Deliverable 5.3. A MODEL FOR CO-CONSTRUCTION OF A TERRITORIAL CULTURAL STRATEGY DELIVERABLE COGOV -Grant Agreement No. 770591 II. SP4. CHARACTERIZATION OF THE TERRITORIAL LEADERSHIP'S DIMENSIONS PROMOTING CO-CREATION OF THE TERRITORIAL CULTURAL STRATEGY

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Co-Production and Co-Governance: Strategic Management, Public Value and Co-Creation in the Renewal of Public Agencies across Europe

Deliverable 5.3: A MODEL FOR CO-CONSTRUCTION OF A TERRITORIAL CULTURAL STRATEGY DELIVERABLE

Due date of deliverable: 31/07/2021
Actual date of submission: 23/07/2021

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This project has received funding from the European Union's Horizon 2020 research and innovation programme under grant agreement No770591.

Project Details:
Grant Agreement Number: 770591
Project Acronym: COGOV
Project Full Title: Co-Production and Co-Governance: Strategic Management, Public Value and Co-Creation in the Renewal of Public Agencies across Europe
Project website: www.cogov.eu
Project Start Date: May 2018 (42 months)

Partners:

EDITION INFORMATION		
VERSION	**EDITION DATE**	**MODIFICATION**
1	x/xx/xxxx	First Edition

DISSEMINATION LEVEL	
Public	
Confidential, only for members of the Consortium (including the Commission Services)	**X**

GENERAL INTRODUCTION OF D.5.3.

This section aims to introduce the research contributions proposed in the framework of deliverable 5.3.

To do so, it repositioned these results with regard to:

1.1. The general framework of the study carried out in WP5, by reviewing:

- The general objectives;
- The theoretical reference framework;
- The general methodological adopted approach.

1.2. The main results of the hybrid abductive path-finding research carried out in WP5, with reference to:

- The main contributions of the 1st phase of strategic diagnosis carried out in the framework of D.5.1.
- The main contributions of the 2nd phase of identification and characterisation of territorial governance mechanisms that facilitate co-creation of the territorial cultural strategy, carried out in the framework of D.5.2.
- The expected results of the last phase of discussion of the theoretical and conceptual framework. We propose a stabilization of the concepts and variables of the model, leading to the formalization of the territorial process of co-creation of a cultural strategy. To support the model, we also propose a leadership model (D.5.3.).

1.1. Reminder of the general framework of the study conducted in WP5: What are we working on?

General objectives

The WP5 aims at formalizing a global process of co-creation adapted to the field of territorial cultural strategies.

It assumes that a territorialized strategic process of co-creation involves various stakeholders (public agencies, private for-profit and social solidarity economy operators of the field and citizens) within 3 different phases: the co-design, the co-production and the co-evaluation of a strategy.

The WP5 focuses on the mechanisms that facilitate the participation of various stakeholders in each phase of the territorial project and that can be activated by a leading public organization: in this case, a metropolitan organization.

As a reminder, the research objectives of the WP5 are therefore the following:

- In a first phase, to carry out a territorial strategic diagnosis, analyzing the strategic practices of the stakeholders (institutional; private for-profit and social solidarity economy operators of the field; citizens) to identify the main strategic ingredients of co-creation within collective projects ➔ D.5.1.
- In a second phase, formalizing a global co-creation process of a territorial cultural strategy:

➔ D.5.2.: identification and characterization of territorial governance mechanisms that facilitate co-creation of the territorial cultural strategy;
➔ D.5.3.: discussion of the theoretical and conceptual framework, stabilization of the concepts and of the variables of the model, and formalization of the territorial process of co-creation of a cultural strategy.

The general purpose of the WP5, fitting with the global COGOV purpose, is to provide both an analytical framework and an operational tool to public agencies, that wish to develop at a territorial level, inclusive strategic mechanisms of co-creation in the field of cultural strategies. We hope that this framework will be replicable to other territories facing similar contingencies.

Analytical framework of the WP5: A territorialized approach of the Democratic Public Management Model

The WP5 is funded on a territorialized approach of the public governance and refers to the "democratic public management model" (Soldo, 2018a) (cf. D.5.1. Interim Report on stakeholder strategic management in the cultural field (Aix-Marseille) - Part 1. General Presentation of the Research).

This model is broad, and integrates different post-NPM approaches, such as public value, multilevel governance and networked governance. It makes it possible to bring out what we can call “strategic ingredients" of the co-creation. These ingredients operationalize the model.

The “Democratic Public Management model” (Soldo, 2018a) advocates the participation of three types of stakeholders (public agencies, operators of the field, and citizens) within the three phases of a territorial strategic process (co-design, co-production and co-evaluation of a strategy).

A multi-stakeholder and multi-level approach to the territorial governance of cultural strategies

Anchored in a territorialized approach and applied to various research in the field of Cultural and Creative Industries (CCI) in the French context, this model considers that since the first decentralization law of 1982 and 1983, the "territorialization" of French cultural policies provides a relative autonomy to the local public agencies (Soldo, 2018a and b). Nowadays, such territorial strategies are implemented by local territories, involving multilevel public administrations, who work together to preserve and promote artistic, cultural, and creative products. In addition to the public agencies, other stakeholders act collectively to keep the cultural policy alive, namely through the diversification of funding sources such as citizen-based crowd funding and enterprise sponsoring and patronage (Soldo, 2018a). Moreover, the social solidarity economy (SSE) organizations play a major role in cultural activities[1]. Indeed, "*the local associative networks form one of the most active stakeholder in terms of local cultural offering and support to cultural practices*" (Soldo, 2018a: 117). In that sense, cultural

[1] SSE is an important part of the artistic activities; here are a few statistics of the cultural SSE produced by the SSE national observatory (CNRESS, 2017):
- 26.3 % of cultural jobs in France
- 96.3 % of cultural SSE organizations are associations.
- 87.7 % of cultural SSE jobs are found in organizations with less than 50 employees.
- 54 % of jobs are full time positions.
- 54.5 % of women and 45.5% men.
- 49 % of employees are under 40.

strategies are local and adapt themselves to a territorial context, but they also involve numerous stakeholders (Soldo, 2018a).

The local public actor then becomes a strategist since he/she must define a strategic intention (Hernandez, 2011) and ensure the implementation of a strategy to generate *outputs* (results) and *outcomes* (long term effects) (Arezki, 2019). Soldo (2018a) explains that cultural territorial strategies are implemented using a new strategic instrument: the territorial cultural project, mobilized as an intermediary strategic objective that involves numerous stakeholders. Thus, the territorial public actor must adopt a leadership to federate, mobilize and involve numerous stakeholders (Arnaud, Soldo, 2017, 2015a). Within this model, the citizen is clearly identified as the central actor of a democratic process in the formal sense of Bobbio (1991)[2].

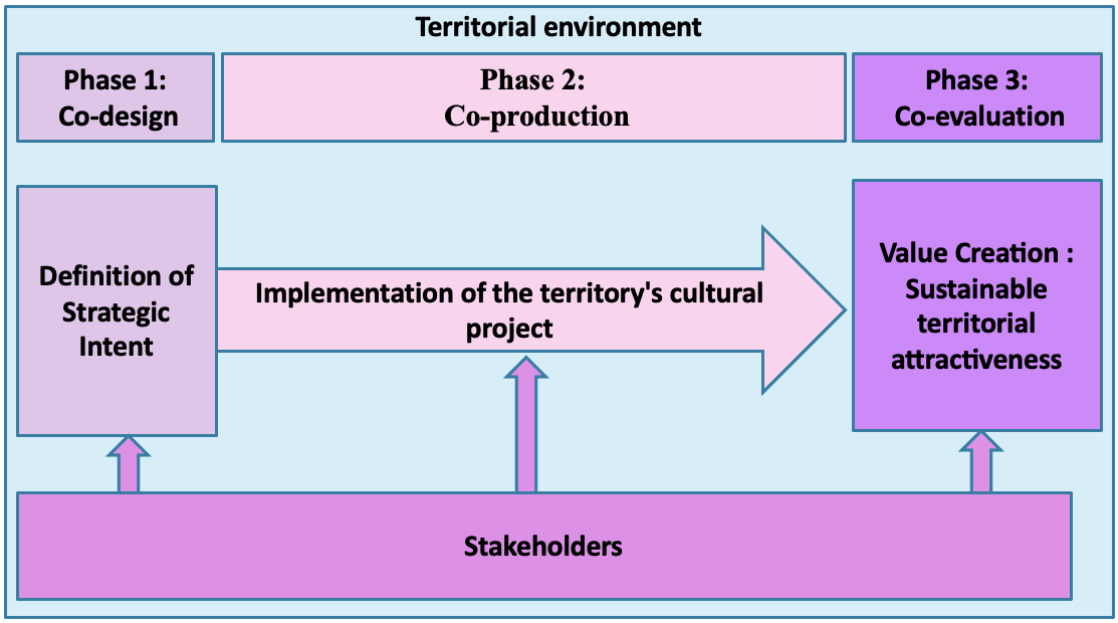
A theoretical framework for modeling the participation of various stakeholders in the territorial strategic process:

The definition and implementation of a territorial CCI's strategy form an experimentation space for the democratic public management (Soldo, 2018a). Materialized through a territorial project anchored in a local space, the last purpose of the co-creation strategic process is to foster sustainable territorial attractiveness (Soldo, 2018a). Indeed, artistic, cultural and creative activities produce powerful economic spinoffs and have impacts on the image and notoriety of the territory. But they also produce effects on local animation, on the diffusion of culture, on the local mobilization via voluntary work or even the integration into local life…

The co-creation strategic process which implies the participation of the three main categories of stakeholders (public agencies, operators of the field and citizens) can be modeled around three phases: the definition of the strategic intention (co-design), its implementation within the framework of a territorial cultural project (co-production), and its evaluation (co-evaluation), that form a democratic public management model (Soldo, 2018a).

[2] Two main formal rules define a democratic process: all citizens must participate in the decision "directly or indirectly" and the decision must be taken after free discussion, by "the majority". This first formal approach, specifying the few essential rules of the game of democracy, is based on the need to set up effective institutions that guarantee a collective decision acceptable to all citizens (Bobbio, 1991, pp. 4-5).

Figure 1. The democratic public management model



Source: adapted from Soldo (2018a)

The strong anchoring of the WP5's research in a territorialized approach help us understand how the co-creation process of a territorial strategy may be analyzed within a given context. In the WP5, the context is then defined by two variables: the territory and the CCI domain of activity. In that respect, the research is set within an environmentalist and systemic contingent approach to the co-construction object and more widely to the renewal of public action.

The anchoring of the Democratic Public Management Model in the public value approach assumes that the creation of public value is based on the politically mediated expression of collectively determined preferences, i.e. what citizens consider to be valuable (Alford 2002; Kelly et al., 2002; Moore 1995). As Moore and Braga (2004) point out, citizens decide together, through elected officials, what they consider to be a collective set. The process of defining and creating public value is thus very different from the direct economic exchange relationships that take place in the private sector, so it can be argued that public value is something that government organizations provide to their citizens rather than to individuals (Alford, 2002).

In this sense, WP5 particularly advocates citizen participation in determining territorial public value and calls for the active approval of citizens to be considered in decision-making (Stoker, 2004). This appears even more relevant since, as Horner and Hazel point out in their contractual approach, citizens can be conceived as true shareholders of public value. "*Consider citizens as shareholders in the way their taxes are spent. Value can be created through economic prosperity, social cohesion or cultural development. Ultimately, value - such as better services, increased trust or social capital, or fewer or avoided social problems - is decided by the citizen. Citizens do this through the democratic process, not only through the ballot box, but also by taking part in elections - consultations and surveys, for example*." (2005 p.34).

Global research design

We have chosen to adopt an exploratory hybrid methodology based on the analysis of existing and observable strategic co-creation practices in the case of Aix-Marseille Provence Metropolis, with a partial replication on the London's Metropolis. The main objectives are to identify and characterize the relevant mechanisms of co-creation and then, go back to a more formalized level, allowing us to design a global strategic model of territorial co-creation process.

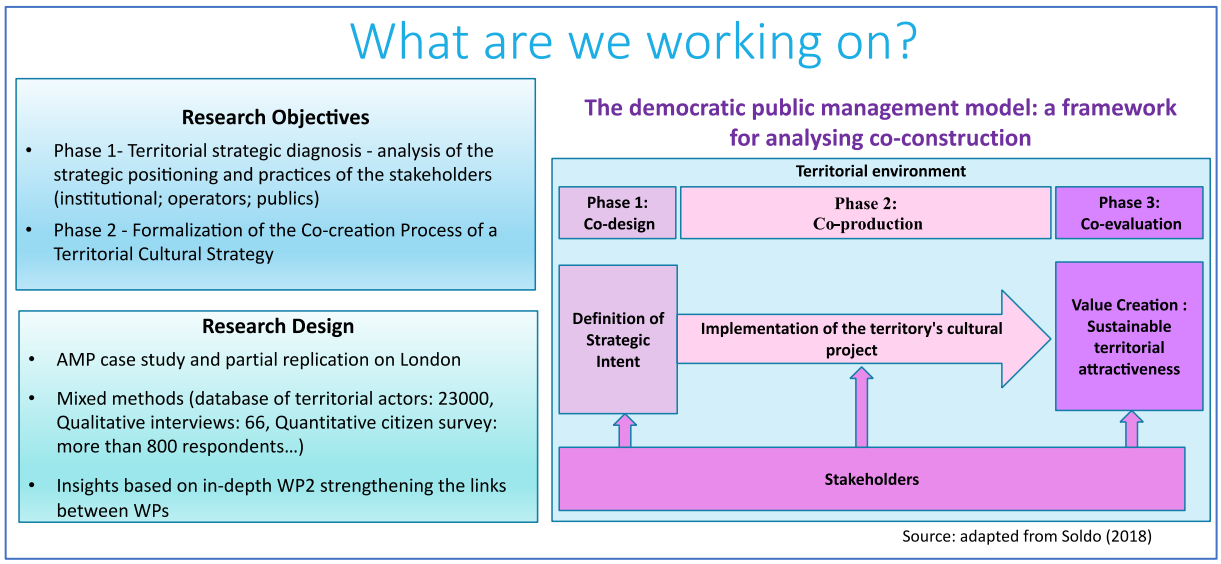
To do this, we have therefore adopted a mixed-method research design based on a mapping of the territorial actors involved in the CCI sector. In the case of AMP Metropolis, this let us to build up a database of 23,000 identified actors.

Based on this mapping, we had then conducted a set of interviews with a relevant sample of 66 persons who represent private or public operators and the main public institutions involved in the CCI local sector.

We have completed the data by a survey addressed to the citizens of the AMP Metropolis and collected 832 responses.

