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Key concepts

Concept	Meaning in this report
Twin transition	The interconnected digital and green transitions that jointly transform economies and public services, while producing potentially uneven economic, social, territorial, and sectoral impacts.
Justice in the twin transition	A perspective for understanding how the benefits, burdens, and decision-making power of twin transformations are distributed and governed.
Distributive justice	A perspective to understand who benefits from the twin transition, who bears its costs, and how impacts are allocated across groups, regions, and sectors.
Procedural justice	A perspective to understand who is able to participate in shaping twin transition policies, whose voices are heard, and how decisions are made.
Stakeholders in policy design	The individuals, groups and businesses that are interested or affected, or have specific insights or power in relation to the policy issue at hand.
Policy co-creation; co-creation in policy design	Broadly interpreted to encompass a structured participatory process between different kinds of stakeholders in designing, improving, implementing, or assessing policies.
Policy co-creation for just twin transitions	Collaborative processes where public authorities, stakeholders, and citizens jointly shape the policy design, agenda, goals, implementation or assessment with explicit attention to justice implications.

Executive Summary

This report provides a conceptual and methodological framework for justice-oriented policy co-creation called The READJUST Framework for Just Policy Co-Creation. The framework will be applied to create stakeholder analysis and engagement plans for the READJUST project's case studies to support creating policy recommendations that advance just and socially desirable twin transitions in the agri-food and mobility sectors. This way it contributes to the project's objective of advancing equal and responsible twin transition policy.

The framework is based on a review of inclusive policy making approaches in academic and grey literature and an iterative process informed by READJUST expert input. It supports policymakers and researchers in designing an engagement plan that specifies who should be engaged, how and when in policy co-creation processes. More specifically, the framework helps guide the design of (1) a co-creation process goal setting in a way that accounts for key justice principles; (2) a stakeholder analysis that accounts for vulnerability caused by the twin transition and helps prioritize which stakeholders should be included; and (3) make choices about the appropriate methods and modes of co-creation.

This report outlines the key justice perspectives underpinning the framework, describes the literature review and analysis methods, presents and integrates the results into three key themes for policy co-creation. It then introduces the READJUST framework for just policy co-creation and creates recommendations for a stakeholder analysis and engagement plan in the READJUST cases, concluding with a discussion of how the framework will be applied, tested, and refined in READJUST case studies during 2026-2027.

1 Introduction

Why consider justice in twin transition related policy design?

Twin transitions promise economic, environmental, and social benefits, but these benefits do not by themselves become evenly distributed. Across regions, sectors, and social groups, the costs and gains of digitalisation and decarbonisation are distributed unequally, increasing the risk of inequality and negative social outcomes (Diodato et al. 2023). Furthermore, those most affected by transition policies, such as workers in carbon intensive sectors, digitally excluded groups, or other vulnerable communities, often have limited access and capacity to participate meaningfully in policy processes or are simply not sufficiently recognized in policy making, further exacerbating the problem (Sovacool et al., 2019; Tribaldos and Kortetmäki, 2022; Upham et al., 2022). Without having an explicit justice perspective to account for the potentially negative social outcomes, twin transition related policy risks reproducing existing power asymmetries and reinforcing inequalities and consequent negative social outcomes rather than addressing them.

One widely proposed response to this problem is to strengthen policy co-creation and other participatory approaches that involve stakeholders in policy design. The premise is that adverse impacts can be partially mitigated or even reversed if justice-relevant concerns are explicitly considered in policymaking (Markkanen and Anger-Kraavi 2019; García-García 2020; Lamb et al. 2020). Prior studies suggest that stakeholder involvement can enhance the legitimacy and acceptability of transition policies while helping policymakers anticipate and address unequal distributions of costs and benefits (e.g. Adams et al. 2011; Topaloglou et al. 2024; Basu et al. 2024).

However, co-creation does not automatically ensure policies that reduce negative social consequences. Even well-intended participatory processes can remain biased in who participates, whose knowledge counts, and how inputs are translated into decisions. Co-creation may be used to legitimise decisions already made, or processes may be unintentionally designed in ways that exclude less resourced groups, privilege already vocal actors, or leave participants uncertain about whether or to what extent their contributions matter (Mark et al. 2025; Ghosh and Arora 2022; Steen et al. 2018). Successful justice-oriented co-creation requires more than “inviting stakeholders”: it requires explicit attention to both justice perspectives and design requirements for successful engagement in how participation is planned and enacted.

The framework for justice-oriented policy co creation presented in this report responds to this challenge by systematically integrating distributive and procedural justice perspectives into participatory approaches for transition policy design. By including the perspectives of those affected by policy changes, co-creation improves the relevance and quality of problem definitions and policy solutions, leading to more effective outcomes (Shejale et al. 2025; Voorberg et al. 2014). At the same time, fair and inclusive processes can strengthen legitimacy, trust, and public acceptance which are critical conditions for implementing ambitious twin transition policies in complex societal settings (Involve, 2005; Adams et al. 2011; Basu et al. 2025).

Importantly, just twin transition policies do not emerge by default. The READJUST Framework for Just Policy Co-Creation aims to help policymakers and researchers identify means to alleviate distributional and procedural injustices in policy making. The framework offers guidance to assess who is affected, how, and where participation gaps may arise. It helps practitioners navigate to find the correct methods to suit the goals of twin transition policy co-creation. Further, it helps to find ways to organize participation that is not merely tokenistic but genuinely meaningful for both participants and policymakers, with an impact on policymaking and its outcomes in society. This, in turn, helps strengthening the robustness and political legitimacy of transition policies and trust in policy makers.

The aim of this report is to mitigate the risk that twin transition policies reproduce or worsen inequalities by providing a practical framework for designing a justice-oriented policy co-creation process. The framework helps policymakers and researchers design a stakeholder analysis and engagement plan that specifies who should be engaged, how and when in policy co-creation processes. More specifically, the framework helps guide the design of (1) a co-creation process goal setting in a way that accounts for key justice principles; (2) a stakeholder analysis that accounts for vulnerability caused by the twin transition and helps prioritize which stakeholders should be included; and (3) the appropriate co-creation methods that align with the purpose of policy co-design and the stakeholder characteristics, thus ensuring the relevance of the outcomes.

The report is structured as follows. We start by outlining our normative and theoretical perspective on stakeholder engagement and co-creation in justice-oriented policy design (Chapter 2). To compile the framework and benchmark best practices, we used a literature review of policy co-creation approaches in both scientific and grey literature (Chapter 3). We showcase the results in Chapter 4 by outlining what types of purposes and goals co-creation can serve and how goals should be set; how stakeholder analysis has been used in the literature. We also map different methods applied in co-creation approaches. In Chapter 5 we synthesize our findings into a framework tailored to support policy makers in justice oriented and participatory

policy design. In chapter 6 we apply the framework to the contexts of each READJUST case study to propose stakeholder analysis and engagement plans for the cases. Finally in Chapter 7, we conclude with a discussion on the uses of the framework within READJUST, its limits, and ways to further improve and validate the approach.

2 Co-creation for just twin transition policy design

2.1 Policy co-creation

Co-creation has become an increasingly central concept in contemporary approaches to policy design because it can enhance both the quality and societal relevance of outcomes. Co-creation in this report refers to collaborative processes in which public and private actors engage in the joint development of solutions to public problems or challenges (Torfing et al. 2019, 802). Co-creation is a widely adopted approach because it mobilizes diverse forms of knowledge to generate solutions that better reflect user needs, anticipate societal impacts, and enhance the legitimacy and responsiveness of policy outcomes (Matti and Rissola 2022; Voorberg et al. 2014; Elkjaer et al. 2021). In this report we use the terms co-creation in policy design or policy co-creation broadly to mean a structured participatory process between different kinds of stakeholders in designing, improving, implementing, or assessing policies (see Torfing et al. 2019). Generally, policy co-creation can occur at multiple stages of the policy cycle. It may emerge during the co-initiating phase, where problems are collectively identified and defined; during co-design, where alternative solutions and associated instruments are developed; in the co-implementation phase, where agreed actions are put into practice; or in the assessment phase, where existing policies are assessed (Lund 2018; Torfing et al. 2019; Mergel et al. 2025, Røiseland 2024, 493). The READJUST Framework will be most relevant to the first two phases of the policy cycle, where policy problems and solutions are defined, developed, and improved upon.

Despite its promise, co-creation can go wrong if the engagement process is not designed properly. In a prominent book on co-creation, Steen (et al. 2018) describe “seven evils” of co-creation that can undermine public policy outcomes and legitimacy. These include: (1) responsibility shifting, where public authorities use co-creation to offload duties onto citizens; (2) failing accountability, as blurred roles make it unclear who is responsible for decisions and service quality; (3) rising transaction costs due to the time and coordination burdens of collaboration; (4) loss of democratic quality when processes become opaque, exclusionary, or merely symbolic; (5) reinforced inequalities because better-resourced groups participate and benefit disproportionately; (6) implicit demands placed on participants—often affecting vulnerable groups—through expectations of reciprocity or unpaid effort; and (7) co-destruction of public value, where collaboration produces negative outcomes such as conflict, exclusion, or erosion of trust. Together, these “evils” suggest that co-creation must be designed with explicit attention to how the stakeholders invited and methods chosen should align with the intended purposes of the process. This means impact clarity, accountability, and stakeholder inclusion, rather than assumptions about co-creation being intrinsically progressive.

While the specific methods of policy co-creation vary by objectives and context, the core idea is that co-creation provides an organizing approach for structuring multi-actor collaboration so that different forms of knowledge and resources can be combined into policy-relevant outputs. In this report, we treat policy co-creation as a high-level methodological approach for collaboratively clarifying mapping justice implications and societal desirability of specific

transition related policies. A justice perspective to co-creation in this report implies accounting for the distributive and procedural aspects of a specific policy or a set of policies. The inclusion criteria for who will be considered a stakeholder in the policy co-creation process will shape the fairness of the process, and the kinds of knowledge about different distributive impacts of the policy are accounted for. Consequently, a justice-oriented approach requires systematic and transparent means to identify and prioritize stakeholders. Therefore, in the next section, we look at prominent approaches to define and prioritize stakeholders.

2.2 Who should participate in policy co-creation?

Researchers across disciplines stress the importance of including varied actors into the design of policies to ensure their effectiveness, usability, acceptance and legitimacy (e.g. Shejale et al. 2025; Voorberg et al. 2014). Along this trend, researchers have proposed several approaches to stakeholder analysis. In what follows, we review four prominent approaches that may be relevant to ensure just policy design.

The Stakeholder Salience Model, developed by Mitchell, Agle, and Wood (1997), offers a structured approach to identifying and prioritizing stakeholders based on three attributes: power, legitimacy, and urgency. Power refers to a stakeholder's capacity to influence organizational decisions or outcomes. Legitimacy denotes the perceived appropriateness of the stakeholder's involvement or claims. Urgency reflects the extent to which stakeholder demands require immediate attention. Stakeholders may possess one, two, or all three attributes, and their salience increases with the number of attributes they hold. The model categorizes stakeholders into seven types, ranging from latent stakeholders (possessing only one attribute) to definitive stakeholders (possessing all three). For instance, stakeholders with power and urgency but lacking legitimacy are considered dangerous, while those with all three attributes are deemed definitive and warrant the highest attention. This framework helps identifying which stakeholders are most critical at any given time.

The quadruple helix model originates in the widely used Triple helix model that aimed to ensure multiple perspectives in knowledge creation, dissemination and use in innovation ecosystems by fostering collaboration between the government, universities, and industry (Etzkowitz and Leydensdorff 2000). The quadruple helix model addresses the need to include a fourth helix – civil society – for more democratic and participatory innovation processes (Carayannis and Campbell 2009). While this model is widely used in policy design to ensure diversity in knowledge creation, its emphasis on knowledge may downplay other claims, interests, and values that stakeholders may have in policy design. In response, **the responsible research and innovation (RRI) approach** has emphasised the normative and democratic dimensions of knowledge creation in innovation, seeking to ensure that diverse needs and societal benefits of innovations are considered (Owen et al. 2013). While the RRI literature has largely adopted the quadruple helix as a starting point for stakeholder analysis, it has unfortunately failed to be sufficiently systematic in the endeavour (Braun and Starkbaum 2023).

Finally, an example of a novel, comprehensive stakeholder approach which includes several of the above-defined criteria is Reed et al.'s (2025) **3i framework** for environmental decision-making. The 3i framework aims to enable more inclusive and effective engagement of stakeholders by helping to avoid exclusion of vulnerable groups. The three I's include (1) Interest, i.e., the degree to which parties care about the issue; (2) Influence, i.e., their ability to affect outcomes, and (3) Impact, i.e., the extent to which they are affected by decisions. Whereas

traditional stakeholder analyses often exclude marginalized groups due to low interest or influence, explicating ‘impact’ as a third criterion improves inclusivity. Reed et al. (2025) propose a typology of eight stakeholders, ranging from "uninterested" to "interested, influential and impacted".

In sum, stakeholder frameworks suggest that participant selection in policy co-creation should combine diversity across sectors and perspectives, prioritisation based on relevance, interest and influence, and explicit attention to those affected by the decisions. These tools help structure of who should participate in policy co-creation, but they do not on their own ensure fairness or equitable outcomes. Because stakeholder choices shape both whose voices influence decisions and which distributive impacts become visible, the next section introduces key justice dimensions for evaluating and designing policy co-creation in the twin transition context.

2.3 Dimensions of justice in policy design

In this report, we anticipate that engaging stakeholders into policy design is a viable approach to promote justice in the design of twin transition policies. However, co-creation does not automatically ensure justice. In some cases, co-creation may aggravate injustice. The idea of co-creation may be used to legitimise already made decisions, or the co-creation processes may be unintentionally designed in unjust manner. Participants may be chosen in a biased way, the methods may not promote fair consideration of their viewpoints, and the insights that stakeholders provide may not be applied in the actual decisions on twin transition policies (e.g. Mark et al. 2025; Ghosh and Arora 2022).

