



MS13 Stakeholder constellation and refined co creation framework

*R1.1 Ghid și bune practici pentru procesul de co-creare pentru
prototipuri
urbane regenerative*

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Statement of originality

This milestone contains original unpublished work except where clearly indicated otherwise. Acknowledgement of previously published material and of the work of others has been made through appropriate citation, quotation or both.

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Executive Summary – MS13

This report presents the consolidated stakeholder constellation and the refined co-creation framework developed under Milestone 13 (MS13) of the SET-PED project. Building on the foundational work carried out in earlier milestones, namely stakeholder mapping and engagement (MS3) and the state-of-the-art analysis for optimal prototype locations (MS9), MS13 synthesizes the insights generated across the first phases of the project and establishes a coherent framework to guide the upcoming design, prototyping and implementation activities.

The SET-PED roadmap is structured around eight interconnected blocks that span the entire lifecycle of the project, from initial stakeholder mapping to co-implementation and strategic scaling. MS13 draws from the work completed so far, with a particular focus on the consolidation of stakeholder mapping, the preparation for medium-term engagement, the creation and activation of Local Actor Networks, pilot site assessments and the initial development of circular material inventories and use-case scenarios. The milestone provides a unified interpretation of how stakeholders contribute across these blocks and how participatory methods have been refined through field engagement, co-creation workshops and technical coordination processes.

Across the three pilot cities, Bucharest-Sector 6, Eskilstuna and Masalucia, the stakeholder constellation has matured and diversified. As of November 2025, each city now benefits from a layered structure of core institutional actors, extended expert networks, circular-economy and material-supply actors, and citizen networks that include local communities, youth, elderly residents and civil society organizations. This constellation ensures that social, environmental, regulatory and technical dimensions are reflected in the co-creation process and that responsibilities and expectations are progressively clarified. The network of actors is expected to be expanded as the project moves towards co-implementation, and the upscaling strategies elaboration.

The refined co-creation framework introduced in this report offers a structured pathway for the next phases of SET-PED. It formalizes engagement principles, cross-sector governance mechanisms, feedback loops and city-specific adaptations. The framework integrates methodological tools drawn from the Her City approach, particularly within pilot site assessment and idea generation, and aligns them with the broader SET-PED project logic, including circularity, energy integration and scalability. As a result, MS13 strengthens the

project's capacity to progress toward scenario development, prototyping and implementation in a way that is socially grounded, technically feasible and environmentally robust.

Introduction

Milestone 13 serves as a consolidation and refinement phase in the SET-PED project. It brings together the results of stakeholder engagement, site assessments, Local Actor Network activation and initial circularity and scenario work carried out during the project's first year. It builds directly on the outputs of MS3, which established the initial stakeholder landscape and engagement methodology, and MS9, which provided an evidence-based analysis of potential prototype locations and led to the selection of pilot sites in Bucharest, Eskilstuna and Mascalucia. Together, these milestones have generated a substantial body of knowledge on actors, spaces, needs and constraints, which MS13 now organizes into a refined co-creation framework.

The report follows the structure of the SET-PED roadmap, which is organized into eight blocks. These blocks provide a unifying logic for both engagement and technical work, ensuring that stakeholder processes and design decisions evolve in parallel. The purpose of MS13 is to clarify how the stakeholder constellation functions across these blocks, to refine roles and responsibilities, and to formalize a co-creation framework that can reliably support the forthcoming phases of use-case scenario development, prototyping and co-implementation.

Stakeholder constellation

The stakeholder constellation in SET-PED is built on a Quadruple Helix approach, bringing together government, academia, industry and community actors around each pilot site. Building on the analytical work of MS3, the project now distinguishes more clearly between four layers of actors: core institutional stakeholders with decision-making and operational responsibilities; extended expert and technical partners providing specialized knowledge on design, energy, circularity and regulation; circular-economy and material-supply actors; and citizen networks, including residents, youth, elderly people, community groups and NGOs.

In Bucharest–Sector 6, the core constellation is anchored by the Sector 6 municipality and its public companies (PS6, INOVARE6, ADP, ASPS), complemented by universities, design and planning practices, recycling companies and civic initiatives. This network links strategic planning, experimentation in public space and access to recycled materials with the everyday experience of residents in and around Crângași Park and Lacul Morii.

In Eskilstuna, the Local Actor Network around Fröslunda connects municipal departments, the municipal housing company K-fast, labour-market and carpentry structures (AMA), circular actors such as Retuna/Cirkuläran and Tuna entreprenad, and community-based platforms like Mötesplats Fröslunda. Young women from Jensen Gymnasium and pupils from nearby schools contribute lived experience of public-space conditions and safety, particularly along the future cultural path and park.