Finally, we have also added some insights related to the case of London Metropolis and various cases studied in the WP2.

Figure 2. What are we working on?



1.2. The main results of the study carried out in WP5

- ***What have we achieved?***

Phase 1 (D.5.1.)

We have produced a first deliverable, responding to the objective of strategic diagnosis of co-creation practices observed on the territory of AMP Metropolis.

The main results of this diagnosis revolve around three levels of analysis: territorial level, inter-organizational level and organizational one.

The STD1 focuses on the territorial level and is based on the mapping of CCI actors. It analyses their territorial and sectoral logics.

It reveals that the CCI sector includes **many stakeholders with many factors of contingencies**. For instance, and without exhaustiveness, they can be involved in one of the 12 different activity domains of the CCI, including traditional artistic activities but also activities linked to digitization.

It is also striking to observe that 50% of the CCI organizations were created less than 10 years ago, showing a great heterogeneity of legal statuses, ranging from public or non-profit organizations to commercial firms.

The territorial distribution of these CCI stakeholders reveals also logics of clustering.

These initial results enabled us to identify the main criteria for selecting the sample of CCI actors to be interviewed. They also enabled us to identify contingency factors, specific to the metropolitan territory and the activity sector.

The STD2 focuses on the inter-organizational level. Based on the analysis of the strategic practices of actors involved in collective projects, the 66 interviews enabled the **identification of strategic ingredients** which can be defined as **drivers for co-creation processes**: practices, spaces or tools have thus emerged and seem to facilitate the co-creation of projects between organizations.

For instance, and without exhaustiveness, we have identified that practices of pooling or labeling can facilitate co-creation. These kinds of practices need some relevant spaces to be implemented, such as mega events or digital platforms that facilitate information exchange and collaboration. In terms of tools, a large range of conventions or tools of formalizing networks are already mobilized by the organizations to co-create collective projects.

The strategic diagnosis of co-creation practices in the cultural and creative field in the Aix-Marseille Provence area has identified **4 strategic meta-ingredients** of co-creation of collective projects (STD2):

- ✓ The strategic choice of the nature of the collective projects: analyzing the “what”;
- ✓ The strategic choice of method within the framework of collective projects: analysis of the “how” stakeholders work together;
- ✓ The strategic choice of stakeholders within the framework of collective projects: analysis of “who” work together;
- ✓ The end-purposes assigned to collective projects: analysis of the “why” co-creating projects.

The STD3 finally completes the diagnosis, by focusing on practices implemented within organizations.

The results are based on an in-depth analysis of 3 public and private operators and illustrate the mechanisms for integrating stakeholders in the co-design, co-production and co-evaluation of collective projects. It allowed us to identify some innovative practices.

They also illustrate the results of STD2 and corroborate the identification of strategic ingredients of co-creation that revolve around relevant practices, spaces and tools. For instance, citizen participation is mobilized during the design phase by a festival, through a council of spectators. This council constitutes, as it is said by the leader of the festival, "*a space for reflection and action to increase the power of citizens' action within the Festival*".

- ✓ We observed in our research process that the results are context-dependent. For example, a co-construction practice would be more or less relevant from one public organization to another.
  Thus, in WP5, we have mobilized the contingency theory in order to take into account the environment of co-creation projects.
  Moreover, the results are dependent on current events. We observe in WP5 the effect of digitization on co-created projects.
- ✓ In addition, the main results of the preliminary strategic diagnosis of co-creation's practices (D5.1.) revolve around three levels of analysis: territorial level, inter-organizational level and organizational one. Territorial governance mechanisms of co-creation therefore seem to be able to articulate strategic ingredients of co-construction at at these different scales. For instance, we can observe that during the co-production phase of the territorial cultural strategy, the CCI operators can themselves implement participative approaches, at an organizational level, as shown in STD3. Additional elements also result from this analysis: beyond the 3 levels previously mentioned, the individual level also appears to be relevant for identifying and explaining the drivers of co-creation. For instance, the involvement of volunteers, very present in non-profit organizations, can be facilitated at each phase of the co-creation process through adequate practices, spaces and tools.

Phase 2 (D.5.2.)

We have produced a second deliverable (D.5.2.), focusing on the mechanisms that facilitate the participation of various stakeholders in each phase of the territorial global strategic process (within the three phases of co-design, co-production, co-evaluation), and that can be activated by a leading public organization: in this case, a metropolitan organization.

Based on the diagnosis of strategic stakeholder's practices (D.5.1.), we proposed a first identification and classification of "**strategic ingredients of co-creation**" that appear relevant and that can be articulated in "**territorial governance mechanisms**". This first typology has been completed by the results of the survey conducted among citizens (see the details of the quantitative survey in D.5.3. appendix) and by the specific insights of the London's case and different cases analyzed in the WP2. To finalize the typology, we have also decided to complete by an overlook in the French professional literature.

The D.5.2. sums the results related to the **formalization of an operational portfolio**, including all the **practices**, **spaces** and **tools** which can be articulated to constitute **mechanisms** that facilitate co-creation in a territorial strategic process. Those mechanisms must be thought at **several levels**: **individual**, **organizational** and **inter-organizational**.

The territorial governance mechanisms of co-creation correspond to the articulation of the strategic ingredients of co-creation at each level:

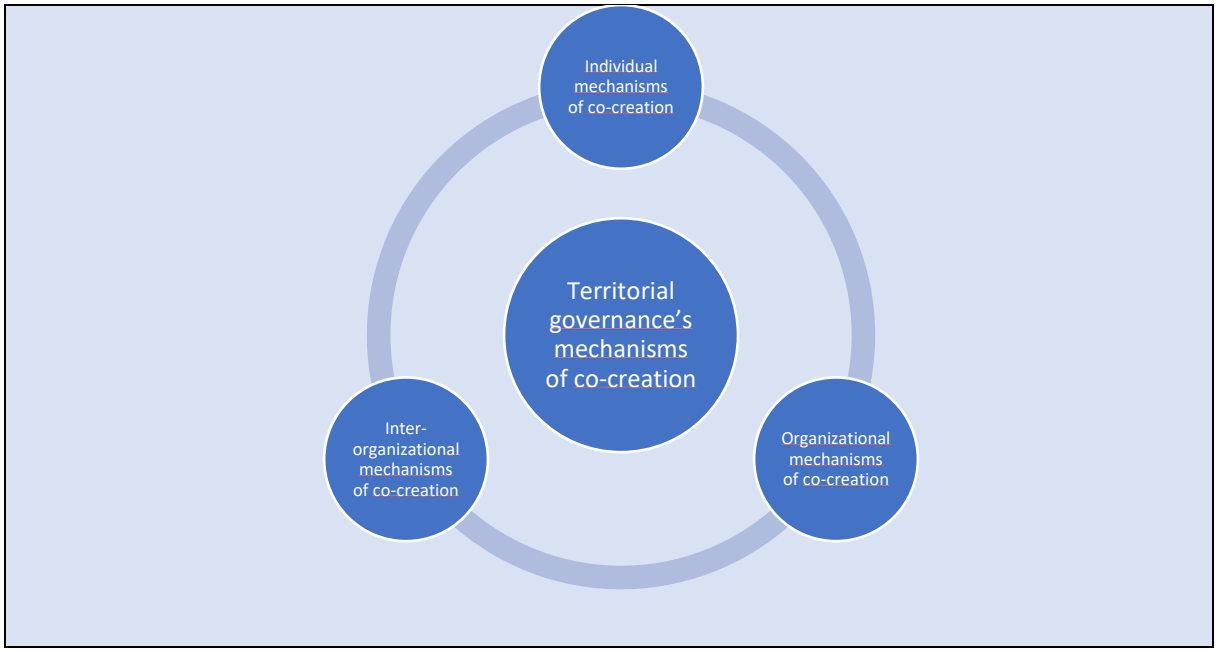
- **Individual co-creation mechanisms**: articulation of individual co-creation **practices**, **spaces** and **tools**.

- **Organizational co-creation mechanisms**: articulation of organizational co-creation **practices**, **spaces** and **tools**.

- **Inter-organizational co-creation mechanisms**: articulation of co-creation **practices**, **spaces** and **tools** between several stakeholders.

One of the key findings of the D.5.2. is that these territorial governance mechanisms promoting co-creation are complementary (none of them prevails over the others). They are considered in a complex perspective (the mechanisms being distinct and complementary to the whole, which refers to the co-creation strategic process) and contingent (adaptation according to territorial, cultural, social specificities, etc.).

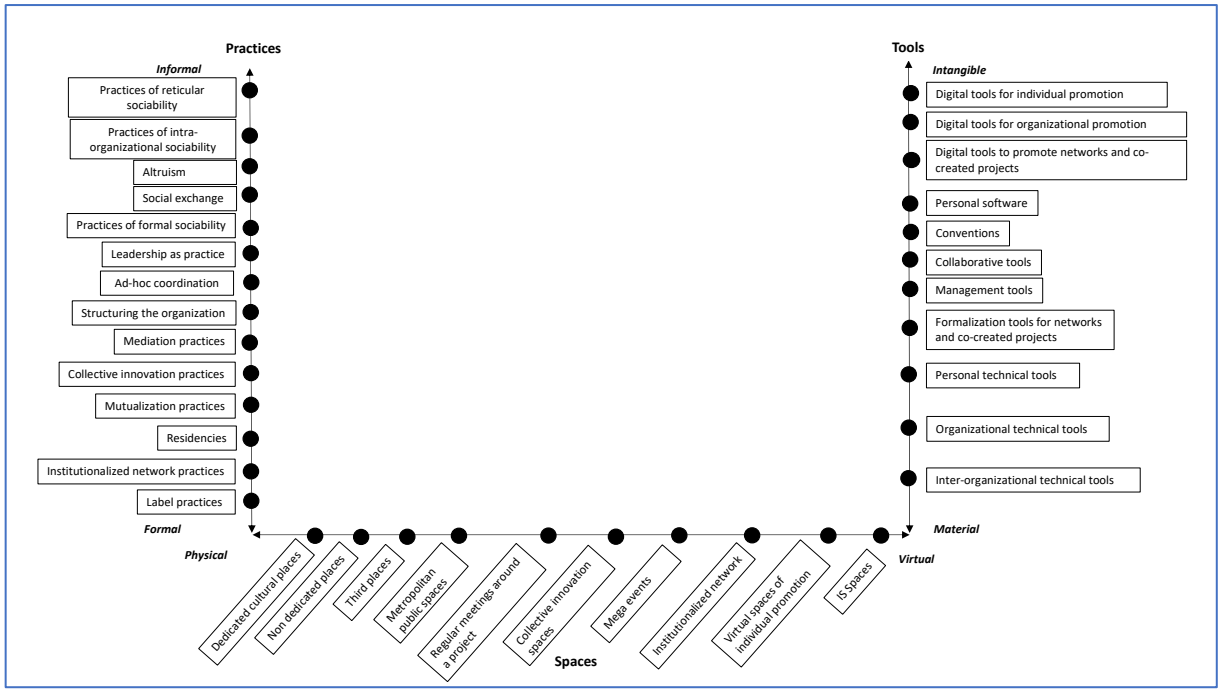
Figure 3. Definition of the territorial governance mechanisms of co-creation



The operational portfolio formalized in the D.5.2. could represent a relevant tool for public territorial agencies that want to pilot co-created strategic processes. In this portfolio, each strategic ingredient of co-creation, has been positioned on continuums. For instance, the different practices have been positioned on a continuum that goes from informal to formal. The spaces facilitating co-creation have been positioned on a continuum that goes from physical to virtual. The tools have been positioned on a continuum that goes from intangible to material.

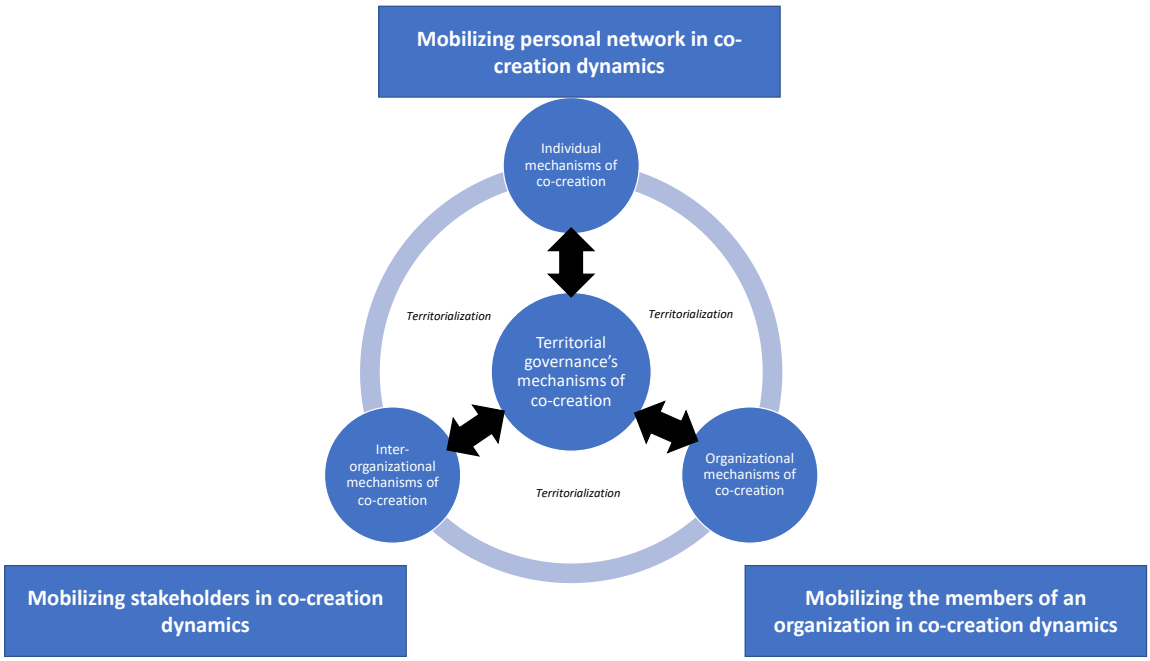
The following diagram presents the portfolio of territorial governance mechanisms of co-creation. It synthesizes all the strategic ingredients that facilitate (1) the mobilization of a social and professional network, (2) the mobilization of the members of an organization and (3) the mobilization of territorial stakeholders in co-creation dynamics. These ingredients act directly or indirectly on the inclusion of stakeholders in the design, production and evaluation of co-created projects.

Figure 4. The territorial governance mechanisms of co-creation



Another key finding of the D.5.2. relies on the territorialization of strategic ingredients: the more the level of analysis increases, the greater the scope of the ingredients becomes. For instance, individual leadership evolves and integrates new characteristics. It is accompanied by the setting up of organizational adhocratic teams (multi-disciplinary professions within a structure), then territorial adhocratic teams (multi-disciplinary stakeholders within a co-created project). It is accompanied by the setting up of organizational adhocratic teams (multi-disciplinary professions within a structure), then territorialized (multi-disciplinary stakeholders within a co-created project).