Therefore, key learnings from **just transition literature** are prominent to complement current understanding of policy co-creation. This literature combines climate, energy and environmental justice literature to alleviate injustices in transitions. Just transition is defined as a ‘fair and equitable process of moving towards a post-carbon society’ (McCauley and Heffron 2018, 2). The just transition literature has first predominantly addressed energy transitions, and thereafter the focus has been extended to other types of transitions, including also food (Tribaldos and Kortetmäki, 2022) and mobility (Flipo et al., 2023; Malabanan et al., 2025; Oliveira Soares and Glaser, 2025; Sovacool et al., 2019; Walther and Chou, 2023). Within this literature, different perceptions of justice have been employed. For example, Heffron and McCauley (2018) note that “(1) climate justice concerns sharing the benefits and burdens of climate change from a human rights perspective; (2) energy justice refers to the application of human rights across the energy life-cycle (from cradle to grave); and (3) environmental justice aims to treat all citizens equally and to involve them in the development, implementation and enforcement of environmental laws, regulations and policies”. Across this literature, the researchers discuss several, and partially overlapping (e.g., Velasco-Herrejon and Bauwens, 2020), justice concepts, such as the following:

- **Distributive justice** is defined as “the way in which the major social institutions distribute fundamental rights and duties and determine the division of advantages” (Levenda et al., 2021). It addresses the distribution of benefits and burdens across populations, with an intention to ensure that the burdens are not accumulated to some societal groups who are simultaneously denied access to the benefits (Carley and Konisky, 2020). In twin transition policy design, we assume that these benefits and burdens refer to the implications of policy choices on the groups and individuals affected by the transition.

- **Procedural or participative justice** refers to the way individuals and groups participate in decision making. It focuses on ensuring that people affected by the decisions can influence the process (Levenda et al., 2021) Furthermore, it aims to ensure that the processes are fair and inclusive for those who choose to participate (Carley and Konisky, 2020). In twin transition policy design, we treat procedural justice as the choices made when planning co-creative approaches for policy design.
- **Recognition justice** refers to the appreciation of divergent views emerging from social, cultural, ethnic, racial and gender differences of stakeholders (Levenda et al., 2021). It requires an understanding and attempts to mitigate past and ongoing inequalities (Carley and Konisky, 2020), such as stigmatisation and loss of cultural status and identity of traditional workers along industrial renewals (Tarasova, 2024). In twin transition policy design, we treat recognition justice as an aspect to be considered when ensuring both distributive and procedural justice of policy processes.
- **Restorative justice** refers to interventions that aim to prevent or correct other types of injustice, with a focus on preventing harm or restoring the positions of the victims of transitions (Carley and Konisky, 2020; Hazrati and Heffron, 2021). In the context of twin transition policy design, we consider restorative justice as choices made when defining the purpose and design of policy processes, as well as when planning effective policy measures.
- **Justice as capability** refers to stakeholders' wellbeing, i.e. their ability live healthy, safe, dignified lives in their social and systemic contexts (Levenda et al., 2021; Velasco-Herrejon and Bauwens, 2020).
- **Spatial justice** – refers to land rights and other benefits and burdens of spatial solutions (Yenneti et al., 2016). In the context of twin transition policies, we consider this to be a part of distributional justice.

While all these aspects of justice are relevant in transition literature, we will focus on procedural and distributive justice for the sake of clarity. Procedural justice is directly relevant in the design of policy co-creation processes, as it focuses on ensuring effective participation of diverse groups. Previous studies have shown that governmental and industrial elites typically make energy-related decisions, while marginalised groups tend to be left out—despite good intentions (Shejale et al. 2025). Shejale et al. (2025) highlight the need to engage groups such as women, low-income and unemployed citizens, youth, migrants, and rural and other hard to reach groups. In their study across European countries, they find that:

“Professionals extensively discuss citizen participation in policy processes in the energy transition as a desirable way forward, but we find little evidence of initiatives that would engage people in this capacity when interviewees are solicited to give examples” (p. 10)

The need to engage laypersons and vulnerable groups applies across different sectors, including transport (e.g. Sovacool et al. 2019; Flipo et al. 2022) and agri-food (Tribaldos and Kortetmäki, 2022). The general views on vulnerability analyses suggest engaging those that are exposed and sensitive to the planned change and lack capacities to respond adequately (Gallopín 2006; Thomas et al. 2018; Leinonen and Tuominen 2025).

Distributive justice, which is here understood as the fair division of benefits and burdens of the outcomes resulting from twin transition policies, is likely strengthened along fair decision-making processes but also requires broader evaluation of policy outcomes. To ensure distributive justice, also the wellbeing and needs of those affected groups and individuals who cannot join policy co-creation need to be carefully addressed.

While recent studies have extended just transition perspectives to domains such as mobility and food, justice has not been extensively addressed in policy co-creation literature related to twin transition. To address this gap, we reviewed current literature on policy co-creation and reflected this literature against justice concept and twin transition context to propose a co-creation frame where justice dimensions are integrated into the state-of-the-art of policy co-creation.

3 Methods used to construct the framework

This chapter describes the methodological approach used to develop the justice-oriented co-creation framework. The framework was developed through an iterative and integrative process that combined evidence from research literature, policy engagement guidelines, and from the actual twin transition contexts addressed in READJUST.

The methodological choices reflect the dual aim of this study: first, to map how co-creation and stakeholder engagement are currently conceptualized and applied in twin transition-related policy contexts, and second, to translate justice-related insights into a practically usable framework for policy co-creation. The methods are therefore structured to move from mapping and analysis toward synthesis and framework construction. Section 3.1 details the literature review methods, which we used to establish the state of the art and identifies key gaps related to engagement purposes, stakeholder selection, and modes of co-creation. Section 3.2 describes how the reviewed materials were analysed and synthesized across different strands of literature. Rather than relying on a single method, we combine a literature review with conceptual analysis of stakeholder analysis methods and justice literature to construct the framework. Section 3.3 then explains how these insights were integrated to create the co-creation framework.

3.1 Literature review on co-creation in twin transition policy design

To benchmark best practices and develop conceptual insights into how co-creation and stakeholder participation should be applied in twin transition policy design, we conducted a literature review inspired by integrative and qualitative systematic review principles (Grant and Booth 2009; Cronin and George 2020; Tricco et al. 2018). The review was guided by the following research question:

How have policy co-creation and stakeholder participation been applied in green and/or digital transition policy, and what insights do these practices provide for developing a justice oriented co-creation framework?

An integrative review approach is particularly suited to this aim, as it enables the synthesis of heterogeneous bodies of knowledge across disciplinary boundaries with the explicit purpose of generating conceptual insights and informing framework development. Research on co-creation and stakeholder participation in green and digital transition policy is fragmented across multiple research and practice fields and characterised by diverse conceptualisations and methodological approaches. Rather than assessing effectiveness or comparing outcomes of the studies, the review focuses on how participatory practices are conceptualised, justified, and operationalised

in different policy contexts, and on what kinds of insights they offer for justice-oriented policy design.

The reviewed literature comprises empirical and theoretical academic publications as well as selected grey literature, including guidelines, handbooks, and policy reports. These sources represent perspectives from public policy, sustainability transitions, participatory governance, digital governance, and innovation studies. Including both scholarly and practice-oriented sources was necessary to capture not only analytical and conceptual debates but also normative and procedural guidance relevant to real-world policy design.

To ensure transparency and rigor, the review followed key steps of a systematic literature review, including structured searching, screening, and documentation of eligibility criteria (Moher et al. 2009). However, consistent with qualitative and integrative review traditions, the emphasis was placed on interpretive synthesis rather than exhaustive coverage or quantitative aggregation. The literature was analysed using qualitative thematic synthesis to identify recurring patterns, rationales, and design considerations related to co-creation and participation in twin transition policy contexts, with particular attention to their implications for justice-oriented framework development.

3.1.1 Identification and screening

To identify relevant studies, we chose the social science databases Scopus and Web of Science. The search terms were selected to identify research papers that describe empirical cases and theoretical contributions to stakeholder involvement in twin transition related policy co-creation (Table 1). We used Zotero to collect, store and organize results from the search. After removing duplicates, we had identified 933 records (Figure 1).

Next, we screened the articles based on our exclusion and inclusion criteria. We included records with a theoretical and empirical focus on stakeholder engagement in public policy design, meaning that the participatory process should be directly linked to the formulation of a public policy intervention. We excluded studies with corporate or business contexts and social sustainability without a clear connection to the green or digital policy. We also excluded thematic areas such as cultural policy, data-driven governance, and sustainability metrics. Finally, participation had to be a central component of the study. Eligible papers needed to provide empirical or conceptual insights into the organization of and modes of participation, and/or clarify the potential aims and outcomes of participatory processes in policy design. Furthermore, to ensure the quality of the records, we excluded articles that were identified as level 0 in the JUFO classification system portal (<https://jfp.csc.fi/jufoportale>).

By analysing the title and abstract following the eligibility criteria, we excluded 811 records that did not meet the criteria (Figure 1; adapted from Page et al., 2021). However, to identify relevant articles not part of the found records but still deemed fundamental to the topic, we used the snowballing method and recommendations by project researchers to identify an additional 17 records. During the next stage of the screening, we first divided articles into two categories: 1) records that report on empirical cases and 2) review or theoretical papers. Secondly, we followed a repeated and iterative process to discuss eligibility with the research group and re-screen abstracts and full papers where necessary.

Following the identification and selection of research papers, we conducted desktop research to identify relevant grey literature on the topic. We originally identified 16 records by using combinations of the search terms in Table 1 and identifying and investigating the deliverables

of relevant EU-funded projects. We included records that either directly cover policy co-creation in the twin transition context (policies advancing green and/or digital transition), or provide examples of these topics, in addition to providing guidelines for stakeholder engagement. After several discussions on eligibility with the research group, we excluded guidelines on citizen participation that did not sufficiently discuss participation in twin transition related policy, resulting in 7 eligible reports.

Table 1. Databases and search terms

Database	Search terms	Selection criteria
Scopus and Web of science	("co-creation" OR cocreat* OR "co-design" OR participat* OR engagement) AND ("stakeholder" OR "citizen" OR vulnerable OR user) AND (sustainab* OR "green transition" OR digital*) AND ("policy design" OR "policy-making" OR policymaking)	Title & Abstract Article

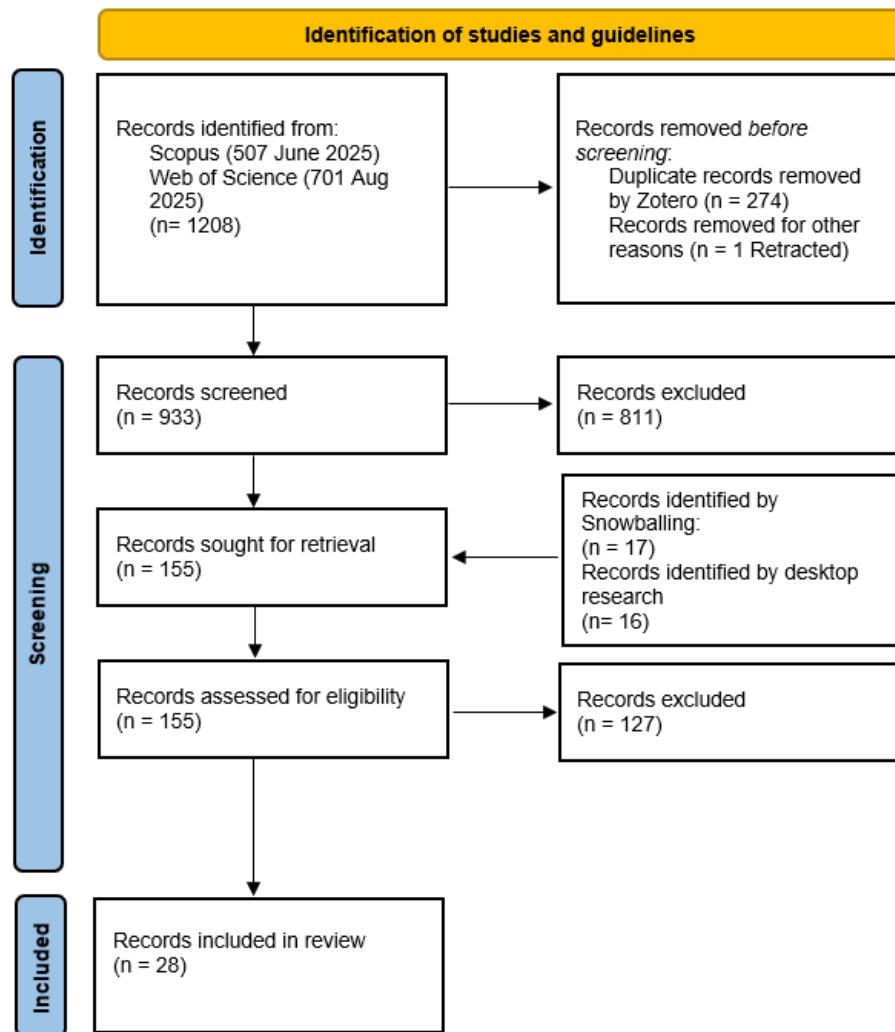


Figure 1. Adapted PRISMA flow diagram

3.1.2 Description of the final sample

The findings were grouped into three categories: empirical studies, theoretical and conceptual contributions, and practice-oriented guidelines (see full references list in Appendix 1). Tables 2–5 summarise the characteristics of the findings and provide an overview of their publication context, policy focus, and methodological orientation.

The empirical studies (Table 2) comprise fourteen peer-reviewed journal articles published between 2009 and 2025, with a clear concentration in the most recent years. These studies span a range of sustainability- and transition-related policy domains, including energy and climate transitions, mobility, smart cities and digitalisation, natural resource governance, and local or regional green transition initiatives. Methodologically, the empirical literature is dominated by qualitative and case-based research designs, including single and multiple case studies, drawing on interviews, document analysis, and participatory or action-oriented methods. Several studies employ mixed-methods approaches, while others use structured qualitative content analysis.

Across the fourteen articles, the review covers eighteen empirical cases in total, ranging from city-level and regional policy design processes to national-level transition initiatives (Table 3). The cases include both single-case in-depth analyses and comparative or multi-case studies,

examining participatory practices in contexts such as urban climate planning, energy and heat transitions, transport and mobility policy, digital transformation of public administration, and natural resource governance.

