

Universiteit Twente

# Nature organizations in the 21<sup>st</sup> century

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## Preface

Here you find the master thesis 'Nature organizations in the 21st century'. In this thesis the results will be given of a research which I have conducted for the Centre for Studies in Technology and Sustainable Development in Enschede.

In this research the development of nature organizations in the Netherlands is put forward. Research has been conducted to see how different actors view nature and action according in order to accomplish their nature goals. This is done by letting these actors tell, through various conversation how they perceive nature, nature policy and the possibilities to accomplish their own policy within the arena of (competing) actors.

For the completion of this thesis I want to thank a number of people. First of all I want to thank all the employees and volunteers of the various actors that have been willing to participate in this research. Without their frank and open preparedness to tell their view on the matter, it would not have been possible to complete this research.

I want to thank my supervisors, Kris Lulofs, Ewert Aukes and Menno Smit for their valuable feedback and guidance during this period. Furthermore I would like to thank Inge Klaassen especially, who has supported me every step of the way, during ups and downs. Finally I would also like to thank, friends and family for their support and interest throughout this entire period. Special thanks to Jan-willem Pezy, who was of great help making the final adjustments and making all the pieces fall together.

All where 'he', 'his', etc. stands, the female equivalent is also fitting.

With great interest and enthusiasm I have dedicated myself to this research, and as such I hope this will reflect back in this master thesis.

Tom Veldhuizen,

May, 2015

## Summary

There is a variety of nature organizations in the Netherlands, some small, others large. Focus varies from national level, to regional or local level. Although Dutch nature organizations have a strong interest in nature, their handling views differ. Interesting to see how is the nature organizations handle their views and whether or not they are willing or forced to make alterations, formulated in the main research questions:

(Q1) To what extent are Dutch nature organizations focused upon preserving or developing nature in the Netherlands? And (Q2) to what extent can Dutch nature organizations uphold their own core beliefs and principles while having to cooperate with or along other (nature) organizations?

The Advocacy Coalition Framework (ACF), by Sabatier (1993) is made explain these kind of changes in policy. The ACF states that policy can be seen as a system of values, priorities, and causal reasoning and how these values can be accomplished. Policy changes can occur, but are according to the theory not a likely event. What policy is pursued is to a high degree dependent upon the involved actors and their view on the matter. According to the ACF these changes in policy will have a long lead time and will only be made possible by external events or internal learning. The changes lead actors from a policy area to policy oriented learning. Accompanying this a model on nature stances was constructed. Along the axis of “steering” and “stance towards nature” organizations or actors are classified as having its focus on “Conservation”, “Evolution”, “Intervening” or “Free hand”. These terms each form a quadrant with the model of stances towards nature.

In this research the operations of Dutch nature organizations are viewed along a multiple case study, looking in accordance to the research questions, to the actors within each case at (1) nature stance, (2) core values, (3) stance towards development or preservation, (4) applied policies documents, an organisation’s (5) place in the model of nature stances and finally (6) the degree of cooperation with other actors in the field.

The outcome of this research shows there is no clear preference for conservation or development of nature, but a distinct view is that nature should be given the freedom to manage or form itself. Assessed is that no organisation with the same core beliefs and therefore no cooperation is to be expected nor to be found. Cooperation will merely occur in the presence of matching policy beliefs. However when cooperation is needed, organisations first need to converge their views. Along the theory of Sabatier, my expectation was that cooperation would take place among organisations with comparable policy core beliefs. As there were no common grounds, cooperation also did not occur. At the end, cooperation is not to be forced upon actors, but needs common ground, but in addition to the ACF needs the necessity or willingness to cooperate among actors in order to cross borders and look for possible beneficial plans and situations.

# 1 Introduction

Nature has always played an important role in our lives. We both live as part of nature, as well as by the use of natural resources. Nature is a substantial part of our life and our environment. Government contributes by the means of nature policy. The Dutch Government focuses upon nature conservation and nature development. Rigid spatial planning makes the most of its relatively small size, keeping in mind the high population density of 491 people per square kilometre (Mulder 2010).

Water has been an issue of importance throughout history. More than half the country is positioned below sea level, and many large rivers intersect the countryside. Water safety and the threat of floods are topics that people relate to natural powers. Throughout centuries large areas have been transformed from lakes into polders. Due to high population density and economic activities, nature in the Netherlands stands under pressure. The government produced nature legislation. Regardless of recent budget cuts, people and organizations keep on trying to enhance and strengthen nature.

Nature in the Netherlands, like everywhere, inherently dynamic, and the influence of mankind remains present. Due to rivalry between interests one has to make choices concerning nature. In the Netherlands there is a substantial number of active nature organizations. We are interested in patterns of cooperation between these nature organizations in order to influence how nature is taken care of in society. In patterns of cooperation there is a relevant distinction between cooperation between nature organizations to influence nature policy and cooperation with the government in order to create and implement nature policy. Already on 23<sup>rd</sup> of February 2011, Secretary of State Bleker of the Ministry of LNV stated in a letter to the Second Chamber of Parliament that the Ecological Main Structure or “Ecologische Hoofdstructuur” (EHS) would be realigned, and that also the Natura2000-areas would be evaluated. The Secretary of State wanted to focus on decentralization of the responsibility of nature. The latter implies decentralization towards regional governments. In subsequent letters the Secretary of State suggested that robust EHS-connections would not be completed and budget cuts were announced. In succession to these policy stances the Dutch government has set out an agenda of “preservation and strengthening nature”<sup>1</sup>. In recent years a decline in nature has been recognized in the “Rijksnatuurvisie 2014”.

Throughout the recent economical and financial crises, it has become clear that the government is less willing to spend money on nature, and even though stressing the importance of the development of nature, other priorities are being set. With less money available the question rises which topics within nature development policy will be prioritized. Managing, developing, shaping and upholding policy for nature parks would be expected to get under severe pressure. In order to tackle this expectation, one could suggest a



combination of nature stances, where natural space is combined with other functions. Whether or not this expectation can be realized is uncertain and depends upon multiple factors.

There is quite a substantial variety of nature organizations in the Netherlands, some are small, others large, some focus upon the national level, others on regional or local level. Johan van de Gronden, general director at the WNF Nederland, outlines in an article in Trouw of 11<sup>th</sup> February 2011 a preference for a so-called dynamic development of nature. In order to do so actors should make a joined effort to achieve this. This can be considered as a huge step compared to the traditional perception of conserving nature.

The question here is whether the turning point as a result of a new political situation also means that the view on nature by nature organizations also will change. The interesting part of this situation is to see how the nature organizations handle their current views and whether or not they are willing or forced to make alterations. Because of this, the research questions are formed in such a way that insights can be acquired into perceptions of NGO's with regard to nature, how the actors manifest themselves developed their views.

## **1.1 Research questions**

In this paragraph the research questions are described. The main research question is accompanied by a number of sub-questions, which each have the purpose of trying to answer a part of the main research question. By cutting up the main research question in "smaller" sub-questions, the possibility is offered to focus upon several specific research topics which are of importance to the research as a whole.

The main research questions of this research is formulated as follows:

- *(Q1) To what extent are Dutch nature organizations focused upon preserving or developing nature in the Netherlands?*
- *(Q2) And to what extent can Dutch nature organizations uphold their own core beliefs and principles while having to cooperate with or along other (nature) organizations?*

Answering this question, insights will be gained with regard to how the Dutch nature organizations present themselves in the field, how they position themselves, what their vision is and what thoughts they have concerning policy. The main research question will be systematically elaborated into smaller research areas in order to make it more tangible:

- (q1) Which nature stances (core values) are present in the Dutch nature organizations?
- (q2) How can these stances towards nature be traced in strategies of Dutch nature organizations and in formed policy?

When elaborating these sub-questions the focus will be on stances towards nature as advocated by the Dutch nature organizations. The second sub-question depicts how these views can be seen back in the posture and stance of a nature organization.

As such it is interesting to see to what extent the Dutch nature organizations can accomplish their own goals in practice, in which case ascertaining the right strategy will play an important role.

The question rises to what extent the Dutch nature organizations depend on mutual cooperation, to what extent cooperation is shaped as a part of strategic considerations, and which role ‘stances towards nature’ play. When entering its interesting to see whether a nature organization can uphold its core values in such a cooperation and to what extent it still can manage to accomplish its goals through cooperating.

- (q3) To what extent does cooperation exist between the Dutch nature organizations? And if so, in what manner is this view on cooperation framed?
- (q4) To what extent can Dutch nature organizations uphold their own beliefs?

Following upon these research questions, terms and definitions are given that will be used in this research. Also core concepts are defined and an explanation is given on what the common views, both historical and current, are in the field of nature development.

## 1.2 What is nature?

What we see as ‘nature’ is defined by Schroevers (1982) as: *“all what is arranging and upholding itself, whether or not in addition to human actions, but not according to human objectives.”*<sup>2</sup> In addition to that Schroevers also points out that when speaking of nature also the following is concerned: *“In nature it is about self-regulation and its coherent processes.”*<sup>3</sup>

This definition remains broad, but this is understandable as nature is not an *“objectively measurable concept”*, according to Coeterier (1996). What exactly is being understood as nature is socially and culturally determined. Depending on place, time, culture, experience and knowledge of the actor, the term nature will derive different forms with different contents. In other words a multitude of nature stances.

As such the literal definition of nature according to the Van Dale (2011) is been seen as:

*Na-‘ture (the ~ (f.))*

*Not by human means altered environment or circumstances<sup>4</sup>*

Also one can speak of half natural landscapes which are also being seen as nature. These are mostly agricultural landscapes. The common calling and association to these landscapes is green, friendly or peaceful. In this manner, the term nature is to greater extent being used as a cognitive concept, to which persons can give meaning in a cognitive way. As such it points at areas which are derived as “natural”, whether or not they are created naturally or by human actions.

The ideas and thoughts of many on the matter stay quite dissimilar to one another. Macnaghten (1998) summarized the discussion as follows: *“There is no singular nature as such, only a diversity of contested natures; and each such nature is constituted through a variety of socio-cultural processes from which such natures cannot be plausible separated”*.

### **1.3 Common views and approaches**

In order to attain a view on what is defined as nature, a large number of sources are available. In literature one speaks of various tendencies, with each their own view on how one should handle nature. This is a normative point of view, which is based upon a cognition of nature. The best known and most frequently mentioned views on how nature should be approached are according to van Amstel et al (1988) the *“nature development view”*, the *“classic (nature protection) view”* (also known as the *“arcadian nature view”*) and the *“functional nature view”*.

The research of de Boer et al (2008) speaks of four ideal typical images of nature or discourses. One speaks of *“the wilderness discourse, the arcadian discourse, the modernizing discourse and the multiple rural discourses.”* In the *“wilderness discourse”* one wants to preserve or develop a as rugged and untainted nature as possible. In the *“arcadian discourse”* especially the beauty and value of enjoying nature and landscape is put as a central point. The *“modernizing discourse”* determines that a development of the agricultural sector should be set as a primary objective and that nature and landscape are fore mostly a function to serve the purpose of agriculture. Finally the *“multiple rural discourse”* has got a multifunctional landscape in mind, which will provide in the needs of its inhabitants, recreationists and its farmers.

An important, and partially overlapping with the preceding, division in views on nature can be made along the difference between anthropocentric and ecocentric approaches (van den Born et al 2001). This can also be seen as *“human action aimed approach, or an approach that is aimed on other group or system interests”*<sup>5</sup> according to Voogd (1999).

The natural expectation would be that nature preserving organizations would have an eco-centric view, because they pursue the conservation of nature. Their starting point is the ecosystem. One might expect of regional governmental bodies and farmers to choose for an anthropological approach. These regional governmental bodies need to balance the stakes and interests of all its inhabitants, as besides nature interests also economic interests will be taken into account. The farmer finally wants to mould nature in such a role that it will be most productive a resource.

Van Amstel et al (1988) set up a model with five different views on nature. This model is being used to arrange different developments in nature in the agricultural area. A distinction is made between a *“classic”*, a *“nature development-”*, a *“functional”*, an *“ecosofic”*<sup>6</sup> and a *“durable-technological”*<sup>7</sup> view. As in the available literature fore mostly is spoken about the *“nature development view”*, the *“classic (nature protection) view”* and the *“functional nature view”*, these three views will be further elaborated upon.

Within the *“classic view”* agricultural lands are seen as important as these lands are easily changed. These lands can be designated as nature parks, while other agricultural areas will remain designated for farming. The goal is to maintain the values of nature, for which reimbursement of control costs will be made available. The most valuable areas will be maintained by old agricultural methods, or by methods which result in equal effects to the values of nature.

The *“nature development view”* has got the idea (similar to the *“classic view”*) that the most valuable agricultural lands do change in their function. What is the case however in the *“nature development view”* is that areas that do have the most potential should be developed into nature parks. The rest of the agricultural areas can be divided in to highly productive agriculture and multifunctional extensive agriculture. In the latter form, there is also room for nature management. Within this view the goal is to create a coherent network of nature parks. Within this view one also strives to minimize human intervention. *“This minimization is seen as a prerequisite for the maximization of nature values”*<sup>8</sup> (LNV, 1990).

In the *“functional view”* an integration of different functions in the agricultural areas is favoured. Preservation of nature and landscape values, as well as common agricultural farming methods are being

stimulated. In order to do so, cooperation between farmers, private persons, government and nature protection organizations is promoted in order to come to a integral outcome.

Summarized, the first two views can be seen with regard to nature parks. The “*classic view*” prescribes that one needs to integrate a high level of cultural historical value into a nature park. The area can consist for instance of halve natural terrains or an old agricultural landscape. One’s starting point is the existing area. Mankind will have an active role in maintaining these values of nature in these grounds.

Supporters of the “*nature development view*” are keen to see that besides the existing nature also “new” nature is being developed and realized. The ecological value of the area is key. Intervention by human hands should thereby be minimized, as to let natural processes take place.

The functional view is one of a mixture of functions whereby nature is seen as an aspect of the landscape. The main concern is its function and how to make optimal use of the lands at hand. It is not fittingly within this view to arrange areas with the nature as is sole function.

The extent to either develop or conserve nature can be determined by the stance of an actor. A distinction between stances on nature has been made by Kelchtermans (1989): “*with an eye at the worsening quality of nature, where traditional concepts of nature preservation and nature management are not (or no longer) sufficient.*”<sup>9</sup> Bogaert (2004) points out that he sees nature preservation as “*handling nature with a conservational character.*” Opposite to that stands nature development which according to Bogaert (2004) has: “*an offensive character has, where the thoughts are not only aimed at the contents of the notion of nature, but also on strategic action in order to develop nature.*”<sup>10</sup>

#### **1.4 Conserving nature**

“*Nature preservation is striving for a as large as possible diversity in as well geo-genetic structures as in plant or wildlife species, living in an ecosystem. They are the result of natural development processes – abiotic as well as biotic- where the contributions of mankind are included, for as far as they are enriching or have enriched the total diversity of species and (landscape) structures.*”<sup>11</sup> (Vereniging tot Behoud van Natuurmonumenten 1978; Westhoff 1993).

Along the above mentioned definition it is made clear that the main concern is not only the greatest possible diversity in nature as such. When this would in fact have been the case one could have sufficed with botanical gardens and zoos with indigenous species what then would be the ideal image of preserving

nature. However, what the point actually is, is the diversity which is linked to the spontaneous processes which were described earlier on, in order to preserve plants and animals in their natural environment, in their natural living communities.

The diversity of species and living communities is often referred to by the term biodiversity. However, as is shown in the above, when talking about conserving nature, next to preserving biodiversity one should also consider preserving the abiotic diversity and in order to safeguard the natural processes which are the basis of both of them.

## **1.5 Images of nature**

The above mentioned views and concepts originate from the 70ties and 80ties. Meanwhile many experts have spoken on this topic. By Buis et al. (1998a) an image of nature is being described as *“that what people perceive as nature”*<sup>12</sup>. Along this rather abstract statement is meant that one can give its own view on what people can see as nature. From this view on it is shown that a multitude of nature images are available, as mankind will be giving numerous ways of describing what they perceive as nature.