Figure 5. The territorial governance mechanisms of co-creation: a dynamic approach



To operationalize this portfolio, different mechanisms, and their mobilization in four collective territorial projects have been illustrated. Based on real case narratives, this part of the research shows, via some vignettes, how these mechanisms can enhance strategic management of co-creation process.

Key Findings of the quantitative survey

In parallel to the formalisation of the portfolio of territorial governance mechanisms of co-creation, a quantitative survey was conducted towards the citizens of the metropolis of Aix-Marseille Provence. The aim of this survey was to integrate, within the territorialised strategic process, the possible co-creation mechanisms relating to the 'citizens' stakeholder who had not been investigated in the qualitative phase of the research.

The questionnaire administered in a digital format to the citizens of the Aix-Marseille Provence metropolis allows us to identify and characterise the factors that influence citizens' intention to participate as well as the spaces in which this participation can be performed. The data collected from 832 respondents was analysed and was used to enrich the modelling of the co-creation process of a territorial cultural strategy. Details of the conceptual framework, methodology and main results of the quantitative survey are provided in the appendix to this report (D.5.3. appendix).

Without going back over all these elements, we propose here to sum the main results of the survey which have contributed to enrich the various dimensions and variables of the model formalised in D.5.3.

- **Results: Factors influencing citizen participation**

P1. Legitimacy

The Aix Marseille Provence Metropolis, as a recent public authority, is in the process of being legitimised. As this process is underway, the respondents have high expectations and at the same time they express a bias in their representations and knowledge of the metropolitan institution.

P2. Confidence

It is interesting to note that despite an apparent low level of confidence in the metropolis, citizens are ready to make an effort for the metropolis.

P3. Transparency

The results show that the metropolis suffers from a lack of transparency, which may result from a lack of access to information.

- **Results: Spaces and Intention to Participate**

The results show that citizens are willing to participate in the design, production and evaluation of cultural strategies. In order to strengthen the intention to participate, it is necessary to have empowerment, which can be facilitated by shared leadership (SP4).

These results show that inclusion mechanisms can foster the intention to participate and at the same time support the process of legitimisation (P1) and the deficit of trust (P2) and transparency (P3). They corroborate the research outputs (SP3 and SP4).

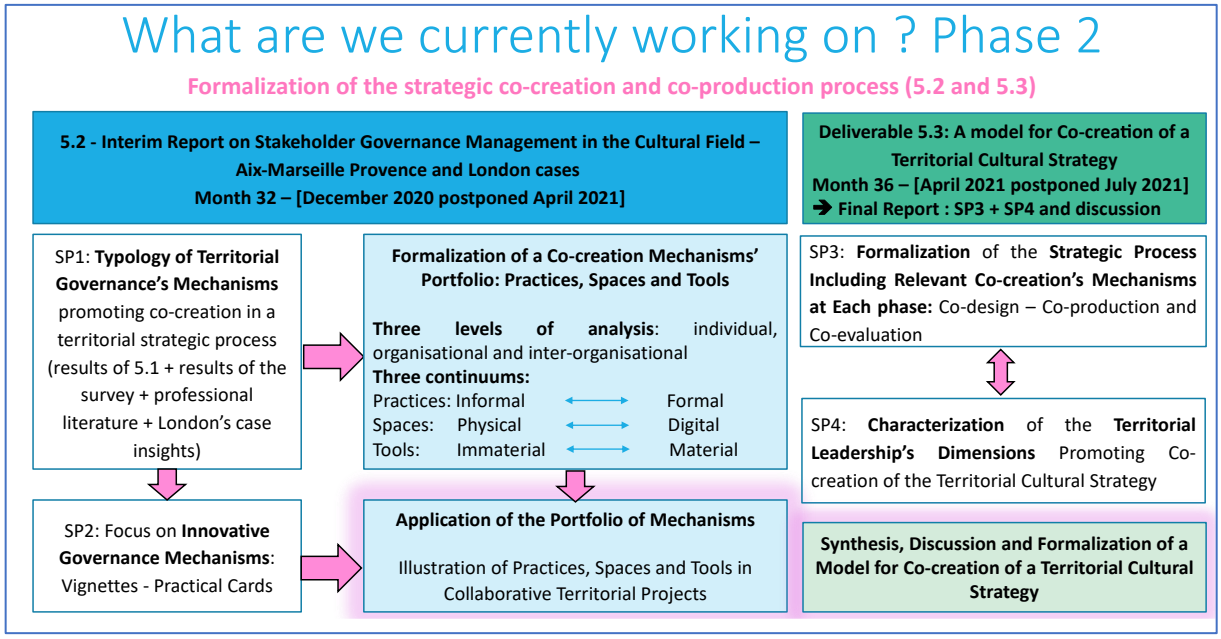
- ***What are we currently proposing? Final results***

The current deliverable 5.3. presents the outcome of the whole hybrid exploratory research carried out in WP5.

The aim here is to discuss the results achieved in the different phases of the research and to contribute to the formalisation of a global model fostering the co-creation of a territorial cultural strategy. To do this, the document is structured in two main parts:

- **Discussion** of the Democratic Public Management model (Soldo, 2018) regarding the empirical results and **conceptualisation of a territorialised process of 'co-construction' of cultural strategies**: SP3
- **Proposal of a "leadership model of co-construction"** aiming at ensuring the sustainability of the strategic process and the inclusion of different types of stakeholders: SP4

Figure 6. What are we currently working on? Phase 2



Finally, a concluding section reviews the theoretical and managerial contributions of the research carried out in WP5 within the COGOV project.

I. SP3. FORMALIZATION OF THE STRATEGIC PROCESS INCLUDING RELEVANT CO-CONSTRUCTION'S MECHANISMS AT EACH PHASE: CO-DESIGN – CO-PRODUCTION AND CO-EVALUATION

The first objective of SP3 is to discuss the theoretical and conceptual framework adopted in the exploratory hybrid research carried out in the WP5. As a reminder, the objective of WP5 was to explore the democratic public management model (Soldo, 2018).

Nevertheless, as a first step, it seems important to make a semantic point upstream, in order to explain the decision in the final models to favour the use of the expression "co-construction" rather than "co-creation" (1.1.).

Secondly, we discuss the theoretical and conceptual model, in order to identify the theoretical, conceptual and managerial contributions of the research (1.2.).

Finally, we present the theoretical and conceptual contributions of the research in a renewed model of democratic public management (1.3.).

1.1. From co-creation to co-construction

Various results previously observed in STD2 are to be discussed with regard to the theoretical and conceptual approaches of the COGOV research programme as a whole.

We would particularly like to highlight a semantic element. The term "co-creation", adopted as the central object of COGOV's research, was chosen within the framework of WP5, in order to propose results that could be compared to the consortium's overall research work. However, as it can be seen in the results of STD2, the practitioners of the cultural and creative arts sector of Aix-Marseille Provence mostly refer to another term, that of "co-construction" (see verbatims).

We note that the terms "co-creation" and "co-construction" are generally used to describe different practices. This semantic distinction had already been observed in the research work carried out during the literature review on post-NPM paradigms (see WP1: Francophone Literature Review - IMPGT). The focus on academic and professional articles in the Francophone literature had indeed led to underline that the term "co-creation" is not the most frequently used in the Francophone context. Related terms are generally used by authors to describe strategic practices involving collective work of several stakeholders, such as "co-conception" (strategy design phase), "co-production" (strategy implementation phase) or "co-evaluation" (strategy assessment and readjustment phase). The term "co-construction", frequently used in both academic and practitioner discourse, is therefore emerging much more frequently. It is an all-encompassing term which covers the three stages of the strategic process (design, implementation and evaluation).

In order to question this semantic distinction observed in the literature, the definition of the terms "co-creation" and "co-construction" was the subject of a question that was systematically asked to the respondents within the framework of the STD2 interviews. Thus, they were requested to formulate their own definition of these terms. It clearly emerges that while the term "co-creation" refers to the artistic design phase of the project (a sectoral bias which adds to the Francophone bias in the understanding of the term), the term "co-construction" clearly refers to collaborative practices engaged with stakeholders, encompassing each strategic stage of a collective project. It is thus the

term of "co-construction" which will be adopted thereafter, within the framework of the WP5, as soon as the research questions the strategic process of collaboration as a whole and particularly, within the framework of the "co-construction" of a territorial strategy.

1.2. Discussion of the Democratic Public Management model: contributions of a hybrid exploration

- **Conceptualisation of a territorialised process of "co-construction" of cultural strategies**

Results that corroborate the 3 phases of the Soldo's (2018) model:

The results of WP5 enable us to corroborate the existence of the three phases of Soldo's (2018) model of democratic public management. We identify and characterise the co-design phase of the territorial cultural strategy. It is a sequence of the process that includes the stakeholders in the definition of the strategic intention. The result of this work of co-construction between the various stakeholders is the definition of the goals and intermediate objectives of the strategy (e.g.: collective reflection and choice between different types of co-constructed cultural projects).

The results also make it possible to corroborate the co-production and co-evaluation phases of the strategic process. The latter can be implemented along the way and aims at analysing the outputs and outcomes of the strategy in order to identify its effects on sustainable territorial attractiveness.

Finally, the results enable us to refine the co-production phase. They revealed a double logic of co-construction, with projects driven by the local authority (top-down logic) or projects driven by the other stakeholders (bottom-up logic). This provides a managerial contribution to the new sequence of the model based on the results of STD2. This contribution is based on the concept of strategic ingredient, specific to the fields of process studies.

The conceptualization of strategic ingredients for co-construction:

This approach based on strategic ingredients is justified insofar as participation is a process. Ingredients are "the elements of the context that are relevant to the analysis of a specific process" (Mercier, Oiry, 2010). They then contribute to understand the different phases of the process.

The first ingredient, which we call the primordial ingredient, refers to the actors who participate in the actions. It is then a question of understanding the stakeholders in the action (citizens, profit-making businesses, social and solidarity-based economy companies, public organizations).

Then, we propose to reposition and conceptualize the different ingredients around the three phases of co-construction of an artistic, cultural and creative action.

The design of the project can contain up to three types of strategic ingredients. We find here the artistic nature of the project, the logistical conditions and/or the administrative conditions.

The implementation of the project contains ingredients relating to the tools and resources of the action and the management of the teams.

Finally, the evaluation identifies the contribution of the project to sustainable territorial attractiveness.

Table 1. Strategic diagnosis of a participative artistic, cultural and creative action

Project Phase	Nature of the ingredients		Examples of ingredients and information to be collected
Co-design	Artistic nature of the project		- Artistic field of action - Artistic line of action - Artistic Resources
	Logistic requirements		- Degree of peripatetic of the action
	Administrative requirements		- Rationalization of work organization - Administrative scope of the action - Diversification of financial resources
Co-production	Action Tool	Formalization Tools	- Contractual tools - Piloting system - Evaluation tools
		Technical tools	- Pooling of equipment and technical resources
		Team animation tools	- Meetings and other team management tools
	Management and mobilization of action teams		- Prospecting and recruiting team members - Mode of coordination and leadership - Solidarity-based management practices
	Resources for action		- Organizational resources (e.g. : human and financial resources) - Resources of the sector (e.g. number of operators, assistance to operators) - Territorial resources (e.g. proximity between actors, benefit of a territorial brand to attract consumers)
Co-evaluation	Contribution to sustainable territorial attractiveness		- Economic impacts - Societal impacts

- **Conceptualisation of the relationship of stakeholders within the territorial co-construction process**

The results corroborate the typology of Soldo (2018). We find public stakeholders, private for-profit stakeholders, private social economy stakeholders and citizens. The qualitative and quantitative results show that these four types of stakeholders express an intention to participate in the entire strategic process. However, actual participation is more scattered. For example, private for-profit and social solidarity economy stakeholders are strongly included in the co-production phase, but less so in the design and evaluation phases.

These results allow us to formulate the following proposal: **for effective co-construction to occur, stakeholders must be included in each phase of the process.** It is then necessary to question the degree of inclusion of stakeholders in the co-construction process. In the discussion of STD2, we proposed a qualitative analysis grid for the inclusion of stakeholders in the process.

We propose a generic matrix of organizations implementing inclusive project thanks to the identification of the stakeholders (citizens, profit-making businesses, social and solidarity-based economy enterprises, public organizations) that participate in artistic, cultural and creative projects.

Table 2. Matrix for analyzing the degree of stakeholder participation

	Citizens	Private for-profit stakeholders	Social and solidarity-based economy stakeholders	Public organizations
Design of the action				
Production of the action				
Evaluation of the action				

Source: Authors

This matrix enables us to draw up a continuum of stakeholder participation in cultural projects: the most participative organization will integrate an heterogeneity of stakeholders in the different phases of the cultural and creative action, while the least participative organization will involve fewer actors in the production or servicing of the action.

In this sense, we propose three profiles of democratic project:

- Profile 1. The hyper-democratic project: it brings all its stakeholders to participate in the different phases of artistic, cultural and creative action.

- Profile 2. Democratic project: stakeholder participation in one phase of the action: it involves a heterogeneity, more or less broad of stakeholders, in one or more phases of the artistic, cultural and creative action.

- Profile 3. The non-democratic project: lack of participation: it does not involve any stakeholder in any phase of artistic, cultural and creative action

- **Conceptualisation of co-construction mechanisms: between spaces, practices and tools for stakeholder inclusion**

In order to intensify the inclusion of stakeholders in the strategic process, territorial managers can mobilise territorial governance mechanisms of co-construction.

The mechanisms are managerial variables that enable actors to facilitate the inclusion of stakeholders in the definition, implementation and evaluation of territorial strategies. By inclusion we mean involving and empowering stakeholders at each phase of the strategic process. This inclusion allows for effective co-construction.

These co-construction mechanisms are based on the articulation of three strategic ingredients: practices, spaces and tools for inclusion.

Inclusion practices are voluntary acts that take a formal or informal form. They pursue an objective of co-construction, i.e. to include stakeholders in the strategic process of democratic public management. This inclusion takes place in a variety of co-construction spaces.