The theoretical and conceptual contributions (Table 4) include seven publications, such as critical and systematic reviews, framework analyses, and theory papers. These sources primarily address environmental, climate, and energy policy, with a particular focus on sustainability policymaking, urban transitions, and participatory governance. Rather than examining specific cases, these studies aim to synthesise existing research, develop conceptual frameworks, or articulate analytical perspectives that inform the understanding of participation and co-creation in policy processes.

The third category consists of seven guidelines, handbooks, and toolkits (Table 5) produced by international organisations, public bodies, research projects, and foundations. These practice-oriented sources focus on supporting the design and implementation of participatory and co-creative processes in areas such as innovation policy, climate mitigation and adaptation, participatory policy design, and community engagement. They translate participatory principles into practical recommendations, tools, and process models, drawing on accumulated practice-based knowledge and lessons learned from policy initiatives and projects.

Table 2. Empirical papers

Reference	Year	Journal	Policy context	Method
Mark, L., Holec, K., & Escher, T. (2025)	2025	<i>Case Studies on Transport Policy</i>	Mobility / green transition	Mixed methods
Kashwan, P., & Lee, H. (2024)	2024	<i>Energy Research & Social Science</i>	Energy transition	Process tracing
Bick, N. (2024)	2024	<i>Sustainability Science</i>	Local climate change policy	Mixed methods
Manktelow, C., Hoppe, T., Bickerstaff, K., et al. (2023)	2023	<i>Energy Research and Social Science</i>	Heat decarbonisation	Case study
Urquhart, J., Ambrose-Oji, B., Chiswell, H., et al. (2023)	2023	<i>Land Use Policy</i>	Natural resources / fisheries	Multiple case study
Hofstad, H., Sørensen, E., Torfing, J., & Vedeld, T. (2023)	2023	<i>Public Money and Management</i>	Urban green transition	Conceptual / Multiple cases
Ghosh, B., & Arora, S. (2022)	2022	<i>Environment & Planning C: Politics and Space</i>	Smart city / digital transition	Case study
Scupola, A., & Mergel, I. (2022)	2022	<i>Government Information Quarterly</i>	Digital transition	Case study
Fitzgerald, J. (2022)	2022	<i>Journal of the American Planning Association</i>	Urban climate action / equity	Content analysis of climate action plans
d'Hont, F. M., & Slinger, J. H. (2022)	2022	<i>Local Environment</i>	Green transition / coastal policy	Multiple case study
Satorras, M., Ruiz-Mallén, I., Monterde, A., & March, H. (2020)	2020	<i>Cities</i>	Urban climate plan/ green	Case study

Laenens, W., Mariën, I., & Walravens, N. (2019)	2019	<i>Architecture and Culture</i>	Smart city / digital	Participatory action research
Adams, M., Wheeler, D., & Woolston, G. (2011)	2011	<i>Energy Policy</i>	Sustainable energy strategy	Case study
Whitmarsh, L., Turnpenny, J., & Nykvist, B. (2009)	2009	<i>Journal of Environmental Planning and Management</i>	Mobility transition	Case study

Table 3. Cases chosen from the empirical papers

Reference	Year	Case description
Mark, L., Holec, K., & Escher, T.	2025	Consultative transport planning process for the redesign of the Elbchaussee in Hamburg, examining public participation, sustainable mobility goals, and distributive socio-spatial justice.
Kashwan, P., & Lee, H.	2024	Offshore wind energy policymaking in Maine, where a labour-led “red-green” coalition influenced policy outcomes beyond formal stakeholder consultations.
Bick, N.	2024	Local climate and sustainability policymaking across U.S. municipalities, focusing on how municipal staff design and justify citizen involvement.
Manktelow, C., Hoppe, T., Bickerstaff, K., et al.	2023	City-level pilot in Bruges examining how municipal authorities used predominantly consultative and neighbourhood-based co-creation approaches to support local heat decarbonisation through citizen engagement, awareness-raising, and targeted incentives.
Manktelow, C., Hoppe, T., Bickerstaff, K., et al.	2023	City-level case studies in two cities with a focus on co-creation practices to foster local heat decarbonisation, including collaboration with citizens, condominium associations, and an energy community across building, district, and city scales.
Urquhart, J., Ambrose-Oji, B., Chiswell, H., et al.	2023	Co-design process with fisheries stakeholders in the UK aimed at defining principles for “low-impact fishing” to inform policy.
Urquhart, J., Ambrose-Oji, B., Chiswell, H., et al.	2023	Stakeholder co-design process developing new policy options and grant schemes for tree health management in the UK.
Hofstad, H., Sørensen, E., Torfing, J., & Vedeld, T.	2023	Triple-helix collaboration platform in Gothenburg used to co-create urban green transition strategies through trust-building and joint problem-solving.
Hofstad, H., Sørensen, E., Torfing, J., & Vedeld, T.	2023	Development of Copenhagen’s Climate Action Plan using co-creation platforms to align diverse stakeholders around climate neutrality goals.
Ghosh, B., & Arora, S.	2022	Smart city planning in New Town Kolkata, analysing large-scale participatory processes and the exclusion of marginalised voices in practice.
Scupola, A., & Mergel, I.	2022	Digital transformation of public administration in Denmark, examining co-production across government levels in digital strategy and implementation.
Fitzgerald, J.	2022	Climate action planning in five U.S. cities, focusing on participation practices aimed at engaging marginalised “frontline” communities and advancing equity.
d’Hont, F. M., & Slinger, J. H.	2022	Three collaborative coastal policy initiatives in the Netherlands exploring the integration of local and expert knowledge in nature-based solutions.
Satorras, M., Ruiz Mallén, I., Monterde, A., & March, H.	2020	Co-production of the Barcelona Climate Plan, analysing stakeholder involvement, digital participation tools, and differing interpretations of co-production.

Laenens, W., Mariën, I., & Walravens, N.	2019	Action research project developing e-inclusive smart city policies in Brussels through participatory action research with digitally vulnerable groups.
Adams, M., Wheeler, D., & Woolston, G.	2011	Participatory development of an energy efficiency strategy in Nova Scotia, based on iterative stakeholder dialogue facilitated by an independent academic body.
Adams, M., Wheeler, D., & Woolston, G.	2011	Participatory renewable energy strategy process in Nova Scotia using scenario development and public sessions to build consensus.
Whitmarsh, L., Turnpenny, J., & Nykvist, B.	2009	Integrated Sustainability Assessment of passenger mobility combining expert and citizen workshops to explore sustainable transport policy pathways.

Table 4. Theoretical papers

Reference	Year	Journal	Policy context	Method
Sillak, S., Borch, K., & Sperling, K. (2021)	2021	<i>Energy Research and Social Science</i>	Urban energy transition	Critical review
Coggan, A., Carwardine, J., Fielke, S., & Whitten, S. (2021)	2021	<i>Environmental Challenges</i>	Environmental policy	Expert workshops
Roy, A. K. D., & Gow, J. (2018)	2018	<i>Journal of Environmental Planning and Management</i>	Environmental planning	Framework analysis
Harn Wei, K. (2016)	2016	<i>Sustainable Development</i>	Sustainability policymaking	Literature review
Fejzic, E., & Usher, W. (2025)	2025	<i>Renewable and Sustainable Energy Reviews</i>	Climate & energy research	Scoping review
Galende-Sánchez, E., & Sorman, A. H. (2021)	2021	<i>Energy Research & Social Science</i>	Participatory climate/energy	Systematic review
Reed, M. S., Vella, S., Challies, E., et al. (2018)	2018	<i>Restoration Ecology</i>	Environmental management	Theory paper

Table 5. Guidelines

Reference	Year	Outlet	Topic	Method
Paunov, C., & Planes-Satorra, S. (2023)	2023	OECD Policy Papers	Innovation policy / citizen engagement	Guideline
Matti, A., & Rissola, G. (2022)	2022	EC / EIT Climate-KIC / JRC	Co-creation for policy	Handbook
Rodriguez, S. F., & Komendantova, N. (2022)	2022	UNIDO	Participatory policymaking process	Technical report
Angelidou, M., et al. (2025)	2025	RRI2SCALE Horizon2020 project	Participatory policy design, urban planning, transport and energy innovations	Guidebook
Involve (2005)	2005	Involve Foundation	Public participation	Guide
Terrifica (2009)	2019	EU Climate Action Project	Engagement and co-creation in climate mitigation	Engagement guide
The Policy Project (2023)	2023	New Zealand Government	Community engagement	Toolkit

3.2 Data analysis

The analysis focused on systematically mapping how participation and co-creation are conceptualised and operationalised in the reviewed literature. Specifically, the analysis examined three categories: (1) the purpose of participation by assessing the objectives of participatory approaches; (2) stakeholder involvement by analysing which types of actors are identified, engaged, and the roles they assume; and (3) modes of participation by identifying the methods, processes, and approaches through which participation is organised. In addition, the analysis identified gaps and limitations in the existing literature.

The analysis followed an iterative thematic content analysis approach. First, we systematically extracted all textual segments relevant to the three analytical categories from the source material into Excel to enable cross-study comparison. Thereafter, we analysed the extracted segments to identify recurring patterns, concepts, approaches, goals, and methods. We followed additional steps in the case of the empirical records. We first identified the different empirical cases analysed in the records, as some of the articles analysed more than one case. Here, a “case” denotes specific type of policy design process that the study analyses. Of 14 articles, we found 18 cases to be analysed. These cases were then used to map how stakeholders were identified and involved, and how different co-creation processes were organized across policy contexts.

Through repeated rounds of comparison, we clustered the findings into themes, paying attention to similarities and differences across studies. This process was iterative and reflexive, involving comparisons between the empirical cases, theoretical frameworks and practitioner guidelines. Gaps were identified by examining underrepresented stakeholders, comparing purposes and modes of participation, as well as limitations noted explicitly or implicitly in the reviewed studies. The resulting themes were then consolidated and interpreted in relation to the study objectives and organized according to the three analytical categories of purposes, stakeholders and modes of co-creation. Finally, based on the key findings of each analytical category, we integrated the results into a preliminary set of conceptual and normative requirements for a policy co-creation framework.

3.3 Building the co-creation framework

We developed the framework through a series of iterative steps (Figure 2). First, we drew on the literature review to examine how co-creation has been used and recommended to be used in policymaking, focusing on the purposes it serves, the types of stakeholders involved, and the methods employed to achieve the purposes. During this process, we identified foundational issues in creating a framework for practitioners that could not be readily addressed through the review alone. In particular, key aspects of designing engagement processes, such as conducting stakeholder analysis and making design choices from a justice perspective, were insufficiently specified in the reviewed literature. To construct a feasible and practically useful framework, we therefore complemented the review with targeted overviews of stakeholder analysis frameworks, and literature on justice in twin transition–related policy [research \(see Chapter 1\)](#). The whole process involved reflection and comparison with the research group, as well as careful consideration and integration of what the framework should include. Each phase was refined through dialogue and joint analysis between the main authors of this report. We also organized a feedback session to gain insights from Readjust project researchers, the major insight being that the framework should adhere to a minimum viable product approach. By combining

research insights with practical experiences, the framework gradually took shape into a relevant and functional whole.

Looking at the key contributing elements of the process, the literature review informs the framework by outlining the state of the and identifying key requirements and design steps for successful policy co-creation. Additionally, it identifies research gaps in co-creation for twin transition policymaking, including goal setting, stakeholder selection, and modes and methods of co-creation. Existing engagement guidelines inspired the framework's task-by-task structure, guiding questions and overall design logic. Insights from stakeholder analysis models were synthesized into an approach suitable for analysing participation scope and stakeholder prioritization. Finally, the justice literature enabled us to identify where, within the co-creation design process, critical decisions related to procedural and distributive justice should be made.

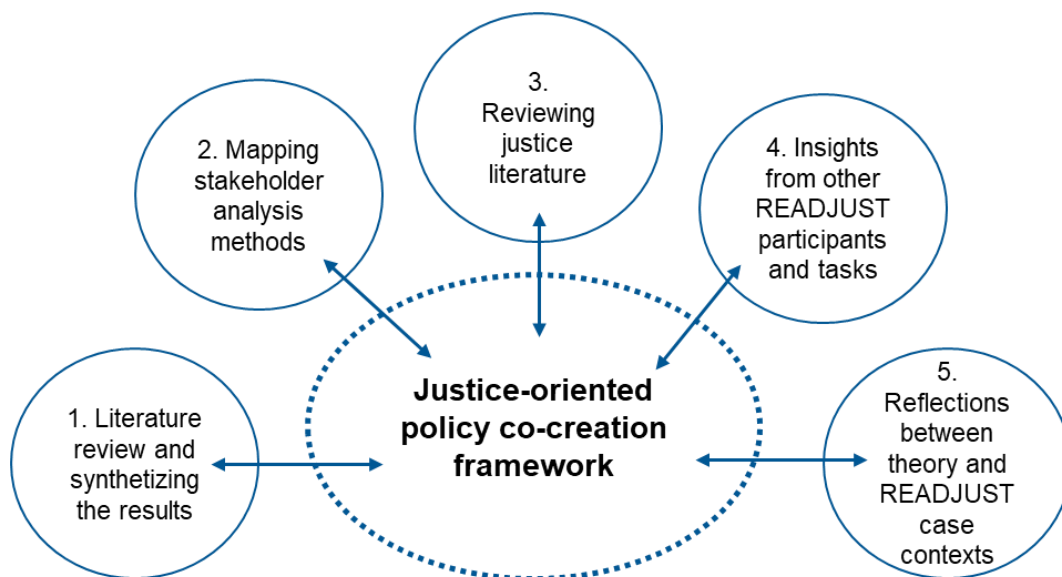


Figure 2. Key phases in framework creation

4 Results from the literature review

The following sections present the results of the qualitative thematic analysis, examining how participation and co-creation are conceptualised across the reviewed sources. Specifically, we organise the findings around three analytical categories that correspond to the core design questions of policy co-creation: (1) goals and objectives of participation, (2) stakeholder identification and selection, and (3) modes and forms of co-creation.

