democratic, actionable, creative, transparent, bottom-up and sustainable decision-making processes (Figure 19).
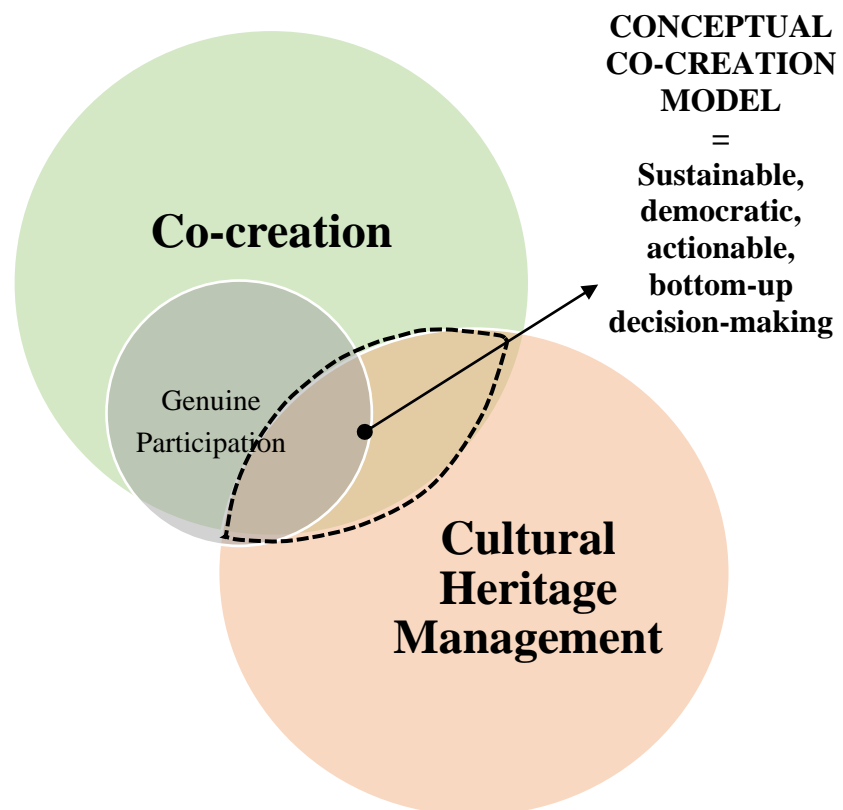

Figure 19: Conceptual Co-Creation Model In CHM Decision-Making

4.3 Clues for Implementing the Co-creation Model

Co-creation will not be an easy process for application especially for the CHM policies and policy makers mostly because they are related with the governments and they do not want to give up the power to make legislation and laws and give freedom and power to citizens to decide. In that sense, the most desired outcome for co-creation model to be implemented in CHM is to create a balanced structure and process of the policies with specific rules for co-creation. In the existing public participation processes in CHM we can follow that there is a real lack of high and active participation (Figure 20). Levels such as the **Grassroots-Led Negotiations** and **Self-management** in the Ladder Model of Chan in 2016 is difficult and almost impossible to be reached.

There is lack of dialogue and creative collaboration between: experts, authorities, legislation makers who are evaluating the present conditions and obstacles, observe and understand the needs of the users. Mostly, the solutions and decisions are not commonly taken through active and empowered dialogues. The real needs for making the conceptual projects that later on will be executed and managed are not derived from one consultation or several juries or advice meetings (Needham, 2008). Another real problem and key point of public participation is that the stakeholders in most of the cases, are not involved in the policy process as early as possible as well as should be well informed and know the aims and expectations (Reed, 2008). Legislation makers in existing public participation process are having the role of experts and often are imposing their ideas and solutions. Hence, the outcome of such one-way and top-down process most of the cases is resulting with unpredictable and un-sustainable management of the heritage buildings.

Co-creation on the other side, is not relying on advices, consultation meetings that are happening once the decision is being made; instead, co-creation benefits from creative conversations and dialogues that are powerful and empowering, active collaborations (Needham, 2008).

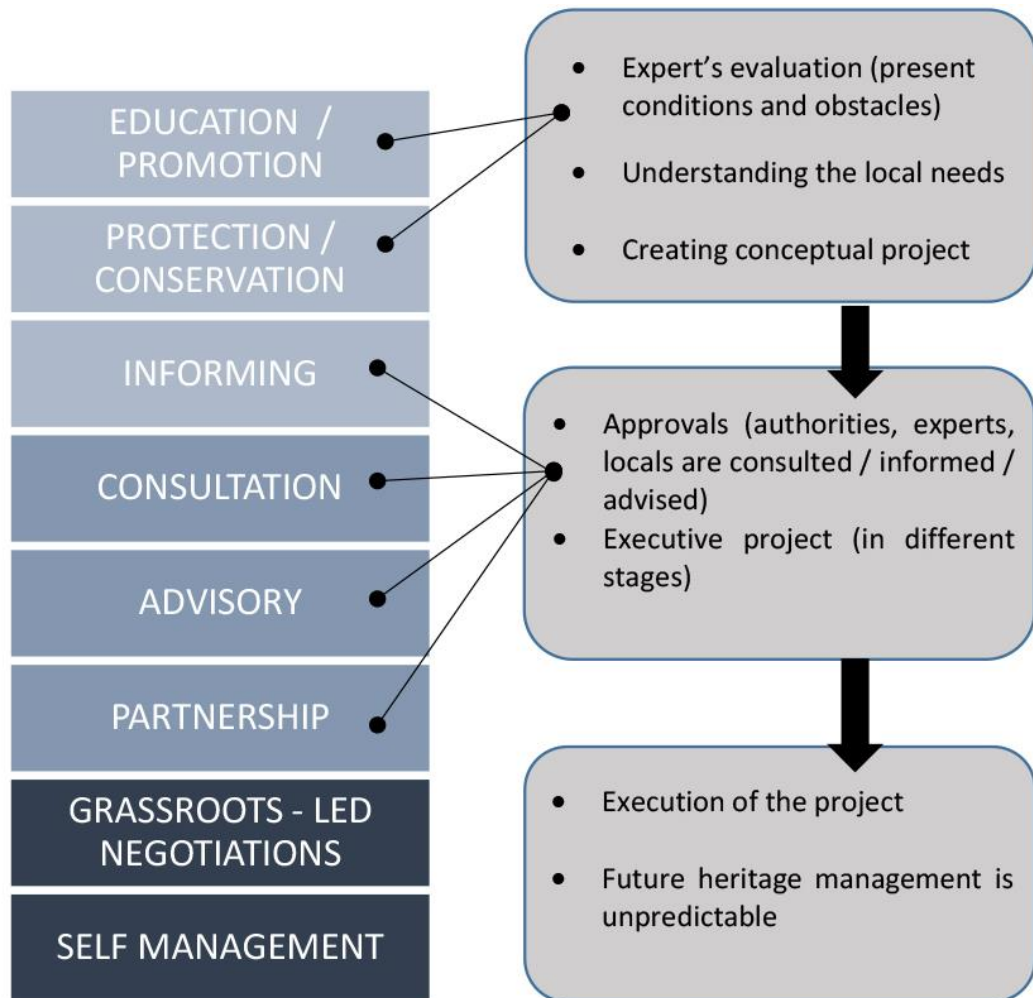Figure 20: Public Participation Ladder Approach In CHM Decision-Making