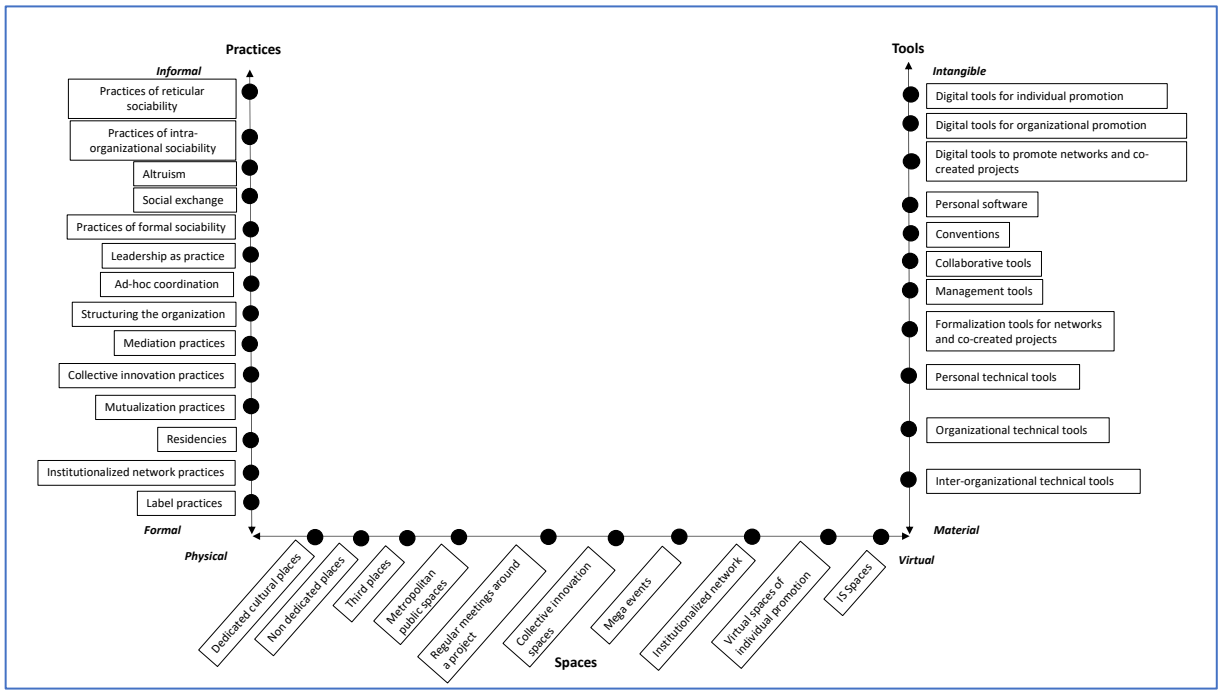
Inclusion spaces are places where co-construction is exercised. These virtual or physical spaces enable actors to implement co-construction by mobilising tools.

The tools of inclusion are the objects that enable co-construction to be achieved. These objects are material or immaterial and constitute the means, with which co-construction is implemented.

It should be noted that the territorial diagnosis showed that the co-construction process must be conceived at several levels and that the co-constructed projects are analysed from an environmental perspective. In this sense, we have an articulation of the strategic ingredients at three levels:

- **Individual:** the individual level concerns the ingredients mobilised by an actor during a co-construction process. They provide a means for the actor to mobilise his or her network in order to prefigure the realisation of co-created projects.
- **Organizational:** the organisational level concerns the strategic ingredients that will be used by an organisation to mobilise its teams in co-construction dynamics.
- **Inter-organizational:** the inter-organisational level concerns the strategic ingredients that enable two or more stakeholders to carry out co-created projects.

Figure 7. Territorial governance mechanisms of co-construction

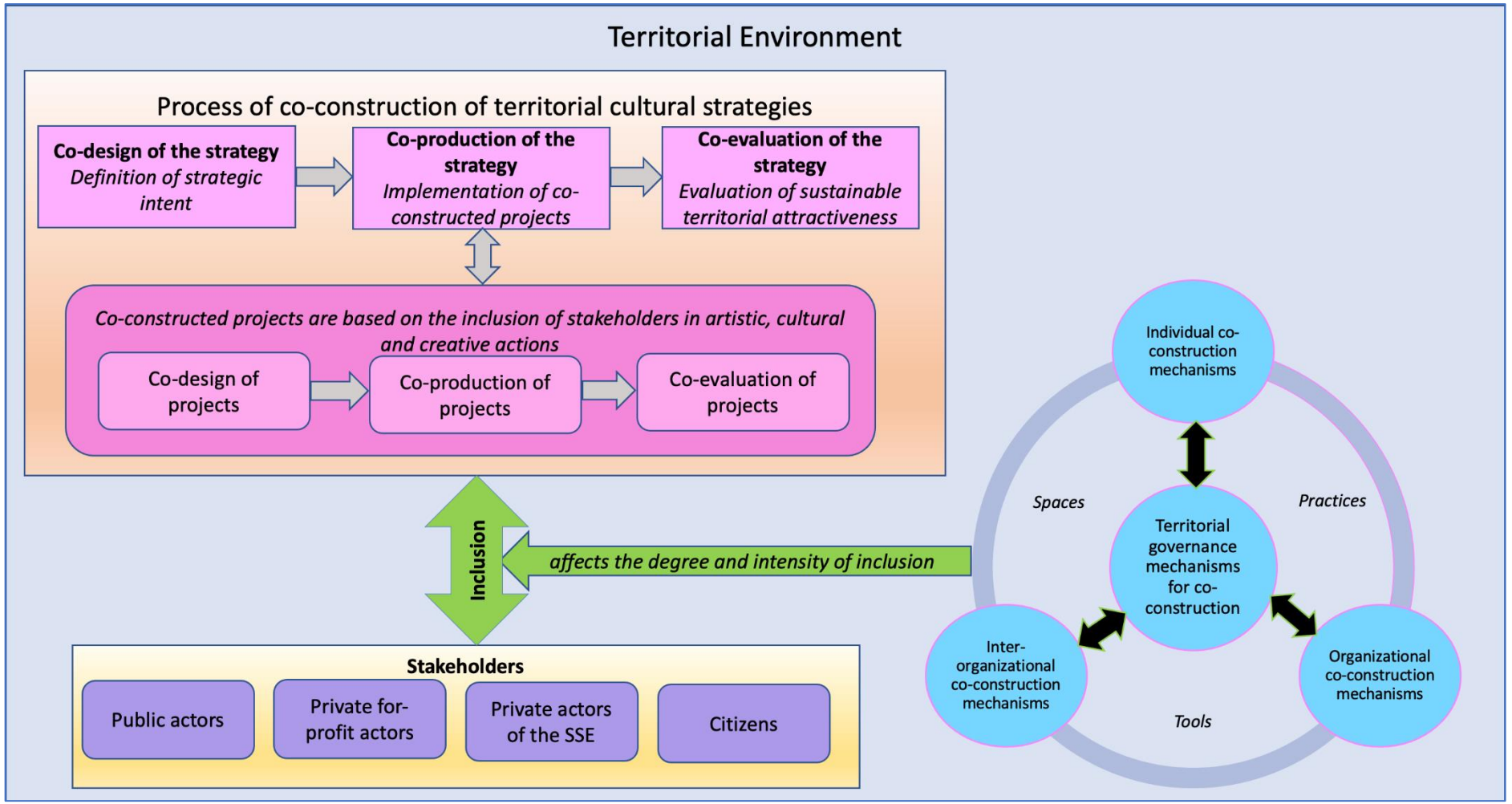


1.3. Proposal for a renewed model of democratic public management

Based on the contributions of WP5, we propose the following model. It benefits from four main contributions:

- It refines the sequences of the strategic process.
- It details the characterization of the strategic process' stakeholders.
- It qualifies the relationship between the stakeholders and the process via inclusion trajectories.
- It integrates mechanisms of territorial governance of co-construction that support the trajectories.

Figure 8. Proposal for a renewed model of democratic public management



II. SP4. CHARACTERIZATION OF THE TERRITORIAL LEADERSHIP'S DIMENSIONS PROMOTING CO-CREATION OF THE TERRITORIAL CULTURAL STRATEGY

Introduction

How to support democratic public management and guarantee stakeholders' inclusion?

The results of the research show that leadership and the interpersonal variables that enable the facilitation of co-constructed projects, have an effect on the success or failure of projects. Moreover, leadership is a variable that appeared to be transversal to all the analysed levels (individual, organisational and inter-organisational).

We propose a leadership model of the co-construction. This model aims at supporting the democratic public management model and is a condition for the inclusion of the several territorial actors.

We distinguish three dimensions in this model: the forms(2.1.), the exercise (2.2.) and the action areas of leadership (2.3.).

2.1. Dimension 1. Leadership forms: a plurality of actors

The forms refer to the functions, job families and professional identities of the actors involved in co-construction projects.

The diversity of stakeholders that can be included in projects leads to a diversity of actors involved in these projects:

- **Political**: political actors, local elected officials...
- **Artistic**: artists, creative workers...
- **Managerial**: administrative staff...
- **Social**: mediators, volunteers...
- **Technical**: technicians, logisticians...
- **Citizenship:** citizens

But what do we mean by citizens? We propose to focus on this actor.

Post-NPM models are not very stable and some still contain elements that reflect the NPM (e.g. considering the citizen as a client). There is a strong ideological dimension, which may depend on individual or collective beliefs or national reforms.

In the framework of WP5 which deals with co-construction of territorial cultural strategies, the citizen is considered as a citizen, not a client nor a consumer. There are two main explanations to justify this semantic choice:

The framing of the territorial co- construction process based on the adoption of the “Democratic Public Management model” (Soldo, 2018) advocates the participation of three types of stakeholders (private operators, public operators, and citizens) in the three phases of the process (co-design, co-production, and co-evaluation). Within this model, the citizen is clearly identified as the central actor of a democratic process in the formal sense of N. Bobbio (1991). Two main rules flow from this meaning: all citizens must participate in the decision "directly or indirectly" and the decision must be taken after free discussion, by "the majority". This first formal approach, specifying the few essential game’s rules of democracy, is based on the need to set up effective institutions that guarantee a collective decision acceptable to all citizens (Bobbio, 1991, pp. 4-5).

The strong anchoring of this process of co-construction of a territorial cultural strategy in the approach of public value assumes that the creation of public value is based on the politically mediated expression of collectively determined preferences, i.e. what citizens consider to be valuable (Kelly et al., 2002; Moore 1995). As Moore and Braga (2004) point out, citizens decide together, through elected officials, what they consider to be a collective set. The process of defining and creating public value is thus very different from the direct economic exchange relationships that take place in the private sector, so it can be argued that public value is something that government organizations provide to their citizens rather than to individuals (Alford, 2002).

In this, WP5 particularly advocates citizen participation in determining territorial public value and calls for the active approval of citizens to be considered in decision-making (Stoker, 2006). This appears even more relevant since, as Horner and Hazel point out in their contractual approach, citizens can be conceived as true shareholders of public value. "Consider citizens as shareholders in the way their taxes are spent. Value can be created through economic prosperity, social cohesion, or cultural development. Ultimately, value - such as better services, increased trust, or social capital, or fewer or

avoided social problems - is decided by the citizen. Citizens do this through the democratic process, not only through the ballot box, but also by taking part in elections - consultations and surveys, for example. » (2005 p.34).

2.2. Dimension 2. Leadership exercise: plural modalities of action

The forms of leadership, and the actors who embody them, will have plural ways of exercising leadership. In this respect, we encounter Arezki's typology (2019) which results from the confrontation of the literature on leadership (e.g. two-headed leadership in cultural organisations in a situation of institutional complexity) with the empirical reality of four cultural festivals:

A transformational leadership, that gets the actors involved in the project.

A shared leadership, that leads to a diffusion and sharing of power among the different actors.

A humanistic leadership, that promotes pro-social, collectivist values and acts in proximity to other stakeholders.

These modalities of exercise can have positive effects on effective participation, trust, legitimacy or capacity to act.

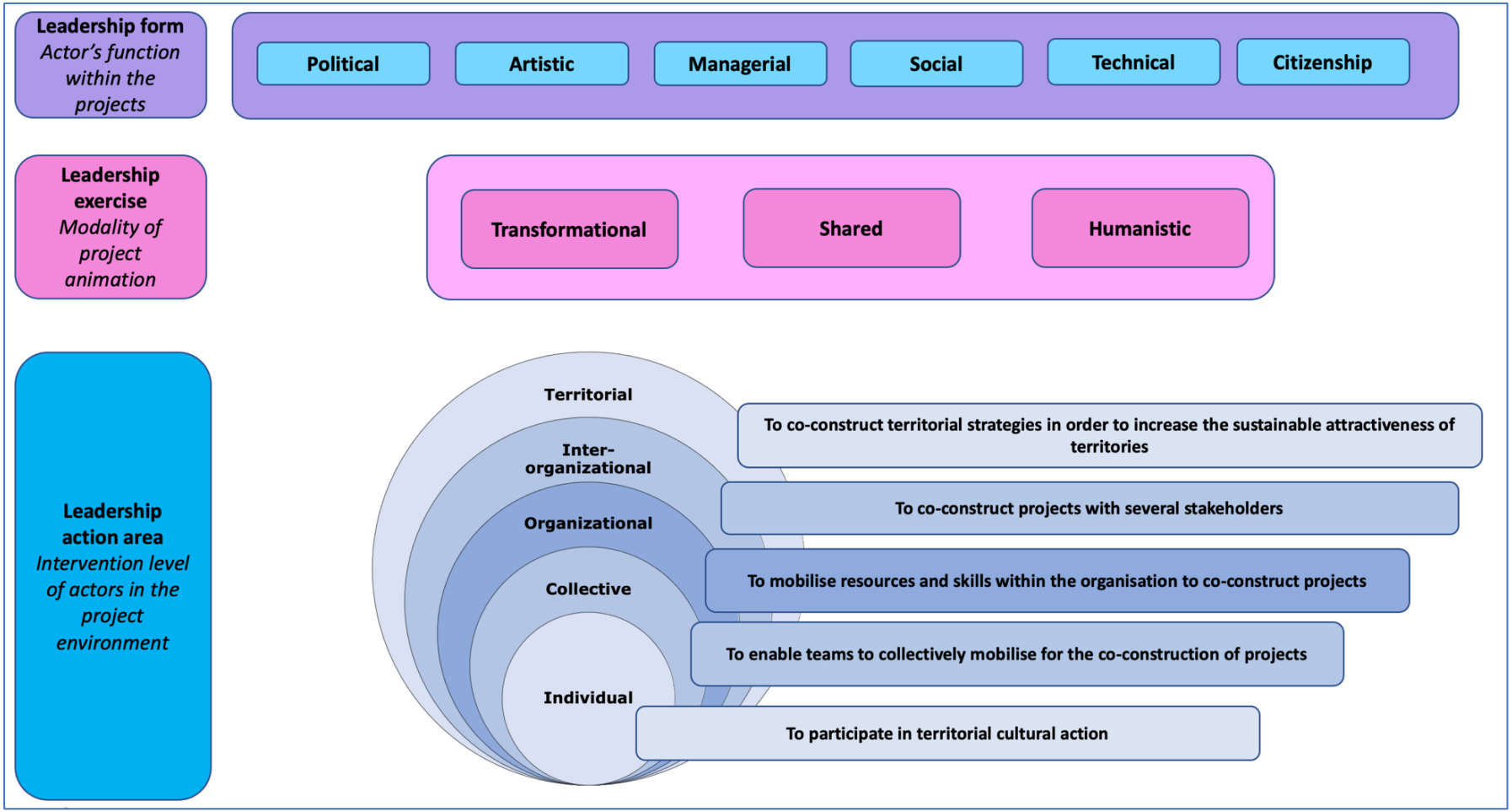
2.3. Dimension 3. Leadership action areas: an environmental approach

The areas of action of co-construction leadership result from our environmental and contingent approach. Indeed, we have highlighted in previous reports that co-constructed projects can be analysed at different scales which refer to the levels of intervention of actors in the project environment (territorial, inter-organisational, organisational, collective, individual). By animating these action areas, the leaders will mobilise their stakeholders, resources, and skills in order to co-construct projects aiming at participating in territorial cultural strategies. In fine, the co-construction of these strategies enables to increase the sustainable attractiveness of the territory.