4.1 Goals and objectives of participation

We identified four types of goals and objectives for initiating engagement in the reviewed theoretical literature and guidelines. These goals and objectives are overlapping and interconnected, often derived from the idea that participatory approaches are useful in dealing with complex and contested twin transition related policy issues (for example Rodriguez and Komendantova 2022). The identified purposes for co-creation are:

- (1) Increased policy quality in terms of more effective and feasible policies that meet stakeholder needs (Paunov and Planes-Satorra 2023; Sillak et al. 2021; Reed et al. 2018; Rodriguez and Komendantova 2022; Terrifica 2019).

- (2) Learning and knowledge-exchange (d’Hont and Slinger 2022; Reed et al. 2018; Sillak et al. 2021; Rodriguez and Komendantova 2022).
- (3) Broad inclusion of different stakeholder groups (Paunov and Planes-Satorra 2023; Sillak et al. 2021; Reed et al. 2018).
- (4) Increased trust, legitimacy and acceptability of policies (Paunov and Planes-Satorra 2023; Reed et al. 2018; Sillak et al. 2021).

The reviewed empirical literature broadly reflects these categories, while presenting a broader variety of detail. The idea of improved policy quality generally refers to a pragmatic approach to co-creating “*better decisions that are more likely to be implemented*” (Reed et al. 2018). The empirical cases outline several goals for improving policy quality. For example, goals include creating more effective policy (Urquhart et al. 2023; Scupola and Mergel 2022), increasing service quality and decreasing costs (Scupola and Mergel 2022). They also include creating fit-for-purpose policies that are practical and meet user needs and the expectations of the stakeholders (Urquhart et al. 2023; Laenens et al. 2019), and that would improve the final decisions (Mark et al. 2025).

Knowledge exchange is closely related to the idea of improved policy. It is good to note that forms or stakeholder engagement in policy design always lie along a continuum of information exchange which, depending on the purposes of engagement, extend from one-sided information dissemination to two-way knowledge exchange or even collective decision-making (Arnstein 1969; Reed et al. 2018). The concrete goal of information exchange however differs according to the specific objectives or needs of policy designers. Accordingly, twelve of the reviewed empirical cases refer to some forms of learning or knowledge exchange as a goal of engagement, but with different purposes to this end. Cases include using co-creation to map the preferences (Mark et al. 2025), ideas (Hofstadt et al. 2023), criteria (Whitmarsh et al. 2009) or needs and priorities (Gosh and Arora 2022) of stakeholders in relation to a particular policy. Co-creation can also be used to collaboratively redefine problems and formulate solutions (Laenens et al. 2019), identifying and agreeing upon common principles (Urquhart et al. 2023), developing and testing prototypes (Urquhart et al. 2023), or to achieving consensus on a particular topic (d’Hont and Slinger 2022).

Several empirical studies also include a more normatively oriented goal of seeking to facilitate broadly inclusive participation for the stakeholders affected by the policy. Seven of the analysed papers articulate the goal of including a variety of stakeholders, but only one explicitly claims that democratic participatory governance is a goal of co-creation activities (Satorras et al. 2020). Others refer loosely to the idea of including a different type of stakeholders (Hofstadt et al. 2023; Bick 2024; Scupola and Mergel 2022) as a goal in the engagement process. For example, Adams (et al. 2011) show that in the case of policymaking in a carbon-intensive jurisdiction in Nova Scotia: “*the government sought to maximize the inclusivity and accountability of the policy development process*”, to fulfil the primary intention to create consensus around policy recommendations and increase social legitimacy for the policies. In addition, two studies put more emphasis on the goal of avoiding tokenistic participation instead of simple goal of numeral inclusion objectives and enabling a deeper level of participation in decision making (Bick 2024; Fitzgerald 2022).

An additional overlapping instrumental and pragmatic approach to engagement is the goal of increasing trust in decision-making processes and fostering the legitimacy and acceptability of

policies. Three empirical cases mention trust building as an end goal (Hofstadt et al. 2023; Bick 2024; Urquhart et al. 2023), others mention ensuring industry buy-in (Urquhart et al. 2023), increasing the acceptance of decisions (Mark et al. 2025), and building socio-political license to operate (Adams et al. 2011).

It is important to notice that policy co-creation can hold many concurrent objectives among policy designers (Satorras et al. 2020) and that these objectives and understandings of co-creation can change over time (Manktelow et al. 2023). For example, in their investigation into the co-creation activities of the Barcelona Climate plan Satorras (et al. 2020) found that practitioners within the same project held different interpretations of the engagement purposes. These included the idea of supporting participatory democracy, fostering a form of public-private partnership, and thinking about co-creating as a more pragmatic engagement mechanism compared to more conventional and broader citizen engagement. In addition, Manktelow (et al. 2023) show how the idea of co-creation objectives among practitioners changed during a policy design process from a top-down notion of informing stakeholders about the needed change towards a dialogue with stakeholders of differing perspectives. They also show that practitioners changed their understanding of co-creation from a citizen inclusion towards including a broad array of stakeholders during the co-creation process.

Due to the multi-purpose nature of co-creation and the interpretability of its meaning in policy design, engagement guidelines set normative requirements for stakeholder engagement. The Involve Foundation (2005) stresses that a good purpose must be highly focused with clear outputs and outcomes that are easy to understand, enabling a shared understanding of the impact of participation. Similarly, in their report on Co-creation for Policy, Matti and Rissola (2022) emphasize the importance of transparency and clarity of the engagement purposes. In addition, the OECD (Paunov and Planes-Satorra 2023) emphasizes that citizen engagement should create meaningful opportunities for people to influence decisions rather than symbolic “tick-the-box” exercises. This requires organizing engagement at moments when public input can genuinely shape policy outcomes and ensure processes are timely, purposeful, inclusive, and connected to actual decision-making. Furthermore, The Policy Project (2023) emphasize that the design and plan of the engagement purposes need to clearly articulate the level of participation and influence, based on a consideration of the policy context and the extent of partnership with policy makers.

4.2 Stakeholder identification and selection

The literature review contributed to the following three questions on stakeholder participation: 1) Which stakeholders participated in the co-creation processes; 2) Why specific stakeholders were selected? and 3) How were stakeholders identified?

Most of the theoretical papers included in the sample emphasise the importance of wide participation of various stakeholder groups (Sillak et al. 2021; Fejzic and Usher 2025; Roy and Gow 2018; Coggan et al. 2021) and all levels of decision-making should be considered. Quadruple Helix -model (Carayannis and Campbell 2009) with the involvement of state, market, community, and third-sector actors (formal and informal) presents an example of such a wide participation. Reed et al. (2018) argue for strategic rather than complete representation of stakeholders based on their relative levels of interest, influence and benefit. Similarly, the reviewed handbooks and guidelines highlight the inclusiveness and representativeness of stakeholder selection (e.g. Matti and Rissola 2022; TERRIFICA 2019; Paunov and Planes-Satorra

2023, Angelidou et al. 2025), but in addition encourage thinking outside the box when including and inviting participants. Systematic approaches, with guiding questions are proposed to identify potential stakeholders (Involve 2005; TERRIFICA 2019; The Policy Project 2023). The key questions for stakeholder selection include:

- Who (which social groups or bodies) should we engage in this topic?
- Do we want to engage specific groups or a whole community
- Who is influential on this issue?
- What is each group likely to want from the engagement?
- What are their perceptions of the topic?
- Who can obstruct a decision if not involved?
- Who has not been involved before, but should have been?
- What knowledge and other resources does each group bring to the process?
- What does each group need to know in order to participate meaningfully and equally in the process?

The reviewed empirical literature showcased five different types of stakeholder involvement cases, ranging from a broad participation of diverse stakeholders (Adams et al. 2011; Satorras et al. 2020; Scupola and Mergel 2022; Whitmarsh et al. 2009; Hofstad et al. 2023; Manktelow et al. 2023) to citizen engagement cases (Mark et al. 2025; Satorras et al. 2020; Fitzgerald 2022; Laenens et al. 2029; Ghosh and Arora 2022). The other identified types were engaging local participants across the citizen, science and policy divide (d'Hont et al. 2022), engagement of local entrepreneurs (Urquhart et al. 2023), and a bottom-up approach of active local organisations (Kashwan and Lee 2024). The last case shows how joint action between underrepresented but interested and impacted stakeholders may accumulate enough power to influence the process.

The justifications found from both theoretical and grey literature for the identification of specific stakeholders for co-creation follow the goals and objectives of participation presented in Section 1. As the key benefits of active citizen participation the literature highlights (e.g. Galende-Sánchez and Sorman 2021; Roy and Gow 2018; Fejzic and Usher 2025; Involve 2005; TERRIFICA 2019): (a) increased legitimacy, (b) better solutions and decisions in terms of the inclusion of community needs, ideas and values, (c) ownership of outcomes and policies, (d) empowerment of the community to implement solutions, (e) credibility and trust, and (f) capacity building and learning.

The analysis of empirical cases revealed that six out of the 18 cases provided explicit, case-specific justifications for stakeholder engagement. The rationales included: prioritizing equity in climate action plans (Fitzgerald 2022); aiming to deliver services that are more valued by society, as well as efficient and transparent (Adams et al. 2011; Scupola and Mergel 2022); integrating knowledge across citizen experiences, scientific and practical knowledge in designing high quality interventions in a challenging environment (d'Hont et al. 2022); understanding how co-creation functions and creates meanings in different social contexts (Manktelow et al. 2023); and just selecting participants based on their residence within the development area or their socio-economic group (Ghosh and Arora 2022). Only Fitzgerald (2022) and Ghosh and Arora (2022) provided detailed accounts of how vulnerable groups were identified and engaged, highlighting the knowledge these groups contributed. The other cases remained largely theoretical, discussing the importance and challenges of reaching vulnerable populations

without detailing practical engagement strategies. The remaining empirical cases did not offer case-specific reasoning for stakeholder selection but referenced general findings from previous literature on the value of stakeholder participation.

The theoretical literature on stakeholder identification claims that recent research articles often mention stakeholder engagement only conceptually, lacking detailed descriptions of the approaches or methods used to facilitate stakeholder engagement (Fejzic and Usher 2025). This is noticeable also in the reviewed empirical case studies, which provided little detailed information how the relevant stakeholders were identified. Only Fitzgerald (2022) and Ghosh & Arora (2022), focusing on citizen participation, provided detailed accounts of how vulnerable groups were identified and engaged, highlighting the knowledge these groups contributed. The reviewed co-creation handbooks and guidelines present more plans and checklists to help designing stakeholder engagement processes.

4.3 Modes and forms of co-creation

The reviewed literature revealed that the modes of co-creation vary along several dimensions. Two of the most fundamental dimensions that were considered to differentiate these modes and influence the feasibility of co-creation methods were the depth of interaction (i.e. the intended effect of participants in policy design) and scale of interaction (i.e. the number of participants/stakeholders in the process).

Several articles used and elaborated on Arnstein's (1969) ladders of citizen participation, which identifies a continuum of participatory modes, distinguished from one another based on the degree of power that stakeholders have in policymaking. The modes identified in the reviewed articles vary from merely being informed on the policy plans, which represents non-participation, to consultation and co-development, and to higher forms of power, such as delegated power and citizen control (Paunov and Planes-Satorra, 2023; The Policy Project, 2023; Matti and Rissola, 2022; Rodriguez and Komendantova 2022; Galende-Sánchez and Sorman, 2021; Reed et al., 2018). For example, Matti and Rissola (2022) discusses these ladders generally in the co-creation for policymaking, Paunov and Satorra (2023) in engaging citizens in innovation policy, Rodriguez and Komendantova (2022) in industrial policymaking.

The research generally argues that this distinction is important in order to select methods that support the intended goals set for co-creation. Galende-Sánchez and Sorman (2021), in their review, note that participation in climate and energy initiatives typically represent the lighter formats of stakeholder power. Over 62% of the empirical publications they reviewed focused on 'consultation' type of involvement, which they define as gathering public feedback on policy plans using methods such as surveys and interviews. 27% represented 'engagement', defined as interactions which aim to ensure that citizens' concerns and aspirations are concerned, using workshops and a diverse set of other methods. 11% represented partnership, i.e. the identification of alternatives and preferred solutions with public, and only 1% delegated power, i.e. giving the public decision-making authority over a decision or plan using citizen juries and similar methods. (Galende-Sánchez and Sorman 2021) In Bick's study (2024) of participation in sustainability-related policies in cities, only 24% of cities reported high degrees public involvement in these policies, albeit methods both ends of the continuum, i.e., surveys and citizen boards and commissions, were used.

These types of findings may signal that citizens and other stakeholders generally play a minor role in policymaking, and it is not guaranteed that their feedback affects actual decisions.

However, Reed et al. (2018) note that while the ladder metaphor may indicate that higher levels of participation create better outcomes, the most feasible modes depend entirely on the situation and goals. Therefore, the methods should not be valued independently of the purpose and context of engagement (Involve 2005). Besides the intended goals of participation, contextual features that need to be considered include the type of participants (e.g., their opportunities and capacity to participate, Kua 2016); presence or absence of participatory culture; overall design of the policy planning process; and the scope and significance of the intended policy change (Reed 2018; see also Involve 2005).

Second, the approaches discussed in the reviewed theoretical publications and guidelines distinguish between different scales of participation, ranging from small-scale and typically more deliberative methods, such as mini-publics to large-scale and typically less deliberative methods such as surveys (e.g. Paunov and Planes-Satorra 2023). We identified several insightful categorisations and handbooks where methods suitable for different situations are listed and therefore, these classifications and advice related to individual methods and their suitability are not repeated here (see Table 6 below for exemplary references). Among others, Paunov and Planes-Satorra (2023) suggest that in-person large-scale methods, such as surveys, fit best when the intention is to maximise representativeness, whereas small-scale methods, such as workshopping, enable gathering diverse ideas through dialogue. Generally, the literature indicates that there is a trade-off between these two aims, i.e. representativeness and depth of interaction. However, some articles indicate possibilities for new methods combining these objectives, such as scalable deliberation through digital platforms (Scholtz 2025). Overall, the publications recommend combining diverse engagement methods to ensure both breadth and depth of diverse voices (e.g., Paunov and Planes-Satorra 2023).