If a powerful dialogue (two-way communication) is initiated from the Observation and Co-generation stage (Figure 21) and everyone is equally empowered, informed and heard about the real problems and obstacles, than a widely supported policy, creative solution or action could be the outcome of such dialogue and the participants /

legislation makers will experience that other's opinions and perspectives are useful

and that they matter (Fung, 2003).

- Finalized project (integration of sustainable and successful future heritage management
- Time to metabolize, monitor and observe the common taken decisions

- Experts as co-creation facilitators
- Organizing workshops, dialogue meetings and gathering with users / stakeholders
- Understanding the problems, obstacles

4.
Integration

1.
Obeservation

3.
Action

2.
Co-generation

- Executive phase: in different stages
- Active and creative problem solving (common decisions and solutions based on the generated ideas)

- Conceptual phase: Generating ideas (stakeholders, authorities, experts, users are all equal)
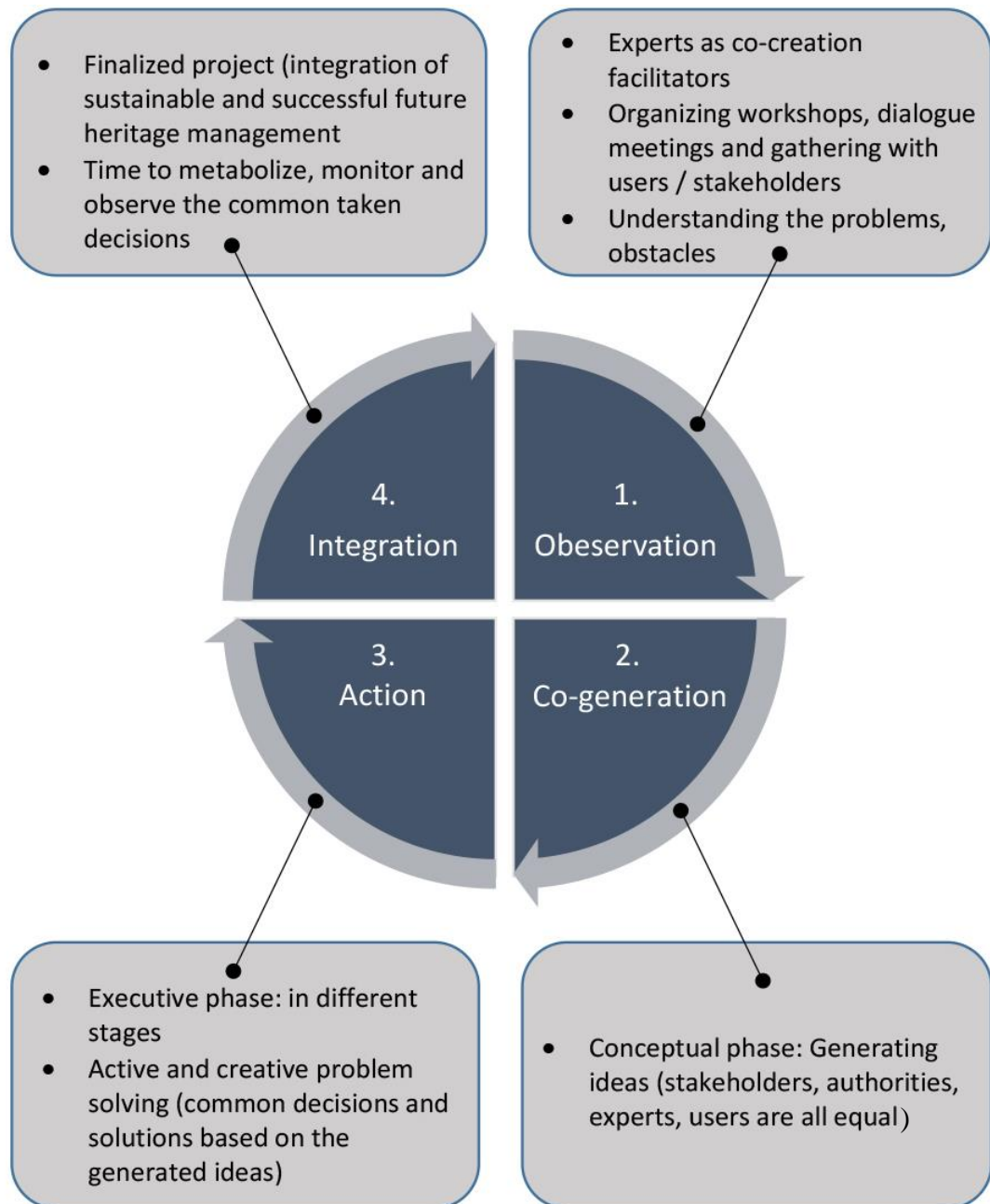
Figure 21: Four Phases For Applying Co-Creation Model In CHM Decision-Making

Another key aspect for successful implementation of co-creation in CHM, is to engage

the stakeholders in the policy process in the initial stages/phases of the decision-

making process by knowing and transparently announcing the aims and expectations to the participants (stages **Observation** and **Co-generation**) (Thomas, 2013).