2.4. Proposal of a leadership model for co-construction

We reproduce the three dimensions in the following model.

Figure 9. the leadership model for co-construction



Conclusion: General contributions of WP5 to COGOV project

The final report of the WP5 (5.3.) will propose to carry out a review of the literature on strategic management proposed in the framework of the WP1 of the COGOV. We feel that the "strategic territorial management" approach invites a "wide mix" between models as it was already revealed by some articles identified in the framework of the French literature review proposed in WP1. Co-creation at the territorial level is an approach which is not part of a top-down logic in France (cf. results observed in the framework of WP6) but rather results from a territorial will, the intensity and implementation of which can vary from one territory to another.

In the framework of the global reflection engaged by the COGOV around co-production and co-governance aiming at renewing the modalities of public action, the WP5 proposes a contextualized lighting in the French case and in the specific field of territorialized cultural strategies.

As mentioned above, the general purpose of the WP5, fitting with the global COGOV purpose, was to provide an analytical framework and an operational tool to public agencies and to actors involved in co-constructed projects, that wish to develop at a territorial level, inclusive strategic mechanisms of co-creation in the field of cultural strategies. We hope that this framework will be replicable to other territories facing similar contingencies.

The final model (progressive formalization in D5.2 and D5.3) integrates, in the territorial global strategic process (within three phases of the policy design: co-design, co-production, co-evaluation), different strategic ingredients that can facilitate co-construction of cultural territorial projects. These strategic ingredients are articulated in “territorial governance mechanisms”. The WP5 analysis focus on these mechanisms that facilitate the participation of stakeholders in each phase of the territorial strategic process and that can be activated by a leading public organisation: in this case, a metropolitan organisation.

Theoretical and conceptual contributions arising from this contextualised positioning:

- Findings related to the 4 post-NPM approaches highlighted in the literature review WP1 (Deliverable 1.1: Literature Review) and synthesised in WP2 (Deliverable 2.1 Template for Case Study Selection, Fieldwork and Analysis)

The whole exploratory hybrid research that has been conducted in the WP5 has produced various results that should be discussed regarding the literature review initially carried out in the framework of the COGOV project. Indeed, the "strategic territorialized" approach that has been adopted throughout this research invites a "wide mix" between models as it was already revealed by some articles identified in the French literature review proposed in WP1: Francophone Literature Review – IMPGT:

“*Our analyses, based on the Reinert method, highlight the obvious links between the corpus of francophone articles and the four theoretical approaches explored in the COGOV project. However, they also underline the artificial nature of such categorization. While some of the researches seem to be clearly positioned in the fields of public value, new public governance, or co-creation linked to digital era governance, it is more difficult to identify a block of studies that clearly mobilizes public leadership*

concepts. However, some research fields, in relation to the territory and the territorial networks, appear to aggregate concepts resulting from the four approaches."

First of all, the results of the WP5 research appear clearly context dependent. For instance, a practice of co-construction will be more or less relevant, from one public organization to another. Thus, the framework of contingency theory has been adopted, in order to take into account, the specific environment of cultural territorial strategies. Moreover, the results of the WP5 research appear dependent on current events. For instance, in the current period impacted by the COVID crisis, the effects of digitization on tools, practices, or spaces fostering the co-construction of cultural projects appear to be increased.

Secondly, co-construction of a strategy at a territorial level, appear as a process which is not only part of a top-down logic (same results observed in the French case explored in the framework of WP6), but rather results from a "territorial" intention mobilizing several stakeholders such as public agencies, private operators of the field and citizens. The intensity and implementation of the territorial strategy can thus vary from one territory to another. In addition, the main results of the preliminary strategic diagnosis of co-creation's practices (D5.1.) revolve around three levels of analysis: a first, territorial level, a second, inter-organisational level and a third, the organisational level. Territorial governance mechanisms of co-creation therefore seem to be able to be activated at these different scales. For instance, we can observe that during the co-production phase of the territorial cultural strategy, the ICC operators can themselves implement participative approaches, at an organizational level, as shown in STD3. Additional elements also result from this analysis: beyond the 3 levels previously mentioned, the individual level also appears to be relevant for identifying and explaining the drivers of co-creation. For instance, the involvement of volunteers, very present in non-profit organizations, can be facilitated at each phase of the co-creation process through adequate practices, spaces and tools.

That is why the "Democratic Public Management Model" (Soldo, 2018) enriched by the contributions of the research carried out (D.5.3.), appears relevant in a territorialized approach of strategic governance. This model is broad and proposes an integrating and unifying framework for the different post-NPM approaches previously identified (WP1), such as Public Value, Network Governance, Co-creation and Co-production or Collaborative forms of public leadership.

- Contributions to the literature on "collaborative public leadership"

If we now focus on the leadership approach, we can see that the results of WP5 corroborate the observations made by the AMU team in another work package, WP6. Indeed, they show that leadership and interpersonal variables enabling the animation of co-constructed projects, have an effect on the success or the failure of projects.

However, the leadership model proposed in the WP5 points out the relevance of taking into account other fields of literature on leadership, especially those linked to the environmental approach (e.g. arts and culture management) or those developed in human resources management and organizational behavior approaches. These fields of literature enable to clarify some practices of

leadership identified in the framework of territorial strategies co-construction processes. Indeed, in a territorialized approach, depending on the projects, the leadership is no longer embodied solely in the leadership of the public actor, but in a plural leadership that can be exercised and shared by public actors, private for-profit actors, private actors from the social and solidarity economy, and even citizens. This leadership thus implies consideration of various levels of analysis depending on the area of action of the leader(s).

In this way, the leadership model proposed in the framework of WP5 completes the literature review carried out in WP1 on "collaborative public leadership", which focused on forms and exercises of leadership identified in the field of public management in a generic way (whatever the field of public policy concerned).

- Contributions to the identification and characterisation of "territorial governance mechanisms" of co-construction

The hybrid exploratory research carried out in WP5 has led to the identification and characterisation of territorial governance mechanisms facilitating the inclusion of stakeholders in each phase of the strategic process. These mechanisms, which are based on the articulation of three types of strategic ingredients (spaces, practices and tools of co-construction) at different scales (individual, organisational and inter-organisational) can offer a new conceptual framework for questioning the renewal of public strategies modalities on a territorial scale.

Although conceptualised in a particular context, which is the co-construction of territorial cultural strategies on a metropolitan scale, we assume that some of these mechanisms could be applied in other territorial contexts and to other fields of public policy.

Managerial contributions arising from the research carried out in WP5:

In addition to the theoretical contributions produced by the research carried out in WP5, several managerial contributions can also be identified. They are based on the progressive construction of several tools for public territorial agencies and for actors involved in co-constructed projects, whot want to pilot co-created strategic processes.

List of operational tools:

- In report 5.1, we propose two tools for strategic analysis of co-constructed projects: the strategic diagnosis of a participative artistic, cultural and creative action (reflective approach on the co-constructed project) and the matrix for analyzing the degree of stakeholder participation.
- The operational portfolio formalized in the D.5.2. including all the practices, spaces and tools which can be articulated to constitute mechanisms that facilitate co-creation in a territorial strategic process.

Contributions for research dissemination and exploitation: the chair "Organisations and Territories of the Arts, Culture and Creation"

We detail here the last contribution resulting from the research carried out in the framework of WP5. This is the creation of a university chair, the "Organisations and Territories of Cultural and Creative Arts (OTACC)" chair, aiming at disseminating the results of the research towards students, public organisations, and private cultural and creative operators. https://impgt.univ-amu.fr/fr/chaire-otacc

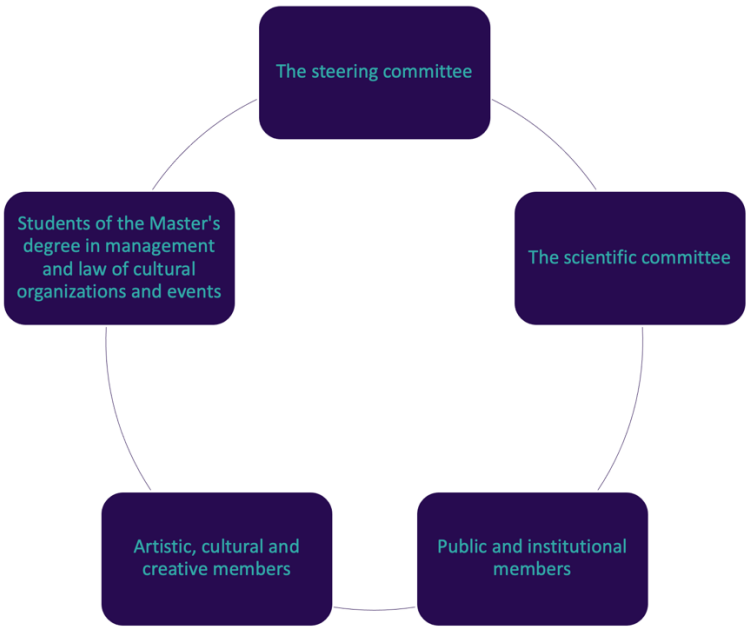
The OTACC Chair is directed by Edina Soldo and Djelloul Arezki and pursues three main missions: training, research and development, and events. It aims at supporting the development of innovative managerial practices to strengthen the inclusion of stakeholders in the co-construction process of territorial cultural strategies.

The chair works as a laboratory for designing, experimenting and disseminating innovative management solutions for artistic, cultural and creative projects. It was founded on the premise that artistic, cultural and creative projects can be a response to many of today's societal challenges (environmental transition, digital transition, the fight against discrimination, etc.). These projects enable the experimentation of democratic governance mechanisms. They are part of co-construction strategies allowing the emergence of spaces, practices and tools for inclusion. They generate innovation dynamics that integrate all actors and all sectors of activity.

The Chair aims at supporting cultural and creative, social and solidarity-based entrepreneurship. It supports the emergence and development of projects through participatory research: the experts of the Chair start from concrete problems and look for solutions by bringing together academics, professionals and students.

The members of the Chair are plural:

Figure 10. The OTACC Chair's ecosystem



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APPENDIX 1. QUANTITATIVE STUDY ON CITIZEN PARTICIPATION [3]

Introduction

The first objective of the quantitative study is to be able to integrate a stakeholder that was absent from the qualitative phase: the citizens. Our aim is to have a holistic representation of all stakeholders in cultural strategies (Soldo, 2018).

The aim of this study was to identify the role that citizens could play in the democratic public management model, to identify the phases in which citizens wish to participate (co-design, co-production, co-evaluation) and the factors that influence this participation.

After a literature review, it was clear that we had not found a sufficiently stabilised rating scale for intentions to participate. If quantitative studies exist, they are mainly exploratory studies that do not propose a validation of a rating scales.

However, WP5, due to its contingent approach to cultural strategies and territories, the results of previous researches did not allow the mobilisation of non-stabilised scales. For example, some studies, under the heading of "participation", will analyse the reading of a website of a public structure and consider this phenomenon as being an effective participation. On the other hand, some research has also been complicit in discriminatory statements. For example, one paper focused on the participation of immigrant populations in territorial marketing, . Another proposed comparisons that discriminated against African Americans and Latin Americans. The Dewey-like pragmatic positioning of two of the team's researchers (Soldo, 2018; Arezki, 2019) made it impossible to mobilise these articles.

The appendix has three parts. The first presents the literature review and research proposals. The second focuses on the method and the third part on the results.

1. Analysis of the literature and formulation of the research proposals

The results of research on citizen participation seem to corroborate three factors having a positive influence on the intention to participate (1.5): legitimacy (1.1), trust (1.2) and transparency (1.3). Participation spaces (1.6) also have an effect on the intention to participate (SP1).

After presenting these three factors, we propose an analysis of the intention to participate.

On the basis of the different concepts that emerged from the qualitative part of our research and the literature review, we defined the concepts in order to be able to translate them into research proposals (themes that can be translated into questions).

[3] With the contribution of Eliel Markman

1.1. Legitimacy

'Legitimacy' could be defined as the answer to the question: "by what right should I act?" (Laufer and Ramanantsoa, 1982; 21). Weber explains that legitimacy is closely related to any kind of authority, which can be traditional, charismatic, legal and/or rational. Based on this definition, two schools emerge: those who see legitimacy as (1) a shared social fact that allows for the justification of power and those who see (2) legitimacy as a form of domination.

(1) Arendt (1972) and Habermas (1987) explain that legitimacy is constantly renewed by some kind of interaction, thus, legitimacy is rooted in a shared approval within a social group. Rosanvallon (2013) summarises the idea by explaining that legitimacy represents the social recognition of power. In this sense, Tallberg & Zürn (2019; 586) explain that '**legitimacy** is ultimately most important in the **relationship between governing and governed authorities**'. For Rosanvallon (2013), this relationship represents **shared values** and implies a practical use of legitimacy.

(2) Leimdorfer & Tessonneau (1986; 67) explain that the concept of legitimacy is rooted in power and domination (domination can be political, linguistic, social, etc.). Therefore, the tension is between someone or a discourse on the one hand, and a leadership position on the other.

For Tallberg & Zürn (2019), legitimacy is also rooted in authority, trust and participation without the latter being an imperative. For example, De Vaujany & Vaast (2013) show that **the legitimacy of an institution is embedded in its history**. In other words, in order to be legitimated, any organisation must be inscribed in an history following a process of legitimisation, and it is up to the group occupying this space to comply with it.

More recently, the New Public Management (NPM) has introduced new forms of legitimacy. In this sense, Verhoest, Verschuerer & Bouckaert (2007) explain that in an NPM context (Hood, 1991), the legitimacy of institutions is in competition with private companies. Therefore, the criteria for legitimacy can be efficiency, innovation or responsiveness. According to Verhoest, Verschuerer & Bouckaert (2007), **legitimacy** is **more contractual, it lies in the capacity to define and fulfil objectives**.