In the table by Veeneklaas et al. (1997) the ruling nature images and stances are described. Given are the interests of nature images and stances and from what viewpoint one might choose such image or stance.

**Table 1: Nature images and their (im)material incentives**

Natuurbeelden	Delangen/(im)materiële drijfveren
Productie-natuur <ul style="list-style-type: none"> <li>• leverancier van energie, grondstoffen</li> <li>• leverancier van cultuurgewassen, vee</li> </ul>	<ul style="list-style-type: none"> <li>• menselijk (over)leven</li> <li>• economische bedrijvigheid</li> </ul>
Gebruiksnaatuer <ul style="list-style-type: none"> <li>• natuur waaruit niet-cultuurgewassen en dieren kunnen worden geoogst</li> <li>• natuur als voorraadschuur en genenreservoir</li> <li>• natuur als leverancier van fysieke uitdaging voor de sportieve recreant</li> </ul>	<ul style="list-style-type: none"> <li>• oogst (bv. land- en bosbouw), vangst of jacht</li> <li>• beleving en (ont)spanning</li> <li>• recreatie</li> </ul>
Gemodificeerde natuur <ul style="list-style-type: none"> <li>• basis voor gefokte, gedomesticeerde dieren, gekweekte planten</li> <li>• basis voor genetisch gemodificeerde organismen</li> </ul>	<ul style="list-style-type: none"> <li>• ervaring mens- dier/plant-relatie</li> <li>• beheersing economische afhankelijkheid</li> <li>• menselijk welzijn</li> </ul>
Bedreigende/hinderlijke natuur <ul style="list-style-type: none"> <li>• natuur als bron van overlast en schade</li> <li>• natuur als bron van gevoel van wanorde, onveiligheid en bedreiging</li> <li>• natuur als bron van ergernis</li> </ul>	<ul style="list-style-type: none"> <li>• (belemmering) bedrijfsvoering</li> <li>• gevoel van onveiligheid, overlast</li> </ul>
Regulerende natuur <ul style="list-style-type: none"> <li>• stabilisering (klimaat, water, bodem)</li> <li>• zuivering (lucht: afbraak/immobilisatie (afval)stoffen)</li> <li>• terug opnemen stoffen in kringlopen</li> </ul>	<ul style="list-style-type: none"> <li>• leven van mens, dier en plant</li> <li>• economie</li> </ul>
Informatieve natuur <ul style="list-style-type: none"> <li>• indicatorfunctie toestand/verandering milieu</li> </ul>	<ul style="list-style-type: none"> <li>• wetenschappelijke belangstelling</li> <li>• (menselijk) leven en welzijn</li> </ul>
Heilzame natuur <ul style="list-style-type: none"> <li>• natuur als bron van gezondheid</li> </ul>	<ul style="list-style-type: none"> <li>• menselijke gezondheid en recreatie</li> </ul>
Intrigerende natuur <ul style="list-style-type: none"> <li>• natuur als bron van verwondering, onderzoek, onderwijs en educatie</li> <li>• natuur als uitdaging voor activiteiten (avontuur, het onverwachte)</li> </ul>	<ul style="list-style-type: none"> <li>• bevrediging (wetenschappelijke) belangstelling</li> <li>• beleving van immateriële vreugden</li> </ul>
Decor(atieve)-natuur <ul style="list-style-type: none"> <li>• natuur als bron van ontspanning (stilte)</li> <li>• esthetische natuur, als bron van inspiratie (schoonheid)</li> </ul>	<ul style="list-style-type: none"> <li>• ontspanning</li> <li>• inspiratie</li> <li>• economie (recreatie en toerisme)</li> <li>• woon- en werkomgeving</li> </ul>
Volgende natuur <ul style="list-style-type: none"> <li>• half-natuurlijke natuur</li> <li>• aan huidige menselijke cultuur gebonden natuurnatuur in agrarisch cultuurlandschap, of in stedelijke omgeving</li> </ul>	<ul style="list-style-type: none"> <li>• natuurbeleving</li> <li>• cultuurhistorie</li> <li>• eigenheid/identiteit van het landschap</li> <li>• zekere mate economische productie</li> </ul>
Wilde natuur <ul style="list-style-type: none"> <li>• oernatuur, wilde fauna en flora in oorspronkelijke vrije staat; natuur zonder de mens(elijke beïnvloeding)</li> </ul>	<ul style="list-style-type: none"> <li>• erkenning intrinsieke waarde van de natuur (los van de gebruikswaarde)</li> <li>• existentiële beleving</li> </ul>

(Bron: Veeneklaas et al. 1997; Bogaert 2004)

This table offers a multitude of stances and images on nature. These nature images and stances do not have to be strict in the sense that one is excluding another. Different nature images and stances can be united and present within for instance one person or organization. These images form the core on how nature is perceived and used by its actors.



### 1.5.1 From images of nature to ecosystems

As described in paragraph 1.3, from a historical perspective one has got three archetypical images of nature: “wild nature, arcadian nature and functional nature”. The concept behind “wild nature” is not to intervene or tamper in the natural processes as much as possible. In arcadian nature however, one aims to uphold the status quo. In functional nature, the cultural value of the land will be placed above the natural values of nature. The latter will be explained further in paragraph 1.6. The three images of nature can each be designated to a ecosystem, as described in table 2. Nature images according to Swart et al. (2001) are to be categorized by the degree of “*declining naturalness*” and the degree of “*increased human influence*”. Nature images can also be characterized on grounds of “cognitive, ethical en esthetical views”<sup>13</sup>.

**Table 2: Nature perspectives linked to types of ecosystems**

<u>Ecosystem types</u>			<u>perspectives</u>			
ecosystem category	Inputs	Outputs	ecological perspective	ethical perspective	Aesthetic perspective	Valuation approaches
Intensively managed	High	Manufactured products, food, water, pollutants, toxins	Production ecology, population ecology	Strong anthropocentric	Formal aesthetics	Functional approach <i>'Functional nature'</i>
Semi-natural	Moderate	Timber, livestock, minerals, fish, fuel, ecosystem services	Community ecology, population ecology	Weak anthropocentric, stewardship	Historical-cultural aesthetics	Arcadian approach <i>'Arcadian nature'</i>
Natural	Minimal	Recreational and educational use, ecosystem services	Ecosystem ecology	ecocentric	Science aesthetics	Wilderness approach <i>'Wild nature'</i>

(Bron: Swart et al. 2001; Bogaert 2004)

### 1.6 Nature versus Culture

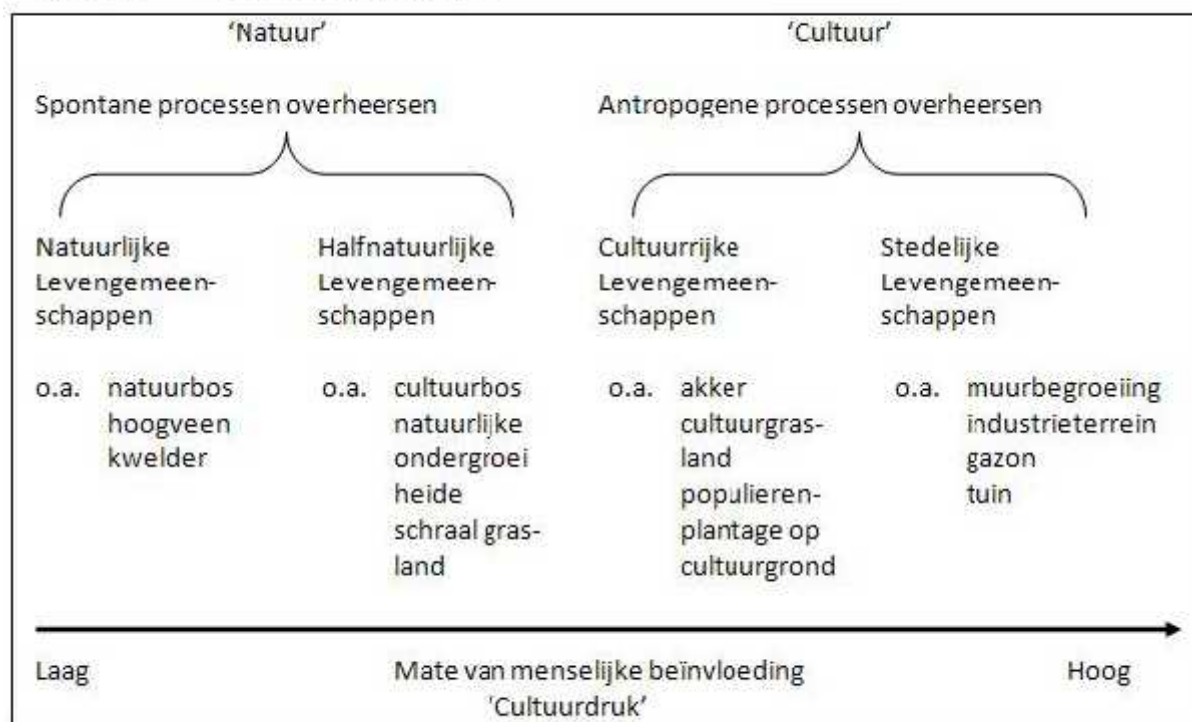
The term of ‘nature’ can be compared to the term ‘culture’. Culture concerns the influences which mankind can exert upon its surroundings, in particular by the means of agricultural and urban technology. In relation to this, “*culture pressure*” is being used by Londo (1997). “*The higher the culture pressure, the less nature remains. Because mankind arranges more and more, less space is being left over for natural arrangement.*”<sup>14</sup> Between nature and culture there is a variety of gradual transitions as can be seen in figure 1. A deciduous forest (in Dutch: “*loofbos*”) which has developed spontaneously is seen as nature. A wasteland (in Dutch: “*schraalland*”) (hardly productive agricultural grounds) which originated by cutting down forest and which is maintained by annual mowing, can also, yet barely, be seen as nature. Even though the influence of human touch is large and is the image of vegetation also being determined by human ideas, the composition of



which species can still occur spontaneously. According to Westhoff (1949) *“it stands in between nature and culture, and such a “wasteland” is a so called halve natural living community”*<sup>15</sup> A seeded grassland or farm field are examples of a “cultural living community”. Only (by farmers unwanted) spontaneously occurring weeds are in that case part of natural occurring species.

The core of the contradiction between antropocentrism and ecocentrism is to recognize the difference between at one hand acting from a mankind oriented thought, with regard to the human function nature has. At the other hand nature itself can take the upper hand on what course will be taken. Here human interference in nature is minimized and nature itself can give meaning to how an area should be filled in. Neither side shall one find in its pure form in any nature park in the Netherlands. A too large human influence will not create a nature park, but an artificial park with nicely placed aisles and ponds. On the other side, a park in which nature will get free hand will literally lead to a wilderness, at which (from human perspective) unwanted consequences will occur. The expectation is that any nature park will form itself in between these extremes.

**Figure 1: Nature versus Culture**



(Source: Londo 1997)

This contradiction between nature and culture outlines the struggle between views and stances towards nature. The absence of a clear division between nature and culture bares room for cooperation. How this cooperation is formed will be based on actor's core values and their mutual need to cooperate.

## 2 Theoretical framework

In this chapter the theoretical framework will be presented, which will form the further basis of this research. With the following theoretical guidelines, models and thoughts further notion will be given as how to acquire information from various sources of data and from there on to attain an answer for the formulated research questions with regard to stances towards nature and cooperation.

### 2.1 The advocacy coalition framework

The Advocacy Coalition Framework (ACF), by Sabatier (1993) is specifically made to offer an explanation for changes in policy. According to the ACF, policy can be seen as a system of values, priorities, and causal reasoning and how these values can be accomplished. Policy changes can occur, but are according to the theory not a likely event. What kind of policy is pursued is to a high degree dependent upon the involved actors and their view on the matter. According to the ACF these changes in policy will have a long lead time and will only be made possible by external events or internal learning. The changes lead actors from a policy area to come to policy oriented learning.

In the model of Sabatier this policy subsystem has a central position. This system is built upon the various involved actors, each with their own interests and with each of them trying to accomplish their own set goals and interests when the policy subject comes to table. These actors can be categorised alongside their interests into “advocacy coalitions”. An advocacy coalition “*consists of actors from a variety of institutions who share a set of policy beliefs*”, according to Sabatier (1999).

Policy realisation, according to the ACF, is based upon the view of actors within different coalitions and upon the struggle between coalitions with divergent beliefs. At which a subdivision can be made into three levels, being (1) the deep core, (2) the policy core and (3) secondary aspects.

The deep core is defined by Sabatier (1993) as “*fundamental normative images*”. In other words, along this the deep personal philosophy and one’s convictions one can express how a case should be handled and formed. These images form an intrinsic basis from which the world can be viewed and upon which decisions and actions are based. A moral has been woven into this, as the actor makes up, from within the deep core what one sees as just, capable or good. The deep core can be seen as an actor’s conscious awareness. In paragraph 1.5 the nature values and nature images have been named as fundamental normative images of an actor.

Next, Sabatier (1999) mentions the policy core beliefs, which “represent a coalition’s basic normative commitments and causal perceptions across an entire policy domain or subsystem”. These include fundamental value priorities and strategies for realizing core values within the subsystem. According to Sabatier (1999) “the ACF assumes that policy core – not deep core – beliefs are the fundamental glue of coalitions because they represent basic normative and empirical commitments within the domain of specialization of policy elites.” Thirdly, there are numerous secondary aspects. These consist of “*a multitude of instrumental decisions and information searches necessary to implement the policy core*”, according to Sabatier (1993). These three layers mentioned by Sabatier can be shown in the form of a funnel as pictured on the side.

When focussing on the levels of Sabatier one can compare the deep core with the broad top layer, can the middle part of the funnel be mirrored to the policy core and can eventually the bottom part of the funnel be linked to the secondary aspects. As such this funnel works out the levels of Sabatier from being general and abstract till the moment when policy has become concrete and detailed.



Besides the subsystem, the environment is also an important part within the Advocacy Coalition Framework. This shows that external events influence on policy change. The environment is made up out of two parts. Besides the relatively stable factors upon which can be anticipated, there are also external (dynamic) influences upon which one can hardly or even cannot anticipate.

As a whole, according to Sabatier (1999) one can see the (1) problem area, (2) the natural allocation of resources, (3) fundamental social cultural values and social structure and (4) the legal structure as stable factors. The environment exists of both stable and dynamic factors.

However, Sabatier typifies (1) changes in social economic conditions, (2) changes in public opinion, (3) changes within the ruling coalition and (4) policy decisions and influences of other subsystems as external (dynamic) environmental factors.

Because many different coalitions are possible, given the fact that there are differences in convictions on nature and views on policy, a policy struggle will occur according to Sabatier. In this arena of competing coalitions the goal will be to acquire sufficient backing for one’s view. For attaining the necessary partners according to Sabatier so called ‘policy brokers’ are active. These policy brokers form a connecting piece, whereby the distance between coalitions is made smaller or where difference can be bridged. A decision being formed through negotiation, is a striking comparison to the Dutch way of ‘*polderen*’. Coalitions on policy and ‘policy brokers’, are to be expected in nature policy area also. The policy brokers will try to bring

these coalitions closer together. This will be the case specifically as the policy broker want to make sure that a decision is being made, or that at least a balance will be created in the policy subsystem or that a balance will be maintained. According to Sabatier (1993) actors in the policy subsystem can also be a part of the government, or can be members of research institutes, journalists, members of the business community or can be actors from abroad.

### **2.1.1 A closer look at the ACF**

Within the arena of competing coalitions, most of the time only one coalition will have the upper hand. Other coalitions usually do not possess sufficient support. They will seek for strategies to gain more support and influence and preferably become the dominant coalition. In this research the emphasis will be on the formation of coalitions between organizations and the strategies and roles of nature organisations in this.