In that way, experts and legislation makers should ensure that advices, participants' perspectives, opinions, the generated ideas and solutions, that are being created commonly will be used and taken into consideration.

The skilled experts / legislation makers have to change their role into facilitators of the citizens, lead the co-creative process (Pedersen and Johannsen, 2014). The main difference in public participation and co-creation is that co-creation is going steps further into reaching the actionable results. The project selected to be executed in different stages after the innovative and creative solutions are being generated in the co-creative process.

Co-creation Model finishes with integration part and leaves time for metabolize, observe and monitor the commonly taken decision, always by correcting, re-evaluating and adjusting to the changing aspects of the context. Moreover, it fits in various multicultural contexts and can improve the creative thinking among the interdisciplinary groups. The co-creation model is working as an invention machine that is bringing sustainable actionable results (self-environment) to the environments, communities and citizens.

Furthermore, all participants including the legislation makers in CHM can benefit and experience all the advantages from co-creation process and reach to most actionable, democratic decision making that can bring sustainable management of the heritage in future (Bolivar, 2015; Nabatchi, Ertinger and Leighninger, 2015).

4.4 Possible Applications & Settings of Co-creation

Since co-creation started rapidly to spread in various fields and in governments, practitioners already tested and established list with suggestions, settings and guidelines how to provide and apply co-creation in practice. Thus, co-creation model and methodology in CHM field can be applied through two-way interaction in the meetings. Establishing active and interactive two-way communication channel with the groups of interest is the main goal for co-creation application. Applying co-creation as method is offering flexible and applicable possibilities because the meetings can be organized as face to face as well as online through the use of the digital platforms (Linders, 2012).

Even though face to face and online meetings have distinct characteristics, both can be applied depending on the need, occasion, context and reasons. Digital interaction and organization of online co-creation meetings are offering set of benefits when time is limited for the participants and there are obstacles in arranging face to face meetings. There are several aspects that need to be noted when organizing either face to face or online co-creation meetings (Neulen, 2016).

4.4.1 Timing and Place

Since people have more and more limited time nowadays, many participants could prefer digital meetings rather than face to face meetings because of the time consumed by traveling or geographical separated. Digital meetings are more suitable for some organisations and require less time in that sense, especially if there is a large group that needs to take place in the co-creation meetings. The only limitation that digital meetings could be facing is regarding the time demand when a task needs to be completed in a group. When there is time limitations, groups could complete the co-

creation task faster rather than in online environment (DeSanctis and Gallupe, 1987; Perry, 1992; Reid et al., 1997; Meyer, 2003; Ebbers, Piterson and Noordman, 2008).

4.4.2 Social Attendance

Another important factor for realizing co-creation in CHM field is the social attendance. When co-creative meetings are being organized, face to face communication is crucial due to fact that the information and decision-making should be shared within the group setting as well (Sia, et.al, 2002). Social attendance to some extend creates "satisfaction, impressions of the quality and build trust" (Aragon, 2003). In that sense, through online meetings, these feelings among the co-creation groups are much more difficult to be achieved.

On the other hand, in some cases, online co-creation meetings could be more suitable for decision-making in CHM, due to the fact that attendees can act anonymously, rethink, formulate and express their ideas in more convenient manner.

4.4.3 Spontaneous Interaction

Co-creation is representing the spontaneous communication and interaction among the attendees in the groups. When a co-creation meeting is organized in face to face setting, the attendees could react and respond more spontaneously and come to a common solution quickly. In online communication, spontaneous interaction can be easily interrupted and difficult to be achieved. Moreover it requires more self-discipline and tolerance. Hence, when the attendees have to generate ideas commonly, which is a multifaceted and ambiguous task,

> *"...a rich-medium like face to face is more preferable because they can immediately react on things which they do not understand or they disagree with"* (Ebbers et.al, 2008).

Additionally, in all cases described above, whether co-creation meetings are to be organized face to face or online, co-creative facilitators should decide about the meeting form deepening on the present context. It should be inspected and estimated, which type of meeting settings will be the most suitable for co-creation application and which parameters of the meeting settings will increase the intention of attendees to actively participate and contribute in the co-creation meetings. Applying co-creation model in CHM meetings will target and trigger sustainable and beneficial decisions.

4.5 Benefits from Co-creation in CHM Decision-making

The implementation of co-creation in CHM field will trigger numerous beneficial aspects, especially in the decision-making processes, and introduce additional sustainable outcomes while managing the heritage. Co-creative decision-making could enable, sustainable, social, innovative, cultural and economic benefits. Hence the benefits of co-creation in CHM decision-making can be listed as:

1. Sustainable, transparent, innovative and successful outcome of the CHM decision-making.

2. Democratic, bottom-up decisions based on the generated ideas of the users of the heritage.

3. Increased cultural, socio-economic impact in the nearest context of the heritage buildings (due to the bottom up decision-making) and (re) use of the heritage buildings.

4. Spontaneously derived solutions and new ideas through common meetings with stakeholders and facilitators.

5. Making the user's part of an actionable and creative process in idea generation and problem solving.

6. Removes barriers between stakeholders, everyone is equal.

7. Possibilities to adjust to the context, meetings could be organized face to face or online.

8. Co-creation as bottom-up and actionable approach fits in various multicultural environments.

9. Co-creation is an updated version of the public participation models that exist in CHM.

10. Co-creation is cyclical process that allows constant monitoring, updates and corrections of the decisions made.

Co-creation in CHM can be seen as a beneficial respond and solution to all the dilemmas that public participation models were facing in the decision-making process. Most of the problems that are coming from public participation models in heritage management are always related with the one-way, not transparent and its undefined parameters. Moreover, they are considered as an escape from the genuine and proactive participation with all stakeholders, so manipulation and tokenism are the two of its major side effects in the decision-making process. In that sense, if adapted to CHM, co-creation and its methodology of decision-making could improve the manipulation and tokenism because every participant that is concerned in the process could offer ideas and solutions as same as the rest of the stakeholders without any imposing. The obstacles and side effects that are already existing in the public participation processes will be eliminated through democratic, equal and balanced participation in platforms and workshops only if co-creation is applied at the beginning of the decision-making process.

