

Joint vision on nature

An advise for the province Gelderland to create a balanced soft policy for nature that produces coherent activities by stakeholders



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Preface

A wise family member motived me at the end by saying: '*Chantal, this is the cherry on top of the cake. After you finish your thesis, you will receive your diploma and then you can focus on your new job.*' These words, together with the support from loved ones, family, friends and colleagues, motivated me to keep on writing and finish the research. The result, of which I am very proud, is presented here.

I am great full for all the support that I received during the research from everyone. I want to thank my mentors – Rene Torenvlied and Veronica Junjan – from the university of Twente for not only teaching and supporting me during my entire study, but also for motivating and helping me to reach my full potential. I have always enjoyed and learned a lot from our meetings, thank you!

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Chantal Schoemaker

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1. Introduction

This thesis focusses on developing a balanced soft policy for nature in the province of Gelderland to secure coherent activities by stakeholders. In order to create policy coherence, the policy has to anticipate to the different preferences of the stakeholders. This can be done by creating a jointly search towards a policy on nature which is defined by the literature as: (I) interactive policy making. This concept consists of two elements: (I.I) the content and (I.II) the process. The preferences of the stakeholders on both aspects will be examined to determine the preferences and provide an advise on the matter. Besides the preferences of the stakeholders on interactive policy making, the thesis will also focus on examining the preferences on (II) the involvement of citizens and companies. Here a distinction is made between (II.I) motives and circumstances, and (II.II) contribution and support.

To find out what the stakeholders prefer on both interactive policy making and the involvement of citizens and companies on nature, 24 interviews will be conducted with a diverse group of stakeholders involved with nature and landscapes. The data from the interviews will lead to an advise on how and under what conditions the province of Gelderland is able to design a balanced soft policy.

1.1 Interactive policy making

The origin of the concept 'participation' [*inspraak*] is found in the 60s of the last century (Edelenbos, 2000, p. 5). Citizens were given the opportunity to participate through *gravamen* [*bezwaarschriften*] after the policy was drafted. Initially this seemed very solid, until in time the need arose to participate in an earlier stage of policy making (De Graaf, 2007, p. 14). Therefore, interactive policy making fits into the Dutch tradition of governing. The concept of interactive policy making (I) can be divided into two elements: policy making (I.I) and interactive (I.II). The first element 'policy making' refers to the content of the policy whereas the second element 'interactive' refers to the process focussing on interaction and collaboration between stakeholders (de Graaf, 2007, p. 16).

'Choices that require multiple stakeholders to balance conflicting objectives are among today's most controversial decisions' (Gregory and Keeney, 1994, p. 1035). Because of the divergent stakeholders, their preferences will also variate. The divergent preferences influence the preferences of the stakeholders on interactive policy making and on citizen- and company participation. In order to find a common path the stakeholders need to cooperate. Driessen, Glasbergen & Verdaas (2001, p.322) argue that 'cooperation is the only way to create a basis for support, in view of the divergent interests at stake'. Here, the concept 'support' is used to indicate support for ideas, decision and policy (de Graaf, 2007).

Support can be gained when the divergent stakeholder participate in the process of interactive policy making and play an active role in a jointly search towards a decision. This process is divided into different phases: (1) the exploration, (2) the initiative, (3) common perception, (4) joint problem-solving, (5) decision making, and (6) implementation (Driessen, 1997; Driessen, Glasbergen & Verdaas, 2001, p. 322-323)).

This thesis will focus on the first phase of interactive policy making: 'the exploration' also known as the preparation and problem-scouting phase of Edelenbos (2000, 25) in order to create an ideation for the nature vision of the province Gelderland and create coherent activities by stakeholders.

1.2 Research question

Creating a policy for nature is difficult. The nature in the province of Gelderland is already very diverse and there are a lot of stakeholders that have to be taken into account in order to create policy coherence. To be able to formulate an advise on how the policy on nature should be drafted the following research question will be central:

Under what conditions and how can the province of Gelderland design a balanced soft policy for nature that produces coherent activities by stakeholders?

It is important for the province Gelderland to create a policy for nature in collaboration with the stakeholders. Therefore, the '*how*' refers to interactive policy making and '*under which conditions*' depend on the individual preferences of the stakeholders on interactive policy making and the involvement of citizens and companies on nature. The assumption is made¹ that interactive policy making leads to support that is needed to create policy coherence. The support and coherence of the policy will be based on balancing out the divergent preferences.

To provide an answer to this research question a distinction will be made between sub questions.

First, the literature on policy making will be analysed to create a theoretical framework for the thesis. The first sub-question is:

1. What theoretical conditions and mechanisms are specified by theory on policy making?

The search will focus on interactive policy making and the involvement of citizens and companies on nature. This will lead to a basis for research and establish assumptions that can be tested.

Once the theoretical framework is established the focus will turn to the preference of the stakeholders. The following sub-questions will focus on the preferences of the stakeholders on interactive policy making and on the involvement of citizens and companies.

2a. What are the preferences of the stakeholders about the content of interactive policy making on the nature vision of the province Gelderland?