Sabatier suggests several levels (deep core, policy core or secondary aspects), the glue that holds these parties together is found on the level of the policy core. On this level agreements between actors will take place and is expected to determine who stick together closely and coordinate their efforts to influence policy and decision-making in the arena. The deep core is often firmly fixed, whereby any movement is not likely to take place. With regard to the secondary aspects, the possibility of interchanging ideas and options occurs often. On this level dealing and compromising can take place, determined by contextual circumstances and factors. However, this does not affect the essence of a view, policy or strategy of an actor as expressed on the level of the policy core. In the case when coalitions together cannot come to an agreement on what policy to implement, or when no majority is found, neither will there be a change in policy. According to Sabatier (1999, p132) there is a connection between the level of abstractness of a view and the stability thereof. When a view becomes more abstract, and thereby remains general and indefinite, such a thought will sooner be accepted and will be more stable thereby. A change in this view will be harder to accomplish, because a common, broad carried and accepted thought needs to be passed by and to be altered.

Reasoned backwards, a change on the level of secondary aspects should be more easily to accomplish. This would be due to the fact that this concerns (smaller) more concrete cases which do not immediately alter or “mess up” the general thought. As such the acceptance of these smaller changes is higher in comparison to changes on a “higher” policy core belief related-level.

For change in policy core beliefs actors need to review their own opinion when compared to others. From these policy-oriented learning moments with regard to policy core beliefs an actor can make up whether their course that is being followed is actually paid off. According to Sabatier, external factors are of large

influence in this process. Because external factors can change the playing field it can be that stances of actors can also be reviewed or that certain possibilities which were self-evident before, are suddenly being reconsidered, because of new options that have come available or existing options which are no longer feasible. Because external factors usually are (far) beyond the reach of influence of actors, there will be a higher acceptance than would be the case when one has the choice for oneself. This reviewing offers new possibilities for creations of coalitions and negotiations between coalitions. Due to the alteration of the external circumstances, the argumentation for a choice will also become different and one needs to find a new balance. In such a new situation, in which new information will be presented on what course best to follow, a role is reserved for a policy broker. Along these new sources of information, the policy broker can try to converge coalitions, whereas before this was not possible. In case a coalition creates such new opportunities, based upon the newly acquired information, one can according to Sabatier (1999) speak of policy oriented learning.

The model of Sabatier is of importance to this research as it is used to answer a (major part) of the main research question. The main research question:

*“To what extent are Dutch nature organizations focused upon preserving or developing nature in the Netherlands, and to what extent can Dutch nature organizations uphold their own core beliefs and principles while having to cooperate with or along other (nature) organizations?”*, is similar to the concept of Sabatier. In the stated research question of this research as well as by Sabatier the core values of an organization are put at a central point. So we need analysis with regard to categorizing nature's stances and to what extent the organizations stand firm in their beliefs and opinions. From these beliefs and stances and according to the theory Sabatier, these actors will form coalitions if necessary to convert their views into policymaking and policy implementation. With this in mind, cooperation with other (nature development) organizations is of influence on an actor's own thoughts and actions. The first part of the main research question, the part with regard to being focused on either preserving or developing nature will be discussed in the following paragraph. By using as well the research model on stances towards nature coming up in paragraph 2.2 as by the model of Sabatier, answer will be given on the main research question.

This ascertainment has also been found in the research of Lulofs & Hoppe (2006), which indicates how, on the basis of an American background, the ACF differs from the European or Dutch situation. Here a distinction is made between the American and the European or Dutch situation, where a pluralistic and fragmented (American) policy regime is being compared to a neo corporatist (European) policy regime with limited participation, long term decision arrangements and policy styles aimed at consensus. What is meant with the latter will be further described in the next paragraph.

### **2.1.2 Discussion**

The ideas of Sabatier, seen from the Dutch context, are to a certain degree being influenced and troubled by the polder model. Even though actors can be on conflicting sides, due to their long term relation and dependencies, are in need of maintaining good relations. Each poldermodel-battle is not just one solitary fight, but takes place in the shadows of previous and future struggles. Thereby it makes the battle and discussion less hard at the surface as mutual relations need to be maintained. However the underlying beliefs and the distribution of beliefs amongst actors remains clearly present.

### **2.1.3 Short term versus long term**

When there are numerous parties in the field, with each their own opinions and views, and their own way of trying to exert influence on the proposed policy, it will be unlikely to expect large course changes, due to their positioned policy core. Opposed to that are large numbers of possibilities that do occur on shorter term. Because parties are intensively communicating with one another, much is to gain on secondary aspects in the margin of these many talks. By cooperation, also advantages in efficiency can be accomplished on partial cases.

This all is connected to polarisation, which is not present in this discussion. When only few different coalitions strive for power, the ruling coalition can forcefully empower its policy. Although other parties will be against it or strongly dislike the policy, the ruling coalition has, especially due to these contradictions with other parties, got the power to keep on pushing its policy forward. Here a ruling coalition can also develop a long term policy, by which the only factor is that they have to keep their position as ruling power for a longer period to really implement the policy and see it through. In this way, even with external pressure, a long term policy can be formed and sustained. In a situation where there is no clear ruling coalition present or where coalitions frequently come and go, policy will also change. This is certainly the case if external conditions change. Because of this, the focus will remain on what can be achieved in the short term and policy for the longer term will not be kept in sight, because one cannot develop the power of policy or strength of coalition for it to continue this policy for the longer term.

## **2.2 Stances towards nature and steering**

In this paragraph the typology will be introduced according to which a coalition and individual organizations can be described. Placement will depend on two dimensions of developed scales. These are the degree of steering and the nature stance that is present amongst the actor in question. By the use of these two scales,

four quadrants will arise, which will be further explained below. Along the placement within such a quadrant a ground posture can be designated to an actor or coalition. Special interest is placed in the policy core stances of actors, as it is the policy core level that theoretically predicts cooperation on policy issues. Agreements on secondary aspects do not touch the policy core of actors and consider marginal changes in policy, as stated earlier in the ACF.

### **2.2.1 Stances towards nature**

*When looking at the stances towards nature a multitude of stances can be recognized. One can think of a progressive posture with a strong wish to change and improve, or one can think of a conservative posture, by which one's stand for the wish of preserving what one is having at the moment. This difference, which is of importance to this research, is the axis with preservation at one end and developing nature at the other. De Boer et al. (2008) state that nature values, mostly aimed at nature preservation, were quite common in the 90's. Since that time, according to de Boer et al. (2008) there has been "a shift from preserving nature to development aimed nature policy"<sup>16</sup>. These two ways of regarding and acting in nature remain a central issue in this research and together form the first axis of the typology.*

In both cases, the stances on nature place coalitions and actors with regard to purposeful behaviour. How ambitions should be achieved is a kick-off for the other axis. A thought behind a nature stance can be formulated, written down, or be explained in words. But how to actually form nature through human actions, or for that matter by the absence of human actions, will be discussed in the following paragraph.

### **2.2.2 Steering**

Giving steering to a project can be done in very different ways. This steering can be achieved by setting goals, and seeing to it that these goals are also being accomplished. How these goals will be filled in, upon what they will be based and how severe and strict is being watched if these goals are met, will be the next step. When looking at nature steering is given by setting up nature goals. This can be done by an area managing organization. However, this can also be done in a dialogue with other actors that are closely related to the wellbeing of the, for instance, nature park in question. The difference that can be made for what type of steering is concerned is the following. Steering can take place from the thought of nature, whereby nature itself can be put at a central position when filling in how the land should look like and be managed. Nature itself has a large influence on how the land, but also how the biodiversity will be developing. This eco-centric approach has earlier on been mentioned in paragraph 1.6. At the other side, nature can also be seen from a human approach. What we as "mankind" see as nature and how we would like to shape it is the thought that

matters. From this approach, where nature is seen from its functional use and human way of wanting experience the beauty of nature, there is usually a clear cut view on how people think what nature should look like. Often this view has been documented into policy documents, spatial planning and guidelines. The anthropocentric approach would require a high level of steering, as also specific goals and targets will be formulated. This in contradiction to a natural sense developing nature is which nature itself will get its space and freedom to accomplish its own “goals”. However as a remark to the latter approach, the human factor can never be completely excluded. As long as a nature park is screened off by a clear boundary between mankind and nature, the human factor will remain present. However, mankind can also keep a close eye on nature, while letting nature develop itself freely. In that case, nature is not being steered, but is merely supervised to make sure that nature is retaining its free hand. Steering can thus also be seen in a broader context, than merely intervening in nature by setting goals, targets and action. It also signals the potential struggle. This steering perception, eco-centric or anthropocentric is the second policy core belief that we distinguish. As such, based on reviewed literature, the policy core beliefs that we focused upon were constructed. Based on literature we see good arguments for this selection and at the same time perceive them as applicable in empirical research.

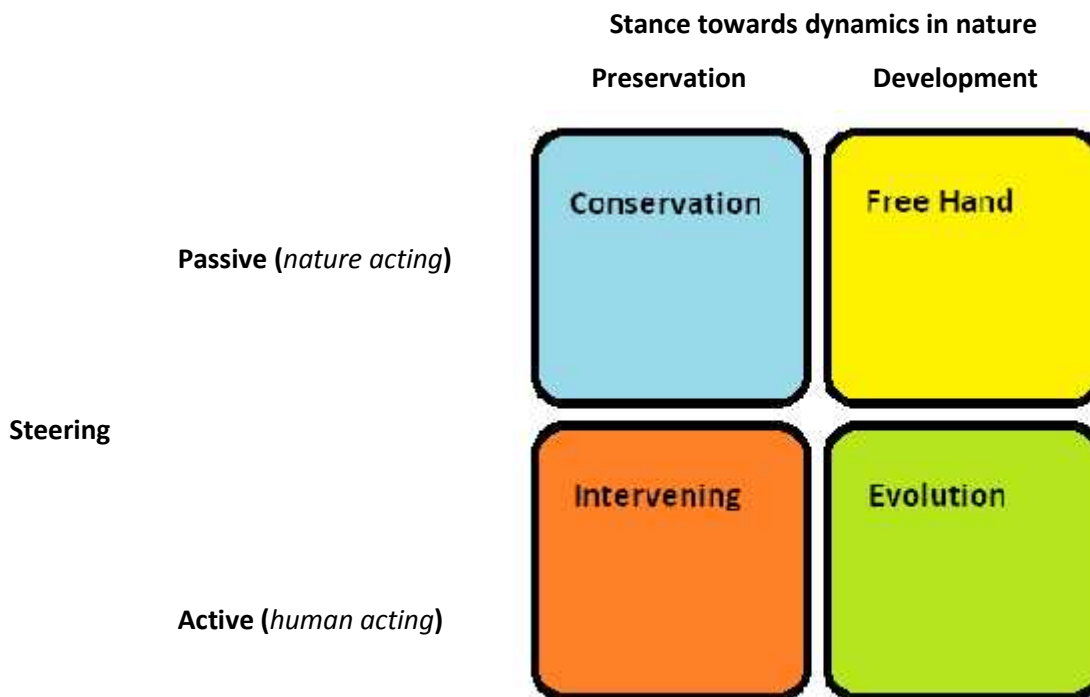
In figure 3 the model an organization or actor can be typified. Along the axis of “steering” and “stance towards nature” organizations or actors are classified as having its focus on “Conservation”, “Evolution”, “Intervening” or “Free hand”. These terms each form a quadrant with the model of stances towards nature.

### **2.2.3 Quadrants of the research model**

Next a frame will be made of the different quadrants and their contents. Each quadrant has two specific axes, along which it can take a stance and thereby positioning itself with regard to the other quadrants of the model. These axes have been described in the previous paragraph. In the coming paragraphs the contents of each quadrant will be explained further.



**Figure 2: Placement of organizations by stances towards nature**



#### 2.2.4 Conservation

The term conserving points out that one wants to maintain nature values and landscape as they are for as long as possible, and while doing so minimizing the number of interventions in nature. As for the steering, this quadrant is characterized by a certain reservation, by which a basis is set of a nature oriented approach is stated and in which is told how nature is at the moment and how this should stay. Interference at this point, where for instance nature is used for mankind's functional purposes, is in this quadrant seen as not desirable. The character of preservation comes forward because of the low level of variation on the natural arrangement in biodiversity as well as in landscape. *"Here the weight is put on the aspects of ecological values, geographical values, cultural historic values and existing experience values"*<sup>17</sup> according to De Boer et al (2008). As nature is already dynamic and always in motion by itself, it is not necessary to interfere by human action in order to change nature to its human view, nor is it desirable to do so from the perspective of integrating them into functional arrangements and making them productive for other human ambitions. From the notion of conservation one will strongly hold on to existing measures, existing goals and the unchanged image of the area. Here yesterday's nature is also the nature of today and tomorrow.

### **2.2.5 Intervening**

In the quadrant intervening the emphasis is put on the steering or the controlling of processes. Here one can think of an intervention as an action in an existing process, when this process tends to go into the wrong direction and as such does not seem to meet its set of goals and nature targets. Intervention itself is making corrections on the contents of a case. Especially in a case where its framework of contents is strongly formulated, there will be a greater possibility to steer. From the human notion of how nature “should” look like and how it should be formed, the presence of an intervention becomes possible. In this quadrant the character of preservation will become more visible. By preservation a carefully constructed image of how a nature area should look, or should remain to look, is described. Any deviation can easily be recognized when any change might occur that does not fit the suggested image. By controlling and steering in an active way one can easily modify nature management of an area and as such keep a close eye on the set view on nature. To what extent this steering is put a distance is not the question per se, as the set goals and means make clear what needs to be done and with what tools. Interventions in that sense will mostly occur when there is a breach with regard to the set goals, or when the means are absent or not sufficient in order to achieve the set goals.

### **2.2.6 Free hand**

The content of the quadrant free hand is to a high degree determined by the absence of human intervention. Also the way the area is to be filled in is open. Most of the time this is how nature itself fills in the area, however in absence of human action. The targets and goals are left open in such a way that the ruling coalition is only distantly watching to see whether the case develops in the spontaneous way as predicted. This however does not mean that there is diminished steering. Steering is present in the offered freedom and possibilities for nature and the way it can order itself. For this way of landscaping and setting goals, steering is needed in order to formulate a specific view and to bring policy into practice. The development of the area does not need to have nature on its forefront per se. How nature is formed, is subsidiary to the served purpose. Due to this, focus will be set in a lesser degree on major interventions in nature, in order for letting the natural process achieve an optimal usage of lands.

### 2.2.7 Evolution

The fourth quadrant is aimed at the development of nature to its fullest extent. An actor, placed in this quadrant, will try to develop nature to the best of its abilities. Measures of actors in this quadrant can be seen as progressive. Especially the ideal image that exists within an organization will be actively pursued. In order to do so, as well strong steering as a strong desire to improve nature are combined in this quadrant.

When an actor or coalition aims at the development or innovation of nature, according to Boonstra & de Caluwé (2006), there will be *“at first an exploration and renovation. New insights must be explored, made insightful and be implemented.”*<sup>18</sup> The formation of new developments in the field of steering does have a possible paradox. According to Boonstra & de Caluwé (2006) there can be *“a paradoxal situation where the need for control and management is conflicting with innovation and renovation, and where setting a clear course and forceful steering are standing strained with exploration, experimentation and self-regulation.”*<sup>19</sup>

A point of attention is the further evolvement of an area. When nature is given free hand, this can also lead to a course which can be unwanted from a human point of view. When for instance an animal species becomes dominant in an area and crowds out other animals species or cause a decline in plant species, biodiversity might be severely endangered. Although nature has been given free hand, from human perspective nature might not be optimally served.

### 3 Methodology

In this chapter the research strategy is explained. The first step is the shape of the research. Following, the units of analysis are discussed, and how the selected actors form relevant sources of data. Afterwards the analysis of data will be elaborated.