4.5.1 Co-creative Challenges

Introducing co-creation in CHM decision-making process could be very challenging and difficult process, due to the fact that it is initiated in the last two decades as bottom-up method. Another fact is that could be challenging is that not many countries and stakeholder are not yet familiar with such process. That's why it could have varying results when it comes to implementing in CHM in different contexts and different countries. Co-creation could face limitations when it comes to be applied in both developed and developing countries. One of the limitations that co-creation has is, that not many of the participants are aware and informed what co-creation is about, and that's why misunderstandings in the process could appear. Another challenge that could appear when adjusting to CHM is when people know what co-creation is and they are powerholders or involved with politics try to dominate the process, which could led to non-objective, non-innovative, non-creative ideas or solutions.

If co-creation is applied and encouraged to be adopted as creative and human oriented process in balanced and equal engagement of the various stakeholders / powerholders, authorities, locally and internationally and will bring improvement in the transparent decision-making in CHM. Hence, this will be realized only when the process is guided bottom-up through trained co-creative facilitators, through organized meetings, debates, social-media platforms, questionnaires, forums, interviews, workshops that serve to extract the main ideas and mainstream from the users of the nearest context of the heritage buildings or areas. These objective extracts of bottom-up knowledge will open up different topics and ideas that could challenge the already existing passive public participatory approaches in CHM decision-making.

Whether co-creation will be applied in developed or developing countries, it should be known that co-creation is only relevant when it is investigated through real experiments (meetings, debates, social-media platforms, questionnaires, forums, interviews, workshops) with various entities, whether face to face or through online platforms. These experiments are giving the opportunities to update "public participatory" processes in most preferable way.

Co-creation process could never be practiced and turn out the same in two different contexts, environments. Co-creation's guidelines and recommendations as mentioned in Chapter 3 together with co-creation model explained in this chapter are showing how co-creation can be applied in most transparent, actionable and democratic ways at same time improve the flaws of public participation.

4.5.2 Applying Co-creation in CHM Decision-making Practice

Recently established co-creation methodology started rapidly to be applied in various fields and governments as toolkit, platforms, software's at same time to improve and provide opportunities for the inner relationships and decision-making processes in companies, institutions, and governmental bodies in different geographies. If we focus on the Co-creative Toolkit (Varga, 2018) it is possible to find a standardized matrix that is already established to ease the co-creation decision-making process in various governmental bodies in different regions. Due to the detected direct relations and similarities with public participation models and its specified advanced update to co-creation, such co-creative toolkit (based on practical experiences) is pointing out the possibilities to be adjusted to the other fields as well. This toolkit and its elaborated standardized matrix reveals potentials to be altered and manifested throughout and during CHM Action Plans and decision-making as well (Table 29). The altered

standardized matrix presented as Table 29 bellow is elaborating how co-creation will be applied in CHM process through three primary stages of dialogues:

1. Dissemination of Information (provides the participants relevant information about the CHM processes together with feedbacks how their contributions and engagement is taken into consideration).

2. Spaces and Platforms (formed for dialogues and co-creation to facilitate comprehensive and ongoing discussions, through the usage of various spaces, platforms that are suitable for the varying context).

3. Decision-making (co-ownership, bottom-up and joint decision-making relations with the stakeholders, local communities, facilitators, individuals etc., should possess and cultivate the process commonly).

These three stages of dialogue include standards that require engagement of various entities such as: stakeholders, local communities, facilitators etc. at international, national and local levels and are expected to follow the standards. All of the three stages are divided into (Table 29):

- **Basic (public participation) requirements** (all participants are expected to meet the minimum standards);
- **Advanced (co-creation) requirements** (all participants should be encouraged and supported to aim towards it).

The co-creation standards in the matrix that should be applied are divided into three phases (Table 29):

1. **Throughout the CHM Action Plan**

(co-creation standards are outlining what is expected from the authorities and stakeholders that are involved in the CHM process throughout the full Action Planning process).

2. **During Development of CHM Action Plan**

(co-creation standards are outlining what is expected from authorities and stakeholders when they are leading the CHM process during the development and publication of the CHM Action Plan).

3. **During Implementation of CHM Action Plan**

(co-creation standards are outlining what is expected of the authorities and stakeholders who are involved in the CHM process during the implementation, monitoring and reporting of the Action Plan).

In that sense, if such advanced level of participation (co-creation) as described in the standardized co-creation matrix is applied in CHM, it will enable practical guidelines and solutions for the various participants and entities that take part in the decision-making process and Action plans. Hence, if applied, the matrix will present the main differences and starting points of co-creation and will serve as recommendation, information for raising awareness about co-creation method and its importance in implementing transparent bottom up decision-making. Due to the need for new creative ways in International Documents and Charters, the co-creative matrix is showing how new, bottom up creative and innovative decision-making could be provided.