2b. What are the preferences of the stakeholders about the process of interactive policy making on the nature vision of the province Gelderland?

2c. What are the salience of the stakeholders for involving citizens and companies and what are the preferences of these stakeholders on contribution and support of citizens and companies?

By answering these sub-questions an overview is provided of what the stakeholders prefer when creating a nature vision. In order to create an advise on how the province of Gelderland can secure coherent activities by stakeholders the final sub-question has to be answered:

3. How should the process of interactive policy making and involvement of citizens and companies on nature be designed to facilitate coherent activities by the stakeholders?

¹ The assumption is based on the literature. See chapter 3.

1.3 Scientific and social relevance

Both scientific and social relevance factors relate to developing the policy on nature for the province of Gelderland. The scientific relevance is found in exploring the applicability of the theory on policy making and policy coherence on the case of the province of Gelderland. There is an extensive amount of literature on the concept policy making. In order to determine how and under what conditions the province of Gelderland can develop a balanced soft policy the literature has to be specified on the assignment of the province Gelderland². Secondly, the social relevance is found in the answer that is provided by the thesis to the question of the province of Gelderland. Or in other words creating a jointly vision with the stakeholders.

1.4 Outline of the thesis

As mentioned before, this thesis will focus on providing an advise for the province of Gelderland on under what conditions and how they can develop a balanced soft policy for nature that produces coherent activities by stakeholders. To create an overall basis for the thesis, chapter two will focus on providing information on what the value of nature is for the province Gelderland, provide information about the background of the policy on nature and the precursor of the nature vision, and describe the assignment from the province of Gelderland. The third chapter will focus on providing a theoretical framework for the thesis. Here, the literature on the concepts of interactive policy making and the involvement of citizens and companies are analysed. The theory on interactive policy making makes a distinction between the content and the process of policy making whereas the literature on the involvement of citizens and companies provides a distinction between the motives and circumstances, and the contribution and support. Moreover, the literature provides assumptions that will be tested in the thesis.

After the theoretical framework is on the basis of the literature on policy making, the methodological framework is given in chapter four. This chapter describes how the variables in chapter three are operationalized and measured. On the basis of interviews with 24 stakeholders the information needed to answer the research question is gathered. Here, an overview is given of which interview question relates to what variable. The following three chapters provide an overview of the results from the interviews with the stakeholders. Furthermore, at the end of each chapter a conclusion is giving focussing on the assumptions made on the theoretical framework and consists of combined conclusions of the different paragraphs. Chapter five and six focus on the preferences of stakeholders on interactive policy making (I) whereas chapter seven focusses on the preferences of stakeholders on the involvement of citizens and companies (II). The three chapters will be described shortly.

Chapter five focusses on analysing the preferences of the stakeholders on the content (I.I) of the policy on nature. Here a distinction is made between the analysis of the problem (I.I.I) and the search for solutions (I.I.II). Chapter six focusses on the preferred process (I.II) for making the policy on nature by analysing the given conditions for the process (I.II.I) and a draft of the design (I.II.I) to secure the interests of the stakeholders and policy coherence. Chapter seven focusses on the involvement of citizens and companies on nature (II). Here, a distinction is made between the motives and circumstances (II.I), and the contribution and support (II.II). Finally, chapter eight will provide an answer to the research question: *Under what conditions and how can the province of Gelderland design a balanced soft policy for nature that produces coherent activities by stakeholders?* A conclusion is given and recommendation are presented.

² The assignment from the province of Gelderland is described in chapter 2, paragraph 2.4.

2. Research context

The coalition agreement Freedom and Responsibility from Rutte I in 2010 is the formal beginning of big changes in nature- and landscape policy (Gerritsen, Kamphorst and Bouwma, 2015, p. 19). This chapter will elaborate on the context and background of the research starting with describing the value of nature and landscape for the province of Gelderland in paragraph 2.1. The second paragraph provides an overview of the background on the policy on nature and landscapes with the coalition agreement of 2010 as a starting point. The third paragraph will elaborate on the precursor of the nature vision: *Beleidsuitwerking Natuur en Landschap*³. Finally, the last paragraph will describe the assignment of the province Gelderland. By discussing the paragraphs a basis is given for the thesis.

2.1 The value of Gelderland

Almost half of the province Gelderland consists of nature. This nature is in comparison to other province very diverse and forms together with a variety of landscapes the treasure of Gelderland [*kapitaal van Gelderland*]. Take for instance the scenic landscape of the Achterhoek [*Achterhoekse coulisselandschap*]. A scenic landscape is described as a varied landscape of fields, separated by wooded banks, hedges and hedgerows which is instantly noticeable once you cross the IJssel river. Curved roads take you across different forests, fields [*akkers*] and farms houses providing a spectacular view⁴. Two other landscapes are the Veluwe Plateau and the unique river area [*Rivierengebied*]. The Veluwe Plateau is a vast, mainly forested area with heath⁵ and the river area is characterized by small cattle farms on the clayey soils, and the cultivation of vegetables and fruit in orchards⁶.