In Mascalucia, the stakeholder constellation centers on Monte Ceraulo Park. The municipality and its technical offices for urban planning, public works and environment act as key institutional partners, alongside the University of Catania and research bodies such as CNR, which bring ecological and energy expertise. Environmental associations (e.g. CAI, LIPU), schools and local families are positioned as essential co-creators, ensuring that interventions remain compatible with the park's ecological value while responding to educational and recreational needs.

This layered constellation is conceived as a dynamic system rather than a fixed list. Actors may move between levels of involvement (inform, consult, involve, collaborate, empower) as the project evolves. MS13 therefore treats the stakeholder mapping as a living instrument that will continue to be updated at major decision points, particularly during scenario development, prototyping and the preparation of scaling strategies.

Co-creation framework

The SET-PED co-creation framework is operationalised through eight interconnected blocks that structure the entire engagement and implementation process. At the time of MS13, the framework is only partially implemented: Blocks 1–4 have been substantially completed, while Block 5 is ongoing and will continue to evolve as material inventories are refined. Blocks 6–8 are currently defined at conceptual level and will be implemented during the next project phases. The descriptions below therefore distinguish between

work already carried out (Blocks 1–5) and forward-looking arrangements (Blocks 6–8).

The SET-PED roadmap defines eight blocks that structure the entire co-creation and implementation process.

- Block 1 focuses on stakeholder mapping
- Block 2 on preparation for medium-term engagement
- Block 3 on creating and consolidating Local Actor Networks
- Block 4 on pilot site assessment and requirements
- Block 5 on the development of circular material inventories
- Block 6 on use-case scenario building
- Block 7 on co-implementation
- Block 8 on the long-term strategy for circular-based smart urban furniture

These blocks are not isolated steps but form an integrated sequence with feedback loops. Insights from site assessments inform materials and scenarios; feedback from citizens and LANs informs design choices; and early technical constraints identified in material and regulatory work influence co-implementation planning and strategic thinking. Milestone 13 is situated at the point where the initial four blocks have been substantially completed and where blocks 5 and 6 are sufficiently advanced to inform a robust, refined co-creation framework. The analysis in the following sections therefore considers both the progress achieved in each block and the way in which these blocks interact.



Figure 1 - SET-PED Co-creation framework

Block 1 – Updated Stakeholder Mapping

Block 1 in the SET-PED framework is where a city builds the “big picture” of who needs to be around the table. Any city applying this approach should start by systematically identifying stakeholders across the Quadruple Helix (government, academia, industry, community), classifying them by power,

interest and function, and grouping them into layers of involvement (core, extended, circular-economy actors, citizen networks). The output of this block is a living stakeholder map that can be revisited and refined at each major project decision.

The initial stakeholder mapping conducted at the beginning of the project provided a broad picture of relevant actors in each pilot city. Since then, the constellation has evolved through successive rounds of engagement and co-creation, leading to a more nuanced and operational understanding of roles, interests and capacities. The updated stakeholder mapping distinguishes between core institutional actors (municipal departments, public agencies, utilities), extended expert and technical actors (universities, research institutes, design and planning practices), circular-economy and material-supply actors (recycling companies, reuse centres, construction firms) and citizen networks (residents, youth groups, elderly associations, NGOs, informal initiatives).

In Bucharest-Sector 6, additional actors have become relevant as the project progressed, including schools in the Crângași area, neighbourhood groups, event organisers and actors involved in local innovation and sustainability projects. In Eskilstuna, the mapping now includes a larger spectrum of community-based organisations and youth-oriented structures in Fröslunda, alongside municipal departments, housing companies and circular-economy stakeholders. In Mascalucia, environmental associations, local schools and park user groups have been more clearly integrated into the mapping.

The refinement of Block 1 has also made it possible to identify different degrees of involvement, distinguishing between actors who are regularly engaged in project activities, those who are consulted at key decision points and those who may be mobilised later for scaling and replication. This layered mapping allows SET-PED to plan engagement more effectively, target communication and ensure that the right actors are brought in at the right time, avoiding both stakeholder fatigue and gaps in representation.

Block 2 – Preparation for Medium-Term Engagement

Block 2 invites cities to turn a static map into an actual engagement strategy. At this stage, cities should define why each stakeholder group is important, how often they should be involved, through which formats (workshops, interviews, festivals, school activities, online tools) and who

internally is responsible for maintaining each relationship. The aim is to design a realistic, medium-term engagement plan that fits local capacities and project timelines.