Table 29: CHM Process Matrix For Implementing Co-Creation Through The Development And Implementation Of CHM Action Plan (adapted from OGP Toolkit, Varga, 2018)

CHM PROCESS (STEPS)	TYPE OF PARTICIPATION	A. THROUGHOUT CHM ACTION PLAN	B. DURING DEVELOPMENT OF CHM ACTION PLAN	C. DURING IMPLEMENTATION OF CHM ACTION PLAN
1. DISSEMINATION OF INFORMATION	Advanced (co-creation)	- plain language - range of communication channels - targeted outreach - clear visualizations	- all contributions are published (transparently) - selection reasoning - range of communication channels implemented	- regular joint CHM & civil society organizations updates - regular commitment progress dashboard
1. DISSEMINATION OF INFORMATION	Basic (public participation)	- dedicated website - lead agency and points of contacts - all administrative languages - document repository - communication	- involvement opportunities discussed - regular development progress updates - overview of contributions	- progress updates - public comments possible
2. SPACES AND PLATFORMS	Advanced (co-creation)	- co-creation strategy of inclusion of various entities - wide-ranging outreach - online/ face to face discussion forums for raising	- collaborative agenda-setting - active and creative promotion of opportunities for participation - working groups formed for generating, refining commitment ideas	- public debates / discussion on self-assessment reports - meeting opportunities with authorities - interactive progress discussion - independent and transparent reporting mechanism (co-creative

		awareness and active participation	- creative feedbacks on draft Action Plan asked	facilitators) findings discussion and presentation of the involved entities
	Basic (public participation)	- stakeholder forum is formed - remote participation possible - records are kept - awareness raising	- few opportunities for participation in Action Plan development - some background information - consultation methodology - opportunity to respond	- implementation meetings - implementation input encouraged
3. **DECISION - MAKING**	**Advanced (co-creation)**	- joint decision-making for CHM (authorities, all working groups, entities) - code of ethics - fair and transparent selection of decisions / ideas - creative and proactive reporting on activities in forums	- joint design for Action Plan development process - equal power - joint decision on commitments	- working groups formed for commitment implementation and monitoring of the chm Action Plan - quarterly working group meetings - biannual progress updates
	Basic (public participation)	- jointly developed stakeholder forum concerns on CHM	- stakeholder forum has several meetings - feasibility discussion - commitments discussion and reasoned response	- implementation monitoring and improvement by stakeholder forum and self-assessment report discussed with stakeholders

In that sense, the International Document and Charters requests will be responded through the possibility to infill the co-creative model and its challenges, possibilities and guidelines in the domain of CHM.

4.6 Summary of Chapter 4

Chapter 4 is opening up the dialogues and mainly elaborates on the intersecting relationships of co-creation and public participation, their similarities and differences, the co-creation model formation, its benefits, challenges, and possibilities that can be accustomed to CHM Action Plans and its decision-making process. This chapter starts with underlining the co-creation potential in CHM both found in literature and practice. Also, it aims is to present co-creation as bottom up, flexible, transparent and democratic approach in the CHM could enable greater productivity and growth of benefits (Ramaswamy and Gouillart, 2010); innovative competitive meetings and services (Whiteley and Hessan, 1996); wider acceptance and reduced improbability of the decisions made commonly by relevant participants and authorities (Prahalad and Ramaswamy, 2004b; Oldemaat, 2013).

Moreover in this chapter, the overlapping points of public participation and co-creation are showing that both methodologies have similar common ground but, co-creation should be seen as the next advanced phase of an unaffected / **genuine public participation** [5] due to the fact that it allows active, creative and practical outcomes from the CHM Action Plans and decision-making, instead of one-way communication

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[5] Defined initially by Prager, 2016 and confirmed by Varga, 2018 in the OGP Toolkit for Participation and Co-creation (heading 3.5.1 of this Chapter) stating that co-creation should begin with the **"collaborate"** and **"empower"** steps of the **IAP2 Spectrum of Public Participation**.

that results with passive and ambiguous consequences in decision-making processes in general or in cultural heritage management domains (See Figure 22).

Genuine participation is a prerequisite for co-creation / steps "Collaborate" & "Empower" from IAP2 Spectrum of Public participation are essential
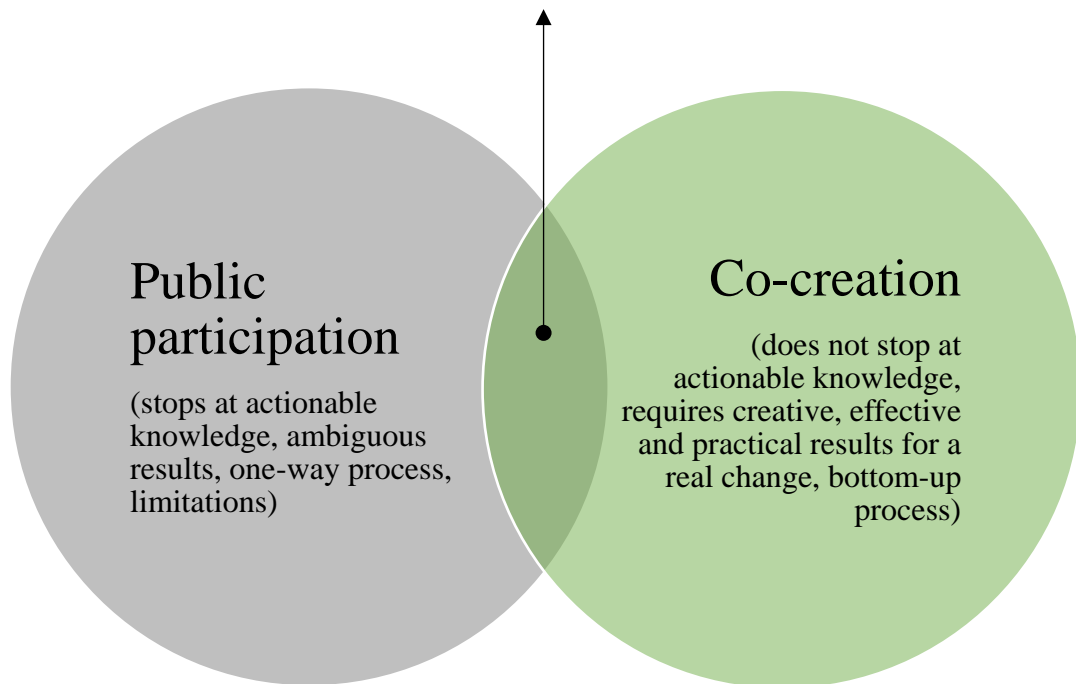

Figure 22: Venn Diagram Of CC - Co-Creation And PP - Public Participation Approaches / Processes

Furthermore, is this chapter, the co-creation methodology and model is presented together with the clues, guidelines, possible applications and settings how to be implemented in CHM so to reach most benefits out of it.