#### 3.1 Research type

An important distinction, when conducting research, is made between quantitative research and qualitative research. These different types of research are described by Verschuren & Dodewaard (2007) as follows:

*“Quantitative research can be described as way of research where one’s findings are especially logged in tables, graphics, numbers and calculations. When a research is based upon a qualitative view, then the focus will be aimed at a contemplative and interpretive approach”<sup>20</sup>.*

In order to an answer for the research questions, adequate research techniques have to be used. According to Verschuren & Dodewaard (2007) there are five possible options:

1. Survey
2. Experiment
3. Case study
4. Grounded theory
5. Desk research

This research assesses how Dutch nature organizations operate along a case study. Because more than one case is analyzed, this is a multiple case study. A case study is according to Punch (2006: 151); *“A research strategy which focuses on the in-depth, holistic and in-context study of one or more cases, which will typically use multiple sources of data”*. With regard to the latter, the different sources of data, for each separate case a closer look is needed at different sources of information. Special interest is placed on how they cooperate with other actors in the field, while pursuing their policy-core beliefs, that were described in the typology in figure 3 and the paragraphs 2.2.4 - 2.2.7. Not all participations of each nature organization can be taken into account when conducting this research. Nor can all cases be assessed. Dealing with practical constraints imply that we assess how representatives of relevant organizations act within selected cases. So a selection of cases is made, in which three project areas, wherein Dutch nature organizations participate, will be investigated. In a multiple case study, the mentioned characteristics of a case study will be conserved, at which case specific and case exceeding results can be placed.

### 3.2 Case selection

In each of the cases a set of actors is present. Each actor has its own contribution to the development of maintaining the nature development area. On forehand, it can be stated that a multitude of actors can be taken into account. However, for this research the focus will be placed upon the involved nature organizations. To put it clear; when addressing a nature development organization, an organization is appointed as dedicating itself to the development or maintenance of nature and the environment at the case area.

For this research, which embodies a look at the areas of policy and acting of nature organizations, mostly a closer look will be given at NGO's as the units of analysis. Two actors in that regard do not fit that description, which are Rijkswaterstaat and Staatsbosbeheer. Although Staatsbosbeheer is not seen as a 'true' NGO, according to van Veen et al. (2004) it should actually get a place amongst the group of actors perceived as NGO's. Staatsbosbeheer (formerly a part of the Ministry of LNV), has been a so called "Zelfstandig Bestuursorgaan" (ZBO) since 1998. As a ZBO Staatsbosbeheer is ordered to implement (a part of the) policy on nature, based upon annual agreements with the Ministry of LNV regarding goals, maintenance, results and budget. The same is in lesser extent the case for Rijkswaterstaat, which has also been given a clear assignment in the case of the Markermeer-IJmeer.

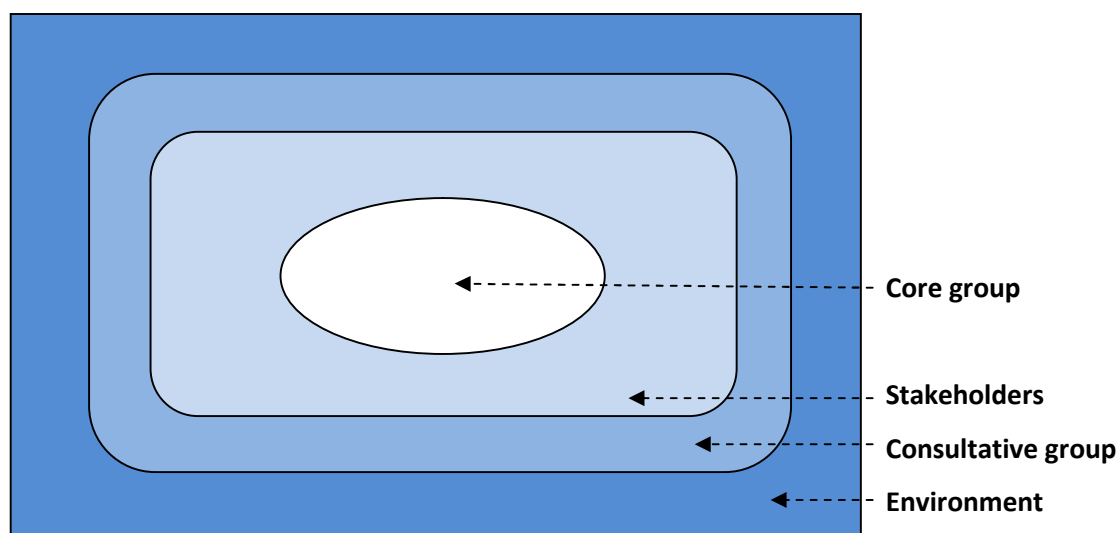
### 3.3 Actors

Within each case, a different set of actors is involved. Following on that will be explained why actors are considered suitable to include in this research or not. By explaining these settings, the empirical research will get its demarcation and will be clear-cut so that the boundaries of the research will become recognizable. Afterwards it makes sense to assess policy core beliefs, (intentions to) cooperate and cooperation itself. Actors that are taken into account will be placed in roughly three groups. A division will be made between the actors on the basis of their distance towards the project area and their direct involvement concerning the project area. The three categories (figure 3) that are being used are (1) the core group, (2) the stakeholders and (3) the consultative group. By means of these categories, it can be made possible to give these different actors analytical context.

Within the core group actors are located who are directly involved in the daily implementation of maintenance and ground keeping. Within the group of stakeholders actors are placed who are involved in policy or through financial means. Next a consultative group is indirectly involved with the project area. They themselves do not have direct involvement in how the daily planning is and activities are being conducted.

However also in this category actors can be considered to have opinion on how nature should be developed or maintained. This group nevertheless has a strong connection to the project. By giving ones opinion, by making use of moment of participation or by mobilising people (kindred spirits), a consultative group can be of influence anyhow.

**Figure 3: Relationship between actors**



### 3.4 Data collection

The data to be acquired will be opinions and views of various actors. These views cannot be summarized into numbers or figures, but rather need qualitative analysis in order to explain their normative findings and interpretations. Following on that the usage of (semi)structured interviews provide a closer view to the stance, views, actions and other developments within the nature development organization at hand. By conducting these interviews, a follow up can be given to the preceding desk research. When conducting the (semi)structured interviews at the selected Dutch nature organizations, an exchange takes place between the interviewer and the respondent. These conversations are aimed at retrieving developed motivation and thoughts concerning various topics at hand. The (semi)structured interviews are very suitable for finding arguments as a strong foundation in order to make clear what specific characteristics of certain groups are, to examine concepts and processes and to evaluate policy. (allesovermarktonderzoek.nl, 2009).

### **3.4.1 Approaching actors along a questionnaire**

In order to acquire the necessary data, it is needed to get in touch with various actors. Following on these contacts, semi-structured interviews are arranged with representatives of an actor, which is directly involved in developing or implementing nature policy. Contact is made by telephone or email. Here the purpose of the interview will be explained and what will be asked of the interviewee.

After an actor is approached, he will undergo a semi-structured interview, at which the respondent will be questioned with the ACF in mind and to what extent he is involved within the case nature development area. Preceding these questions, time will be reserved for some starting questions, mainly to verify some given facts and data. The complete questionnaire can be found in appendix 1. The questions do not have a fixed order or setting, but are of guidance to the researcher. Along these questions issues as the posture and stances on nature, core values, conducted policy on nature, and the extent to which cooperation and the upholding of core values coexist will be discussed.

### **3.5 Units of analysis**

The focus of this research is aimed at the cooperation between actors. It is of interest to attain the degree to which actors are able to uphold their core values while cooperating. As such, in each case actors will be viewed as how they position themselves and to what extent one is depended upon other actors to accomplish one goals through cooperation. This will be measured by asking the respondents to what extent they cooperate with one another and in what way. These results will be gathered and analyzed into a table, by which comparisons on cooperation can be made.

### **3.6 Data analysis**

The data collection is based on desk research and interviews. The research questions will be answered by analysis of the gathered data. After unravelling the acquired data and information, one can apply structure to the data by the use of selective coding, at which the focus will be placed upon the integration of categories and making the connections in between the categories. From here on, the next step can be taken by continuing to the specific answering of the research questions. Through induction, based on a data driven coding scheme, one can reach out for answering each research question (Boyatzis 1998). The answers by the respondents are interpreted and placed in the model as described in paragraph 2.2.2. In the empirical section of this thesis the explanation is included why an actor will be placed in a certain quadrant and why it meets the parameters.

## 4 Results

In this chapter the interview results will be presented. The collected data will be analysed in order to answer the research questions. This chapter will start by describing the different cases and actors, and will continue by stating the relevant outcomes of the interviews. In chapter 5 this will be followed by a reflection with regard to the theoretical framework.

### 4.1 Case descriptions and actor selection

Before the research questions can be answered, a description will be made of the cases and each of the involved actors. The focus will be placed upon the findings which were acquired during the data collection by means of the semi-structured interviews. Because of a multitude of involved actors, it is key to develop a clearly set selection of actors and organizations which to take up for this research. In order to come to this selection, a closer look is needed at the fact that actors play an autonomous role, or the possibility that they are involved with nature on other fronts. For example, a municipality or province does not have a primary goal to improve nature in the Netherlands or in a specific area. The degree of involvement of the government in general in that sense is being set at a distance because of that fact. The involvement of government is most often composed of supplying funds and backing, rather than direct (financial) involvement. Organisations can have different policy roles towards each other. A role can be to initiate policy, to guard or keep policy as it is, or to take lead among organisations on policy.

The organizations and actors, following upon the actor selection, are the following:

- **Oostvaardersplassen:** Staatsbosbeheer, Stichting Welzijn Grote Grazers, Stichting Vogel- en Natuurwacht Zuid-Flevoland, Vereniging het Edelhert and the Flevolandschap.
- **Naardermeer:** Natuurmonumenten, Land- en Tuinbouw Organisatie Noord
- **Markermeer-IJmeer:** Staatbosbeheer, Natuurmonumenten, Stichting Verantwoord Beheer IJsselmeer, Milieudefensie and Rijkswaterstaat

In accordance to the research questions, within each case a closer look will be given at each actors (1) nature stance, (2) core values, (3) stance towards development or preservation, (4) applied policies documents, an organisation's (5) place in the model of nature stances and finally (6) the degree of cooperation with other actors in the field.



## 4.2 Case Oostvaardersplassen

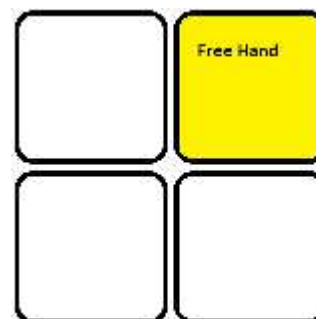
The **Oostvaardersplassen** is placed under the care of Staatsbosbeheer since 1996, by the order of the Ministry of LNV. As the polder ground is the place where formerly the hart of the Zuiderzee was located, it is a relatively new area. The area size of the Oostvaardersplassen can be seen as very large and open by Dutch standards. Nonetheless it is a unique nature park within the Netherlands, by its size (space remains a scarcity in the Netherlands) and the chosen management approach on regulating animal populations. Typical for the Oostvaardersplassen is the development the area has gone through within its relatively short lifespan.



<b>Staatsbosbeheer</b>
<b>Stichting Welzijn Grote Grazers</b>
<b>Het Flevolandschap</b>
<b>Vereniging het Edelhert</b>
<b>Stichting Vogel- en Natuurwacht Zuid-Flevoland</b>

The listed actors (left) are involved in the Oostvaardersplassen and have participated in semi-structured interviews.

**Staatsbosbeheer** (SBB) is currently managing the Oostvaardersplassen. Before 1996, the Rijksdienst for the IJsselmeerpolders was responsible for taking care of the area. Staatsbosbeheer states in its interview the following when looking at nature and how they are positioned towards it: *“nature here is standing on its own feet, and the nature park has got a full cycle. This leads to special nature values, but also to a new relation between mankind and nature”*<sup>21</sup>.



Staatsbosbeheer has the following view (deep core value) on how the Oostvaardersplassen should be managed: *“maintaining and developing a as complete as possible fresh water swamp as an ecosystem with attention for its most prioritairy species”*<sup>22</sup>. From this view on it continues by stating that the area should be given the opportunity to be developed. This is shown by: *“opportunity is given to the development of the area. The landscape should be able to develop itself”*<sup>23</sup>.

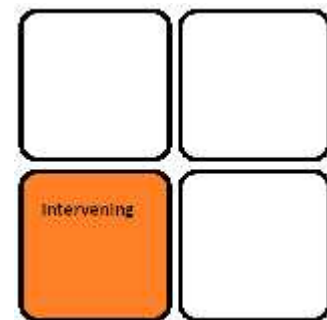
A policy core value is the function which the Oostvaardersplassen holds amongst other nature parks. By setting an example it wants to show that such a park can be situated in the Netherlands despite the limited space.

The choice made for maintaining the Oostvaardersplassen is different from how it is done elsewhere. The area, first under the care of the “Rijksdienst for the IJsselmeerpolders”, is since 1996. managed by

Staatsbosbeheer The way it is managed is typified by Staatsbosbeheer as *“unspoiled and aimed at development”*. Mostly in the sense that the present animals have more space, in which they are left to themselves in such a way that they have to find their own means of survival. The human touch on the process of natural selection is minimized and ways of attaining food are not structurally present. The development driven management plan in which nature itself is given the upper hand instead of human intervention is also formulated in the main goal of Staatsbosbeheer’s Management plan (2011): *“Maintaining and letting develop a natural swamp ecosystem with a high nature value as a reproductive and living area for free living swamp birds and mammals.”*<sup>24</sup>

When looking at the model of nature stances Staatsbosbeheer can be placed at the quadrant of the *Free hand*. The stance on nature is, shown by the various statements and the distinct way of management as focused upon development of nature and giving space for nature to growth as it sees fit itself. On the other line, Staatsbosbeheer is trying to avoid interference by human hand on the area as much as possible.

**Stichting Welzijn Grote Grazers (SWGG)** was founded on May 18th 2010 in order, to protect the interests of the larger animals in the Netherlands (*“stepping up for all large mammals in the Netherlands”*). (SWGG, 2012) The foundation sees the wellbeing of the large mammals as its top priority. Their stance towards nature is based upon articles 36 and 37 of the law on health and wellbeing for animals. (Gezondheids- en welzijnswet voor dieren (GWWD)). According to SWGG an animal should always be helped when in



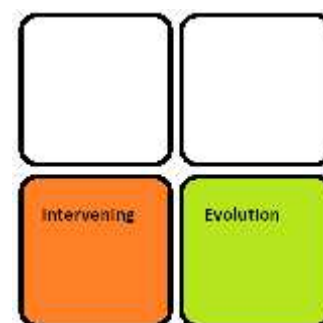
need of care. Concerning the Oostvaardersplassen, the foundation is mainly concerned and focused upon the situation involving the konikhorses, the heck-cattle and the red deer. With the law on health and wellbeing for animals (GWWD) in mind, SWGG perceives the situation at the Oostvaardersplassen as dire. Therefore SWGG wants to give it full attention and priority in order to get this dire situation to everyone’s attention. The foundation has as one of its goals to point out these dire ‘realities’ and make it visible for people who are not directly able to view the situation on the grounds. By doing so, it hopes and expects to avoid worse and to provide a better quality of life for the animal in the Netherlands and especially in the Oostvaardersplassen. Even though SWGG has got a close eye on how the situation at the Oostvaardersplassen, it explicitly does not have a policy document on how nature should be managed. As they state: *“We can all put something on paper, but nothing will be done with it, because they (SBB red.) want to keep the project as it is.”*<sup>25</sup>

SWGG claims that it will keep a very close eye on nature development in the Oostvaardersplassen. In order to do so, SWGG is closely following the political events and decision making process. When needed, SWGG is willing to give their opinion publicly, in order to point out to the larger public what they think of the developing situation. The willingness to also approach the media is high, as the SWGG believes that it is a

useful and effective tool in order to mobilize people in the country with a similar opinion to theirs and by doing so putting pressure on the government to intervene when it is necessary.