Block 2 has been instrumental in translating the abstract stakeholder mapping into a concrete engagement strategy that can be sustained over time. The preparation for medium-term engagement involved clarifying objectives for each stakeholder group, defining appropriate formats and frequencies of interaction, and establishing the communication channels that will support the project during the design and implementation phases.

This work has relied heavily on the lessons learned from early engagement activities. Public events such as festivals and open days demonstrated the effectiveness of informal, low-threshold encounters for reaching a broad public, while school-based and youth-focused activities showed the value of tailored approaches that take into account age, schedule, language and digital habits. In Bucharest–Sector 6, the experience gathered during events such as West Side Flower Fest emphasised the importance of clear, visual communication tools and direct, face-to-face dialogue. In Eskilstuna, the work with high-school students highlighted the need for safe, trust-based environments where young women can share their experiences of public space openly. In Mascalucia, the engagement strategy is organised around Monte Ceraulo Park, using local schools as entry points for work with children and adolescents and involving environmental associations and hiking groups as trusted intermediaries for families and regular park users. Early coordination between the municipality and the University of Catania has clarified communication roles and highlighted the need to balance accessibility improvements with conservation obligations.

Through Block 2, the project has also clarified internal and external communication roles: who acts as the first point of contact for citizens, who coordinates with municipal departments, and how information from technical partners is translated into accessible messages for broader audiences. Preparatory work further considered how engagement activities align with the broader timeline of design, prototyping and installation, ensuring that stakeholders are invited at moments when their input can genuinely shape decisions.

Block 3 – Local Actor Network (LAN) Consolidation

Block 3 helps cities move from “many stakeholders” to a functional Local Actor Network (LAN). In practice, this means defining a core coordination group (municipal teams and key public companies), an extended expert circle (universities, designers, material and energy specialists) and a wider community layer. Cities using this framework should formalise how the LAN meets, how decisions are prepared and validated, and how information flows between the different layers.

Block 3 has focused on creating and consolidating the Local Actor Networks in each pilot city. These networks form the core governance structure through which SET-PED activities are coordinated at local level. The LANs are structured around a core group of institutional actors with decision-making authority and operational responsibilities, an extended circle of expert actors providing specialised knowledge, and a wider citizen network that brings in everyday experience and community perspectives.

Over the reporting period, the LANs have evolved from conceptual structures to active coordination bodies. In each pilot, they bring together a compact mix of municipal departments responsible for planning and public space, knowledge partners from universities and research, circular-economy actors involved in reuse and recycling, and representatives of local communities. In Bucharest-Sector 6 this mix connects city services with universities, material providers and neighbourhood voices around the Crângași-Lacul Morii area. In Eskilstuna it links municipal teams, the housing company and circular actors with youth and community platforms in Fröslunda; and in Mascalucia it combines the municipality’s technical offices with academic and environmental partners and schools around Monte Ceraulo Park. For other cities, these examples illustrate how a LAN can stay relatively small but still represent the key governance, expertise, material and user perspectives needed to steer co-creation.

The consolidation of the LANs has brought several benefits. It has provided a stable forum where technical, regulatory, social and circular-economy perspectives can be considered jointly. It has clarified who is responsible for which aspect of the project at city level, from permitting and maintenance to community outreach and data collection. Finally, it has made it possible to plan co-creation activities with more confidence, knowing that decisions can be discussed and validated within a recognised network.

Block 4 – Pilot Site Assessment and Pilot Requirements

Block 4 is the moment when cities translate broad ambitions into concrete places and needs. Any city applying this framework should (i) shortlist potential pilot locations, (ii) analyse them through a mix of spatial data, site visits and user feedback, and (iii) define functional and technical requirements for the prototype. Tools from approaches such as Her City (walks, mapping, safety and comfort assessments) can be adapted to local conditions.

Block 4 has provided the empirical and methodological basis for understanding potential pilot locations and defining requirements for the prototypes. The work combined quantitative and qualitative methods, including mapping, site observation, exploratory walks, user surveys and co-creation workshops. In all three pilots, the assessment considered factors such as accessibility and connectivity, microclimate and solar exposure, visibility and lighting, perceived safety for different user groups, existing facilities and the potential to improve daily use and comfort through smart urban furniture.

In Bucharest-Sector 6, this process led to the selection of an area in Crângași Park as the most suitable location for the prototype. The park site offers favourable conditions in terms of sunlight, visibility, existing user flows and the possibility to introduce a modular, solar-integrated installation without creating noise conflicts for adjacent housing. In Eskilstuna, the central field walkway in Fröslunda was identified as a critical location where improved lighting, seating and multifunctional elements can significantly transform perceptions of safety and inclusion, particularly for girls and young women who currently experience the field as exposed and uninviting. In Mascalucia, the final choice of location within Monte Ceraulo Park will be made after upcoming co-creation activities that examine visitor patterns, ecological sensitivity and microclimatic comfort around the main entrance and gazebo area.