As it can be seen in the Venn Diagram in Figure 23 bellow, the intersecting point of CHM decision-making (with genuine participation) and co-creation will enable sustainable, democratic, actionable and bottom up decision-making and allow sustainable solution for the CHM (See Figure 23). In that sense if we highlight and integrate co-creation methodology and its characteristics, possibilities, guidelines and

standards as previously explained with co-creation standardized matrix, in CHM decision-making it is possible to correct the flaws and the mistreatment of the existing public participation processes that lead to ambiguous outcomes in various contexts.
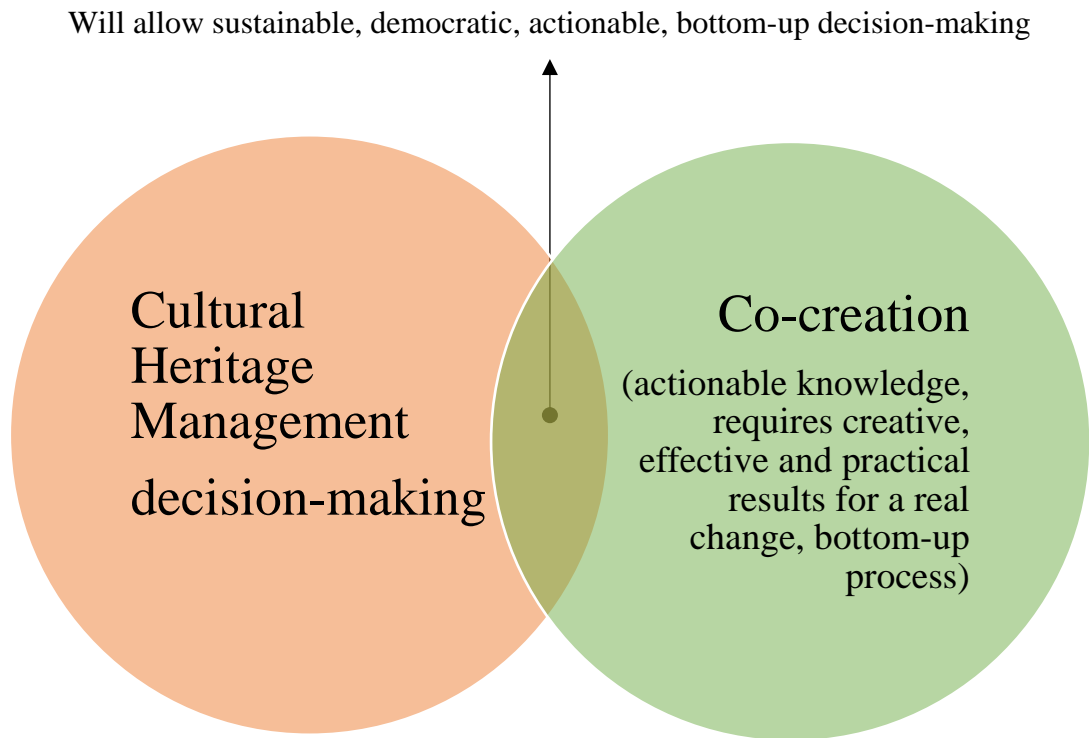
Will allow sustainable, democratic, actionable, bottom-up decision-making

Cultural Heritage Management decision-making

Co-creation
(actionable knowledge, requires creative, effective and practical results for a real change, bottom-up process)

Figure 23: Venn Diagram Of CHM And Co-Creation

Chapter 5

CONCLUSION

Bringing out the importance and complexity of the multi-layered characteristics of the terms CHM decision-making along with the keywords public participation and co-creation, are the starting points of this dissertation. After theoretical framework was set and extended literature survey of the above mentioned key terms, it was possible to detect the ongoing mainstreams in the International Documents and Charters related to cultural heritage processes and how they are proceeded. Hence, in the theoretical part, problems, flaws and ambiguity related to public participation and its models were found. Practitioners and experts discussed that, public participation particularly, when applied in CHM decision-making it is facing difficulties and could not be applied in practice as it was theoretically defined in the past.

Moreover, some of the discussion points are declaring that public participation and its models are outdated and not relevant to the today's needs in practice and in CHM as well. The need for finding new approaches and more creative ways in CHM was confirmed in International Documents and Charters, as elaborated at the beginning of the Chapter 2 in the thesis. Moreover, towards the end of Chapter 2, purposefully selected case studies (UNESCO World Heritage Sites) from various geographies, which already have applied CHM plans are showing not sustainable and ambiguous results. Public participation processes in most of the developed countries are applied through different platforms that mostly are depoliticized and are aimed to raise the

awareness of the citizens about the importance of the common protection, management, and maintenance of the heritage. Public participation processes in CHM decision-making and in most of the cases, particularly in the developing countries are involved in the later stages of the decision-making process and very often it is rarely considered as an important part of the process sometimes even being completely neglected.

In that sense, the investigation of new innovative, bottom-up and creative methodologies brings co-creation as the new opponent to public participation. Extended literature survey regarding co-creation was provided in the Chapter 3 which led to discovering new potentials and possibilities for CHM field.

Co-creation as user-centered approach allows transparent collaboration and gives equal empowerment in the idea generation and decision-making as same as the other stakeholders. Co-creation as methodology shares common standings with public participation but it differs by many when it comes to collecting actionable and creative knowledge through dialogue with users. Co-creation methodology is expressed though different typologies, models, toolkits, software's and its application is expanding in other fields and governments as well.

In Chapter 4, the co-creative potentials in CHM decision-making, underlining the similarities and differences between co-creation and public participation are presented. The intersecting relationships and overlapping phases of the three matters (CHM decision-making, public participation and co-creation) through the triangulation method led to the formation of the conceptual co-creation model and framework that is bringing up clues, recommendations and settings how co-creation to be implemented

in CHM decision-making so to improve and correct the already existing flaws and problems of public participation. Furthermore, to bring up sustainable outcomes through transparent, up to date, active and creative decision-making in most equal and balanced manner.