The present posture has a strong *intervening* character which also corresponds with the quadrant of the same name of the model of nature stances. This is foremost because of the fact and deep core value that the wellbeing of animals is placed at first place above all. From this point of view, the SWGG regards it as her duty and policy core value to intervene when a situation is starting to get 'out of hand'. "The power of nature to restore its own nature values is not seen as strong enough and therefore the situation has to be restored by human influence and means", according to SWGG, or at least be forcefully steered into the right direction. A good example is the discussion on whether or not animals should be fed in winter months, when food is scarce. In nature itself a natural selection would take place in such a case. However, SWGG is convinced that these animals live in an environment which is fully controlled by human hands. Therefore, these human hands are also responsible for the wellbeing of all these animals. From this posture on maintaining the level of wellbeing for animals and the active role to intervene in order to give care to animals when need, SWGG is placed in the quadrant of *intervening* in the model of stances towards nature.

**Flevolandschap** chooses, by its own saying, to invest "in the quality of nature and in the experience of nature."<sup>26</sup> In order to achieve their goals, Flevolandschap finds cooperation necessary. This means cooperation with the province, municipalities and the polder-board, and also with other green organizations and groups with interest on nature. When more parties join, according to Flevolandschap, "the backing will become larger and more people from Flevoland will get involved in or with nature."<sup>27</sup>



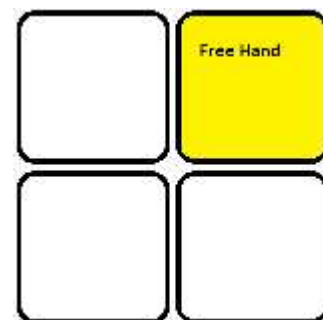
Amongst its deep core values, Flevolandschap names two aspects as the most important. Firstly nature should have a strong vitality and therefore should be strong in the field of biodiversity. On the other hand nature should be something to be enjoyed. As such, Flevolandschap wants to be close to its community. "Backing in society and really being there when needed"<sup>28</sup>, is stated to be of great importance for Flevolandschap. A policy core value of Flevolandschap would be forest maintenance. Along these values, Flevolandschap wants to make clear that it is a keen supporter of multifunctional nature, in which both high nature values and the possibilities in which to experience nature can have a place besides each other.

A distinction between development of nature and preservation on the other hand is according to Flevolandschap not the discussion. Whether or not an intervention in nature is needed is based upon nature values. By this Flevolandschap states the following: "At low nature values one should develop, while at high

*nature values one should focus on preservation. These values decide the course to be taken.*"<sup>29</sup> As such, the height of the nature values should make up whether or not action is needed and in what way action has to take an important role in either developing or preserving nature.

Flevolandschap does not view itself as an extravert organization which actively needs to oust its opinion to a broader public, but does sees itself as a proactive actor. Also an actor which is very active in planning, talks with government and municipalities and trying to protect and promote its interests in nature, landscape, history and recreation. As such Flevolandschap can be seen as a very active actor, and thereby actively trying to influence policy on nature and also actively act to change, steer and develop nature in the whole of Flevoland. However, when having to make a choice between the quadrant of *intervening and evolution*, a clear choice cannot be made, because of Flevolandschap's stance on preservation and development. As such Flevolandschap can be placed on the crossroad of these two quadrants.

**Vereniging het Edelhert** has committed itself to the wellbeing of the red deer (Edelhert in Dutch), largely located at the Veluwe. They have strived for a better life for the red deer since the day it was founded (as Vereniging Behoud van het Veluws Hert) in 1946. An important aspect is the surrounding within nature in which the red deer lives. Besides this, they have a close eye on what is favourable for other wildlife in the environment. They state that when an area is being made suitable for a red deer, it will also be suitable for other sorts of plants and wildlife. An improvement, according to het Edelhert, has to be an improvement for the entire environment. A red deer can be seen as an 'umbrella'-species or as having an ambassador's role for nature, along which other kinds of animals can thrive.



The deep core value of het Edelhert is the wellbeing of the red deer itself. Next to that the possibility to view and follow the red deer is seen as an important policy core value for its members and all people who enjoy nature and wildlife. Het Edelhert states their view on the red deer as following: *"It is a very huggable, recreational and interesting species. People come to look at it and are willing to make an effort for it."*<sup>30</sup> From this view, the red deer should get all the space and resources it needs to flourish, while members of het Edelhert and others can enjoy it in all its splendour. In order to promote the red deer the organization holds various presentations throughout the country in order to recruit sympathy for the red deer and its need for connections between nature parks.

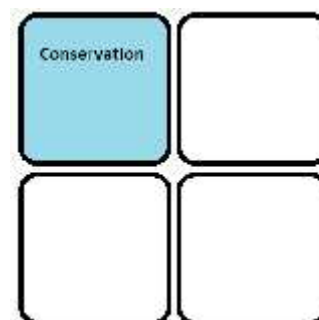
A clear division between development and preservation is not made by het Edelhert, as both sides have their advantages and disadvantages. This is shown in the following statement: "It mainly concerns the

circumstances one needs to create, wherein such a large wild mammal as the red deer can maintain its position in a densely populated country such as the Netherlands.<sup>31</sup>”

Het Edelhart can be regarded as an organization which is willing to think outside the box. “To go beyond the normal routine of protecting the interests of the red deer, and is willing to look at the greater picture.” These statements are arguments given to why Het Edelhart is not just a reactive group, but rather a proactive with great interest in the red deer. As such Het Edelhart points out that they “*try to look at new living areas and for connections between these areas*”<sup>32</sup>. Here a willingness to improve the environment and a willingness to invest in the environment is shown. However, they do not actively give meaning to these thoughts, as the organization does not have the means for implementation. Also, for giving room and creation of new space for animals like the red deer, it is not needed to rebuild a nature park or area. By passively letting nature take its course and still wanting to develop the environment, Het Edelhart can be placed in the quadrant of the *free hand*.

Het Edelhart has developed its own policy document in order to review the situation of the red deer and how to manage this situation. This can serve as an alternative to the policy documents of other organizations, in particular to the policy of Staatsbosbeheer. The way Het Edelhart is positioned among and towards other actors is typified by themselves as proactive, as they express their need for their own view on how the Oostvaardersplassen should be managed. By constructing a policy document they state that they want to go further than just ‘shouting’ that they disagree with a certain situation or activity, but rather try to construct possibilities to improve the situation.

**Stichting Vogel- en Natuurwacht Zuid-Flevoland (SVNZF)** was founded in 1984 with as its primary goal “*to study and protect the birds in southern Flevoland and with it all areas of nature where they might appear*”<sup>33</sup>. (SVNZF, 2012) This foundation of volunteers (over 300 donors and 50 active members) organises activities like (bird) counting, ring activities, nest guarding, lectures and excursions, and issuing thrice a year the magazine ‘De Grauwe Gans’. The foundation has strong connections with several professional and amateur ornithologists, who together with the volunteers, give shape to a large number of activities. SVNZF makes use of a policy document which was written in 2008 for a 4-year period till 2012.



In order to make sure that the goals and parameters of a nature park are not going to deviate from what has been agreed upon, the foundation reserves the right to start any legal procedures if necessary. However, according to the SVNZF this is not a tool to be used often, because “the legal protection one only gets based

upon what is written in the law. The law is in our eyes too static.”<sup>34</sup> By this SVNZF implies that a possible favourable outcome of such a legal action would be not likely or would just achieve a small portion of its goal and could thereby worsen relations with other actors.

The stance of SVNZF is “*letting nature take its course, unless...*”<sup>35</sup>. By letting nature going its own course is implied that one should preserve nature as much as possible, without interfering by human means. However they do understand that (larger) animals are also a part of nature. From this view both letting nature take its course and placing animals in nature parks are two different things, but are viewed by SVNZF as compatible to the extent that one doesn’t compromise the other.

From this point of SVNZF can be placed in the quadrant of *conservation*, because they value the current parameters and want to keep it that way, unless action is truly needed to prevent nature from deteriorating rapidly, or when the wellbeing of animals cannot be guaranteed.

SVNZF has cooperated with several parties in the past and is still cooperating with actors at this moment. In the past, they served as an advanced outpost to the Vogelbescherming as a part of their wetlands group, and at the current moment SVNZF holds a position in two groups. It is involved in a consultative group (Beheeradviescommissie) which focuses mostly according to SVNZF on the longer term, and is mainly concerned with policies and ground maintenance. And secondly it is part of a stakeholder group in which cases are presented which mostly concern the short term period and are in need of urgent discussion and conversation.

An overview of all actors and their policy core values can be found in tables 3 & 4, in appendix 3. In appendix 4, an overview is given of all statements given by the actors in personal interviews upon which the policy (core) values have been based. Using these statements, tables 3 & 4 have been formed.



### 4.3 Case Naardermeer

**Naardermeer** is being managed by de Vereniging tot Behoud van Natuurmonumenten since 1906. The area is renowned for its ponds, reed and swamped forests. Strongly present actors are Natuurmonumenten, Dierenbescherming Midden-Nederland and LTO Noord. LTO Noord has specifically mentioned as well, as they consider themselves to be an organisation focused on nature. Unfortunately a representative of Dierenbescherming Midden-Nederland could not be reached. As such this case is left with two actors which are quite different in their views on nature. Even put stronger, they have got very different core beliefs towards nature, as Natuurmonumenten believes in *“the importance of the intrinsic value of nature”*<sup>36</sup>, whereas LTO Noord *“wants a viable agriculture and horticulture, with which one can should be able to earn a decent meal.”*<sup>37</sup>. As such a comparison of these two actors is not to be made, as in the ACF is stated that these core beliefs will not change and thereby cooperation on these issues is highly unlikely, as one perceives the lands either as nature or as productive farming grounds.



### 4.4 Case Markermeer-IJmeer

**Markermeer-IJmeer** has a multitude of actors involved. A group of these actors have formulated a view on how the area should be developed. In the Toekomstagenda Markermeer-IJmeer (2008) they have formulated the following goals:<sup>38</sup>

- *A future proof and resilient ecological system;*
- *Climate durability of the area for fresh water storage and water safety is concerned;*
- *Durable, high quality and efficient creating space for other functions like living, working, recreation and infrastructure;*
- *Elevation of the liveability en spatial quality of the area.*



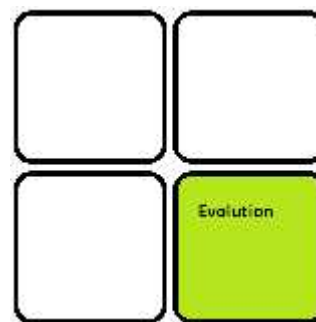
The following actors are involved at the Markermeer-IJmeer and have participated in semi-structured interviews:

Vereniging Natuurmonumenten / Staatsbosbeheer
Stichting Verantwoord Beheer IJsselmeer
Milieudefensie
Rijkswaterstaat

**Natuurmonumenten** has got a large backing with over 700.000 members.

For its members the experiences of nature as well as nature values are placed at the top. To the opinion of Natuurmonumenten investments are needed to turn the Markermeer-IJmeer into a “durable ecological system” and to stop the decline of nature and its values.

A way in which Natuurmonumenten describes nature is by the possibility to experience it. The following shows how nature should be experienced: *“there is also space needed in nature, where one can stroll about in nature. Not one where only paved lanes can be used, and not to only enjoy the small laid out part of nature. There should be a real experience of nature. And therefore one needs large nature parks, because else one cannot experience nature.”*<sup>39</sup>



The large scale of the nature parks is also something that reflects upon the Markermeer-IJmeer.

Besides this stance on nature, the core value according to Natuurmonumenten is biodiversity. As given explicitly the biodiversity of the large open water area is seen as a specific value: *“a whole set of little fragments of nature is still of lesser value than the really large areas.”*<sup>40</sup>

When looking at the wishes of Natuurmonumenten for the area one tells that it is willing to develop nature and lift it to a higher level. Along various ideas and suggestions, given for instance in rapports as the TBES (Toekomstig Beheer Ecologisch Systeem) or an application through the SAM (Samenwerking Markermeer), and recently with plans for the Markerwadden, Natuurmonumenten shows its willingness to make an effort. The values of nature in the Markermeer-IJmeer are viewed as being quite low, upon which action should be taken. The following statement makes clear how the area is perceived and what should be done to turn it around: *“the nature that is present here, is represented in relatively small numbers, but it is in fact a large bucket of water with quite steep edges. There are very little banks and shores, so it actually looks very unnatural, because of the firm human hand. So preserving is almost not an option, because the values are not that high.”*<sup>41</sup> As such a clear step for development is being made.

This choice for development is shown for instance within the project of the Markerwadden, where a large budget is being gathered to create new lands for nature within the Markermeer-IJmeer and to actively develop higher nature values. These funds come for a large part from a donation by the National Postcode Lottery. Many nature organizations, like the VBIJ, are reluctant to this plan as it creates a precedent for strong intervention in existing nature, but on the other hand do see possibilities to enhance nature. The way Natuurmonumenten is positioned shows a great wish to actively develop. The quadrant of *evolution* is therefore the mostly suitable quadrant when looking at the model of nature stances from the point of view of Natuurmonumenten. Also the way in which Natuurmonumenten is steering the discussion of the

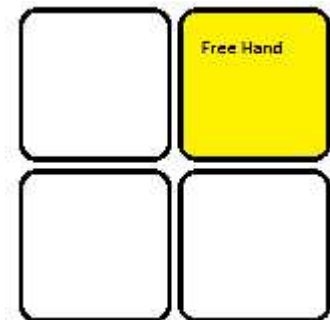


Markerwadden is very actively, as they strongly try to encourage other nature actors to join their plan and to make a contribution for it.

A problem for the Markermeer-IJmeer is that more than one actor makes use of the area and besides that the area is not only reserved for nature, but is also the grounds of many recreational activities and fishing. The high numbers of different actors, both focussed on nature or on other issues, show a high degree of communication. Although this can lead to friction between parties, it is needed to keep all parties well informed in order to avoid any or further negative discussions. However one should be aware that different actors do have different opinions according to Natuurmonumenten.

There are a lot of actors which are keen on improving nature as is stated: *“actually, all the nature organizations are busy trying to make the land more beautiful, more natural and to overcrowd it, so in that sense we do have an overlap in objectives and goals.”*<sup>42</sup> However, one should stay realistic and also keep diverging opinions in mind: *“you do have to be realistic and not close your eyes for other things that are in issue in an area.”*<sup>43</sup> As such information and positive discussion are seen as of great importance to cooperation.

The interviewee for the Natuurmonumenten has also held a recent position within **Staatsbosbeheer**, and is also being viewed by Staatsbosbeheer as the best known authority on the field of the Markermeer-IJmeer to speak on their behalf, even though the interviewee was not longer one of their employees. Staatsbosbeheer has always had the position, that *“if new nature could be made, then they (SBB red.) as the influential actor on this map should be placed at the negotiating table at an early stage in order to bring up ideas as such in order to still having to manage something”*<sup>44</sup>. This position was based upon a informally made map among actors which determined the range of influences of the actors. This was also done to avoid friction and unnecessary competition. From this view, SBB can be seen as an organization which is keen on improving nature, although the means do have to be available to do so. A problem for SBB is that they are having a close relation to the government and are as such highly sensitive to political developments and pressure. As is stated SBB is more positioned in a facilitating role. Also because of the given absence of means and the absence of an urge to improve nature, the stance towards nature is more passive. Also the position towards wanting to improve or on the other hand wanting to preserve nature is kept in the middle. When having to make a choice however, SBB would like to improve nature, but is depended upon others to make this happen and will not be a frontrunner. As such a place in the model of nature stances would be the *free hand*. Further elaboration upon the position of SBB is limited however, as the interviewee is no longer an employee of SBB and as such can not go into details much more.