It is important for the province Gelderland to maintain and strengthen these aspects that secure biodiversity and shape the province. Protection and quality improvement of this diverse nature and the landscapes are not only of interest for ecological purposes but also form a basis for an attractive and experiencable [*beleefbaar*] Gelderland⁷. This is of great value for not only an attractive living-, working- and settlement climate, but also for the leisure sector and other companies. Nature and landscape can be used for diverse activities outdoor, but also provide wood and fresh water. To protect the value of the diverse nature in Gelderland the province is aware of the fact that they cannot do this alone. They need the support and collaboration of the stakeholders. A term central within the province is: co-creation which will be described in chapter 3.

³ Source:

<http://webcache.googleusercontent.com/search?q=cache:zfHkt8uCR3YJ:gldtoptaken.vmware.seneca.nl/4/Home/Beleidsuitwerking-Natuur-en-Landschap.html+&cd=1&hl=en&ct=clnk&gl=nl>

⁴ Source: <http://www.achterhoek.nl/ontdekken/de-achterhoek/>

⁵ Source: Provincie Gelderland, 2009, Belvoir 3; investeren in het verleden is werken aan de toekomst.

⁶ Source: H.J. Keuning, Kaleidoscoop der Nederlandse Landschappen; de regionale verscheidenheid van Nederland in historisch-geografisch perspectief.1979 Martinus Nijhoff – Den Haag

⁷ Source: <http://www.gelderland.nl/landschap>

2.2 Background of the policy on nature in the province Gelderland

After almost a year of negotiation, the State and *Interprovinciaal Overleg* (IPO)⁸ came to an agreement in September of 2011 about decentralizing national policy on nature to the provinces. The province Gelderland agreed upon the *Onderhandelingsakkoord Decentralisatie Natuur* (ODN)⁹ on the 14th of December 2011. With this ODN the responsibilities of the policy on nature and the rural area [*landelijk gebied*] were transferred from State to provinces. There was however one exception. The State remains responsible for area's with specific State responsibilities e.g. State waters, space for the rivers [*ruimte voor de rivieren*] and the *Maaswerken* in the context of securing water safety on State level. The creation of the ODN originated from the cabinet Rutte-Verhagen, who decided in 2010 on the need for decentralization. The ODN made agreements between State and the individual provinces on the way in which the EHS [*Ecologische Hoofdstructuur*] should be realized and how the ILG-period [*Investeringsbudget Landelijk Gebied*]¹⁰ should be ended. During the ILG-period provinces were already responsible for using national budgets on the rural area 2007 – 2013 (a kind of decentralization of the implementation of national policy). Because the ODN was agreed upon in 2011, the ILG-period had to be ended sooner than 2013. Therefore it was necessary to decide how to end the ILG-period¹¹.

With the decentralization of 2011 the provinces became responsible for administrative and legal responsibilities from the ILG-period and the international obligations on nature¹². With these obligations came new tasks that the province has to accomplish: the establishment of management [*beheerplannen*] and conservation measures [*instandhoudingsmaatregelen*] for the Nature 2000 area's, weighing impacts of accepted activities on the conservation of plants and animals species, establishing rules on several aspects of the hunt and logging, the concern for invasive exotic species, providing exemption for prohibitions of releasing animal species in nature and compensation for damage and measurements for conservation of biodiversity. The agreements on the divisions of power were anchored in the *Wet Inrichting Landelijk Gebied* (WILG) and in the new law on nature: *Wet Natuurbescherming* (WNB)¹³. Both State and provinces assume that with this agreement on decentralization an essential contribution will be delivered on the realization of international goals¹⁴.

The decentralization of the policy on nature and the made agreements came to stand on shaky grounds when in April of 2012 the cabinet Rutte-Verhagen fell. This lead to uncertainties about the responsibilities of tasks and corresponding financial aspects and resulted in a temporary hold of the made agreements. After a process of intensive negotiations the former State Secretary for Economic Affairs and IPO reached an agreement that made it possible to finish the decentralization of the policy on nature. In the *Natuurakkoord* (2013)¹⁵ State and IPO agreed that provinces would get full autonomy on the policy on nature and that provinces would get more national budget to realize international goals on nature.

⁸ Umbrella of the provinces in the Netherlands [*koepelorganisatie*]

⁹ ILG: inzet van rijksmiddelen voor het landelijk gebied door de provincies in 2007 – 2013. Source: Bestuursovereenkomst Investeringsbudget Landelijk Gebied 2007-2013.

¹⁰ <https://www.rijksoverheid.nl/documenten/richtlijnen/2011/10/06/onderhandelingsakkoord-decentralisatie-natuur>

¹¹ Natura 2000, Programmatische Aanpak Stikstof (PAS) en de Kaderrichtlijn Water (KRW)

¹² <https://zoek.officielebekendmakingen.nl/stb-2016-34.html>

¹³ Source: Beleidsuitwerking Natuur en Landschap 2012

¹⁴ Source: <http://www.binnenlandsbestuur.nl/ruimte-en-milieu/nieuws/provincies-hebben-geld-natuurakkoord-hard-no dig.9104769.lynkx>

2.3 The precursor of the nature vision

The policy on nature and landscapes is decentralized to the provinces which enables them to draw their own paths. The province of Gelderland consists of many attractive landscapes and varied nature with lots of biodiversity. Together with the citizens, visitors and companies in Gelderland the province wants to focus co-creation for development and management on nature.