Table 6. Publications and manuals offering an overview of different methods

Publication	Key takeaways related to co-creation methods
Involve (2005). People & participation: How to put citizens at the heart of decision-making.	Provides guidelines for public participation in general. Offers a list of citizen participation methods, evaluating their strengths and weaknesses.
Paunov and Planes-Satorra (2023). Engaging citizens in innovation policy: Why, when and how?	Addresses citizen engagement in STI policy and offer a list of large- and small-scale methods and examples in annexes.
Terrifica (2019). Guide on engagement and co-creation for climate mitigation and adaptation measures.	Addresses co-creation in RRI for climate action. Offers a list of participatory methods for climate action and numerous examples of co-creation.
Fejzic and Usher (2025). Stakeholder engagement in climate and energy research: A scoping review.	Addresses stakeholder engagement in climate and energy research and policymaking. Reviews the use of workshopping methods in European contexts.
Matti and Rissola (2022). Co-creation for policy. Participatory methodologies to structure multi-stakeholder policymaking processes.	Offers practical advice for selecting and designing co-creation methods for policy design and provides examples of online workshops with quadruple helix participants.

The review of the empirical articles provides two key insights. First, from a distance, the co-creation methods and approaches across the studied cases appear to be quite similar and focus on providing the decision-makers with information on stakeholder needs and ideas. Dialogue (e.g. Adams et al. 2011; d’Hont et al. 2022) and collective problem-solving (e.g. Hofstad et al. 2023; Laenens et al. 2019) were emphasised in several articles. Therefore, the cases addressed in the reviewed articles fell within the middle of the Arnstein’s ladders, where participants have moderate impact of stakeholders on policy, but decision-making power was still held by public authorities or politicians.

Second, in almost all of the cases in the reviewed articles, mixes of different co-creation methods were applied. In many of the cases, in-person workshops were linked with either surveys (e.g. Urquhart et al. 2023; Whitmarsh et al. 2009; Adams et al. 2011) or other types of online inquiries (Satorras et al. 2020; Mark et al. 2025), and the process included several iterations where workshops preceded or followed broader inquiries (e.g. Whitmarsh et al. 2009; Ghosh and Arora, 2022). This approach seemed to balance depth with breadth and thus overcome the challenge that deeper engagement was too small-scale to help identify broader needs (e.g. Mankletov et al. 2023). Depending on the context and aims of the policy, co-creation involved smaller sets of relevant stakeholders (e.g. Uruquhart et al. 2023) or wide range of citizens and other stakeholders (Ghosh and Arora 2022). Overall, the review indicates that in many exemplary cases, co-creation does not occur only in a distinct phase of a policy design process, but it takes place throughout the process to provide inputs for decision-making (Angelidou et al., 2025). It resonates with argumentations in conceptual articles that the length and frequency of engagement need be aligned with the goals of the process, i.e. to achieve transition that revise deeply held beliefs of stakeholders, interactions need to be frequent and span over longer time period (Reed et al. 2018).

4.4 Synthesis of the review findings

This chapter synthesises the results of the literature review by outlining key challenges in the empirical practice of policy co-creation and linking them to corresponding design implications for a policy co-creation framework. Results indicate that there are three closely interrelated types of challenges that characterize the discrepancy between ideal frameworks, goals and guidelines and the empirical realization of policy co-creation.

First, the present typologies and core concepts of engagement remain fragmented, and implementations in real policy processes often do not match what the literature prescribes. The scoping review by Fejzic and Usher (2025) indicates a significant disparity between the methodologies for stakeholder engagement as outlined in the existing literature and their actual implementation within EU climate and energy projects. They identified a gap encompassing “*a lack of comprehensive definitions, inadequate implementation of methodologies for stakeholder identification and selection, as well as inconsistent applications of fundamental engagement concepts*” (2025, 11). In other words, many studies related to participation lack clear justifications for and transparency about stakeholder selection, despite claims of the importance of participation in policymaking. Most of the reviewed empirical case studies emphasize the importance of stakeholder engagement in their introduction chapters but ended up providing little detail about how relevant stakeholders were identified in the case studies. We found only two case studies (Fitzgerald 2022; Ghosh and Arora 2022) that detail how vulnerable groups in particular were identified and engaged. In essence, rationales for who is included and why is

frequently generic and implicit in the empirical cases, even if the importance of a wide and diverse stakeholder engagement is emphasized on a conceptual level in the studies. Without such justification and detail for stakeholder engagement, it is difficult to assess the representativeness of the participating stakeholders, and the depth to which they were participating, including the effect on policy making. Furthermore, without understanding the extent to which policy makers accounted for vulnerable groups impacted by the policy change, it is difficult to assess the procedural justice of the process.

What should be done:

- Stakeholder selection should be treated as an explicit design choice rather than an assumed good. Co-creation processes should be accompanied by transparent and documented stakeholder analyses that justify who is involved, why, and in what role, with particular attention to groups that are disproportionately affected by policy outcomes but may lack formal influence or resources to participate.

A second related point is that there is a risk of ambiguity in understanding the objectives of co-creation. While co-creation can have multiple overlapping goals, such as trust building, problem solving and learning (Hofstad et al. 2023), both Satorras (et al. 2020) and Manktelow (et al. 2023) show that practitioners and stakeholders can have comparatively contrasting understandings of co-creation and its purposes, and that this understanding can change during policy making processes. Co-creation therefore risks serving multiple purposes that evolve over time, and different actors within the same process may hold divergent interpretations of what co-creation is for. This ambiguity can create misaligned expectations and risks watering perceptions of the impact of participation.

What should be done:

- The purpose of co-creation should be clearly articulated at the outset of the process and communicated in accessible terms to all participants. Objectives should specify what the engagement is intended to achieve, how outputs will be used, and what aspects of the policy process are open to influence. Where objectives change over time, these changes should be made explicit and reflected in the design of participation.

Third, while the literature reveals a broad selection of feasible methods for co-creation, there is a risk that the chosen methods do not align with the intended purpose of co-creation, leading to an unequal acknowledgement of stakeholders' views (Ghosh and Arora 2022; Mark et al. 2025), or to outcomes remaining detached from the actual decision-making processes (Fejzic and Usher 2025). In these cases, the stakeholder voices are not appropriately heard, and co-creation efforts may not have any actual impact on policy decisions.

What should be done:

- Participation modes should be selected in direct relation to the intended purpose, scale, and depth of engagement. Decisions about how many participants to involve and how intensively they are engaged should be aligned with what the process realistically seeks

to influence. Combining multiple methods can help balance breadth and depth, but their respective roles and limitations should be made explicit.

5 The READJUST framework for just policy co-creation

5.1 Why is a justice-oriented policy co-creation framework needed?

Despite the growing prominence of stakeholder engagement and policy co-creation in climate and energy transitions, the literature reveals persistent conceptual and practical shortcomings. Key engagement concepts remain fragmented and weakly defined, while participatory processes are often top-down, offering consultation without real influence over outcomes. Empirical evidence points to a clear gap between theory and practice: stakeholder engagement is frequently referenced but rarely described in sufficient detail to explain how participants are selected, what role they play, or how their input shapes decisions. These limitations are particularly acute from a justice perspective, as vulnerable groups receive little systematic attention and participation is seldom explicitly justified, making it difficult to assess whether processes are procedurally fair or merely symbolic. At the same time, policy co-creation is expected to serve multiple purposes such as improving policy quality, enhancing legitimacy, and building trust; yet the more detailed outcomes for engagement, intended influence, and the level of influence on policy are often left implicit. This lack of transparency and coherence underscores the need for a framework that explicitly links engagement purposes, stakeholder selection, participation scope and depth, and justice considerations in the design of policy co-creation processes.

The aim of this framework is to provide structured guidance for designing justice-oriented policy co-creation processes. The framework provides researchers, policy makers and public sector practitioners with a justice-oriented lens for designing policy co-creation in the context of the twin transition. To do so, it translates key justice principles into practical design considerations that help policymakers and practitioners recognize and address the justice implications of policy change through co-creation. In other words, it supports policy designers in accounting for who is affected, whose perspectives are included, and how benefits and burdens are distributed across different groups.

What distinguishes the framework from other policy co-creation frameworks and guidelines is its emphasis of justice as a foundational aspect of designing policy co-creation. The framework does not aim to reinvent the wheel and is therefore not a stand-alone policy design guideline. Instead, it adopts a minimum viable product approach: it provides a lean and adaptable set of justice-oriented design considerations that can be applied across diverse policy contexts during different phases of design. The framework offers a perspective to help policy designers assess which justice considerations are relevant in a given context and how these can be integrated into policy design choices. For this reason, the framework is designed to complement, not replace, existing civic and stakeholder engagement guidelines. We encourage readers to refer to the guidelines suggested in this report.

The co-creation framework builds on an integrative review of academic literature and practice-oriented guidance on cocreation, stakeholder engagement, and citizen participation in twin transition-related policymaking. You can find more information in Chapter 3.

5.2 Applying the READJUST co-creation framework: structure and core elements

The READJUST framework is grounded in two complementary perspectives on justice: distributive and procedural justice. These perspectives were selected because together they capture the most critical justice-related perspectives established in transition and environmental justice research.

Distributive justice focuses on how the benefits, costs, and risks of policy change are distributed across social groups, sectors, and territories. Procedural justice focuses on who is included in decision-making, whose voices are heard, and how influence over decisions is organised. Both dimensions are directly relevant to the impact of twin transition policies and to the way they are shaped.

Other justice dimensions—such as recognition, intergenerational, intersectional, or restorative justice—are highly relevant in many transition contexts. However, in this framework they are treated as cross-cutting and overlapping concerns that often manifest through distributive and procedural dynamics (see Chapter 1.3). For example, failures of recognition frequently appear as procedural exclusion, while intergenerational or spatial injustices often materialise as distributive effects. Focusing on distributive and procedural justice thus provides a pragmatic and analytically coherent perspective for integrating justice considerations into co-creation design without overcomplicating the framework.

The purpose of applying these two justice perspectives in the framework is not to assess justice outcomes ex post, but to ensure that justice considerations are systematically taken into account ex ante in policy co-creation processes. Across framework tasks 1–3, the framework therefore prompts practitioners to reflect on:

- Which distributive impacts are likely to arise, and which can realistically be influenced through co-creation,
- Whose perspectives need to be included to identify and address these impacts, and
- How participation is organised so that engagement is meaningful, proportionate, and transparent.

5.2.1 Overview of the three main tasks to ensure justice in policy co-creation

The READJUST framework structures policy co-creation into three analytically distinct but practically overlapping tasks where justice needs to be considered (Figure 1):

- **Task 1:** Defining the purpose of engagement focuses on clarifying why, where, and to what extent co-creation is used in a given policy context.
- **Task 2:** Stakeholder analysis and selection address whose perspectives need to be included to account for distributive and procedural justice.
- **Task 3:** Designing the engagement and methods determines how selected stakeholders are engaged in ways that are meaningful, proportionate, and aligned with the intended influence on policymaking.

Rather than constituting a linear sequence, these tasks form an interdependent set of design considerations. Decisions taken in one task shape and constrain choices in the others. For example, the purpose and scope defined in Task 1 set the conditions for stakeholder inclusion in Task 2, while both tasks together inform the selection of appropriate methods in Task 3.

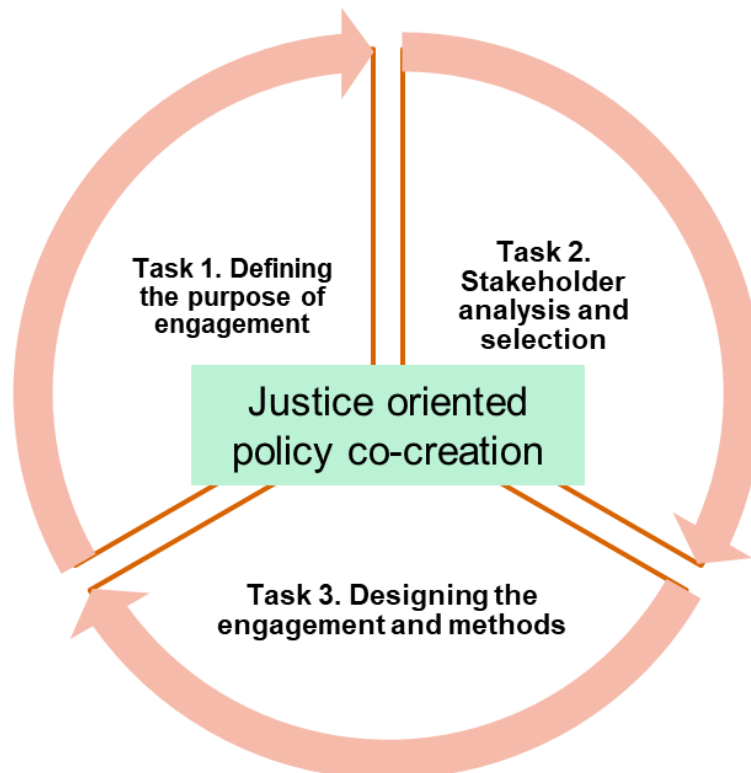


Figure 3. Outline of the framework

5.2.2 The justice perspectives of this framework

By embedding distributive and procedural justice considerations into each task, the framework helps practitioners avoid treating justice as an abstract or add-on concern and instead integrates it into the core design logic of policy co-creation. Table 7 summarises the key justice perspectives for each task. The following chapters will open up these perspectives in each of the three main tasks.