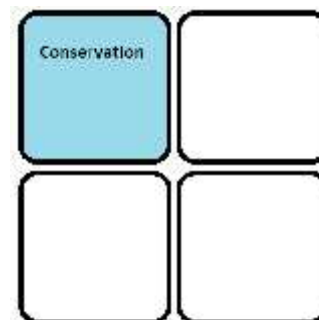


**Stichting Verantwoord Beheer IJsselmeer (VBIJ)** was founded in 2005 as a successor to the former Vereniging tot behoud van het IJsselmeer which changed its name to the IJsselmeervereniging.

How people perceive nature is according to VBIJ something that has not got a clear definition anymore. People define nature differently, which is also the case concerning a large open water area such as the Markermeer-IJmeer. They do not see trees or animals. Maybe they can spot a flock of birds. Nature is merely perceived as landscape. Nature is seen as a service which is provided by an ecosystem. Nature is seen by VBIJ as such an ecosystem service as they state the following: *“biodiversity as well as nature are a service of the ecosystem, and a robust ecosystem is the carrier of all functions.”*<sup>45</sup> When an ecosystem is not functioning properly, these functions will also be altered or might even disappear. As such the large open water is of great value to VBIJ.

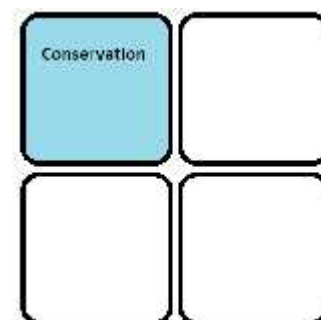
VBIJ was founded as an organization with the main task to retain the core values of the IJsselmeer, and as such the Markermeer-IJmeer, by keeping the area the same as it was. However, this does not mean that nothing can ever change in the Markermeer-IJmeer. The nature values are an important aspect, which at the moment are at a low point and are further slipping away. As such investing in nature is seen as necessary indeed. However, the very character of the Markermeer-IJmeer should not be changed. In that way, for instance, possibilities for creating better transitions from land to water are encouraged as they enhance nature levels but do not change the character of the area too much. The Markermeer-IJmeer can also be used by different groups for means of recreation or for fishing by fishermen. However, also this way of making use of the qualities of the Markermeer-IJmeer should not be abused, instead of being used. In that sense, VBIJ holds a close on how the usage of the Markermeer-IJmeer takes its form in order to protect its values.

VBIJ chooses to protect the interests of the Markermeer-IJmeer. Values as biodiversity and the large open water are core values and should be held on to at all costs. Any intervention in nature should need to add something positive to the ecosystem of the large open water, so states VBIJ. Although they are not against any intervention in the Markermeer-IJmeer, VBIJ is not one of the driven forces behind wanting to change the Markermeer-IJmeer over night. Although VBIJ is actively trying to steer organizations and actors within the project, it does not actively want to intervene in nature itself. Its main priority is trying to keep the Markermeer-IJmeer as it as much as possible, but while doing so still have a look at the nature values. VBIJ can be positioned in the quadrant of *conservation*, but within the quadrant it is pretty close to bordering with the quadrant of the free hand.



VBIJ is an organization which wants to connect actors in order to create options and possibilities which are not possible from a solitary position. From this line of thought VBIJ has joined cooperations with others organizations and is a frequently seen partner at discussions and talks concerning the Markermeer-IJmeer. VBIJ has got the Flevolandschap, the IJsselmeervereniging, Landschap Noord-Holland, Fryske Gea and the Waddenvereniging as its partners. Besides these partners, VBIJ also has frequent meetings and discussions with actors as Natuur en Milieu Flevoland, Milieudedefensie, Milieufederatie Noord-Holland, Staatsbosbeheer and Natuurmonumenten. VBIJ wants to keep in mind what is binding actors instead of what is driving them apart. From experience, VBIJ explains, that taking a too strong position can have negative effects. When not sitting at the table where all options are being discussed and where policy is decided, one can only wait and see what is going to happen. As such, as being part of the system, one can have at least some influence into which direction policy is going. Therefore it urges parties to join discussions and talk about what their thought and motivations are in order to come to a common interest.

Another organization is **Milieudedefensie**. They have been an active actor till a few years ago, when they had to cut back in costs and thereby also in programs. Nevertheless, Milieudedefensie has been a frequently seen player in the field and is still trying to keep themselves posted on what the current developments are.



The stance on nature by Milieudedefensie is somewhat different from other nature organizations as its main objective is not found in nature itself, but rather in the concept of the environment. As such nature is seen as a part of this environment and plays an important role.

The thought of Milieudedefensie is the following: *“one should carefully handle the Earth and try to put the fact that we are as humans on this Earth in as good harmony to what this Earth can take.”*<sup>46</sup> From this point of view one can speak of a stance where one can make use of nature in a functional way, but with a high regard for how to do this in the most responsible way. In this way nature can be used or enjoyed without damaging it or leaving a too deep footprint behind.

Milieudedefensie has a set of core values with regard to nature and its own stance in society. Its main interest is in the environment and therefore its wants do the following: *“protecting our Earth and making sure that it can be passed on.”*<sup>47</sup> Its core value is similar to *“protecting the Earth and preventing that it is left barren and exhausted.”*<sup>48</sup>

In the period which ranged from 2006 till 2010 Milieudedefensie had a campaign for areal development (Dutch: Ruimtecampagne) in which the Markermeer-IJmeer was also a key project. The goal of the campaign was *“to protect the landscape and to make sure that the Netherlands would still look (a bit) the same in the future as*

*the Netherlands that we now today.*"<sup>49</sup> As such, the deep core value is protecting of the Earth, whereas as a protection of nature is seen as a policy core value.

Without regard to nature Milieudefensie has got a similar point of view as to the environment: *"you can ruin it only once"*.<sup>50</sup> With this striking phrase one states that the Earth, the environment or nature is as it is and that any change in a negative sense is very hard or not at all to be changed back. As such one should not be willing to make any compromises when trying to protect the Earth or nature as a part of it. When wanting to keep nature as it is right now, means that no changes in the other direction should be attempted and that nature as we have it right here should be preserved, without a doubt and with no further discussion.

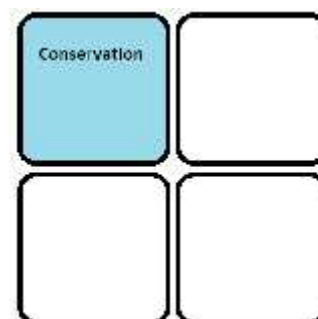
Thereby, when looking at the quadrants of the model for nature stances, one can place Milieudefensie in the quadrant of *conservation*, as it is a strong supporter of preserving nature (as a part of the environment) as it is. Also, Milieudefensie is at the moment not actively trying to influence policy or plans at the Markermeer-IJmeer and has a strong wish to let nature take its own course. This is best shown by the following statement: *"Nature should be given its chances to develop, but on the other side, nature as it is right now should also get its chances as it should not become an entirely different area."*<sup>51</sup>

As far as cooperation is concerned Milieudefensie has been very active in gathering people and organizations with a common interest. In the past campaigns were held with a total of 19 cooperating parties which were involved in trying to defend the common interest in nature. Although each actor had its own agenda and reasons for participating, still these parties were brought together in order to make a clear argument in favour of nature and not intervening in nature.

However, cooperation is only seen as a means to an end. When one is able to gather kindred spirits, one can also formulate a common goal and purpose. However, when Milieudefensie is faced with an actor that does not agree with its views, a sturdier position is taken. As already given Milieudefensie is not an actor who is willing to compromise on its beliefs of preserving nature and the environment.

A different position is taken by **Rijkswaterstaat** which is a part of the Ministry of V&W. This organization was also interviewed due to the fact that it is the physical nature managing body of the Markermeer-IJmeer. Rijkswaterstaat is fully focused on the functional side of the nature area, and in that sense is not concerned with nature itself, but only with nature as a part of the larger system. Nature itself and how it should be seen or managed is being left over

to other parties. Rijkswaterstaat points out that its main concern is *"the plain management"*<sup>52</sup>. However it does want to make clear that it is open for suggestions concerning the contents of nature. Even though Rijkswaterstaat is not a nature development organization, it has been taken into account for this research as



it is closely related to nature. Although Rijkswaterstaat does not have an official position concerning nature, it did draw up a vision 5 years ago on how nature can be handled and developed. From this document, which has to be put aside due to the fact that Rijkswaterstaat does not have an official position on nature, one tries to lend a hand towards other actors in the Markermeer-IJmeer. Strictly taken Rijkswaterstaat has given itself a position on the background. This however does not mean that their people have to watch from the sidelines per se. On a personal level, one can be quite active merely based upon the knowledge that is available from within Rijkswaterstaat. However the organization chooses not to act upon it.

The deep core value of Rijkswaterstaat is durability, in which a healthy and clean environment can be maintained. To do this in a durable way is seen as the key value in that sense. Furthermore, from their position as physical caretaker of the area it wants to be service-oriented towards other nature organizations and choose to do this in a reactive way. As such Rijkswaterstaat will not be the first to take steps to improve for instance the nature values, but is willing to facilitate wherever possible. This is also clearly formulated in the following statement: *“the basic posture is that we do what we are obligated to do. A very plain and reactive posture. But the ground posture is also standing open towards your surroundings.”*<sup>53</sup> As such Rijkswaterstaat shows its intentions as it is not unwilling to cooperate, but is clear on what its stance is towards other parties and towards nature.

Due to the fact that Rijkswaterstaat has a strong facilitating role it is set as an actor who is fore mostly concerned with maintaining and preservation as much as possible. The organization is not concerned with nature in such a way that it has got an official view on how the landscape or its contents should be developed and as such it wants to manage the area as good as possible given the fact that they only take care of the basics. This is best formulated by the following: *“That doesn’t mean that we have to take care of everything, but that we do have to make sure that a plan of control is made.”*<sup>54</sup>

As such, when looking at the model of nature stances Rijkswaterstaat can be placed in the quadrant of *conservation* as it fore mostly focused at the preservation and is not actively involved in bringing the nature values in the Markermeer-IJmeer to a higher level.

An overview of all actors and their policy core values can be found in tables 3 & 4, in appendix 3.

## 5 Conclusions

In this chapter, the research questions will be answered based upon the gathered data presented in the former chapter. In the following paragraphs each question will be discussed and answered, together making up the main research question. Finally a reflection will be given on the strengths and weaknesses of this research.

### 5.1 Present nature stances

In chapter 2 a model of nature stances has been introduced. In this paragraph this model will be used to answer question (q1) “which nature stances (core values) are present at the Dutch nature organizations?”

In the model of stances towards nature, actors have been placed in different quadrants. By doing so, a description is given on what kind of stance an actor has towards nature.

Figure 4: Actors placed in the model of stances towards nature (Markermeer-IJmeer & Oostvaardersplassen)



The quadrant of the free hand is applied three times. The quadrant of conservation is also applied four times. The quadrant of intervening is used two times. The quadrant of evolution is applied by two actors. What stands out in these numbers is that the quadrants of free hand and conservation can be regarded as each others opposite, and as such create a clear division of actors which are standing at each side of the line. In that sense the quadrants of evolution and intervening can be seen as sidesteps in the larger divided picture between preserving and developing nature according to these interviewed actors.

## 5.2 Nature stances in policy and strategies

Continuing, the second research question is answered on *(q2) how stances towards nature are to be seen back in formed policy and strategies of Dutch nature development organizations.*

In order to make a comparison between the placement of actors within the quadrants of stances towards nature and their policy strategies, I have compared the outcome of the first sub-question to the determined policy core values from the interviews and policy documents.

The results indicate that only 3 out of 10 organisations actually have got policy documents aimed at nature development.

Organizations like “het Edelhert” actively use their policy document to substantiate their core values and other aspects, and also to express this towards other actors. In this way they confirm their stance towards nature. The vast majority of the actors (7 out of 10) do have a stance towards nature. However, these stances are not documented in their formal policy documents. An explanation would be that documented policy would fixate the strategic positions of actors, which can hinder their power to negotiate. The given arguments of these actors arise from conversations they have held with other actors and the interviews conducted in this research. It points out that actors keep on trying to tell and explain their story in words, rather than putting it down on paper.. This results in stepping aside from making actual documented policy and argumentation needed for further developing policy. Another explanation could be that, unlike the ACF which uses facts to determine coalitions, actors use secondary aspects as a means to position themselves strategically. Several concrete policy examples of stances towards nature, which are given in the interviews, can be found in appendix 4.

## 5.3 Cooperation between Dutch nature organizations

This paragraph will answer the question *(q3) “To what extent does cooperation exist between the Dutch nature organizations? And if so, in what manner is this cooperation framed?”*

The outcome of the held interviews is that there is no cooperation between actors, as also can be read in the results of this research. The absence of cooperation can be explained by comparing the policy core values. The theory of Sabatier states that for any cooperation to occur, the policy core values need to be the same. The comparison of the policy core values shows that there are no organisations with the same policy core values. Furthermore, there are a couple of organisations with some similarity on their policy core values. Because these policy core values are not or just partially matching, the expectation (based upon the theory of Sabatier) is confirmed that cooperation does not exist.

Actors point out that due to these differences in policy core values one does not cooperate with other actors, but merely have contact and communicate with each other.

Although cooperation is not present, there clearly is communication between actors. This communication takes place in stakeholder-meetings, in consultative groups or bilaterally.

The focus of these talks is aimed at informing each other, rather than on building coalitions for cooperation. The goal is to familiarize each other with one's goals and to breed mutual understanding of one's views.

#### **5.4 Upholding one's core values**

The last research question is *(q4) "to what extent can Dutch nature organizations uphold their own beliefs?"*

In order to answer this question, we need to assess to be given at whether or not beliefs of actors have been compromised. Actors point out that due to these differences in policy core values one does not cooperate with other actors, but merely have contact and communicate with each other. As such, the mere communication makes it easier to uphold, as discussions among actors on each others policy core values rarely take place.

As long as the actors can execute their view, they will continue to uphold their standing core values. Only when they come to a point at which they are no longer able to implement their view, they will be confronted with the choice of either adjusting their stance (and as such enabling cooperation with other actors) or ceasing their activities all together.

Organisations value their individuality and independence and are more likely to choose the latter rather than to change their core values in order to come to a cooperation.

As cooperation does not exist between the interviewed actors, it is plausible that they will maintain their policy core values. When looking at where minor successes of cooperation can be found, one is left to the secondary aspects to find any.



## 5.5 Main research questions

The main research questions of this research were formulated as:

*(Q1) To what extent are Dutch nature organizations focused upon preserving or developing nature in the Netherlands?*

*(Q2) And to what extent can Dutch nature organizations uphold their own core beliefs and principles while having to cooperate with or along other (nature) organizations?*

There is no clear preference for conservation or development of nature, but there is a distinct view that nature should be given the freedom to manage or form itself.

We assessed that no organisation with the same core beliefs and therefore no cooperation is to be expected nor to be found. Cooperation could merely occur with the presence of matching policy beliefs. However, when there is a need for cooperation, for instance because of involved non environmental actors, organisations first need to converge their views.

Along the theory of Sabatier, my expectation was that cooperation would take place among organisations with comparable policy core beliefs. As there were no common grounds, cooperation also did not occur. Partially matching policy core values were neither a basis for cooperation between organisations. What was different from my expectations was the fact that although all organisations are concerned with nature, they differ greatly in policy core values. Although they share a belief for nature, they could not find common ground for cooperation.

At the end, cooperation is not to be forced upon actors, but needs common ground as mentioned by Sabatier, but also in addition to the ACF needs the necessity or willingness to cooperate among actors in order to cross borders and look for possible beneficial plans and situations.