Beyond location selection, Block 4 has produced a preliminary set of functional and design requirements that will guide the next phases. These include the need for comfortable seating, shade, integration of solar-powered functions, durable and low-maintenance materials, accessibility for different age groups and the capacity of the prototypes to support social interaction, learning and relaxation.

Block 5 – Development of Circular Material Inventories

Block 5 anchors the framework in real circular-material flows. Cities should use this block to map which reusable or recyclable materials are realistically available (from demolition, renovation, municipal depots, recycling centres, local companies), and under what technical and regulatory conditions they can be used in public-space furniture. The goal is to build a city-specific “material palette” that designers and engineers must work with in later blocks.

Block 5 has addressed the material dimension of SET-PED by developing inventories of potentially reusable and recyclable materials that can be used in the construction of smart urban furniture. Each city has examined the availability and characteristics of materials originating from demolition, renovation, municipal storage, recycling facilities and local businesses. Attention has been paid to technical performance (durability, weather resistance, structural capacity), environmental impacts (embodied energy, recyclability), regulatory requirements and maintenance implications.

This work has required close collaboration with circular-economy actors, municipal technical departments and external suppliers. It has made visible existing circular flows, such as the reuse of timber from deconstructed structures, the recovery of metal components and the transformation of certain plastic waste streams into new products. It has also highlighted challenges, including the need for quality control, the difficulty of sourcing consistent quantities of specific materials, and the importance of integrating circularity considerations early in the design process so that prototypes can be adapted to the materials that are realistically available.

The material inventories developed in Block 5 are, at this stage, preliminary and will continue to be expanded and refined as new partners are engaged and further flows are identified. They already support the immediate design of prototypes and offer a first analytical picture of how circular practices could be embedded in public-space projects, but additional assessment and collaboration with municipal services, recycling companies and designers are still expected in the next phases. In this sense, the inventories form an evolving bridge between the high-level circularity objectives of SET-PED and the concrete choices that will be made in use-case scenarios and prototyping.

Block 6 – Use Case Scenario Development

Looking ahead in the SET-PED framework, Block 6 will mark the transition from the analytical and preparatory work of Blocks 1–5 to a more explicitly design-oriented phase. It is a future step that will start once stakeholder mapping, LAN consolidation, site assessment and preliminary material inventories are sufficiently mature. From a guidance perspective, Block 6 is where cities will turn data and engagement results into a small set of concrete “stories” about how the prototype should work in everyday life. Each scenario should describe who uses the furniture, when and how; which materials and energy components are used; what benefits are expected; and what maintenance and governance arrangements are foreseen. Cities are encouraged to develop several contrasting scenarios and then narrow them down through LAN discussions and user feedback.

Block 6 will focus on bringing together the insights from spatial analysis, stakeholder engagement and material inventories into a set of use-case scenarios for each pilot site. These scenarios will outline different ways in which the prototypes could be integrated into local contexts, taking into account functional needs, user preferences, circular material availability, energy integration, maintenance responsibilities and potential for replication.

Scenario development will be a collaborative process, involving municipal partners, designers, material experts and, where possible, representatives of user groups. In Bucharest–Sector 6, scenarios will explore different configurations and functions for the installation in Crângași Park, potentially emphasising seating and shade, playful learning or digital connectivity. In Eskilstuna, scenarios will examine how best to activate the central field walkway through lighting, seating, performance or gathering elements, and how these could contribute to the city’s broader “urban healing” agenda. In Mascalucia, scenarios will explore how a discreet, low-impact structure in Monte Ceraulo Park can support rest, orientation and environmental education while keeping a modest footprint in the landscape.

The scenarios developed in Block 6 will then be refined and validated through discussions with the LANs and targeted engagement with user groups and will provide the structured basis for decision-making and for the design briefs used in the prototyping phase.

Block 7 – Co-Implementation Framework

Block 7 is designed as a practical playbook for building and installing the prototypes. Cities using the framework should use this block to clarify who leads procurement and construction, how permissions are obtained, which partners contribute to fabrication or on-site works, how safety regulations are met and how residents can be involved without taking on inappropriate risk or responsibility.