The process of the decentralization of the policy on nature lead in the province Gelderland to the arise of the *Gelderse Manifestpartners* (GMP)¹⁵. Together with 11 partners the province Gelderland came to an agreement on the reassessment of the EHS. This leads to the *Beleidsuitwerking Natuur en Landschap (BNL)* (2012)¹⁶. Moreover, Motie 87 ensured that the BNL had a broader view on nature and landscape instead of only focussing on the EHS. The ambition of a broader view on nature and landscape stems from the coalition agreement '*Uitdagend Gelderland*'. The goal of this agreement is to provide more space to the society in Gelderland. The province wants to bring nature closer to the people and provide space for entrepreneurs and private initiatives. The task of the EHS is reduced to the European standards of Natura 2000 and the *Kaderrichtlijn Water (KRW)*. The EHS will be formed into an compact and high quality system of separately connected nature areas.

The goal that the province of Gelderland wants to achieve with the BNL is realising a compact and high-quality nature. In closer collaboration with citizens, organizations and companies they want to focus on connection nature areas, maintaining the variety of landscapes and adequate management. The idea behind a closer collaboration comes from a change in mind-set: nature from everyone. The nature and landscapes in Gelderland are our natural environment. It is important for the well-being of society to care for this environment but also for the next generations. To achieve this three pillars are created: (1) careful with nature, (2) increasing societal involvement and ownership, and (3) nature and landscape: achievable and affordable¹⁶. Finally there is an special focus on co-creation. These goals form the basis for the nature vision.

2.4 Assignment from the province Gelderland

With the decentralization the provinces gain the State monopoly on the policy of nature. After the introduction of the new law: *Wet Natuurbescherming (WNb)*¹⁷ the provinces also gain the power [*bevoegdheden*] for providing permits and waivers related to nature. This allows for a creation of a robust Dutch nature network where provinces can determine per area what is necessary for the conservation of nature. The WNb combines the three former laws on nature¹⁸ and has a central focus on European Law on nature. This allows for more clarity in regulation and in finding connections between nature and society¹⁹

¹⁵ Source: The GMP consist of 11 partners: *Gelderse Waterschappen (Waterschap Rivierenland, Waterschap Rijn en IJssel en Waterschap Vallei en Veluwe), LTO-Noord, Federatie Particulier Grondbezit, Geldersch Landschap en Kasteelen, Natuurmonumenten, Staatsbosbeheer, Stichting Landschapsbeheer Gelderland, Natuurlijk Platteland Oost en Gelderse Natuur en Milieu Federatie*

¹⁶ Source: Beleidsuitwerking Natuur en Landschap 2012 from <http://webcache.googleusercontent.com/search?q=cache:zfHkt8uCR3YJ:gldtoptaken.vmware.seneca.nl/4/Home/Beleidsuitwerking-Natuur-en-Landschap.html+&cd=1&hl=en&ct=clnk&gl=nl>

¹⁷ implementation of WNb starts in January of 2017

¹⁸ *Flora- en Faunawet, de Boswet en de Natuurbeschermingswet 1998*

¹⁹ Source: <https://www.rijksoverheid.nl/onderwerpen/natuur-en-biodiversiteit/inhoud/nieuwe-natuurwet>

The juridical basis for drafting a nature vision is the WNb. Art. 1.7 lid 1 states that the provinces make a provincial vision on nature [*Provinciale Staten stellen een provincial natuurvisie vast*]. Moreover, the article states that there are two important outlines which the vision has to contain, namely (1) a policy with the aim of preserving and where possible increasing the biodiversity and valuable landscapes; and (2) the integration of the policy on nature with policies on e.g. economics, area's [ruimtelijk], environment [milieu], water and culture²⁰.

Due to the new WNb the province gained possibilities to work on restoring biodiversity. This is of great importance for the province because biodiversity forms the basis for the unique nature and landscapes in Gelderland. In order to prepare for the upcoming law in January of 2017 and the corresponding tasks, the province asked me to examine the law and design an advise on how the province Gelderland can cope with (one of) the 'new' nature tasks.²¹

I chose to focus on art. 1.7: creating a provincial nature vision. The basis for the nature vision is found in the pillars of the BNL: careful with nature, increasing societal involvement and ownership, and nature and landscape: achievable and affordable. The province of Gelderland wants to maintain its course, with an extra focus on three aspects: improving biodiversity, increasing societal involvement in nature [*vermaatschappelijking*] and increasing the relation between economics and nature [*ver-economisering*]²². In collaboration and consultation with colleagues was determined that the research would focus on providing a first draft or exploration for the nature vision by conducting interviews with various stakeholders. Moreover, the research will also focus on citizens and companies participation in nature²³. The basis for this focus comes for the idea that nature is no longer for society but from society.