## 5.6 Discussion

One could ask the question whether or not beliefs are compromised due to cooperation in the described corporatist structure, but it rather needs to be turned around as different stances and beliefs in the policy core prohibits cooperation from taking place at all.

Actors maintain in all cases their own core values, thereby pointing at the principles and beliefs of their organization. When one needs to cooperate, the deep core values are still not being put at stake as there are shared by other actors.

Also the policy core values appear to be unchangeable in the cases we assessed, but this might be due to the boundaries set in this research. Core values are under constant pressure from internal discussion within an

organization. Within an organization there is also an arena where members or employees can express themselves and have an influence upon which course should be taken. What is seen here is that a change of policy and course can arise from debate and learning within the organization. This change can take place on a decentralised level for a specific nature park area and its actors. Or this can be on a higher national or central level, where through internal discussion by for instance a meeting of members of an organization a change of course is suggested. Also here it is not a prerequisite that core values are being traded for profits elsewhere or are being changed, but it is an arena where adaptations can be made if wanted. If there would be a change in core values, then this would come in this way from within the organization.

Interesting is that Sabatier (1999) at the other hand suggests that an opening towards policy change is foremost being offered by external changes. At first sight a contradiction appears to be the case. However, when an organization itself does not change its posture, convictions, policy or approach to a policy arena, a shift will have to be initiated by external events, followed by internal debate and learning.

Besides, an organization can very well cooperate on project basis even though it might go against (some of) its core values, as long as there is something to gain in terms of secondary aspects. As long as the actor's leaders communicates with its members on why cooperation is necessary, the core values the organization will not be put under pressure.

## **5.7 Strengths and limitations**

There are a number of limitations due to methodological choices in this research that should be mentioned. Because the choice has been made to conduct semi-structured interviews, not every question could be answered in completely the same manner in each interview. As such the number of certain statements can differ per question area. This can be a threat to the internal validity of the research. Nevertheless, the advantages of the semi-structured interview outweigh this disadvantage. As through this qualitative research it is possible to determine what the motivations, principles and notions are behind the actions taken and implemented policy. As such, by means of these semi-structured interviews it is possible to attain insight into the cracks or windows of opportunity between policy in theory and policy in practice.

The choice was made to interview at least four persons per case and if possible to enlarge this number. This has surely been done in the cases of the Oostvaardersplassen and the Markermeer-IJmeer as the involved actors were present here in great numbers.

A point for possible future research is to look whether or not it is paying off as an organization within the Dutch 'Poldermodel' to not engage into coalitions, but rather to place policy issues on the agenda instead.

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## **Appendix 1: Interview questionnaire**

The respondents will be questioned along two subjects. These questions do not have a fixed order, but a mend as a walkthrough for the interviewer. Along these questions it will be made insightful what the stances on nature are of the various actors. Which core values they hold, what kind of nature policy is being pursued, and to what extent these core values are firmly held in the face of cooperation amongst actors.

### **1 Natuuropvatting(en)/Kernwaarden**

- Hoe denkt u of uw organisatie over natuur?
- Hoe kijkt u aan tegen de natuur, wat verstaat u daaronder?
- Ligt hierbij de nadruk op het ontwikkelen of het behouden van natuur?
- Hoe is uw natuuropvatting door de tijd gevormd?
- In hoeverre worden uw natuuropvattingen gestuurd door menselijk handelen?
- Is er een onderscheid te maken tussen de kernwaarden in de mate van belangrijkheid?
- Zijn de genoemde kernwaarden ook terug te vinden in beleidsstukken?
- In hoeverre krijgt u het ook voor elkaar om de gevormde visie in de werkelijkheid tot stand te brengen? Loopt u tegen beperkingen of weerstand aan? Waarvan weerstand?
- In hoeverre ziet u uw wensen in de nabije toekomst verwezenlijkt? Hoe groot acht u de kans?
- Op welke manier probeert u of uw organisatie invloed uit te oefenen op anderen, om zodoende uw wensen te verwezenlijken?

### **2 Samenwerking**

- In hoeverre oefent u invloed uit op de besluitvorming en/of het beheer van het natuurgebied?
- In hoeverre heeft u mede- of tegenstanders voor wat betreft uw wensen voor het natuurgebied?
  - Zo ja, kunt u deze actoren benoemen?
    - Is er sprake van frequent overleg?
    - Is dit overleg structureel of incidenteel?
    - In hoeverre verschilt u van uw 'coalitiepartners' voor betreft de kernwaarden omtrent natuur? Zitten zij meer op behoud of op ontwikkeling?
- In hoeverre wordt samenwerking bemoeilijkt door het verschil in kernwaarden?
- In hoeverre zijn er wensen verwezenlijkt aan de hand van eigen handelen / samenwerking?
- We hebben het zojuist erover gehad dat u waarde hecht aan... Welke van deze punten vindt u van groter of minder groot belang?
  - Heeft u daarbij het idee dat u wat inlevert of opgeeft?
- Op welke punten bent u eerder geneigd om 'water bij de wijn te doen', om zodoende andere punten wel te verwezenlijken?

## Appendix 2: Respondents

- Bas Worm  
Vereniging het Edelhert
- Flos Fleisher  
Verantwoord Beheer IJsselmeer
- Gradus Lemmen  
Natuurmonumenten
- Hans Breeveld  
Staatsbosbeheer
- Hans Dannis  
Milieudefensie
- Hans Ghijssels  
LTO Noord
- Hesper Schutte  
Natuurmonumenten
- Riet Rijs  
Het Flevo-landschap
- Wim Kleefstra  
Stichting Vogel- en Natuurwacht Zuid-Flevoland
- Wouter Iedema  
Rijkswaterstaat; Rijksdienst voor de IJsselmeren
- Yvonne Bierman  
Stichting Welzijn Grote Grazers



### Appendix 3: Comparing policy core values of actors (coding scheme)

Table 3: Comparing Policy Core Values in the Oostvaardersplassen

	Comparing Policy Core Values of actors				
Actors in the Oostvaardersplassen	Stichting Welzijn Grote Grazers	Staatsbosbeheer	Het Flevolandschap	Vereniging het Edelhert	Stichting Vogel-en natuur-wacht Zuid-flevoland
Stichting Welzijn Grote Grazers		Preservation and animal welfare Development	Preservation and animal welfare Maintenance and experience	Preservation and animal welfare Biodiversity	Preservation and animal welfare Biodiversity and experience
Staatsbosbeheer	Development Preservation and animal welfare		Development Maintenance and experience	Development Biodiversity	Development Biodiversity and experience
Het Flevolandschap	Maintenance and experience Preservation and animal welfare	Maintenance and experience Development		Maintenance and experience Biodiversity	Maintenance and experience Biodiversity and experience
Vereniging Het Edelhert	Biodiversity Preservation and animal welfare	Biodiversity Development	Biodiversity Maintenance and experience		Biodiversity Biodiversity and experience
St. Vogel-en natuur-wacht Zuid-Flevoland	Biodiversity and experience Preservation and animal welfare	Biodiversity and experience Development	Biodiversity and experience Maintenance and experience	Biodiversity and experience Biodiversity	

Table 4: Comparing Policy Core Values in the Markermeer-IJmeer

	Comparing Policy Core Values of actors				
Actors in the Markermeer-IJmeer	Natuur-monumenten	Staatsbosbeheer	Stichting VBU	Milieudefensie	Rijkswaterstaat
Natuurmonumenten		Development and Biodiversity Maintenance and biodiversity	Development and Biodiversity Biodiversity	Development and Biodiversity Preservation and animal welfare	Development and Biodiversity Durable maintenance
Staatsbosbeheer	Maintenance and biodiversity Development and Biodiversity		Maintenance and biodiversity Biodiversity	Maintenance and biodiversity Preservation and animal welfare	Maintenance and biodiversity Durable maintenance
Stichting VBU	Biodiversity Development and Biodiversity	Biodiversity Maintenance and biodiversity		Biodiversity Preservation and animal welfare	Biodiversity Durable maintenance
Milieudefensie	Preservation and animal welfare Development and Biodiversity	Preservation and animal welfare Maintenance and biodiversity	Preservation and animal welfare Biodiversity		Preservation and animal welfare Durable maintenance
Rijkswaterstaat	Durable maintenance Development and Biodiversity	Durable maintenance Maintenance and biodiversity	Durable maintenance Biodiversity	Durable maintenance Preservation and animal welfare	



#### Appendix 4: Coding table of nature stances

<b>Natuurmonumenten Naardermeer</b>	
Biodiversiteit versus landschap; ofwel ecologen versus bevolking	Verschuiving biodiversiteit naar landschap
NM is een belangenpartijen. Je kan doen wat de mensen er van vinden, dus landschap. Of je kan de deskundigen volgen op wat zijn als natuur zien, dus biodiversiteit.	Natuur behouden voor mensen, zoals zij de natuur zien
Natuur is van zichzelf niet statisch, dus al die natuurtypen zijn al dynamisch geweest omdat landbouwgebieden waren, of heidegebied of een buitenplaats.	
Natuurlandschappen waren natuurlijk ook altijd in beweging door de dynamiek van rivieren, wind en zee. Alleen dat hebben wij allemaal uitgebannen.	
Maar wil je al die planten- en diersoorten in stand houden, dan moet je dus wel die dynamiek nabootsen. Dat doen wij met cyclisch beheer: maaien, baggeren, plaggen, al dat soort dingen	
Dat is eigenlijk allemaal nabootsing van die dynamiek die hier voor 1900 nog van zichzelf was. Dat is eigenlijk het hele natuurbeheer.	
We hebben er nu voor gekozen om een beweging te worden, dus groter dan een vereniging, en wij gaan vragen aan mensen die positief staan tegenover natuur, wat dat ook mag zijn,	
wat zij belangrijk vinden. En daar gaan wij de spreekbuis van worden.	
De doelstelling van NM is natuur kopen en beheren, om dat te behouden voor mensen.	
<b>LTO Noord Naardermeer</b>	
Ja, als land en tuinbouworganisatie hebben wij op zich niks tegen natuur, alleen het kost veel grond.	
En als het gaat om natuurontwikkeling dan is het over het algemeen zo dat landbouwgrond wordt opgeofferd voor natuur	
als het gaat om ontwikkeling zoek je de samenwerking, en daarbij probeer je voor alle partijen, in dit geval landbouw en natuur, winst te behalen.	
90 procent van de natuurgebieden door de agrariërs wordt beheerd of nog in eigendom is.	Volgende natuur
<b>Natuurmonumenten Markermeer IJmeer</b>	
Dat er ook ruimte is in de natuur, dat je ook kunt struinen door de natuur. Dat je niet alleen maar aangelegde paden hebt, en alleen op de paden mag genieten van de natuur,	Natuurbeleving
dus echt de natuurbeleving dat moet kunnen. En daar heb je grootschalige natuurgebieden voor nodig, want anders kun je dat niet ervaren, die natuurbeleving.	
het ingewikkelde aan het Markermeer, want het is een vaargebied voor scheepvaart en een visserijgebied. Dus veel zeilboten, charter, grote zeilboten die er allemaal gebruik van maken.	Gebruiksnatuur
Daarnaast wordt het ook nog gebruik om water uit te winnen. Het drinkwater. Dus het is een heel divers meer, en natuur wordt wel eens vergeten.	
<b>Verantwoord Beheer IJsselmeer Markermeer IJmeer</b>	
Waar ik vanuit wil gaan, steeds meer, is dat ik uit ga van biodiversiteit. En dat die biodiversiteit ons een aantal diensten levert, omdat het er ligt.	Biodiversiteit
Dat zijn de ecosysteemdiensten en natuur is ook een ecosysteemdienst, zo zie ik dat. Een robuust ecosysteem is de drager van alle functies.	Natuur als geheel
<b>Rijkswaterstaat Markermeer IJmeer</b>	
Als we vanuit Rijkswaterstaat spreken dan wordt natuur primair benaderd als wat we moeten doen, functioneel dus. We kijken waar gaan we over? En waar kunnen we iets mee?	Functionele natuur
Onze houding is ook veranderd op de natuur, want formeel voor natuur hebben wij geen rol.	
Een inhoudelijke visie hebben we 5 jaar geleden opgesteld en aangeleverd. Die wordt nog steeds gebruikt. Maar tot vandaag de dag zullen wij dit niet op zo'n manier mogen uitdragen.	
<b>Staatsbosbeheer Markermeer IJmeer</b>	
SBB die is een zelfstandig bestuursorgaan, maar die hangt heel erg aan het Ministerie en er worden meteen Kamervragen gesteld als ze iets verkeerd doen, dus die zijn veel politiekgevoeliger	Kartrekker natuurvernieuwing
SBB had altijd het idee, dat als er nieuwe natuur gemaakt moest worden, dan zijn zij de beheerder.	Beheren van natuur
Mochten anderen toch iets willen beheren dan, dan moest men vroegtijdig aan tafel zitten om ideeën in te brengen.	

<b>Milieudefensie Markermeer IJmeer</b>	
wij moeten onze aarde beschermen, wij moeten zorgen dat die kan worden doorgegeven.	
biodiversiteit geeft enkel iets aan over de stand van de omgeving, over de kwaliteit. Maar vooral die kwaliteit moet worden behouden.	Natuurbehoud
Wij zullen ons niet inzetten voor het beschermen van een bijzonder diersoort, maar we zullen wel constateren dat mensen die op deze aarde zijn, recht hebben op een omgeving waarin de natuur en haar dieren in zijn waarde wordt gelaten	Algemeen dierenwelzijn
<b>Flevolandschap Oostvaardersplassen</b>	
2 doelstellingen; (1)beheren, ontwikkelen en herstellen van natuur; en (2)natuur te beleven.	Beleefbare natuur
Niet koste van alles behouden als de natuurwaarden laag zijn.	Ontwikkelen van natuurlage waarden Beheren van hoge natuurwaarden
<b>Vereniging het Edelhert Oostvaardersplassen</b>	
Een vereniging voor één diersoort, naja maar ik zeg, het ons niet echt om de diersoort alleen. Het edelhert is natuurlijk mooi dier maar het idee is dat als het voor een Edelhert goed maakt, dan maak je het voor heel veel dieren- en plantensoorten een goeie omgeving om in te verblijven, voort te planten, etc,he.	Intrigerende natuur
<b>Stichting Welzijn Grote Grazers Oostvaardersplassen</b>	
mijn stichting ziet natuur als iets heel kostbaars wat je goed moet beschermen en moet behoeden.	Gemodificeerde natuur
En het is zowel voor de plantenwereld, voor de vogels en voor de dieren die daarin leven. Als wij geen natuur meer hebben, ik moet er niet aan denken.	
<b>Stichting Vogel- en Natuurwacht Zuid Flevoland Oostvaardersplassen</b>	
Maar natuur om te beleven, als dat er niet zou zijn, zouden we dat wel erg jammer vinden.	Natuurbeleving
Natuur hoeft niet statisch te zijn. Dat kan ook niet statisch zijn. bossen worden zo langzamerhand wat ouder, dus die beweging zit erin, sowieso.	
Op sommige punten willen we dat wel terugdringen, willen wij de klok weer terugzetten zodat die successie opnieuw kan beginnen.	Intrigerend/educatief
De natuur zijn gang laten gaan, tenzij... Kijk je hebt de Lepelaarplassen, daartegenaan zijn graslanden, natte graslanden, er zijn koeien die dat begrazen. Als je zou zeggen je moet de natuur zijn gang laten gaan, dan moet je die koeien ook weghalen. Dan wordt dat op een gegeven moment ook bos.	
<b>Natuurmonumenten Oostvaardersplassen</b>	
Natuur is iets dat belangrijk is voor de gemeenschap (in de eerste plaats), iets wat kwetsbaar is, iets wat waard is om te beheren en beschermen, iets wat ook voor iedereen is.	Behouden wanneer je tevreden bent met wat je hebt, ontwikkelen als je ergens anders naartoe wil
Staatsbosbeheer heeft als opdracht natuurlijk, het beheren en in stand houden van de terreinen van de Nederlandse staat. Bij het grootste gedeelte van de terreinen is de bedoeling instandhouding, het beheersen en beheren van het gebied. en er zijn een aantal andere gebieden, en daar is de Oostvaardersplassen	
misschien nog wel het meest aansprekende voorbeeld van, en dat zijn allereerst nog steeds gebieden die beheerd worden, maar ook gebieden waar natuur de ruimte krijgt. en dat is kenmerkend voor de Oostvaardersplassen.	
De natuur die de ruimte krijgt om zich binnen kaders, binnen een zeker framework, kunnen ontwikkelen, waarbij we er vanuit gaan dat op termijn een minstens zo duurzaam is,	
of duurzamer kan zijn dan echt enkel beheren van de natuur.	Wilde natuur
En ja, je hebt natuurlijk ook de weidsheid van het gebied en de wildernis van de beleving. Dat is iets van de mensen, dat is iets van grootsheden van de ongereptheid. Dan lopen er ineens duizend paarden weg, maar dat is een andere kernwaarde, maar dat zijn wel emotionele kernwaarden.	