Table 7. Summary of justice perspectives applied in the framework

	Task 1. Defining the purpose of engagement	Task 2. Stakeholder analysis and selection	Task 3. Designing the engagement and methods
Distributive justice	<ul style="list-style-type: none"> <input type="checkbox"/> Clarify the policy change, scope and stage to identify where and how distributive impacts can be shaped through policy co-creation. <input type="checkbox"/> Assess which justice impacts (benefits, costs, and risks) are likely to arise from the policy change. <input type="checkbox"/> Define the objectives of co-creation in relation to anticipated distributive effects. 	<ul style="list-style-type: none"> <input type="checkbox"/> Identify social groups, sectors or regions that are differently and disproportionately affected by the policy. <input type="checkbox"/> Include less visible or weakly organized groups, not only formal stakeholders. <input type="checkbox"/> Ensure that all relevant impacts are recognized, even if direct participation is limited. 	<ul style="list-style-type: none"> <input type="checkbox"/> Use methods that surface both positive and negative policy impacts and trade-offs. <input type="checkbox"/> Complement participation with additional analyses to account for impacts on non-participants. <input type="checkbox"/> Ensure method choice does not bias attention toward already vocal groups.
Procedural justice	<ul style="list-style-type: none"> <input type="checkbox"/> Clarify the purpose and expected influence of participation to ensure meaningful engagement. <input type="checkbox"/> Specify what decisions are open to change, what is non-negotiable, and how co-creation outcomes will be used in the decision-making process. <input type="checkbox"/> Ensure transparency about how and when affected actors can influence problem framing, goals, and decisions, to avoid tokenistic participation. 	<ul style="list-style-type: none"> <input type="checkbox"/> Recognize and engage stakeholders based on affectedness, knowledge/skills and relevance, not influence alone. <input type="checkbox"/> Make inclusion, exclusion, and representation choices explicit. <input type="checkbox"/> Engage the individual stakeholders based on their skills and resources, which may depend on the stage of the policy process. 	<ul style="list-style-type: none"> <input type="checkbox"/> Design procedures to allow impacted stakeholders to have a voice in policy design. <input type="checkbox"/> Ensure that the methods and purpose are aligned - > don't overpromise the impact of stakeholder voice on policy <input type="checkbox"/> Tailor the methods to support stakeholders with different resources/interests.

5.3 Task 1: Justice considerations in defining the purpose of engagement

Task 1 establishes the foundation for justice-oriented policy co-creation by helping to clarify the policy context, purposes of engagement, and the intended role of participation. It brings together three closely linked design considerations: defining the intended policy change and its context, clarifying the purpose of co-creation, and specifying the degree of influence participants are expected to have over decision-making.

5.3.1 Defining the policy change and its context

First, a practitioner should define the policy change under consideration, including its substantive focus, spatial and temporal scope, and its position in the policy cycle (e.g. agenda-setting, design, implementation, or assessment). Particular attention should be paid to the existing distributional effects related to the policy field and the potential effects of the policy change. This will help assess which distributive impacts are likely to arise, and to decide which of them can realistically be influenced through co-creation. This in part will affect the stakeholder analysis. In terms of procedural justice, the stage in policy cycle has impact on the methods. Early-stage engagement typically allows influence over problem framing and policy goals, whereas later stages tend to focus on feasibility, implementation challenges, or the identification and mitigation of unequal impacts.

Justice checklist – defining the policy context

- Identify existing injustices, inequalities, or conflicts related to the policy domain.
- Assess which justice issues the policy is likely to affect and which can realistically be addressed within the policy process. This assessment can be preliminary, and methods to map such inequalities can be used to specify the objectives of policy change.
- Reflect on how the policy scope and context shape who is recognised as affected and therefore who should be included or represented in co-creation.
- Consider how the policy stage determines when and how affected actors can influence problem framing, goals, and decisions.

5.3.2 Clarifying the purpose of stakeholder engagement

Second, practitioners should clarify the purpose of stakeholder engagement. Co-creation can serve different purposes, such as identifying problems, preferences or needs, developing policy options, assessing impacts or acceptability, or directly informing decisions. These purposes must be articulated explicitly and in accessible terms. From a procedural justice perspective, clarity of purpose helps align expectations between organisers and participants and reduces the risk of participation being perceived as symbolic or tokenistic.

Justice checklist – clarifying the purpose of engagement

- Be explicit about why participation is used in this policy process.
- Clarify what outputs are expected from co-creation and how they will be used.
- Ensure that stated purposes correspond to realistic opportunities to influence policy design in the intended manner.
- Communicate the purpose of engagement and intended influence clearly to participants.

5.3.3 Specifying the degree of influence over decision-making

Third, practitioners should specify the degree of influence of participants over decision-making. Building on established participation typologies (such as Arnstein’s ladder or the IAP2 spectrum), organisers should specify whether engagement is primarily informative, consultative, deliberative, or involves shared decision-making. Making the level of influence explicit is essential for procedural justice: participants need to understand what aspects of the policy are open to change, what is non-negotiable, who ultimately decides, and how co-creation outputs will be used.

Justice checklist – specifying influence

- Make the intended degree of influence explicit from the outset.
- Clarify which decisions are open to change and which are not, and why.
- Specify who holds final decision-making authority.
- Ensure that the chosen level of influence matches the purpose of engagement and the policy stage.
- Communicate clearly how participant input will be taken forward and how feedback will be provided.

Useful resources

- Matti, C., & Rissola, G. (2022). *Co-creation for policy: Participatory methodologies to structure multi-stakeholder policymaking processes*. This report discusses how to clarify the scope and purpose.
- Involve (2005). *People & participation: How to put citizens at the heart of decision-making*. This guide distinguishes between purposes, outputs, and outcomes of engagement and provides some criteria for assessing the quality and clarity of participation processes.
- The Policy Project (2023). *Policy community engagement tool*. This toolkit provides guidance for designing and planning engagement processes, including resources for clarifying engagement purposes and aligning participation with the intended level of influence.

5.4 Task 2: Justice considerations in stakeholder analysis and selection

5.4.1 Mapping the relevant stakeholders

The aim of Task 2.1 is to systematically identify relevant stakeholders by explicitly considering, from a distributional and procedural perspective, whose knowledge is relevant in the various phases of the policy process, who has interest in the topics under consideration, who has influence, and who will be affected by the policy. Of the stakeholder identification approaches presented in Section 1.2, the 3i framework by Reed et al. (2025) is currently the most comprehensive one. It identifies three criteria to map stakeholders: interest, influence and impact, but lacks an important dimension: the knowledge perspective. To acknowledge diversity of knowledge, we suggest adding the fourth “i” (Insight). This way, we propose merging Reed et al.’s (2025) model with the quadruple helix framework (e.g. Carayannis and Campbell 2009). Furthermore, we consider it relevant to analyse (diversity within) each of the four groups in

quadruple helix model using not only the knowledge dimension, but also the three other dimensions as shown below, i.e. Insight, interest, influence, and Impact.

Considering these starting points, we propose a *4i model for stakeholder identification* (see Table 8), complemented by a *Vulnerability Assessment Tool* (Leinonen and Tuominen, 2025).

The 4i model provides a structured way to identify stakeholders based on their roles, interests, influence, and knowledge in relation to the defined policy scope and stage of the policy cycle. It includes four stakeholder roles, following the Quadruple Helix approach (Carayannis and Campbell 2009). The perspectives are government, academia, industry and civil society. For each of the stakeholder perspectives, the model presents four dimensions of more detailed stakeholder identification. The 4i dimensions to be considered are:

- What knowledge does each group bring to the process (*insight*)?
- What is each group likely to want from the engagement (*interest*)?
- Who is *influential* in this issue?
- Who is affected by the decisions (*impact*)?

Table 8. The READJUST 4i model (matrix) for identifying stakeholders

Perspective/Dimension	Insight	Interest	Influence	Impact
Government				
Academia				
Community				
Industry				

The Vulnerability Assessment Tool created in READJUST (see Figure 4. For more details, see Leinonen and Tuominen, 2025) helps in analysing the stakeholders along the “Impact” dimension of the 4i model, ensuring that all vulnerable groups are included. This tool directs attention to three central elements that may together contribute to vulnerability: stakeholders’ exposure to change (i.e. the degree to which the stakeholder needs to react to change), stakeholders’ sensitivity to change (e.g. the degree to which the stakeholder is forced to react and needs to make profound changes), and capacity to respond (i.e. whether the stakeholder has adequate support and resources to cope with or benefit from the change).

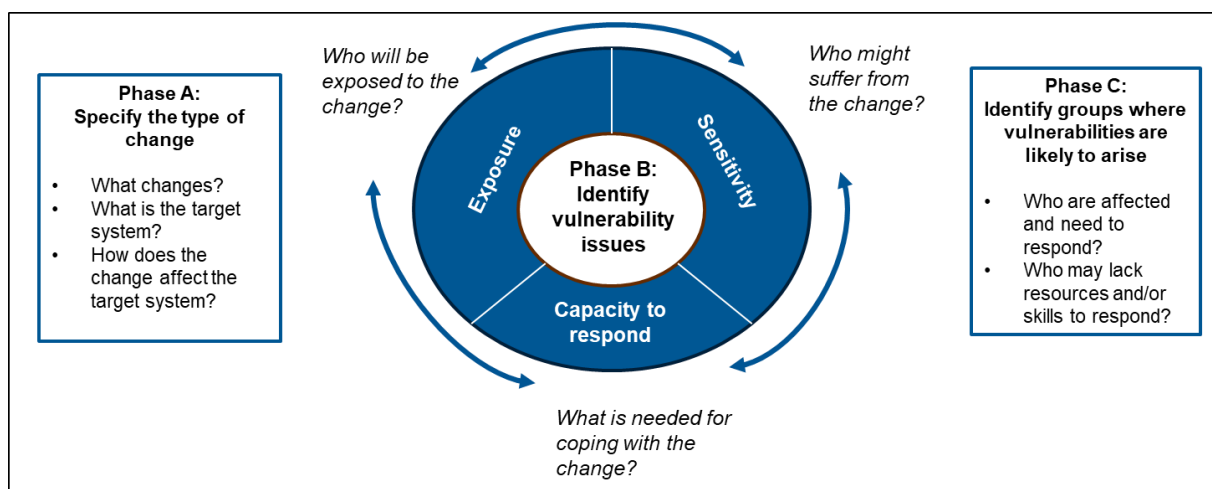


Figure 4. The vulnerability assessment tool

Justice checklist for mapping the relevant stakeholders:

- Ensure, using 4i model, that all potential groups are identified, expanding considerations beyond formal or obvious actors, and including those likely to bear disproportionate costs or risks.
- Assess which social groups, sectors, or regions are likely to be affected, positively or negatively
- Ensure, using the 4i model, representation of relevant stakeholders. Assess
 - whose perspectives have traditionally been included or excluded within this policy area.
 - whose experiences and concerns are visible and whose are not in the current context to avoid reproducing existing patterns of exclusion.
- Consider who are the main initiators, decision-makers, and potential participants

5.4.2 Define who to involve

The aim of Task 2.2 is to decide which of the identified stakeholders should be directly involved in co-creation, and how they should be represented, in relation to the purpose of engagement and relevant justice dimensions.

To clarify in detail which stakeholder groups should be involved to address justice concerns, the groups identified in Task 2.1 need to be prioritised. The 4i model supports the selection of the groups that are most affected by the policy change, i.e. the groups likely to bear disproportionate costs or risks. It is important to ensure that the perspectives that are typically under-represented or excluded in this policy domain will be included.

Secondly, the scale of involvement (i.e. how broadly the stakeholders should participate in co-creation) needs to be defined. Co-creation may include a sample of individual actors from each relevant stakeholder group, or all identified actors. Important perspectives needing consideration relate to the choices on:

- Direct participation vs. representation
- Broad inclusion vs. targeted inclusion
- Random vs. stratified selection

These choices, again, depend on 1) the purpose and stage of the policy process in question, and 2) the interests, skills and resources of the individual stakeholders.

Justice checklist for defining who to involve:

- Ensure that groups most affected by policy impacts are not excluded simply because they are harder to reach or lack resources.
- Clarify who deserves to get a seat at the table, under what conditions, and for what reasons. Who should be engaged to ensure the diversity of participants?

5.5 Task 3: Justice considerations in the selection of co-creation methods

The aim of Task 3 is to ensure that the chosen engagement methods are coherent with the purpose of engagement and the selected stakeholders; that they enable meaningful participation; and that they can effectively impact the justice of final policy choices.

As noted in the literature review, a range of participatory methods have been applied in policy design processes, and helpful guidelines for evaluating and implementing the different methods are available for policymakers (see Table 6 for an overview). However, the application of these methods does not automatically promote procedural and distributional justice in policy processes. The principles discussed here aim to ensure that the chosen methods enable gathering relevant inputs from relevant stakeholders and that the method is aligned with the purpose of co-creation and expectations of the participants. Figure 5 summarises the issues discussed above that needs to be considered when selecting co-creation methods.

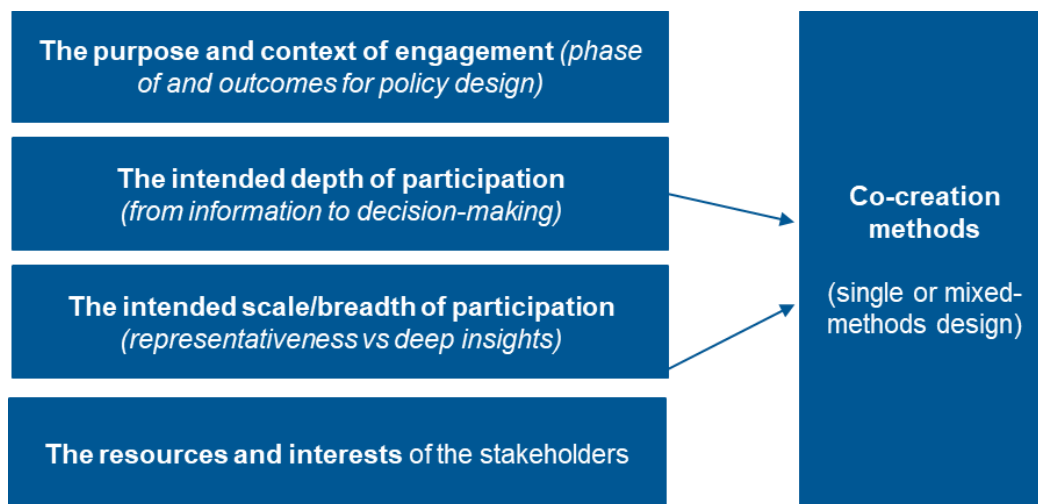


Figure 5. The selection of co-creation methods

- First, it is important **to ensure that the method helps in achieving the purpose of co-creation**, whether it be improved policy quality, learning and knowledge exchange, broad engagement, or improved trust and acceptability. For example, workshops with small number of individuals may improve trust and policy quality from the perspective of the participants' reference groups but not promote the trust or justice of non-participating stakeholder groups. On the other hand, surveys can provide useful new insights for policymakers, but they are limited to the questions that the policymakers can formulate, and do not allow stakeholders to raise unforeseen concerns or issues nor affect decisions. This may negatively affect both perceptions of procedural fairness and the distributive justice of the final solutions.
- Second, the methods **should be aligned with the intended depth of participation**, that is, the policy designers need to carefully evaluate whether the chosen methods allow granting desired degrees of influence/decision-making power to participants. As examples, surveys may suit processes where primary motivation is to gather insights on the needs or potential distributional effects of policies from stakeholders, whereas dialectical and deliberative methods are needed when stakeholders are expected to directly affect decisions. Perceptions of procedural injustice may arise if the contributions that stakeholders can actually make are smaller than those expected.
- Third, it is important to ensure that **the methods support the intended scale of participation**. Workshopping methods, while popular in policy design, limit the number of individual stakeholders that can be invited to join. To avoid narrow understanding of benefits and burdens, the questions discussed in workshops may be intentionally set to

address broader stakeholder needs or outcomes. Alternatively, to ensure procedural and distributive justice, other participative methods or other means of analysing distributional effects of policy choices may be used to complement these types of methods.