²⁰ Source: <https://zoek.officielebekendmakingen.nl/stb-2016-34.html>

²¹ Zie appendix met stageomschrijving

²²http://www.pbl.nl/sites/default/files/cms/publicaties/PBL_2015_Evaluatiekader%20Natuurpact_1778.pdf

²³ Marianne van der Veen asked for a special focus/chapter on citizens- and companies participation because of the increasing societal involvement in nature [*vermaatschappelijking*] and the increasing relation between economics and nature [*ver-economomisering*].

3. Theoretical framework

Chapter 3 focusses on providing a theoretical framework for the research. The central concept of the thesis is interactive policy making, because the province of Gelderland wants to create a policy on nature in collaboration with stakeholders. The first paragraph elaborates on the concept of interactive policy making by describing the shift from traditional policy making towards interactive policy making, providing motives of the use of the concept, defining the concept, providing a definition for the thesis and ending with a distinction between 'interactive' and 'policy making'. The second paragraph focusses on nature and landscapes for everyone. First an overview is given of the value that nature provides for society followed by a categorization of the involvement of citizens and companies on nature in four aspects: motives, circumstances, contribution and support. The third paragraph describes the concept of stakeholders and elaborates on the individual preferences and on the support for the policy on nature and provides a shift from support to policy coherence. The final paragraph will provide an overview of the theoretical model that will be used in the thesis and sum up the propositions that arise from the literature.

3.1 Interactive policy making

In this paragraph the concept of interactive policy making is described and discussed. The first sub paragraph (3.1.1) provides an overview of the shift from traditional policy making towards interactive policy making. Moreover, the second sub paragraph (3.1.2) will provide motives for applying interactive policy making, followed by defining the concept in sub paragraph (3.1.3). Because the thesis is written on the basis of an assignment from the province Gelderland the definition central in the research will be co-creation. The origin and definition of the term are discussed in the fourth sub paragraph (3.1.4). Finally, the last sub paragraph (3.1.5) will describe the distinction of interactive policy making (I) by elaborating on the content (I.I) and the process (I.II) of policy making.

3.1.1 From traditional to interactive policy making

Over the years, there has been a shift from traditional public policy consultation procedures to interactive policy development to enhance the influence of stakeholders on public policy making and acknowledge the increased interdependency of public actors and stakeholders (see, e.g., Mayer, Edelenbos & Monnikhof, 2005; Edelenbos & Klijn, 2006; Driessen, Glasbergen & Verdaas, 2001). Before, public issues were often restricted to a single policy area and formulating policy was solely a government task. The government was centrist and based on strict hierarchy. One government body had the jurisdiction in which the issues fell and possessed the power of command and control to create and implement policy (Driessen, Glasbergen & Verdaas, 2001, p. 323). This central role faded as a result of organizational fragmentation and a growing societal integration. Also public issues became more and more complicated and often affected several different policy areas instead of one.

Even though policy making was a governmental task there were still opportunities for public comment. However, these were limited. Stakeholders were often only able to comment on the result or take part in complex projects after the policy or plans were already developed. They were excluded from the process of policy making which led to policy being the result of an inward-looking politico-administrative process (Mayer, Edelenbos & Monnikhof, 2005, p. 180). It was not expected from stakeholders to participate in the preparations or decision making. Even a role in the implementation of the policy was uncommon which is controversial due to the

imperative need for collaboration to complete projects. The exclusion of the stakeholders from the process often led to serious delays or even cancellation of the entire project due to public resistance and affected the quality of the policy by not being responsive to the diverse wishes of the different stakeholders.

According to Loewenstein and Lerner (2003, p. 619) traditional decision theory was viewed as a cognitive process. There was little attention for emotions. An estimation was made of which of the different alternatives would lead to the most preferable consequences. The focus of decision making was based on choosing actions that maximizes the utility of the preferable consequences in a dispassionate way. Once the decision was made, one assumed that the course would automatically be implemented. This assumption declined over the years when the interest of the role of emotions grew for decision making.

Emotions can play different roles in a decision making process. Loewenstein and Lerner (2003, p. 620) identified two ways in which emotions can enter the process: through (1) expected emotions which are linked to decision outcome of the policy. Government can try to predict emotional consequences linked to the chosen course of action and try to maximize positive and minimize negative emotions. And through(2) immediate emotions which play a role in time of decision making.

Due to this growing behavioural decision theory a single governmental body is no longer enough for policy making to achieve the desired result. New policies or projects often jeopardize societal values such as nature conservation, the quality of life and the environment. These values become increasingly more important and are needed for government to create a basis for support. Therefor an authority has to make arrangements with other bodies of government, and with other stakeholders and take into account the various divergent interests and emotions at stake.