All of this theoretical framing is reflected in the following research proposals:

- *Research proposal 1.1: The Metropolis is in a process of legitimisation.*
- *Research proposal 1.2: The Metropolis is not socially recognised as a source of power.*
- *Research proposal 1.3: The Metropolis does not yet embody the values of the citizens.*
- *Research proposal 1.4: The Metropolis must achieve objectives and be efficient.*
- *Research proposal 1.5: The Metropolis must represent the citizens.*

1.2. Trust

Yang (2006) defines trust as 'a psychological state that involves **a willingness to take risks based on positive expectations** about the trustor's intentions and behaviour'. Houston and Harding (2014; 55) have a similar definition explaining that trust can be defined as **a capacity to put our fate in the hands of someone else**, with the expectation that **our interests will be taken into account**. Finally, Thomas (1998) explains that trust is based on **the rational probability of an individual following a course of action that will be favourable to us**. We can translate this into the following research proposals:

- *Research proposal 2.1: The Metropolis makes decisions that are favourable to you.*
- *Research proposal 2.2: The Metropolis has a benevolent attitude towards you.*
- *Research proposal 2.3: You would be willing to make a sacrifice/effort for the Metropolis.*
- *Research proposal 2.4: The Metropolis has a strong interest in having a policy that is favourable to you.*

If we broaden the topic, a number of studies explain that trust and transparency are related (Beshi & Kaur, 2020; Da Cruz et al.2015; Cucciniello, Porumbescu 2015; Grimmelikhuijsen 2012; Welch et al.2004).

1.3. Transparency

Transparency is a complex subject because it's a fact (something is transparent or not) and a measurable feeling. It is expressed in two, sometimes intertwined, ways:

- **Stored and available information**. This definition comes from Wirtz, Daiser and Mermann (2018; 5) inspired by Dawes (2010) and McDermott (2010) who explain that 'general', 'public' and 'timely' access to information are 'basic elements of transparency'.
- **A continuous flow of information** is useful for monitoring any public policy (Grimmelikhuijsen & Meijer, 2014; Wirtz, Weyerer & Rosch, 2019; Cucciniello, Porumbescu & Grimmelikhuijsen, 2017).

In terms of analysis, one can only measure a sense of transparency largely related to **the feeling of having access to information** (Cucciniello, Porumbescu & Grimmelikhuijsen, 2017). The research therefore approached the issue as a governance lever, i.e. transparency had only been considered in relation to its effects (Cucciniello, Porumbescu & Grimmelikhuijsen, 2017).

- *Research proposal 3.1: Citizens have easy access to all information related to the Metropolis.*
- *Research proposal 3.2: Citizens have easy access to the Metropolis' archives.*

- *Research proposal 3.3: Citizens have direct and permanent visibility on what the Metropolis does.*

1.4. Intention to participate

Participation is always measured in relation to particular events and has a **means of action** (Klijn, Steijn & Edelenbos, 2010; Parrado, Ryzin, Bovaird & Löffler, 2013; Eshuis, Klijn & Braun, 2014). Without acts, we can still speak of an intention to participate, which implies a potential action (Noda, 2017). We are in this second perspective as the metropolitan cultural policy is being designed.

Participation can be political in terms of local information, participation in local meetings or any other rules in place (Lowndes, Pratchett and Stoker, 2006). Participation can be physical or digital. In our case, participation implies a delegation of power since we are talking about public policies (Zumbo-Lebrument, 2017). Zumbo-Lebrument (2017; 15) uses the work of Arnstein (1969) to propose degrees of citizen participation, i.e. how much power is, in fact, delegated:

- No participation corresponds to a manipulation close to what Bresson (2014; 9) calls 'public action', in his words, 'participation can take the form of a reorganisation of public action and a recomposition of power between public authorities to increase control over a society (...) In this model, participation systems are often felt and denounced as a kind of manipulation and are generally left aside by the neighbourhoods and inhabitants.'
- Symbolic cooperation consists of reassurance, consultation or information. This is close to what Lefebvre (1974/1991) calls 'symbolic domination' and acts as an attempt to legitimise one practice or space by evoking another (Wasserman & Frenkel, 2010 and De Vaujany & Vaast, 2013). These symbolic practices are the means used by politics to give legitimacy (Lefebvre, 1974; Rosanvallon, 2008; Wasserman & Frenkel, 2010).
- The effective power given to citizens corresponds to citizen control over public action and implies a delegation of power, i.e. **a decision established by citizens and executed by the power in place under penalty of punishment** (Zumbo-Lebrument; 2017).

Finally, participation can take place **at different stages of the strategy**: design, production and evaluation (Soldo, 2018).

This is translated into the following research proposals:

- *Research proposal 4.1: I am willing to participate in the democratic public management of metropolitan cultural policy.*
- *Research proposal 4.2: The metropolis must be accountable to the citizens for the results of its cultural policies.*
- *Research proposal 4.3: The metropolis should be able to be sanctioned for failure to meet its cultural policy objectives.*

The risk faced by all citizen participation policies is a constant suspicion of communication and concealment of real objectives (Donzelot & Epstein, 2006; Talpin, 2006; Sintomer & De Maillard, 2007; Pinson, 2009; Insch & Stuart, 2015). Critics raise the question of the delegation of power in terms of regular participation: the risk is that citizens do not take up the proposed means of participation. It is therefore imperative that this participation addresses real problems (lack of transparency, lack of trust, etc.) and that it seems important to think about the means of participation.

1.5. Spaces for participation

The participation spaces are a concrete way of providing territorial anchoring through a new citizen representation based on public consultation and more broadly on public participation (Bérard, 2013; Zumbo-Lebrument, 2017). The remaining question concerns the modalities of participation (workshops, public consultations or information systems, volunteer commissions, etc.). We have therefore created the following research proposals:

- Research proposal 5.1: Digital spaces for participation in cultural policies.
- Research proposal 5.2: Physical spaces of participation in cultural policies.

In the following section we will see how we translated this theoretical framework into questions and how we administered our questionnaire.

2. Methodology

In this section, we present the questionnaire and its administration by describing the correspondence between theory, research proposals and questions (2.1.), the mode of administration of the questions, the participation rate (2.2.) and the presentation of the demography of the sample (2.3.).

2.1. Correspondence between theory, research proposals and questions

We started with a literature review (see previous section) and then translated our research proposals into questions as shown in the next table. We used a collective iterative process: due to the COVID pandemic, we could not meet physically, but we managed to meet online for five focus group. We systematically critiqued each topic to come up with simple questions that systematically lead to our research proposals and then to our questions. As there are few direct questions, we have been careful to make them intelligible to all citizens who receive them.

If we exclude demographic data (gender, age, etc.), all our data were collected on a Likert scale of 1 to 4, 5 or 7 (from no to yes) in order to avoid regularity and to ensure that it was impossible for respondents to systematically tick the same number.

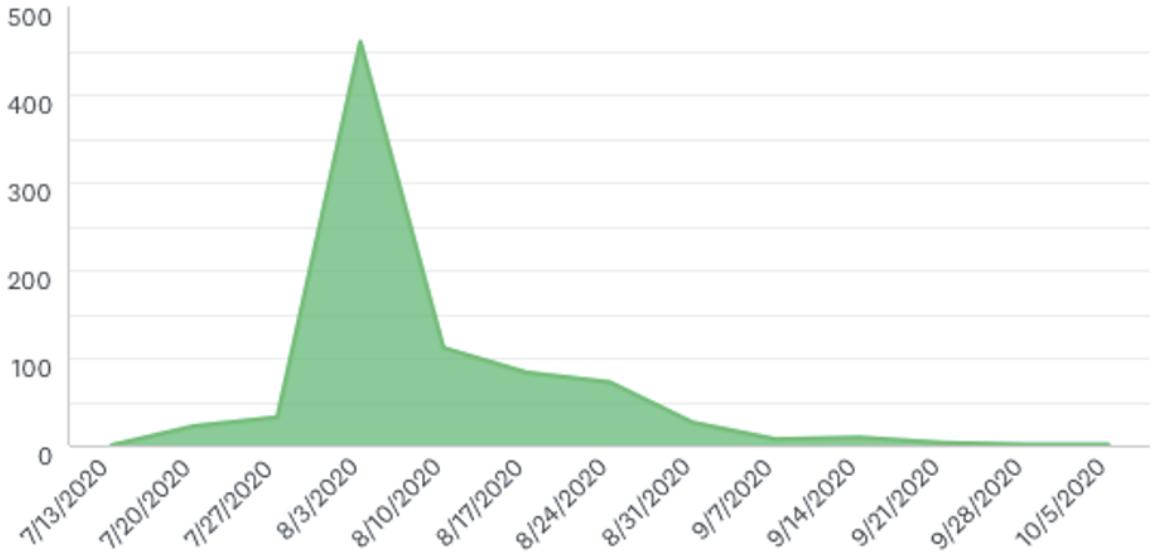
Table 3. translation of the concepts in question

Theoretical theme	Research proposals	Questions	References
Legitimacy	Research proposal 1.1: The Metropolis is in a process of legitimization	The Metropolis is the result of an evolution of public institutions, its appearance is logical (1 strongly disagree / 5 strongly agree)	(De Vaujany & Vaast, 2013)
	Research proposal 1.2: The Metropolis is not yet socially recognised as a source of power	The Metropolis is a subject we discuss with my friends/relatives (1, Absolutely never / 7 very often) I see what the Metropolis is for (1 not at all / 5 very well)	(Tallberg & Zürn, 2019)
	Research proposal 1.3: The Metropolis does not yet embody the values of the citizens	I feel I share the values of the Metropolis (1 not at all / 7 completely)	(Rosanvallon, 2008; Bresson, 2014)
	Research proposal 1.4: The Metropolis must achieve objectives and be effective	I expect the Metropolis to set and achieve its objectives (1 strongly disagree / 5 strongly agree)	(Verhoest, Verschuerer & Bouckaert, 2007)
	Research proposal 1.5: The Metropolis must represent the citizens	I feel represented by the Metropolis (1 The Metropolis does not represent me at all / 6 The Metropolis represents me perfectly)	(Ehlinger, Perret & Chabaud, 2007; Bouquet, 2014)
Trust	Research proposal 2.1 : The Metropolis makes decisions that are favourable to you	The Metropolis takes decisions that are favorable to me (1 strongly disagree / 5 strongly agree)	(Houston & Harding, 2014; 55; Beshi & Kaur, 2019; 3)
	Research proposal 2.2 : The Metropolis has a benevolent attitude towards you	I have the impression that the Metropolis is benevolent towards me (1 No, absolutely not / 7 Yes, completely)	(Beshi & Kaur, 2019; 3)
	Research proposal 2.3 : You would be willing to make a sacrifice/effort for the Metropolis	I would be prepared to make an effort for the Metropolis (get up on Sundays, give time, etc.)(1 Never! / 5 Absolutely!)	(Houston & Harding, 2014)
	Research proposal 2.4: The Metropolis has a vested interest in having a policy that is favorable to you	I feel that my interests and those of the Metropolis converge (1 No, not at all / 7 Yes, completely)	(Thomas, 1998)
Transparency	Research proposal 3.1: Citizens have easy access to all information about the Metropolis	I know who does what in the Metropolis (1 No, not at all / 5 Yes, absolutely) I have access to all information about the Metropolis (1 No, I don't have access to any information / 7 Yes, I have access to all information)	(Witz, Daiser & Hermann, 2017)
	Research proposal 3.2: Citizens have easy access to the Metropolis' archives	If I look, I can find out what the Metropolis has done (past actions) (1 No, the archives are completely inaccessible / 5 Yes, everything is transparent)	(Witz, Daiser & Hermann, 2017)
	Research proposal 3.3: Citizens have direct and permanent visibility on what the Metropolis does	I know what projects the Metropolis is currently carrying out (1 No, not at all / 5 Yes, I know all the projects of the Metropolis)	(Meijer, 2009; Grimmelikhuijsen & Meijer, 2014; Wirtz, Weyerer & Rosch, 2017; Porumbescu & Grimmelikhuijsen, 2017)
Intention to participate	Research proposal 4.1: I am willing to participate in the democratic public management of the metropolitan cultural policy (temporality - phases)	I am willing to participate in the definition of the metropolitan cultural policy (1 No, not at all / 7 Yes, fully) I am willing to participate in the implementation of the metropolitan cultural policy (1 No, not at all / 7 Yes, fully) I am willing to participate in the evaluation of the metropolitan cultural policy (1 No, not at all / 5 Yes, completely)	(Soldo 2018)
	Research proposal 4.2: The metropolis must be accountable to the citizens for the results of its cultural policies	The metropolis must be accountable to the citizens for the results of its cultural policies (1 No, absolutely not / 4 Yes, it is necessary at all levels)	(Wasserman & Frenkel, 2010 ; De Vaujany & Vaast, 2013 ; Zumbo-Lebrument, 2017)
	Research proposal 4.3: The metropolis should be able to be sanctioned in case of failure to meet its cultural policy objectives	The Metropolis should be able to be sanctioned for failure to meet its cultural policy objectives (1 No, it should never be sanctioned / 4 Yes, it should definitely be sanctioned)	(Zumbo-Lebrument, 2017)
participation spaces	Research proposal 5.1: Digital space for participation in cultural policies	I am willing to participate digitally in the deliberations of the Metropolis (online voting, questionnaire, etc.) (1 No, in no case / 6 Yes, in all deliberations)	STD
	Research proposal 5.2: Physical space for participation in cultural policies	I am willing to participate in the cultural policies of the Metropolis through a public meeting where I can ask questions. (1 No, in no case / 6 Yes, to all deliberations)	

2.2. Questionnaire administration and participation rates

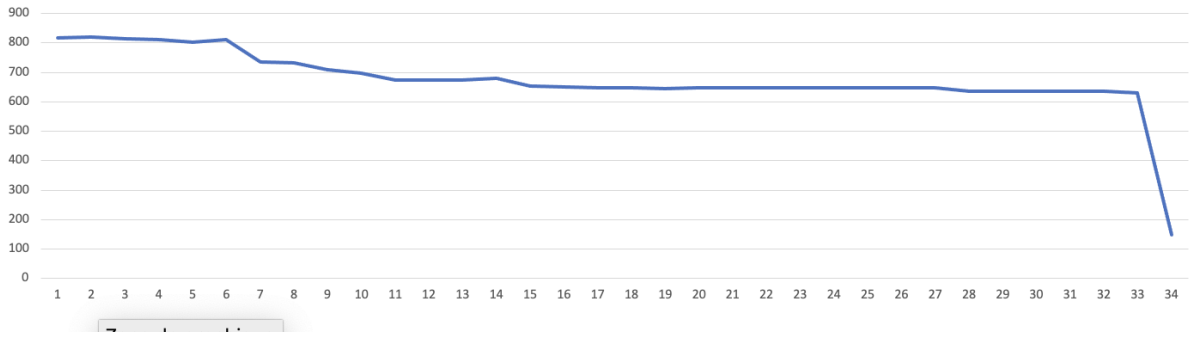
We used the online software "SurveyMonkey" to administer our questions. Once our questionnaire was finalized, and after two tests in our research team, we sent an e-mail to our contacts and to the staff of Aix-Marseille University, and then we systematically called the 92 municipalities of the Metropolis to ask for a distribution (we managed to contact 86 of them and two refused, i.e. a total of 84 municipalities). The questionnaire remained open for 4 months for a total of 832 respondents. Most of this work was carried out in August 2020.