5.1 Research Findings

The main research findings of this thesis are extracted both from literature and practice qualitatively through several methods such as:

- comparative content analysis of three main key points (CHM, public participation, and co-creation),

- investigation of existing models of public participation,

- case studies (to understand the relation of public participation in CHM and the results from its application),

- investigation of co-creation and its models (applied both theoretically and in practice) and,

- triangulation methodology (correlating and investigating the all three entities) to understand the similarities, differences and possibilities to underline and update the already existing terminology / methodology of public participation with co-creation.

More extensively, the research findings form literature survey (Chapter 2) regarding CHM and public participation (with main focus on local communities participation and involvement in the decision-making processes), are that in the most recent International Charters and Document such as the: ICOMOS, New Zealand Charter in 2010, ICOMOS Florence Declaration in 2014, ICOMOS Delhi Declaration in 2017 are declaring that the community participation and collaborative decision-making will

facilitate well-reasoned and sustainable solutions. Moreover, in these documents it is highlighted that active roles should be given to communities and a creative bottom-up approaches should be reinstated, and to engage and empower the citizens in the decision-making for effective conservation and management of the heritage.

Furthermore, besides the International Documents, criticism on existing public participation models in general and in CHM was found. The IAP2 Spectrum of Public Participation which is directly related in CHM was criticized by from several scholars and practitioners for its problems to be applied in practice as it is described theoretically previously. Also, limitations and criticism for public participation in CHM was detected as well. It is found that application of public participation in CHM in practice met many difficulties particularly in various geographical regions. This was proved from the case studies analysis as well. The research findings from the ten evaluated case studies (UNESCO World Heritage Sites) both from developed and developing countries from different geographies, which already have applied public participation in their CHM plans (Chapter 2) are showing ambiguous results. In developed countries it is found that public participation has tendency to reach to the "Collaborate" level of IAP2 Spectrum, where the developing countries are barely reaching "Consult" level of IAP2 Spectrum. Hence, public participation in CHM creates strong division between various geographies. Most of the initial ideas are generated top-down way and are imposed by the experts or the authorities/governments and are not coming from the local community's needs. In that sense, it is possible to conclude that new ways are needed to be implemented in the field so to solve the ongoing problems from public participation processes in decision-
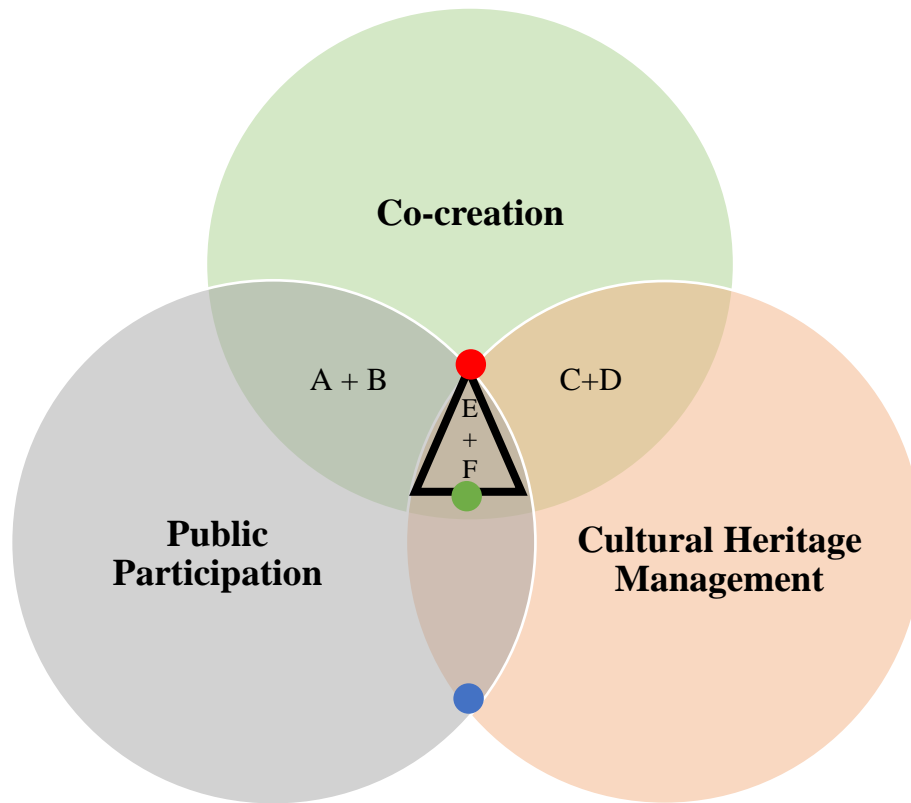
making without creating manipulation, tokenism and ambiguous outcomes in various contexts.

The research findings from the of the Chapter 3 and literature survey about co-creation as keyword is that co-creation should be considered as very broad and flexible methodology which has potentials to be amalgamated in other fields as well. Co-creation is already being implemented as: methodology, guidelines, strategies, models, platforms, software's, toolkit etc. in various geographies and it's outcomes from its application in practice are shown as transparent, sustainable, active and creative. Co-creation is balancing and facilitating the decision taken if applied from the same beginning of the CHM process. In that sense, it will give priority to the users and facilitate equal participation / idea generation among the participants in the dialogues between all stakeholders.

Lastly, research findings from the proposed conceptual co-creation model (Chapter 4) are coming from direct synthesis and direct correlation of all three main entities and the extraction of the similarities and differences of co-creation and public participation. In Figure 24, the co-creation model it is formed based on the following main intersecting points between public participation, co-creation and CHM and it is possible to find out that (Chapter 4):

- **A.** Public participation stops at actionable knowledge, one way process.
- **B.** Unaffected / genuine participation and high participation (starting from **"Collaborate"** and **"Empower"** phases of the **IAP2 Spectrum of Public Participation**; **"Partnership", "Grassroots-Led Negotiations",** and **"Self-Management"** phases of **the Ladder Model for CHM**) is a prerequisite for initializing co-creation (Chan, 2016; Prager, 2016; Wiek, 2016; Hughes and

Varga, 2018).