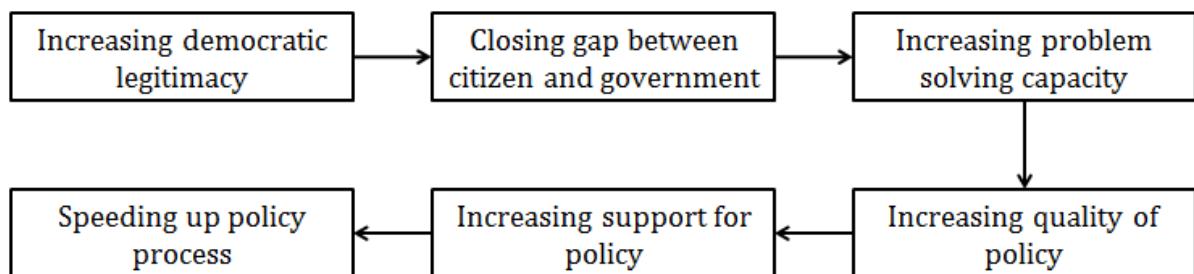
Interactive decision making is used by government to anticipate to occurred changes within its fields but also in relations between public, private and semi-private organizations. According to the literature interactive policy making is formed by three important trends (see e.g. Klijn and Koppenjan, 2000b, p. 366; Mayer, Edelenbos & Monnikhof, 2005, p. 181):

1. The first trend is caused by today's modern complex society. Here, stakeholders control many resources which are essential for realization of policy with a more solid basis e.g. knowledge, insights, representation and funds. Moreover, stakeholder have legal arrangements that they can use to veto, delay or even block government decisions. To reduce the use of their legal powers and gain their support, government depends on collaboration with the different stakeholders.
2. The second trend is caused by growing social problems. Nowadays it is not possible concentrate the needed expertise and knowledge from one single central point to overcome these social problems or to create promising polices. The government again depends on collaboration with the different stakeholders which makes them more responsive to the diverse wishes and interests.
3. The third trend is caused by the growing felt gap between government and society. To gain support for policies, government relies on stakeholders to identify themselves with these policies. Otherwise, they will turn away from decisions which can cause problems with implementation. A representative democracy is no longer enough to aggregate the preferences of stakeholders into policy, the government is in need of collaboration.

3.1.2 Motives for interactive policy making

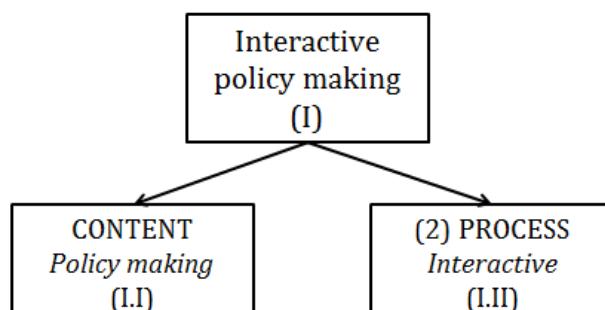
When we look at these trends, three important motives for using interactive policy making can be identified to improve the process: (1) creating support and minimize resistance by involving stakeholders with veto powers from the beginning, (2) improving quality by using the local information, preferences and experiences of the different stakeholders and (3) improving local democracy by bridging the gap between government and stakeholders (Klijn and Koppenjan, 2000a; Edelenbos, van Schie & Gerrits, 2010). Others also argue that interactive policy making contributes to other valuable results e.g. enrichment of policy, increasing legitimacy and the capacity to solve problems, and it speeds up policy making by creating common goals and preventing delays (Graaf, 2007; Klijn and Koppenjan; 1998, Edelenbos, 2000). Coenen (1998) sees interactive policy making as an open planning process. With open he means 'involving others such as citizens, enterprises, environmental organizations and other authorities in planning at an early stage' (Coenen, 1998, p. 5). By involving stakeholders at an early stage in policy making, the scope and recruiting power of planning will increase.

According to Edelenbos (2000, p. 89) the positive effects of interactive policy making can be placed in a motivation chain:



This motivation chain indicates that interactive policy making with increasing democratic legitimacy. Interactive policy making allows for direct influence of stakeholders and thereby increases legitimacy. By involvement of stakeholders e.g. citizens, organizations, companies, the gap between government and the once being governed will be narrowed. Moreover, the knowledge, information and expertise of the stakeholders increases the capacity in the search for solutions and thereby also increases the quality of the policy itself. The different interest and perspectives are used to formulate an overarching policy and because of this support is increased. Finally, stakeholders find (most of) their wishes incorporated in the policy which decreases the need for using their veto power and increases the speed of the overall process. The support for policy increases if there are more positive attitudes towards the policy and if this applies to more stakeholders (Edelenbos, 2000, p. 85).

Before moving on to defining interactive policy making the concept will further examined. According to de Graaf (2007) a distinction can be made to divide the concept in two elements: policy making (I.I) and interactive (I.II). The first element 'policy making' refers to the content of the policy whereas the second element 'interactive' refers to the process. Both elements will be discussed in paragraph 3.1.5 in this chapter.