Figure 11: Response rates over time



Most respondents answered all questions with a minimum of 645 respondents answering each question.

Figure 12: Response rate by number of respondents



The last question (also the least answered) should not be considered as such since we asked interested respondents to leave their email address to be kept informed of the progress of the study. Only 148 respondents left their mail. Finally, all the answers are strictly anonymous, our filter question, i.e. without which it is impossible to address the questionnaire, is to indicate a place of residence in the territory. Thus, all the respondents declared that they lived in the territory of the AMP Metropolis.

2.3. Demographics data of the sample

Firstly, 70% of our respondents have a Master's degree, whereas the national trend is 15% according to the OECD. Women are significantly over-represented: 60%. We also have too many students, which could be another limitation. Half of our respondents are married and 49% are single, which is roughly in line with national statistics.

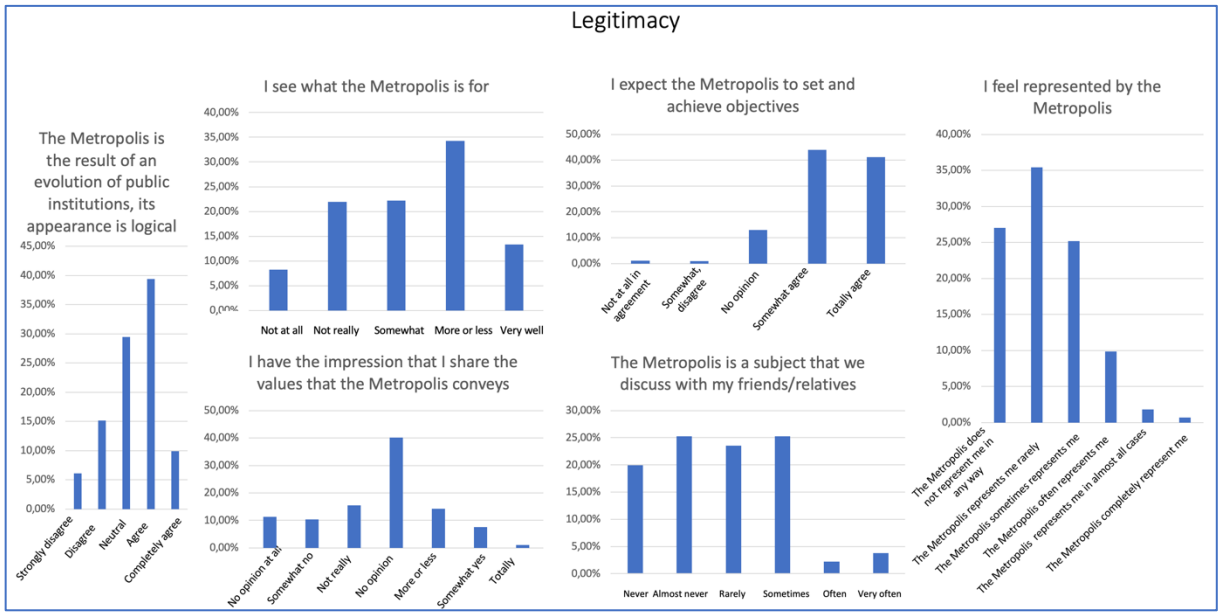
Our representation is correct in terms of location: most of our respondents live in Marseille and Aix en Provence, as is the case in Metropolitan France. As a result, most of them live in ordinary flats (from 25 to 100 square metres) and are within a 10-minute walk of public transport. In terms of income, most respondents report an annual income of less than 73,000 euros, which is lower than the national average but could be explained by the over-representation of women and students. Respondents have also lived in the AMP territory for 15 years or more. Finally, in terms of political preferences, most of the respondents declare having an ecological or socialist preference.

However, considering that the 'green' party recently won the last Marseilles elections in 2020 and that Marseilles itself represents a little more than half of the population of the Metropole, our sample is probably still representative.

3. Results

We conducted descriptive statistics for each research proposal.

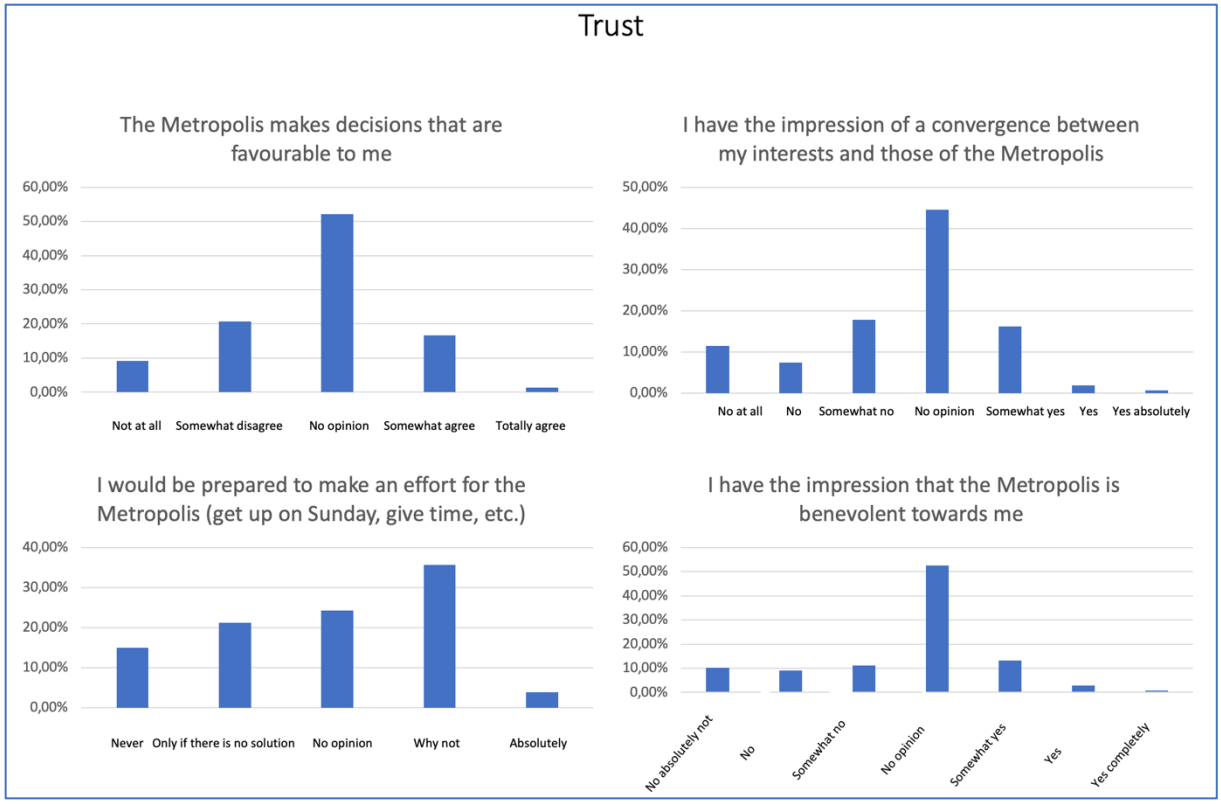
3.1. Legitimacy



The legitimacy of the AMP Metropolis is fragile. Respondents recognise the historical anchorage of the Metropolis and most agree that the Metropolis is included in a historical process. Without being too categorical on the subject, this could be linked to the fact that the Metropolis is functionally based on pre-existing territories. Our study also shows that the capacity of the Metropolis to achieve its objectives is an important source of legitimacy. This could mean that respondents believe that the Metropolis has a capacity for concrete action. However, the respondents declare that they have no idea or, at most, "more or less" an idea of the function of the Metropolis.

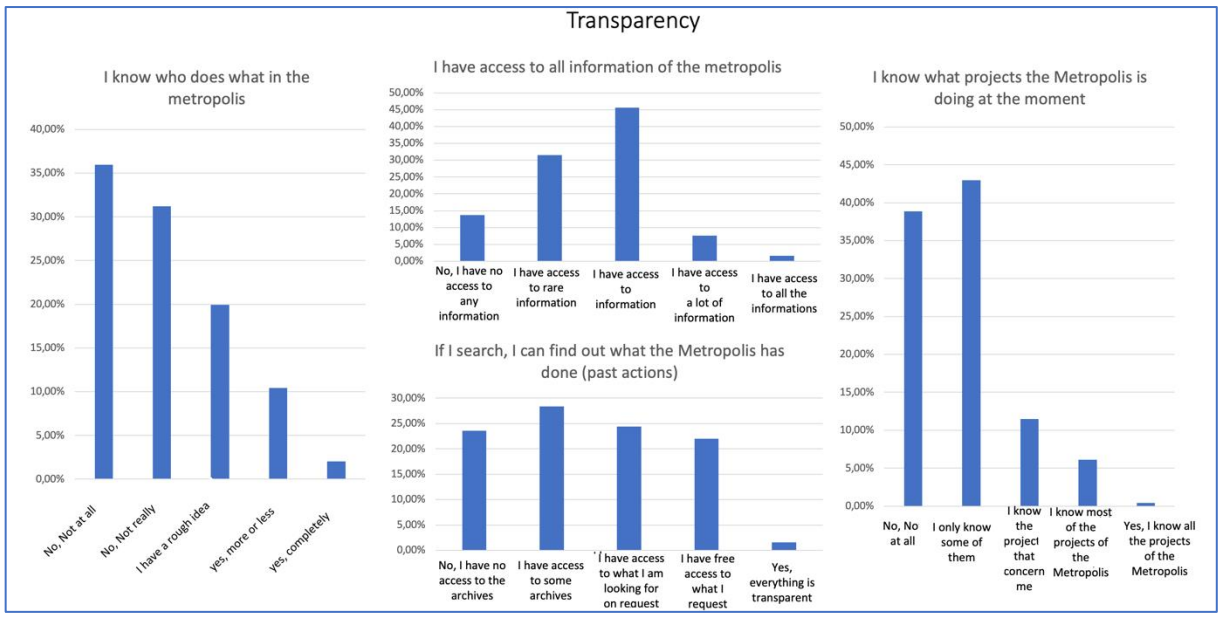
As a result, the Metropolis does not seem to be included in any social facts: it is not a subject that respondents would spontaneously raise. We might think that the very few times that respondents mention the Metropolis, it might be in a negative way. This last statement is also based on the fact that respondents do not feel represented by the Metropolis. This could mean that any democratic anchoring could have a powerful effect on legitimacy and, perhaps, on trust in the Metropolis, our next explored concept.

3.2. Trust



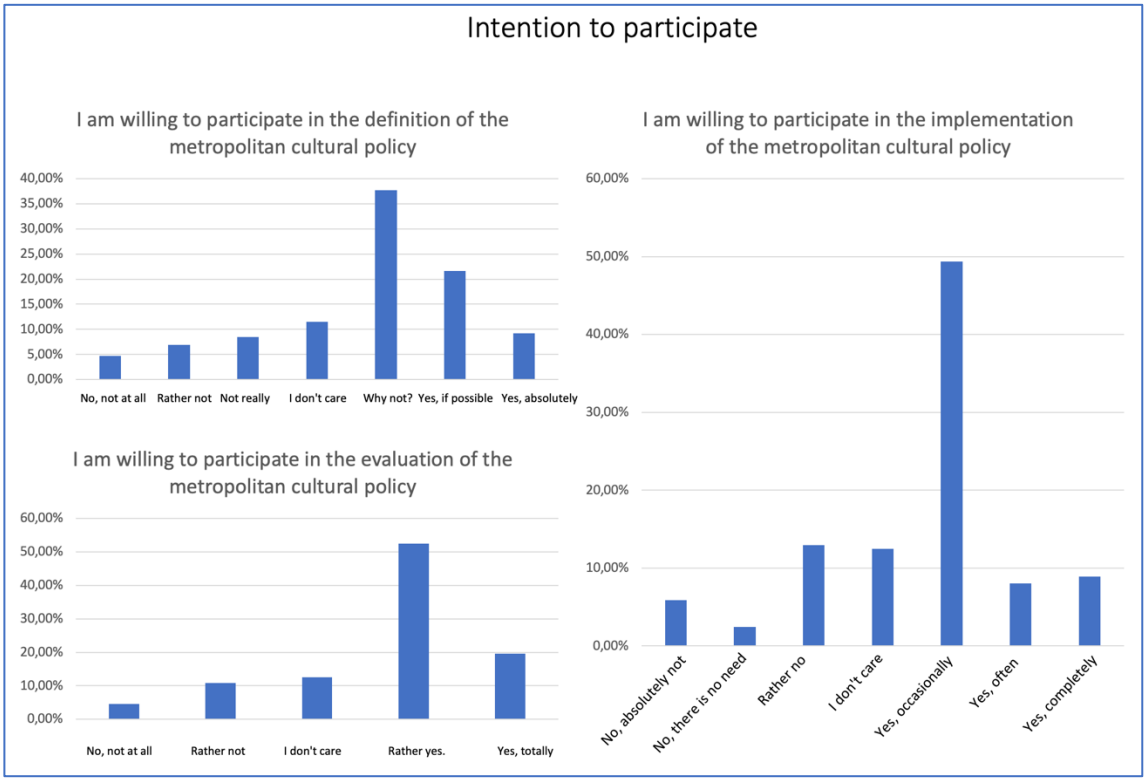
Without being strictly negative, the respondents have 'no opinion' on their trust in the Metropolis. More concretely, without there being any mistrust, no one seems to have confidence either. A timid "why not" characterises the possibility of making an effort for the Metropolis. That said, the respondents tend to be slightly distrustful of the AMP Metropolis. They state that the Metropolis does not take decisions that correspond to their interests, since they assume (again, slightly) that there is no convergence between their interests and those of the Metropolis. Finally, respondents state that they do not feel a benevolent attitude from the Metropolis. These observations could be linked to our next point: transparency.