Block 7 will outline how the prototypes will be built, installed and tested through collaborative processes. The co-implementation framework established for this phase will clarify roles and responsibilities for each category of stakeholder. Municipal departments will lead on permits, connections to existing infrastructure and long-term maintenance arrangements. Design and technical partners will coordinate detailed design, engineering and construction. Circular-economy actors will be engaged in material preparation and, where possible, fabrication. Citizen and community stakeholders will be invited to contribute to final adjustments, monitoring and feedback.

The work undertaken in earlier blocks means that many practical questions for co-implementation have already been preliminarily identified. Block 7 will address these issues formally, including how and when volunteers or community groups may participate in on-site activities, how to ensure safety compliance, how to protect prototypes from vandalism and how to document and evaluate performance. By making these issues explicit, Block 7 will provide a clear roadmap for turning scenarios into built prototypes.

Block 8 – Strategy for Circular-Based Smart Urban Furniture

The final block invites cities to think beyond a single pilot. Block 8 should be used to develop a strategy for mainstreaming circular, solar-integrated furniture into regular municipal practice: integrating lessons into design guidelines and renovation programmes, identifying long-term circular-material partnerships and exploring funding and policy instruments that can support replication at district or city scale.

Block 8 will focus on developing a longer-term strategy for scaling and replicating circular-based smart urban furniture within and beyond the pilot cities. This strategy will consider how the principles and solutions developed in

SET-PED can be embedded into municipal planning processes, renovation strategies, climate adaptation agendas and circularity frameworks.

The work in this block will explore which stakeholders will need to be involved to extend prototypes to other sites, how circular material flows can be stabilized and expanded, and how the prototypes can become part of broader city-level strategies. Circular-economy actors and suppliers will play a central role in determining which materials and processes can be replicated on a scale. Citizen networks and community organizations will also help ensure the long-term relevance and stewardship of new installations.

While the strategy is still to be developed, Block 8 will build directly on the reflections and structures consolidated in MS13. It will ensure that lessons from the pilots translate into sustainable governance, replicable design models and pathways for embedding circular and energy-positive furniture into future urban development programmes.

Cross-Pilot Synthesis

The cross-pilot synthesis shows how the stakeholder constellation and co-creation framework can travel across very different contexts, while still following the same basic logic. In Bucharest–Sector 6, Eskilstuna and Mascalucia, the pilots consistently underline the importance of safety, comfort and inclusiveness in public space, and they all recognise the added value of combining solar energy with circular materials. In each case, it is the same mix that makes progress possible: strong municipal leadership, targeted expert support, partnerships with circular-economy actors and meaningful participation from local communities.

At the same time, the three cities demonstrate why any future application of the framework must be locally adapted rather than copied. In Bucharest, high density, noise and existing patterns of use mean that site selection has to minimise disturbance to residents, even when locations are attractive from an energy or visibility perspective. In Eskilstuna, the emphasis on social inclusion and safety in Fröslunda requires prototypes that respond directly to the experiences of girls and young women and help improve the area's image. In Mascalucia, the environmental sensitivity of Monte Ceraulo Park demands discreet, low-impact interventions that respect landscape character while still offering comfort and educational value.

For other cities, these examples illustrate how the refined co-creation framework developed in MS13 can be used as a flexible template: the overall sequence of blocks and the core elements of the stakeholder constellation remain the same, while the concrete choices of sites, actors, tools and prototype functions are adjusted to local social, spatial and ecological conditions.

Conclusions

The stakeholder constellation and co-creation framework consolidated in MS13 provide a robust and coherent foundation for the next phases of the SET-PED project. The eight-block roadmap offers a clear methodological structure that ensures continuity between early engagement, site assessment, material circularity and the upcoming scenario development, prototyping and strategic planning activities. By synthesizing insights gained from the three pilot cities and refining governance and engagement processes, MS13 ensures that SET-PED is well prepared to enter the design and implementation stages.

As the project moves forward, blocks 6, 7 and 8 will play a critical role in translating the analytical and preparatory work completed so far into concrete design scenarios, built prototypes and long-term strategic frameworks. Block 6 will further refine use-case scenarios in close dialogue with stakeholders; Block 7 will define how prototypes will be co-implemented, installed and evaluated; and Block 8 will outline how circular-based smart urban furniture solutions can be scaled and embedded into broader municipal and regional strategies.

The framework developed in this milestone will guide collaboration between municipalities, technical partners, circular-economy actors and local communities as the project advances. In doing so, it will ensure that future SET-PED interventions are not only technically feasible and environmentally responsible, but also socially grounded, inclusive and capable of supporting wider transitions toward regenerative and positive-energy public spaces.

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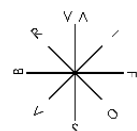
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