3.1.3 Definition of interactive policy making

Interactive policy making is a multi-faceted phenomenon (Mayer, Edelenbos & Monnikhof, 2005, p. 179) with many similar and different descriptions and definitions referring to the same concept. Edelenbos (2000, p. 39) defines the concept as 'the early involvement of individual citizens and organized stakeholders in public policy-making in order to explore policy problems and develop solutions in an open and fair process of debate, which has influence on political decision-making'. The article focusses on the early stage of involvement of the stakeholders and the character of the process.

Klijn and Koppenjan (1998, p.4) and Driessen, Glasbergen & Verdaas (2001, p. 322) use another definition with a focus on a jointly and central search: 'Interactive policy making has the character of jointly search between involved individuals, groups and organisations of shared interests and common solutions'. Multiple parties are actively involved in decision making. Moreover, interactive policy making has the potential to generate more support and innovate solutions from stakeholders through the learning character of the process and the variety of solutions that are brought to the table.

A third author concentrates on the dialogue between participants. According to van de Peppel, government interacts in 'the early stages with citizens, organizations, companies and other government bodies when making policy, with the aim to find a solution for the collective defined problems through dialogue. Moreover, the contribution to the policy can be made in different phases: the scheduling [*agendering*] of the problem, deciding on policy priorities, informing policy makers and with the implementation of the policy' (van de Peppel, 2001, p. 34).

Besides different definitions, the concept of interactive policy making also knows various labels. Van Harberden, van der Kamp & Meisters (1999) call the concept interactive policy development which stays close to the concept of interactive policy making. Whereas, Edelenbos, van Schie & Gerrits (2010) and Pröpper & Steenbeek (1998) refer to the concept as 'interactive governance' and Tops, Depla & Moorman (1996) use the definition: co-production. Even though different definitions and terms are used, there is an overlap in outlines noticeable. Van de Peppel (2001) makes a differentiation between four characteristics of interactive policy making: participation of stakeholders in an early stage; more possibilities for stakeholders to influence the process and policy; multilateral communication between government and stakeholders; and equality of participants in the process.

Moreover, Coenen (1998) adds other characteristics to the list. He states that planned decision making is:

- taking future effects more into account in decision making (future orientation-anticipation); in decision making, providing more insight into the future effects of decision-making (future orientation-clarity);
- co-ordinating a decision better with other decisions of the planning aspect (coherence);
- providing other actors with more opportunity to influence a decision (participation);
- and providing information on the actions of the planning aspect (motivation-clarity) and provide better arguments for decision (motivation-justification).

(Coenen, 1998, p. 2-3)

3.1.4 Co-creation

For this research I will use yet another different term: co-creation. This concept forms the basis for policy making in the province Gelderland. The origin of the term within the province Gelderland will be shortly discussed.

The term co-creation was not yet used in the [*Kadernotitie Structuurvisie Gelderland*] of September 2011. However, great effort was made to go in that direction. “*We are aware that there is need for collaboration. Many issues and tasks are comprehensive which can only lead to good results when collaborating with other stakeholders. We want to closely involve our stakeholders when considering different policy choices.*”

The term ‘co-creation’ was first mentioned in the *Statennotitie [Interactief proces structuurvisie]* in January 2012: “*Clear is that we are looking for collaboration with stakeholder with whom we can search for solution for policy making... a more intensive search towards an enrichments of the structure vision [structuurvisie]. This is possible by adding new knowledge and ideas, but also by contribution to the solutions of the problems. The involvement of adolescents, crowdsourcing or co-creation with stakeholders are options.*”

After its introduction, co-creation became a well-known concept within the province Gelderland. It created a change in mind-set. Even though collaboration with stakeholders for policy making was not new or uncommon for the province Gelderland before, it became a central way of thinking for everyone within the organization from that time on.

In the agenda of development [*Ontwikkelagenda structuurvisie Gelderland*] of May 2012 the term was mentioned again: “*The process to arrive to a new structure vision will be marked by a large first meeting for everyone involved in- and outside of the province. The stakeholders together determine the problem and find the solutions (co-creation) ...*” And again in the environmental vision [*Omgevingsvisie*]: “*The shared tasks are the result of an equivalent exchange between stakeholders (co-creation)...*”

The term co-creation will be central in this thesis and will be defined as:

a form of collaboration where all participants are able to influence the process and the result of the process (content) e.g. plan, advise or product.²⁴

3.1.5 Content and process of policy making

Interactive policy making (I) can be divided into two elements: the content (I.I) of the policy and the process (I.II) of the policy making (de Graaf, 2007, p. 16). The content of the policy. According to ‘t Hart, van Twist and Hart (2011, p. 18) the content of the policy consists of defining the problem (I.I.I) and providing possible solutions (I.I.II) for the defined problem.