3.3. Transparency

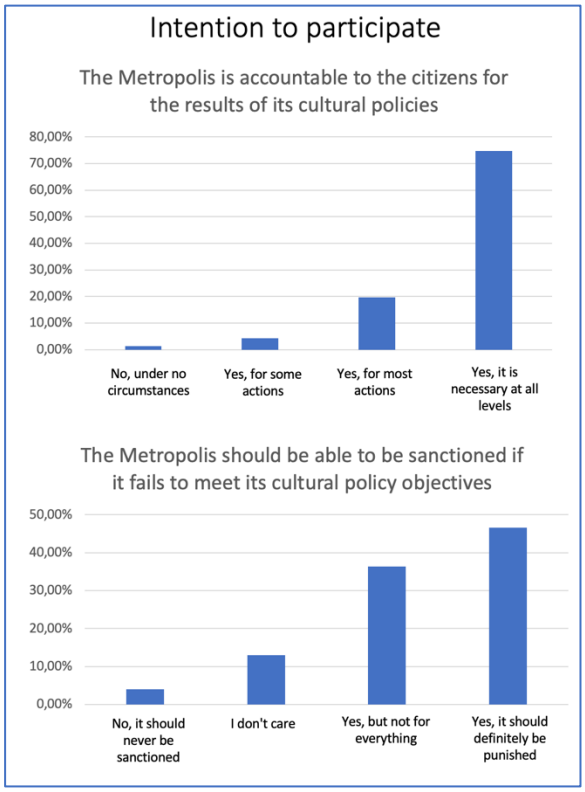


In general, for our respondents, the MPA Metropolis is not transparent. Respondents state that they could know what the Metropolis has done and have access to the information if they were looking for it. They have no idea what the MPA Metropolis is currently doing or who is in what position for what function. Answers still need to be provided, including an approach to the possibilities of delegation of power by the Metropolis and participation by citizens.

3.4. Intention to participate



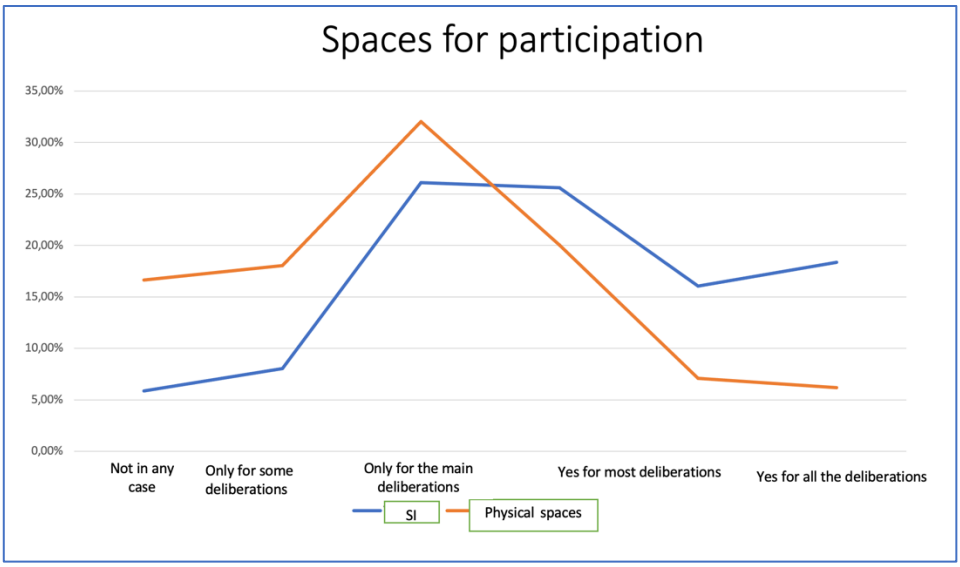
With answers mainly ranging from "occasionally" to "absolutely", we can state that the respondents declare themselves willing to participate in the definition, the implementation ans the evaluation of cultural strategy.



This shared commitment is also supported by a clear willingness to have operational control over the cultural strategy of the AMP Metropolis. Indeed, the respondents really think that the Metropolis should be accountable for its cultural strategy and be sanctioned if the objectives are not achieved. From a broader point of view, respondents are ready to have real power over the cultural strategies and policies of the AMP Metropolis. Respondents are willing to invest if these conditions are met. This confirms previous studies on the subject (Donzelot and Epstein, 2006; Talpin, 2006; Sintomer & De Maillard, 2007; Pinson, 2009; Insch & Stuart, 2015). Thus, any attempt at a participatory policy (such as a co-creation policy that would involve citizens) must be done with caution because, as other studies show (Bresson, 2014), it must done with delegation of power.

3.5. Spaces for participation

There remains the question of spaces for participation; which ones to use to ensure citizen participation?



This curve shows that most citizens are willing to participate in important deliberations either via an IS space (26.8%) or physically (32.05%). 16.64% of the citizens are against participating in all physical discussions, 18.03% in only a few discussions and 20.03% in most discussions. In other words, as the frequency of discussions increases, the willingness to participate decreases. Thus, only 7.06% of citizens said they were willing to participate in 'almost all deliberations' and 6.16% in 'all deliberations'. When it comes to SI areas, this trend is reversed: only 5.86% of citizens say they are opposed to all participation, 8.02% to some. On the other hand, 25.02% said they were willing to participate in most discussions via IS, 16.05% in almost all and 18.38% in all. The intersection of these curves tells us about the place and function of the spaces. In fact, our respondents need a physical space in which to discuss and have someone to talk to. Conversely, the IS space seems to be suitable for monitoring a project throughout its development but not for the discussions that could accompany its decision.

Conclusion

We propose to summarise the research findings.

Results of the research proposals 1. Legitimacy

The Metropolis is in the process of being legitimised. As this process is underway, the respondents have high expectations and at the same time they express a bias in their representations and knowledge of the Metropolitan institution.

Results of the research proposals 2. Trust

It is interesting to note that despite an apparent low confidence in the Metropolis, citizens are willing to make an effort for it.

Results of the research proposals 3. Transparency

The results show that the Metropolis has a transparency deficit, which may result from a lack of access to information.

Results of research proposals 4 and 5. Spaces and Intention to participate

The results show that citizens are willing to participate in the design, production and evaluation of cultural strategies. In order to strengthen the intention to participate, it is necessary to have the power to act, which is facilitated by shared leadership (SP4).

These results show that inclusion mechanisms can foster the intention to participate and at the same time support the process of legitimisation (P1) and the deficit of trust (P2) and transparency (P3). They corroborate the research outputs (SP3 and SP4).

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Appendix 2. WP5 - ANSWERS TO REVIEWERS' REMARKS – PERIODIC REPORT (AIX-MARSEILLE)

Remarks of the project reviewers	Remarks regarding the WP5's case
Thus, we cannot see if there is a correlation between models of strategic management and policy design, or between the models and networks as organisational policy instruments – one might hypothesise that the former might be strongly Strategic Design and Planning and the latter Mintzbergian. Collaborative policy design may be followed by top-down implementation of an instrument that may be networked, or bureaucratic and administered through online transactions – or there may be any mixture of approaches across the stages. Any one policy domain (e.g. cultural policy in AixMarseille) is likely to contain a large mixture.	We agree with the remark: "Any one policy domain (e.g. cultural policy in Aix Marseille) is likely to contain a large mixture": 1. We observed in our research process that the results are context-dependent. For example, a co-construction practice would be more or less relevant from one public organisation to another. Thus, in WP5, we have mobilized the contingency theory in order to take into account the environment of co-creation projects. Moreover, the results are dependent on current events. We observe in WP5 the effect of digitization on co-created projects. 2. That is why we used, in a territorialized approach of the governance, the "democratic public management model" (Soldo, 2018) in WP5. It is broad, and integrates different post-NPM approaches, such as public value, multilevel governance, networked governance… This model makes it possible to bring out what we have called "strategic ingredients" of the co-creation. These ingredients operationalize the model. The general purpose of the WP5, fitting with the global COGOV purpose, is to provide an analytical framework and an operational tool to public agencies, that wish to develop at a territorial level, inclusive strategic mechanisms of co-creation in the field of cultural

strategies. We hope that this framework will be replicable to other territories facing similar contingencies.

The final model (progressive formalization in D5.2 and D5.3) will integrate, in the territorial global strategic process (within three phases of the policy design: co-design, co-production, co-evaluation), the different strategic ingredients articulated in “territorial governance mechanisms”. The WP5 analysis focus on the mechanisms that facilitate the participation of stakeholders in each phase of the territorial project and that can be activated by a leading public organisation: in this case, a metropolitan organisation.

3. The final report of WP5 (5.3.) proposes to discuss the theoretical and conceptual approaches proposed in the framework of the COGOV WP1.. We feel that the "strategic territorial management" approach invites a "wide mix" between models as it was already revealed by some articles identified in the framework of the French literature review proposed in WP1. Co-creation at the territorial level is an approach which is not part of a top-down logic in France (cf. results observed in the framework of WP6) but rather results from a territorial will, the intensity and implementation of which can vary from one territory to another.

4. In addition, the main results of the preliminary strategic diagnosis of co-creation’s practices (D5.1.) revolve around three levels of analysis: a first, territorial level, a second, inter-organisational level and a third, the organisational level. Territorial governance mechanisms of co-creation therefore seem to be able to be activated at these different scales. For instance, we can observe that during the co-production phase of the territorial cultural strategy, the ICC operators can themselves implement participative approaches, at an organizational level, as shown in STD3. Additional elements also result from this analysis: beyond the 3 levels previously mentioned, the individual level also appears to be relevant for identifying and explaining the drivers of co-creation. For instance, the involvement of volunteers, very present

	in non-profit organizations, can be facilitated at each phase of the co-creation process through adequate practices, spaces and tools.
This is connected with a lack of clarity about "co-creation" and its relationship with strategic management. One can see this at the level of the vocabulary used in various studies by different partners as WPleaders: the citizen is sometimes the still a "client"/"customer" (PTR_B, D6.1) in the discussed co-created administration model. Sometimes it is, however, a normatively understood "partner", or – as a rule – "citizen" in general (D2.3); or – depending on the context and deliverable submitted – "external stakeholder", "key actor", "participant", "collaborator", while relatively rarely "User"/ "End-User" has been used. To benefit the project overall, it is worth trying to reflect in depth on the vocabulary used, because "words matter".	Post-NPM models are not very stable and some still contain elements that reflect the NPM (e.g. considering the citizen as a client). There is a strong ideological dimension, which may depend on individual or collective beliefs or national reforms. In the framework of WP5 which deals with co-creation of territorial cultural strategies, the citizen is considered as a citizen, not a client nor a consumer. There are two main explanations to justify this semantic choice: 1. The framing of the territorial co-creation process based on the adoption of the "Democratic Public Management model" (Soldo, 2018) which advocates the participation of three types of stakeholders (private operators, public operators and citizens) in the three phases of the process (co-design, co-production and co-evaluation). Within this model, the citizen is clearly identified as the central actor of a democratic process in the formal sense of N. Bobbio (1991). Two main rules flow from this meaning: all citizens must participate in the decision "directly or indirectly" and the decision must be taken after free discussion, by "the majority". This first formal approach, specifying the few essential rules of the game of democracy, is based on the need to set up effective institutions that guarantee a collective decision acceptable to all citizens (Bobbio, 1991, pp. 4-5). 2. The strong anchoring of this process of co-creation of a territorial cultural strategy in the approach of public value which assumes that the creation of public value is based on the politically mediated expression of collectively determined preferences, i.e. what citizens consider to be valuable (Kelly et al., 2002; Moore 1995). As Moore and Braga (2004) point out, citizens decide together, through elected officials, what they consider to be a collective set. The process of defining and creating public value is thus very different from the direct economic exchange relationships that take place in the private sector, so it can be argued that

	public value is something that government organizations provide to their citizens rather than to individuals (Alford, 2002). In this, WP5 particularly advocates citizen participation in determining territorial public value and calls for the active approval of citizens to be taken into account in decision-making (Stoker, 2006). This appears all the more relevant since, as Horner and Hazel point out in their contractual approach, citizens can be conceived as true shareholders of public value. "Consider citizens as shareholders in the way their taxes are spent. Value can be created through economic prosperity, social cohesion or cultural development. Ultimately, value - such as better services, increased trust or social capital, or fewer or avoided social problems - is decided by the citizen. Citizens do this through the democratic process, not only through the ballot box, but also by taking part in elections - consultations and surveys, for example. » (2005 p.34).
WP5 On track. Deliverable 5.1 is very substantial and gives a description of the method and findings in considerable detail, covering 3 Strategic Territorial Diagnoses (STDs 1, 2, 3). It presents the objectives of each STD, the concept handled in the empirical studies, the research protocol as well as the results: Interesting findings relating to the project are in the STD2 report, i.e. the four “strategic meta-ingredients” in Section 3.2 p131ff – but we wait for the workstream final report to understand how this extrapolates by induction to the main project conclusions	The general purpose of the WP5, fitting with the global COGOV purpose, is to provide an analytical framework and an operational tool to public agencies, that wish to develop at a territorial level, inclusive strategic mechanisms of co-creation in the field of cultural strategies. We hope that this framework will be replicable to other territories facing similar contingencies. The strategic diagnosis of co-creation’s practices in the cultural and creative field in the Aix-Marseille Provence area has identified 4 strategic meta-ingredients of co-creation of collective projects (STD2): • The strategic choice of the nature of the collective projects: analyzing the “what” • Strategic choice of method within the framework of collective projects: analysis of the “how” stakeholders work together • Strategic choice of stakeholders within the framework of collective projects: analysis of “who” work together • The end-purposes assigned to collective projects: analysis of the “why” co-creating projects

Some remarks on where further elaboration would benefit the project: To clarify why the scope of “territorial governance” has been implied only in this analysis? Why this approach has not be adopted also considering strategic management addressing issues verified by D2.2, D2.3 and D2.4	On this base, the final model (progressive formalization in D5.2 and D5.3) will integrate, in the territorial global strategic process (within three phases of the policy design: co-design, co-production, co-evaluation), the different strategic ingredients articulated in “territorial governance mechanisms”. 1. The WP5 analysis focus on the mechanisms that facilitate the participation of stakeholders in each phase of the territorial project and that can be activated by a leading public organization: in this case, a metropolitan organisation (5.2.). 2. The final report of the WP5 (5.3.) proposes to formalize the global process and to carry out a review of the literature on strategic management proposed in the framework of the WP1 of the COGOV. We feel that the "strategic territorial management" approach invites a "wide mix" between models as it was already revealed by some articles identified in the framework of the French literature review proposed in WP1. Co-creation at the territorial level is an approach which is not part of a top-down logic in France (cf. results observed in the framework of WP6) but rather results from a territorial will, the intensity and implementation of which can vary from one territory to another.