- Fourth, to ensure procedural justice, methods **need to support the resources, capabilities and interests of the targeted stakeholders**. They need to be accessible to the stakeholders and leverage participants’ insights and other resources for effective policy development. For example, online methods may pose constraints for stakeholders with poor digital literacy, whereas in-person methods may exclude individuals that cannot travel to participatory sites or express themselves in groupworks. Furthermore, the questions/issued addressed via co-creation need to be comprehensible and motivating for the participating stakeholders. Do methods risk privileging already powerful or articulate actors over others? These challenges may create biases in either the participants or in the outcomes of co-creation and thus endanger procedural justice.

As noted in literature review, it is advisable to apply a mix of different methods to complement trade-offs in the available methods. Figure 5 shows our interpretation of the trade-off between breadth and depth in typical, exemplary methods mentioned in the reviewed articles. This scale may be used to evaluate the fit between the purposes of engagement and the limitations of the intended participatory methods. Furthermore, it may enable choosing complementary methods from different ends of the continuums, such as citizen juries/workshops complemented with surveys or online platforms. However, this presentation is only indicative – any specific methods may play different roles in decision-making, depending on how the questions are set and how the outcomes are applied in the subsequent decision processes.

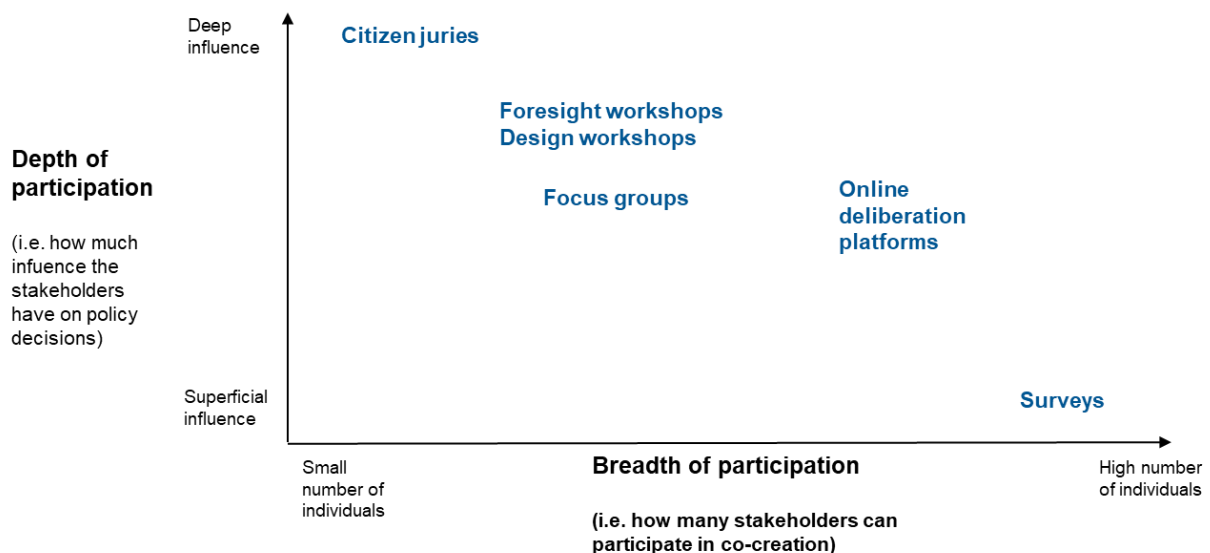


Figure 6 Potential trade-offs between participative methods

Justice checklist for the selection of methods

- Methods should support consideration of how benefits and burdens are distributed, not only reflect the views of those able to participate.

- ❑ Be clear about the extent to which co-creation methods allow treating all positive and negative implications equally.
- ❑ Where needed, complement co-creation with other methods to ensure holistic understanding of implications.
- ❑ Ensure that the methods are aligned with the purpose of participation and allow reaching the intended “depth” and scale of stakeholder influence.
- ❑ Promote meaningful participation by ensuring clarity of roles, influence, and decision-making rules.
- ❑ Tailor the methods to support stakeholders with different resources/interests.

6 Stakeholder analysis and engagement plan for the READJUST case studies

Besides providing recommendations for policymakers in general, the framework outlined above informs the engagement plans and stakeholder analyses in the co-creation processes that are implemented in READJUST case studies (in project tasks 1.5. and 3.2.). In this chapter, we will outline the stakeholder and engagement plans for each of the case studies (Table 9). Two of the cases address policy co-creation in the mobility sector, both focusing on the powertrain transition in logistics. The first case, the logistics powertrain transition in Helsinki region, addresses policy at regional level, whereas the second, the decarbonization of urban freight distribution fleets in Vitoria-Gasteiz, addresses policies at city level. The latter two cases address the implementation of the EU Soil Monitoring Law in regenerative farming: nationally in Poland and regionally in Spain. Below, we will apply the framework to create a high-level justice-oriented engagement plan that will guide each of the cases in conducting more detailed, hands-on plans.

It should be noted that this engagement plan is not a standalone step-by-step guide for a context specific detailed engagement design. Rather, it presents a more strategic approach to ensure that justice perspectives and normative standards of stakeholder engagement are accounted for in designing the case studies. We urge readers to refer to Chapter 5 in defining justice-oriented engagement, and to use suggested engagement guidelines for more detailed information not replicated here, such as internal project management and organization needed to realize engagement.

Next, we will outline the stakeholder analysis and engagement plans for each case by first shortly characterising the case context followed by a description of the key considerations and approaches, stakeholder analysis choices and the methods to consider in advancing the case specific goals for justice-oriented co-creation. Please note that during the time of writing the Helsinki case study has proceeded quite far, therefore we will articulate what has been done and what choices were made. Table 9 summarises the characteristics and phase of each case study.

Table 9. Summary of the READJUST case studies

Case / key features	Case 1. The logistics powertrain transition in Helsinki region	Case 2. Decarbonization of urban freight distribution fleets in Vitoria-Gasteiz	Case 3 Soil monitoring law and regenerative agriculture in Poland	Case 4 Soil monitoring law and regenerative agriculture in Ibiza, Spain
Context	Mobility	Mobility	Agri-food	Agri-food
Societal level of the planned policy measures	Regional	City	National	Regional
Policy type	Measures to promote powertrain transition as part of sustainable urban mobility plan (SUMP)	Measures to promote decarbonization of urban freight distribution fleets	Implementation of the EU Soil Monitoring Law at the national level	Implementation of the EU Soil Monitoring Law at local level
Key actor in policy design	Helsinki Regional Transport Authority (HSL)	City of Vitoria-Gasteiz	National decision-makers in Poland	Regional and local actors in Ibiza
Phase of the policy process and relations between READJUST case and the policy process	Policy planning (independent study conducted in collaboration with policy process)	Policy planning (independent study conducted in collaboration with policy process)	Independent study	Independent study
Planned outcomes of policy co-creation	Recommendations for national, regional and city-level authorities	Recommendations for city-level authorities	Recommendations for national, policymakers	Recommendations for regional policymakers
Status of the case at the time of writing this report (02/2026)	ON-GOING: Co-creation plans are made and stakeholders are mapped First co-creation activities are conducted Stakeholders and methods for next phases are being specified	ON-GOING: Preparation phase: mapping and engagement of key stakeholders PLANNED: Co-creation phase: activities to be conducted from April 2026 on.	PLANNED for Q1 and Q2 2026: EU wide farmers survey launched with deadline 28/02/26. Analysis to follow Co-creative workshops planned Q1 & Q2	PLANNED for Q2 2026 EU-wide farmers survey launched with deadline 28/02/26. Analysis to follow Co-creative workshop planned Q2

6.1 Case 1. The logistics powertrain transition in Helsinki region

The first READJUST case study is conducted during 2025-2026 in collaboration with Helsinki Region Transport (HSL), in the context of Regional Transport System Plan, which also serves as a Sustainable Urban Mobility Plan (SUMP) for the Helsinki Region in Finland. The case study, as a part of the wider SUMP, focuses on the **logistics powertrain transition**, a topic defined in collaboration with HSL policy planners to respond to on-going policy needs related to the decarbonisation of urban freight transport.

The purpose of the READJUST case study is to support the identification of distributive and procedural justice challenges in the logistics powertrain transition and to provide recommendations based on the needs and preferences of key stakeholders which helps regional and local policy makers prioritize justice in policy design. The ‘case’ comprises a process of stakeholder mapping and co-creative actions that are implemented by READJUST researchers in collaboration with HSL. These actions are conducted in parallel with the SUMP planning process and will provide recommendations to that process. In line with the framework proposed in Chapter 5, we will next describe how the purpose of engagement was specified, followed by the planned/implemented stakeholder mapping and engagement activities.

6.1.1 Task 1. Defining the purpose of engagement in Case 1

We planned and conducted the following activities to specify the focus, scope, and context of the policy process. This was an important step due to the complexity of the multilevel policy processes that contributed to the SUMP in Helsinki Region.

- First, to understand the historical context of the policy design process, we conducted **desktop research on policy documentation and plans** that helped to establish an understanding of the state-of-the-art of logistics powertrain transition within the Helsinki region, its position in the policy cycle of a wider sustainable mobility transition, and its links to existing inequalities and potential distributive and procedural impacts.
- Then, to understand the scope of the policy design, we organized **discussions with HSL and other key policy actors** and relevant research projects to clarify to which extent, and which elements of the policy process are open to adjustment, and which are constrained by existing regulations or political commitments. As a result, collaboration around a single policy process was established. Together with HSL, we identified the powertrain transition in Helsinki region as the ongoing policy processes in which co-creation of justice recommendations would be needed and would inform policy making.

Based on these initial decisions, we could further clarify the purpose of stakeholder engagement and the degree of influence in decision-making.

- As a result of discussion with HSL, we agreed that policy planners will account for the co-creation outputs, i.e., policy recommendations for supporting a just powertrain transition within logistics, in designing their SUMP. This type of co-creation represents a **consultative process**, where stakeholders are asked to provide information for decision making. The co-creation outputs were defined as **mapping the needs, challenges, preferences by key stakeholders** towards the topic of inequalities in the powertrain transition within logistics, including **recommendations to overcome inequalities** based on stakeholder perspectives on importance and feasibility.

6.1.2 Task 2. Mapping relevant stakeholders and defining who to involve in Case 1

- We applied **the Quadruple Helix** model to identify key stakeholders and refined this mapping using the **READJUST 4i model** to tentatively account for their differences. The initial stakeholder mapping was carried out by researchers and further refined together with HSL representatives and other actors. This resulted in the following key stakeholders:
 - Government: Municipalities located in Helsinki region, National Transport Agencies, Ministries of Transport and Communication and Environment, Helsinki Region Transport Authority
 - Industry: Small and large logistics companies, Employers' interest organisations, charging service providers, wholesale companies and other customers of the logistics sector.
 - Academia: Research Institutes and universities with expertise in logistics research.
 - Community: Logistics workers and their unions. Also, residents and other local actors were considered, but as the regional SUMP plan does not define actions targeting specific cities or residential areas, residents were not considered as key stakeholders.
- The stakeholder mapping is on-going and will be refined for further co-creation activities. In the upcoming activities, we will refine stakeholder analyses using the 4i model to clarify the insight, interest, influence, and impact of the key stakeholder groups, in relation to the logistics powertrain transition. To ensure representation of all relevant stakeholders, this will be supported by desktop research, analysis of existing policy reports, and discussions with policy planners, researchers, companies, and interest organisations. We will pay attention to identifying groups that were either not present or underrepresented in the already conducted co-creation activities; or are disproportionately affected by the transition, including actors with limited financial, organisational, or technological capacity to adapt to the powertrain transition.

Furthermore, to understand potential vulnerabilities among identified stakeholder groups, the following activities are included:

- In the discussions with stakeholders, we identified small and micro logistics companies as vulnerable groups that may have limited possibilities to respond to / benefit from powertrain transition. However, firm size alone does not render these actors as vulnerable. Differences related to subcontracting position, access to capital, fleet composition, and operational flexibility should also be considered.
- In further considerations, we will recognise that vulnerability may change over time, for example between early adopters and late adopters of new powertrain technologies. Further, if relevant, we can use Vulnerability Assessment Tool to assess vulnerability of particular stakeholder groups and ensuring that less visible or weakly organised groups are not excluded.

6.1.3 Task 3. Selecting appropriate co-creation methods for Case 1

To ensure that the co-creation methods help in achieving the purpose of co-creation, we held discussions with policy planners to define the policy, the policy process, what kind of inequality

data is already present, and what kind of data is needed. Through these conversations we were able to align the purposes of READJUST project with the needs of the policy planners, and to more specifically define the purpose of co-creation as consultation to co-create recommendations. To ensure adequate breadth and representation of relevant stakeholders, a co-creation process with the following methods was planned:

1. **A survey targeted to the most obvious vulnerable group:** small and micro transport companies. The survey aimed to map the perspectives, needs and preferences towards the powertrain transition. The outputs help to understand key challenges related to inequalities in powertrain transition.
2. **A workshop to elaborate on and extend the justice-related challenges** in powertrain transition. A selection of the stakeholders identified in the 4i model was invited to this workshop. Survey findings were used as the starting point to identify challenges, and the participants were asked to extend the scope to 1) identify root causes of the challenges and 2) identify challenges that other relevant stakeholders may face.
3. **Complementary methods to acquire missing viewpoints.** Third, we aim to adjust and tailor the methods to specifically target vulnerable groups thus far underrepresented in the co-creation activities.
4. Fourth, we will organize **a second survey to validate the identified injustices** and to map recommendations.
5. Fifth, we will organize **a second workshop with key stakeholders to map and validate the recommendations based on importance and feasibility.**

6.2. Case 2. Decarbonization of urban freight distribution fleets in Vitoria-Gasteiz

The second READJUST case study focuses on the sustainable urban mobility policy at the city of Vitoria-Gasteiz in Spain. The case is related to the city's Sustainable Urban Mobility Plan (SUMP), locally implemented through the Plan de Movilidad Sostenible y Espacio Público (PMSEP). The city has a long tradition of integrated mobility planning dating back to 2006 and is currently reviewing and updating its SUMP for the period 2026–2030.