Figure 24: Intersecting Relationships Of The Analyzed Data Trough Triangulation Method

The intersection points and possibilities between co-creation and CHM are showing that (Chapter 4):

- **C.** Co-creation starts with high participation, empowered dialogue, policy-makers and experts are extracting decisions as facilitators of the citizens. Co-

creation resembles as cyclical process that requires active (empowered) participation.

- **D.** Responding with co-creation to the demanded new active and creative approaches from International Policies, Declarations CHM.

Lastly, the intersection between all three explored entities: CHM, public participation and co-creation is confirming that the most desired, innovative and sustainable decisions can be made through a co-creation model by:

- **E.** Merging and combining the matters and extracting the essential stages from public participation models and applying co-creation methodology.
- **F.** Achieving sustainable bottom-up decision-making in CHM through transparent, constructive, creative dialogue between all stakeholders.

5.2 Discussion

Co-creation moves from actionable knowledge to real changes and representing a step further when it comes to the production of practical, sustainable, applicable, and specific outcomes from the decision-making processes. Such creative and bottom-up approach can bring various possibilities and benefits in the CHM decision-making and allow sustainable managing of the heritage itself. It gives clues on how to correct the flaws and mainstream of public participation by involving all entities/stakeholders in a prioritized, balanced, creative, actionable, and bottom-up decision-making process. If, the authorities and skilled experts change their role into facilitators of the citizens/stakeholders and lead the co-creative process in an open, transparent and equal meetings and dialogues, the co-creation model in CHM will allow further opportunities for all participants in the decision-making.

In Figure 25, the two diagrams are presenting the comparison of the conceptual model and type of boundaries and the decision-making outcome of applying existing public participation processes and co-creation model in CHM. In the first diagram (Figure 25 - left), is presented the ambiguous results coming from already existing public participation processes and the firm boundaries between public participation and CHM which leads to imposed decision-making and ambiguity. Furthermore, in the second diagram (Figure 25 - right) is presented how CHM should be conducted if co-creation and genuine participation is applied. The permeable boundaries of co-creation are allowing co-creative decision-making, which leads to sustainable outcomes in CHM.

Co-creation is differing from public participation by its actionable knowledge. Public participation stops at that point. Co-creation requires genuine participation and it starts where public participation stops. Co-creation starts with the last 2 steps of the IAP2 Spectrum (Collaborate = **Observation** and Empower = **Co-generation**) and it continues with **Action** and **Integration** steps. This allows co-creation to step up further of the public participation approach which will lead to empowered participation and constantly re-evaluating decisions. Co-creation model in CHM would leave time for metabolizing, observing and adjusting decisions taken to the changing aspects of the context.
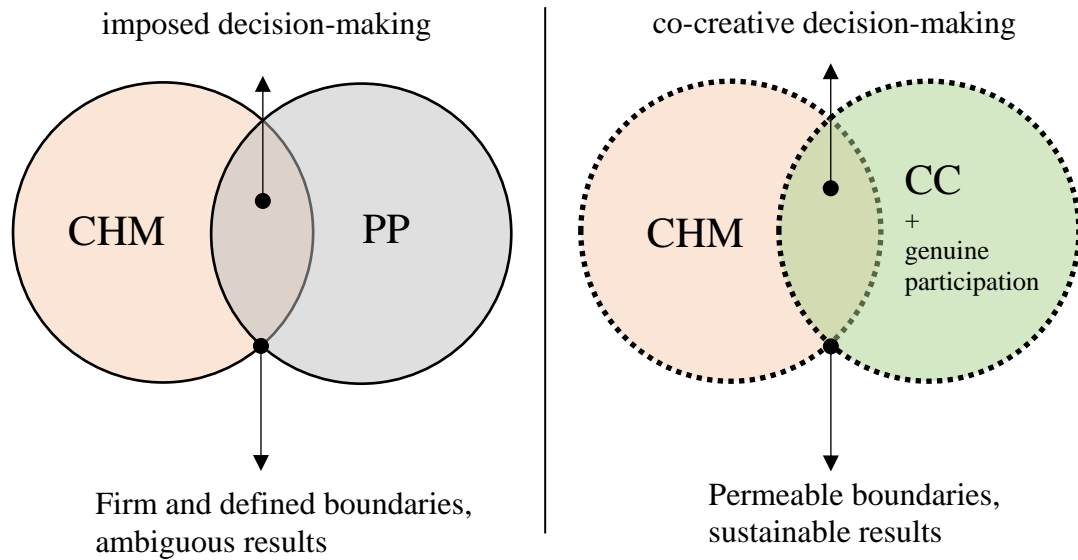
Figure 25: Public Participation In CHM Decision-Making Boundaries Vs. Co-Creation In CHM Decision-Making Boundaries (adapted from Koch, 2011)

5.3 Recommendations for Future Studies

As this research is resuming so far, the lack of research studies regarding co-creation and the CHM decision-making process can be extended in future by investigating the further possibilities being explored and proving the beneficial impact of co-creation methodology in the CHM decision-making process. Moreover, there are possibilities for future studies of assessing the conceptual co-creation model in CHM decision-making that can be developed upon the 2018 OGP Co-creation Toolkit and Matrix as suggested in 4.5.2.

Since co-creation in CHM is not investigated yet before co-creation could face difficulties when applied in practice. These difficulties and limitations can be due to the fact that co-creation is recent term and methodology which is not very familiar to many people in different regions. This could lead to misunderstandings of the concept of co-creation and misinterpretation and lack of experienced co-creative facilitators that could lead the decision-making process.

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Further studies could be made through direct testing of the proposed co-creation model quantitatively by collecting larger data from applying co-creative workshops, social media platforms, questionnaires, seminars, debates, forums, meetings in various geographies (face to face or online settings depending on the conditions) and their decisions regarding heritage management plans. Learning about the importance of co-creation and its two-way interaction between top-down and bottom-up values through varieties of organized events (governmental, non-governmental, educational, open for public) is the goal of this thesis and another recommendation for future regarding co-creation and CHM decision-making.

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