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<sup>1</sup> Rijksnatuurvisie 2014 'Natuurlijk verder', Ministerie van economische zaken (2014), Den Haag

<sup>2</sup> alles wat zichzelf ordent en handhaaft, al of niet in aansluiting op menselijk handelen, maar niet volgens menselijke doelstellingen, Schroevers, P.J. (1982). *Landschapstaal; een stelsel van basisbegrippen voor de landschapsecologie*, Pudoc, Wageningen; geciteerd bij Lenders e.a. (1997). p.147

<sup>3</sup> het bij natuur gaat om zelfordening en daarmee samenhangende processen, Schroevers, P.J. (1982). *Landschapstaal; een stelsel van basisbegrippen voor de landschapsecologie*, Pudoc, Wageningen; geciteerd bij Lenders e.a. (1997). p.147

<sup>4</sup> Niet door de mens gewijzigde omgeving of omstandigheden, Van Dale (2011) *Online woordenboek*. Geraadpleegd op 08-05-2011:

<<<http://www.vandale.nl/vandale/zoekService.do?selectedDictionary=nn&selectedDictionaryName=Nederlands&searchQuery=natuur>>>

<sup>5</sup> een mensgerichte benadering, of een benadering die gericht is op andere groeps- of systeembelangen, Voogd, H. (1999). *Facetten van de planologie*. Alphen aan den Rijn: Samson Uitgeverij

<sup>6</sup> ecosofische visie: Hierin staat de harmonie met de natuur als een samenlevingsmodel centraal. Technologie wordt functioneel ingepast in de harmonische relatie met de natuur. Op die manier ontstaan kleinschalige (zelfvoorzienende) autonome eenheden

<sup>7</sup> duurzaam-technologische visie: Hierbij staat het optimaal gebruik van innovatieve en duurzame technologie centraal. Hoogwaardige technologie wordt gezien als een voorwaarde voor de overleving van mens en milieu.

<sup>8</sup> Deze minimalisering wordt gezien als voorwaarde voor maximalisering van natuurwaarden LNV (1990), *Natuurbeleidsplan*. Ministerie van Landbouw. Natuurbeheer en Visserij, Den Haag.

<sup>9</sup> met het oog op de verslechterende natuurkwaliteit, waarbij traditionele concepten van natuurbehoud en natuurbeheer niet (langer) afdoende zijn, Kelchtermans, T. (1989), MINA-plan 2000, *Analyse en Voorstellen voor een Vernieuwd Vlaams Milieu- en Natuurbeleid*, Ministerie Vlaamse Gemeenschap

<sup>10</sup> een offensief karakter heeft, waarbij het denken niet enkel gericht is op het inhoudelijke natuurdenken, maar eveneens op het strategisch handelen om zodoende de natuur te ontwikkelen, Bogaert, D.C.M. (2004). *Natuurbeleid in Vlaanderen, Natuurontwikkeling en draagvlak als vernieuwingen?*, Nijmegen

<sup>11</sup> Natuurbehoud is het streven naar een zo groot mogelijke verscheidenheid zowel aan geogenetische structuren als aan soorten van planten en dieren, levend in ecosystemen. Zij zijn de resultante van natuurlijke ontwikkelingsprocessen – abiotische zowel biotische – waarbij de bijdragen van de mens zijn begrepen, voor zover die verrijkend werken of gewerkt hebben op de totale verscheidenheid aan soorten en (landschaps)structuren, Natuurmonumenten (1978). Doelstellingsnota van de verenging tot Behoud van Natuurmonumenten Nederland; Westhoff, V. (1993). *Oecologische grondslagen van natuurbehoud en natuurbeheer*. In M. Cals, M. de Graaf & J. Roelofs, (1993). Effectgerichte maatregelen tegen verzuring en eutrofiering in natuurterreinen, Vakgroep Oecologie KU, Nijmegen/NBLF, 's-Gravenhage. p.171-188

<sup>12</sup> dat wat mensen onder natuur verstaan", Buijs, A.E. & Filius, P. (1998a). *Natuurbeelden in de praktijk*. De invloed van natuurbeelden en natuurvisies op gedrag en mening over het beleid. DLO-IBN/DLO-SC, rapport 623, Wageningen

<sup>13</sup> afnemende natuurlijkheid en de mate van toenemende menselijke beïnvloeding. Ook worden natuurbeelden geschetst op grond van cognitieve, ethische en esthetische inzichten, Swart, J.A.A., H.J. Windt, van der & Keulartz, J. (2001). *Valuation of Nature in Conservation and Restoration*, in: *Restoration Ecology*, Vol. 9, nr 2, june 2001, 230-238.

<sup>14</sup> Hoe hoger de cultuurdruk, des te minder natuur er overblijft. Doordat de mens meer ordent, blijft er minder ruimte over voor natuurlijke ordening, Londo, G. (1997). *Bos- en Natuurbeheer in Nederland 6*, Leiden: Backhuys Publishers

<sup>15</sup> staat het tussen natuur en cultuur in en is een dergelijk schraalland een zogenaamd halfnatuurlijke levensgemeenschap, Westhoff, V. (1949). *Schaakspel met de natuur*. *Natuur en Landschap* 3, 2: p.54-62

<sup>16</sup> een omschakeling van conserverend natuurbehoud naar ontwikkelingsgerichte natuurontwikkeling, Boer, S. de, Kuindersma, W., Zouwen, M.W. van der, Tatenhove, J.P.M. van (2008). *De Ecologische Hoofdstructuur als gebiedsopgave*, Bestuurlijkvermogen, dynamiek en diversiteit in het natuurbeleid, Wageningen

<sup>17</sup> Hierbij liggen de zwaartepunten op aspecten als ecologische waarden, aardkundige waarden, cultuurhistorische waarden en bestaande beleefingswaarden, Boer, S. de, Kuindersma, W., Zouwen, M.W. van der, Tatenhove, J.P.M. van (2008). *De Ecologische Hoofdstructuur als gebiedsopgave*, Bestuurlijkvermogen, dynamiek en diversiteit in het natuurbeleid, Wageningen

<sup>18</sup> allereerst sprake zijn van verkenning en vernieuwing. Nieuwe inzichten moeten worden verkend, inzichtelijk en toepasbaar worden gemaakt, Boonstra, J. & Caluwé, L. de (2006). *Interveniëren en veranderen*, Zoeken naar betekenis in interacties, Kluwer

<sup>19</sup> een paradoxale situatie waarin behoefte aan controle en beheersing conflicteert met innovatie en vernieuwing, en waarin het uitzetten van een heldere koers en krachtdadige sturing op gespannen voet staat met verkennen,

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experimenteren en zelfsturing, Boonstra, J. & Caluwé, L. de (2006). *Interveniëren en veranderen*, Zoeken naar betekenis in interacties, Kluwer

<sup>20</sup> Kwantitatief onderzoek kan worden aangeduid als een manier van onderzoek waarbij bevindingen met name worden vastgelegd in tabellen, grafieken, cijfers en berekeningen. Wanneer een onderzoek op een kwalitatieve leest gestoeld is, dan zal de nadruk komen te liggen op een beschouwende en interpreterende benadering, Verschuren, P., Doorewaard, H. (2007). *Het ontwerpen van een onderzoek*, Den Haag

<sup>21</sup> de natuur staat er op eigen benen, en kent het natuurgebied een volledige kringloop. Dat leidt tot bijzondere natuurwaarden, maar ook tot een nieuwe relatie tussen mens en natuur, H. Breeveld, (personal interview, November 21, 2011)

<sup>22</sup> Het in stand en ontwikkelen van een zo compleet mogelijke zoetwatermoeras als ecosysteem met aandacht voor de meest prioritaire soort, H. Breeveld, (personal interview, November 21, 2011)

<sup>23</sup> gelegenheid geven tot ontwikkeling van het gebied. Het landschap moet zich kunnen ontwikkelen, H. Breeveld, (personal interview, November 21, 2011)

<sup>24</sup> Het in stand houden en verder laten ontwikkelen van een natuurlijk moerasesecosysteem met een hoge natuurwaarde als voortplantings- en verblijfgebied van vrij levende moerasvogels en zoogdieren, Staatsbosbeheer (2011). Managementplan Oostvaardersplassengebied 2011 -2015, Uitwerking en implementatie van ICMO2 maatregelen, monitoring en communicatie

<sup>25</sup> We kunnen wel allemaal op papier gaan zetten wat willen, maar daar gebeurt toch niet want mee, want ze (SBB red.) willen dat project houden, Y. Bierman, (personal interview, December 12, 2011)

<sup>26</sup> in de kwaliteit van natuur en de in de beleving van de natuur, R. Rijs, (personal interview, December 12, 2012)

<sup>27</sup> zal de draagkracht groter worden en worden meer Flevolandse betrokken bij de natuur, R. Rijs, (personal interview, December 12, 2012)

<sup>28</sup> Draagvlak in de samenleving en er ook echt zijn, R. Rijs, (personal interview, December 12, 2012)

<sup>29</sup> Bij lage natuurwaarden juist ontwikkelen, bij hoge natuurwaarden behouden. De waarden bepalen de koers, R. Rijs, (personal interview, December 12, 2012)

<sup>30</sup> Het is ook een hele aabare en recreatieve en interessante soort, mensen gaan er graag naar kijken, hebben daar ook wat voor over, B. Worm, (personal interview, December 5, 2011)

<sup>31</sup> Het gaat er vooral om dat je de omstandigheden creëert waarbij zo'n groot wild zoogdier als het edelhert zich in zo'n drukbevolkt landje als Nederland zich kan handhaven, B. Worm, (personal interview, December 5, 2011)

<sup>32</sup> proberen te kijken naar nieuwe leefgebieden, en naar verbindingen daartussen, B. Worm, (personal interview, December 5, 2011)

<sup>33</sup> de vogels in zuidelijk Flevoland en daarmee alle natuurgebieden waar ze in voorkomen, te bestuderen en te beschermen, W. Kleefstra, (personal interview, February 7, 2012)

<sup>34</sup> de juridische bescherming die krijg je alleen maar op basis van wat in de wet staat. Deze is in onze ogen te statisch, W. Kleefstra, (personal interview, February 7, 2012)

<sup>35</sup> De natuur zijn gang laten gaan, tenzij..., W. Kleefstra, (personal interview, February 7, 2012)

<sup>36</sup> het belang van intrinsieke waarde van de natuur, G. Lemmen, (personal interview, November 21, 2012)

<sup>37</sup> een levenskrachtbare land- en tuinbouw willen hebben, waarmee dus ook een boterham moet kunnen worden verdiend, H. Ghijsels, (personal interview, December 22, 2011)

<sup>38</sup> (1) een toekomstbestendig en veerkrachtig ecologisch systeem; (2) klimaatbestendigheid van het gebied op het vlak van zoetwatervoorraad en water veiligheid; (3) duurzaam, hoogwaardig en efficiënt ruimte scheppen voor andere functies zoals wonen, werken, recreatie en infrastructuur; (4) verhoging van de leefbaarheid en ruimtelijke kwaliteit van het gebied. Stuurgroep Toekomstagenda Markermeer-IJmeer. (2008). *Investeren in Markermeer en IJmeer, Ontwikkelingsperspectief en actieplan*, Almere: Evers Litho & Druk

<sup>39</sup> Dat er ook ruimte is in de natuur, dat je ook kunt struinen door de natuur. Dat je niet alleen maar aangelegde paden hebt, en alleen op de paden mag genieten van de natuur, dus echt de natuurbeleving dat moet kunnen. En daar heb je grootschalige natuurgebieden voor nodig, want anders kun je dat niet ervaren, die natuurbeleving, H. Schutte, (personal interview, March 8, 2012)

<sup>40</sup> Een heel stel kleine snippertjes natuur is toch minder waard dan hele grote gebieden, H. Schutte, (personal interview, March 8, 2012)

<sup>41</sup> De natuur die hier nu is, dat is eigenlijk best weinig, omdat het een grote bak water is met behoorlijk steile randen. Je hebt heel erg weinig vooroevers, dus het ziet er eigenlijk superonnatuurlijk uit, omdat het aardig door de mensen aangepakt is. Dus behouden zit er bijna niet in, want de kwaliteiten zijn niet heel hoog, H. Schutte, (personal interview, March 8, 2012)

<sup>42</sup> Eigenlijk zijn we allemaal als natuurorganisaties bezig met het land mooier maken, natuurlijker maken en niet vol te bouwen, dus is die zin hebben we wel een overlap in doelstellingen ook wel, H. Schutte, (personal interview, March 8, 2012)

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<sup>43</sup> Je moet wel realistisch zijn en niet je ogen sluiten voor de andere zaken die spelen in een gebied, H. Schutte, (personal interview, March 8, 2012)

<sup>44</sup> als er nieuwe natuur gemaakt moest worden, dan zijn zij (SBB red.) de beheerder en die moesten we vroegtijdig aan tafel zitten om zo ideeën in te brengen om toch iets te beheren, H. Schutte, (personal interview, March 8, 2012)

<sup>45</sup> Zowel biodiversiteit als natuur is een ecosysteemdienst, en een robuust ecosysteem is de drager van alle functies, F. Fleischer, (personal interview, March 27, 2012)

<sup>46</sup> Men moet zorgvuldig omgaan met de aarde en proberen het feit dat we op de aarde zijn als mensen, zo goed mogelijk in harmonie te brengen met wat de aarde aankan, H. Dannis, (personal interview, June 26, 2012)

<sup>47</sup> beschermen en er voor zorgen dat die kan worden doorgegeven, H. Dannis, (personal interview, June 26, 2012)

<sup>48</sup> bescherming van de aarde om te zorgen het niet uitgeput wordt, H. Dannis, (personal interview, June 26, 2012)

<sup>49</sup> het landschap te beschermen en om te zorgen dat Nederland nog enigszins bleef lijken op het Nederland dat we kennen, H. Dannis, (personal interview, June 26, 2012)

<sup>50</sup> Je kan het maar 1x verpesten, H. Dannis, (personal interview, June 26, 2012)

<sup>51</sup> de natuur moet kansen krijgen, maar aan de andere kant, de natuur zoals die er nu ligt heeft ook kansen en het moet vooral niet een heel ander gebied gaan worden, H. Dannis, (personal interview, June 26, 2012)

<sup>52</sup> het kale beheer, W. Iedema, (personal interview, March 27, 2012)

<sup>53</sup> De basishouding is wij doen wat wij verplicht zijn te doen. Heel kaal, een reactieve houding. Maar de grondhouding is ook openstaan richting omgeving." W. Iedema, (personal interview, March 27, 2012)

<sup>54</sup> Dat betekent niet dat we moeten zorgen voor alles, maar dat we moeten zorgen dat het beheerplan er komt, W. Iedema, (personal interview, March 27, 2012)