The case study (2026-2027) is aligned with the on-going review and update of the city's SUMP for the period 2026–2030. After discussions with the municipality officials, the detailed topic of the case study (under the SUMP) was defined as: **Decarbonization of urban freight distribution fleets (electrification)**. The policy process is embedded in a multi-level governance framework, shaped by EU SUMP guidance, Spanish national mobility legislation, and Basque regional mobility and energy sustainability laws.

The purpose of the READJUST case study is to support the identification of justice-related challenges and enablers in the SUMP policy process, with a particular focus on how sustainable mobility measures affect different social groups, users, and economic actors at the city level. The following activities were or will be conducted to support the policy design process:

6.2.1. Task 1. Defining the purpose of engagement in Case 2

First, we carried out the following activities to define the focus, scope, and context of the policy process.

- We conducted desktop research to develop an understanding of the SUMP policy process in Vitoria-Gasteiz, its position in the policy cycle, and its relation to existing inequalities and potential distributive effects.
- We identified the on-going SUMP revision process for the period 2026–2030 as one of the relevant policy processes for the case study.
- We held initial discussions with local policy makers and key institutional stakeholders to reflect on the objectives of the SUMP update, the types of measures under consideration, and the anticipated social impacts and trade-offs. Further discussions will continue.
- Through these discussions, we formed a shared understanding regarding the scope of the case study and the role of stakeholder engagement in supporting the policy process.

Second, together with the city representatives, we clarified the purpose of stakeholder engagement and the degree of influence in decision-making as follows:

- We defined the engagement as a consultative and deliberative process aimed at mapping justice-related impacts, challenges, and priorities associated with measures on decarbonization of urban freight distribution fleets.
 - The aim of the co-creation activities is to provide structured input to local administrators and planners that can be taken into consideration during the SUMP revision, rather than to directly determine policy decisions.
 - The expected outputs of the engagement include identifying perceived benefits and burdens of mobility measures, highlighting groups that may be disproportionately affected, and formulating recommendations to improve the social acceptability and fairness of decarbonization of urban freight distribution fleets under the SUMP.
- The degree of influence of stakeholders is explicitly defined as advisory, and this is communicated clearly to participants to avoid unrealistic expectations regarding decision-making power.

6.2.2. Task 2. Mapping relevant stakeholders and defining who to involve in Case 2

We will conduct the following activities in this case:

- We will use the READJUST 4i model to identify stakeholders based on their insight, interest, influence, and impact in the logistics sector and in relation to the SUMP policy process. The following preliminary stakeholders were already identified:
 - Ayuntamiento de Vitoria-Gasteiz
 - University of the Basque Country
 - Centro de Estudios Ambientales (CEA)
 - Elkargune de Movilidad
 - Vitoria-Gasteiz Mobility Lab
 - Basque Country Mobility and Logistics Cluster
- We will complement stakeholder mapping with desktop research, analysis of policy documents, and discussions with local policy makers and experts.
- We will identify stakeholders across multiple governance levels, including national, regional, and local authorities, as well as institutionalised participatory bodies and sectoral actors.

- We will pay particular attention to identification of groups that are directly affected by sustainable mobility measures, including residents, mobility users, logistics and transport companies, and other local economic actors, as well as those whose perspectives may be less visible in formal policy processes. The vulnerability assessment tool referred to in Chapter 5 (see Leinonen and Tuominen, 2025) is used where possible.

Decisions regarding who to involve in the co-creation process.

- Given the consultative nature of the case study, we cannot involve all identified stakeholders directly in all engagement activities.
 - We will focus on stakeholders who are 1) significantly affected by mobility measures, 2) possess relevant experiential or professional knowledge, or 3) play a key role in implementation.
 - We will built engagement on existing participatory structures, such as the Mobility Forum and sectoral workshops, while also seeking to complement these by targeting underrepresented or vulnerable groups where needed.
- Stakeholder inclusion will be treated as an iterative process, with adjustments made based on who participates in the engagement activities and which perspectives are identified as missing.

6.2.3. Task 3. Selecting appropriate co-creation methods for Case 2

In the case study, we will align the methods with the purpose of engagement as follows:

- We will organise discussions with policy makers to clarify what types of knowledge and insights are needed to support the SUMP revision process.
- We will select co-creation methods that enable the identification of distributive impacts, trade-offs, and justice-related concerns associated with sustainable mobility measures.
- We aim to ensure that the methods are aligned with the consultative aims of the engagement process.

We will apply a mix of engagement methods:

- We will conduct **semi-structured interviews with key policy actors and institutional stakeholders** to gain insight into the policy process, constraints, and existing considerations related to justice.
- We will organise **stakeholder workshops**, building on or in coordination with existing participatory forums, to enable joint discussion of impacts, priorities, and recommendations.
- Where necessary, **targeted follow-up engagement**, such as focused surveys or small-group discussions, will be used to capture perspectives from groups that may be underrepresented in workshops.

To support procedural justice outcomes:

- We will design the engagement formats to be accessible to stakeholders with different resources, capacities, and time constraints.
- We will clearly communicate the role of stakeholder input and its use in the policy process throughout the engagement.
- Where direct participation is limited, additional efforts will be made to ensure that the impacts on non-participating groups are still recognised and considered in the analysis.

6.3. Case 3. Soil monitoring law and regenerative agriculture in Poland

The READJUST regenerative agriculture case study in Poland focuses on the national-level policy process related to the implementation of the EU Soil Monitoring Law, which entered into force in December 2025. The case is situated in the context of adapting and operationalising EU soil governance requirements within the Polish national policy framework. Within this context, the Polish government is expected to prioritise support measures targeting vulnerable groups, ensure access to training and financial assistance, and foster inclusive decision-making, with the aim of minimising socio-economic impacts and strengthening resilience in farming communities.

The policy process involves multiple ministries and agencies, with responsibility distributed across environmental, agricultural, and rural development governance structures. The implementation of soil monitoring and regenerative practices raises significant just transition concerns, particularly for small-scale farmers and other vulnerable actors who may face uneven costs, administrative burdens, or limited access to technical and financial support.

The purpose of the READJUST case study is to support the identification of distributive and procedural justice challenges in the national policy process and to provide justice-oriented insights that can inform the design of soil monitoring and regenerative agriculture policies in Poland. The outcomes include recommendations for national policy makers, but READJUST researchers are conducting an independent case study.

6.3.1. Task 1. Defining the purpose of engagement in Case 3

Noting that the EU Soil Monitoring Law has been effective only as of December 2025, the process of transposing the law into national legislation in Poland is ongoing at the time of writing. In the case study, the focus, scope, and context of the policy process will be further defined in the following way:

- We conducted desktop research to map the EU Soil Monitoring Law requirements, their likely transposition into Polish legislation, and the potential roles of national ministries and agencies in implementation.
- As a result, we defined the policy context to be the national-level governance and implementation process, rather than individual farm-level practices.
- Planned discussions with representatives from relevant ministries and agencies will clarify the stage of the policy process, ongoing coordination mechanisms, and anticipated challenges.
- Attention will be paid to identifying existing inequalities and structural challenges in the Polish agrifood system that may shape the distributive impacts of soil monitoring and regenerative agriculture policies.

Clarifying the purpose of stakeholder engagement and the degree of influence in decision-making:

- We still need to specify the role of engagement: does it provide input to national policy makers and administrators? Which aspects of the policy process can still be shaped through stakeholder input?
- The next steps will include identifying groups likely to bear disproportionate costs or risks, mapping capacity gaps, and formulating recommendations to support a just soil policy in regenerative farming.

6.3.2. Task 2. Mapping relevant stakeholders and defining who to involve in Case 3

Systematic mapping of relevant stakeholders:

- We will apply the READJUST 4i model to identify stakeholders based on their insight, interest, influence, and impact in regenerative farming and in relation to the EU Soil Monitoring Law. The stakeholder mapping can include e.g. national-level ministries and agencies, research institutions, farmers' representative organisations, environmental NGOs, and agrifood businesses.
- We will pay attention to identifying actors who are directly affected by monitoring obligations and regenerative practice requirements, even if they have limited formal influence in policymaking.

Assessing the vulnerabilities among the identified stakeholders:

- Vulnerability can be analysed in relation to farm size, production type, access to advisory services, financial capacity, gender, and regional conditions.
- Small-scale farmers and producers operating in less favourable regions can be treated as potentially vulnerable groups, particularly where compliance with monitoring requirements may impose disproportionate burdens.
- We will use the Vulnerability Assessment Tool as a guiding framework to ensure that less visible or weakly organised groups are recognised alongside well-represented stakeholders.
- It is important to acknowledge that some affected groups may lack the resources or capacity to participate directly and may require representation through intermediaries.

Defining who to involve directly in co-creation:

- Given the national scope of the case, it is neither feasible nor desirable to involve all affected actors directly.
- Prioritisation can focus on stakeholder organisations that represent affected groups, possess sector-specific knowledge, or play a role in policy design and implementation.
- Engagement should balance representation of farmers' organisations, environmental NGOs, scientific institutions, and administrative actors.
- Stakeholder inclusion should be treated as an iterative process, with adjustments made if key perspectives are identified as missing during engagement.

6.3.3. Task 3. Selecting appropriate co-creation methods for Case 3

The general purpose of Case 3 is to inform the design of soil monitoring and regenerative agriculture policies in Poland, by mapping distributive and procedural justice challenges in the national policy process. Further design choices need to be made to align methods with the purpose for engagement.

- First, method selection should prioritise making distributive impacts and procedural justice visible, particularly for stakeholder groups likely to face disproportionate costs or capacity constraints, such as small-scale and resource-constrained farmers.
- Second, choices regarding scale and depth of participation should be guided by the intended impact of engagement.
- Third, engagement formats should account for differences in resources, time availability, and organisational capacity among identified stakeholders. Where vulnerable or weakly

organised groups cannot participate directly, their perspectives should be represented through intermediary organisations and complemented by additional analysis to avoid systematic exclusion.

- Finally, ensuring procedural justice requires clarity about influence. Stakeholders should be clearly informed about the potential influence of engagement.

6.4. Case 4: Soil monitoring law and regenerative agriculture in Ibiza

The READJUST regenerative agriculture case study in Ibiza, Spain, focuses on the regional-level policy process related to the implementation of the EU Soil Monitoring Law and broader regenerative agriculture objectives within the Balearic Islands. The case is situated in the context of adapting EU soil governance requirements to the specific ecological, economic, and institutional conditions of a small island territory.

Ibiza faces distinctive challenges related to soil degradation, limited arable land, water scarcity, and strong pressures from tourism and urban development. At the same time, the island is characterised by a high presence of small-scale producers and emerging regenerative agriculture initiatives. Responsibility for implementation is distributed across national, regional, and island-level authorities, with the Consell Insular d'Eivissa playing a central role in local coordination.

The purpose of this READJUST case study is to support the identification of distributive and procedural justice challenges in the regional implementation of soil monitoring and regenerative agriculture policies, and to provide justice-oriented recommendations that can support policy design in Ibiza.

The tasks of this case study are in line with the Polish agrifood case study, but the policy level is regional. Therefore, the high-level engagement plan is similar to Case number 3 in Poland.

7. Conclusions

The aim of this deliverable is to support the READJUST project in devising solutions to help policy makers and researchers reduce the risk that twin transition policies reproduce or worsen inequalities. The need to create the READJUST framework for just policy design was built around the observation that justice does not emerge automatically in twin transition policy co-creation. Even well-intended participatory processes can remain biased in who participates, whose knowledge counts, and how inputs translate into decisions; creating a risk that co-creation legitimises predetermined choices or reproduces existing power asymmetries rather than mitigating inequalities. This is why the READJUST framework is needed: to make justice considerations explicit in the design of co-creation itself, and to help policy makers and researchers anticipate unequal impacts and participation gaps when developing twin transition policies.

Rather than offering another generic participation “toolbox,” the framework operationalises justice as a design logic across three interdependent tasks: clarifying purpose and influence, analysing and selecting stakeholders, and choosing methods. The aim is to ensure that distributive impacts and procedural fairness are addressed during policy design processes rather than only evaluated after decisions are made.

This report presents the first iteration of the READJUST framework and is primarily intended for creating a stakeholder analysis and engagement plan in the READJUST case studies, where the framework will be tested, improved and validated through iterative application in real-world contexts in the agri-food and mobility sectors. The framework is designed as a minimum viable product: it complements existing engagement guidelines by adding a justice lens and a small set of key design prompts that can be adapted to different policy contexts and phases.

This deliverable has several limitations. First, the academic and guideline-type literature on co-creation in twin transition policy remains heterogeneous and can under-report procedural details, limiting the extent to which conclusions about the lack of systematic engagement efforts can be drawn, and to which best practices can be compared and generalised. Second, the framework intentionally focuses on distributive and procedural justice to remain usable and analytically coherent; while other justice dimensions are acknowledged, they are not operationalised as fully separate design aspects. Third, as with any framework intended for broad applicability, there is an inherent trade-off between general guidance and context specificity.

The next step is to apply the READJUST framework systematically in the planned case-studies. Insights from these applications will be used to refine the framework and improve its practicality, clarity, and robustness. Ultimately, we hope that this iterative approach will strengthen the framework’s contribution to designing socially desirable and just twin transition policies and help ensure that co-creation processes are not only inclusive but also attentive to equity in outcomes.

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Appendix 1.

Empirical studies (Table 2)

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