(I.I.I) The problem definition: According to Weiss (1989, p. 97) a problem definition is ‘a package of ideas that includes an account of the causes and consequences of undesirable circumstances and a theory about how to improve them’. This forms the basis for finding solutions and resources, because it determines the direction of the policy. Therefore it is often at the heart of the action instead of an overture (Weiss, 1989, p. 98). Moreover, when stakeholders are involved, there are a lot of different opinions on what the ‘real’ problem is depending on who is asked and it is preferred by analysts that there is a common problem definition before

²⁴ Source: Omgevingsvisie. Province of Gelderland from <http://www.gelderland.nl/omgevingsvisie>

beginning the policy process. To create a common problem definition and gain support for this definition, the problem must reflect a shared image of the present: *What is wrong?*²⁵ and the future: *How can we change it?*²⁶ (Neufville and Barton, 1987, p. 183). Moreover, according to Dery (2000) there are two maxims of a problem definition. The first maxim is that problems are analytic constructs instead of being objectives entities in their own rights and the second maxim suggests that the definition of the problem has to be feasible and worth it, it has to create a problem worth solving (Dery, 2000, p. 40).

(I.I.II) The possible solutions: According to Birkland (2014, p.8) the policy is oriented towards a goal or desired state when searching for solutions. This desired state will differ per stakeholder and therefore common solutions have to be found for the common problem definition. In order to determine this yet another distinction is made between: the desirable content of the policy, the desirable outcome of the policy, and the desired formulation of the policy (I.I.III).

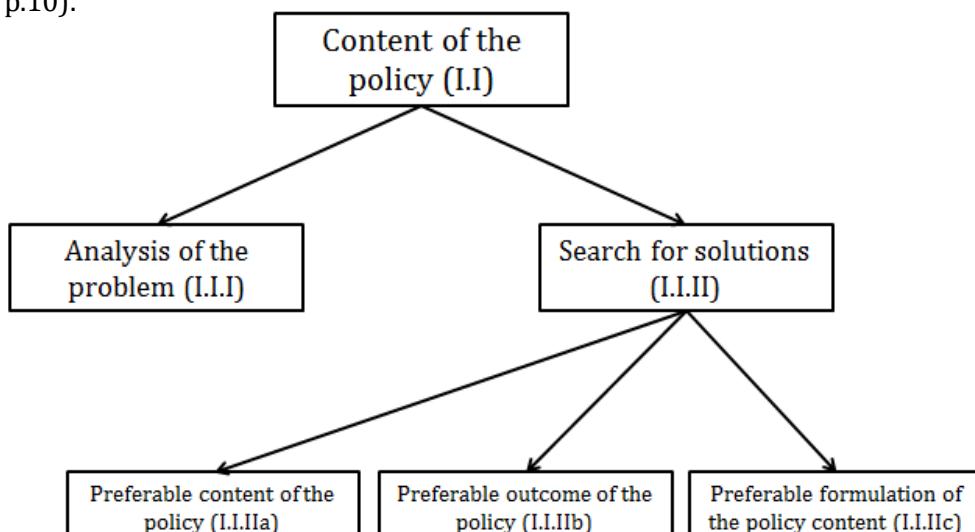
Once the solutions are analysed, the policy purposes can be drafted. Bressers defines policy purposes as 'desires which one has decided to achieve' (Bressers, 1992, p. 85). However, according to Bressers and Klok the official purposes are not always a pure display of the decides solutions and argue that there are four reasons why purposes should be critically analysed:

- It is possible that the official policy purposes do not match the real purposes and often lack the resources needed.
- It is possible that one is seriously focusing on achieving the purpose, however the turns out to be unrealistic.
- It is possible that the purposes are formulated too vague.
- It is possible that the purposes are in opposition to other policy purposes.

(Bressers and Klok, 1993, p. 53)

If these reasons occur, it is possible that the policy coherence is affected. The policy coherence will be discussed in sub paragraph 3.3.

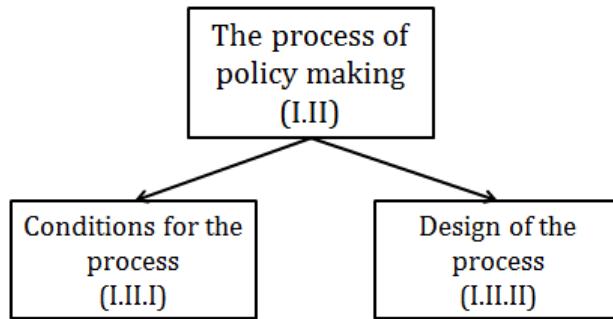
Birkland argues that problem definition and the search for solutions are linked, because the way in which the problem is defined and framed will promote a certain set of solutions (Birkland, 2014, p.10).



²⁵ This question will be answered in paragraph 5.1: Analysis of the problem

²⁶ This question will be answered in paragraph 5.2: search for solutions

The process (I.II) of policy making can be described by analysing the concept of interactive policy making. Here a distinction between the condition (I.II.I) for the process and the design (I.II.II) of the process is made. Several conditions can be found in the concept of interactive policy making itself e.g. participation, joint decision making, collaboration, influence on the process and content, shared interests, common solutions²⁷. Moreover, the design of the process depends on what the focus of the collaboration is. This will be discussed in chapter 6.



3.2 Nature for everyone

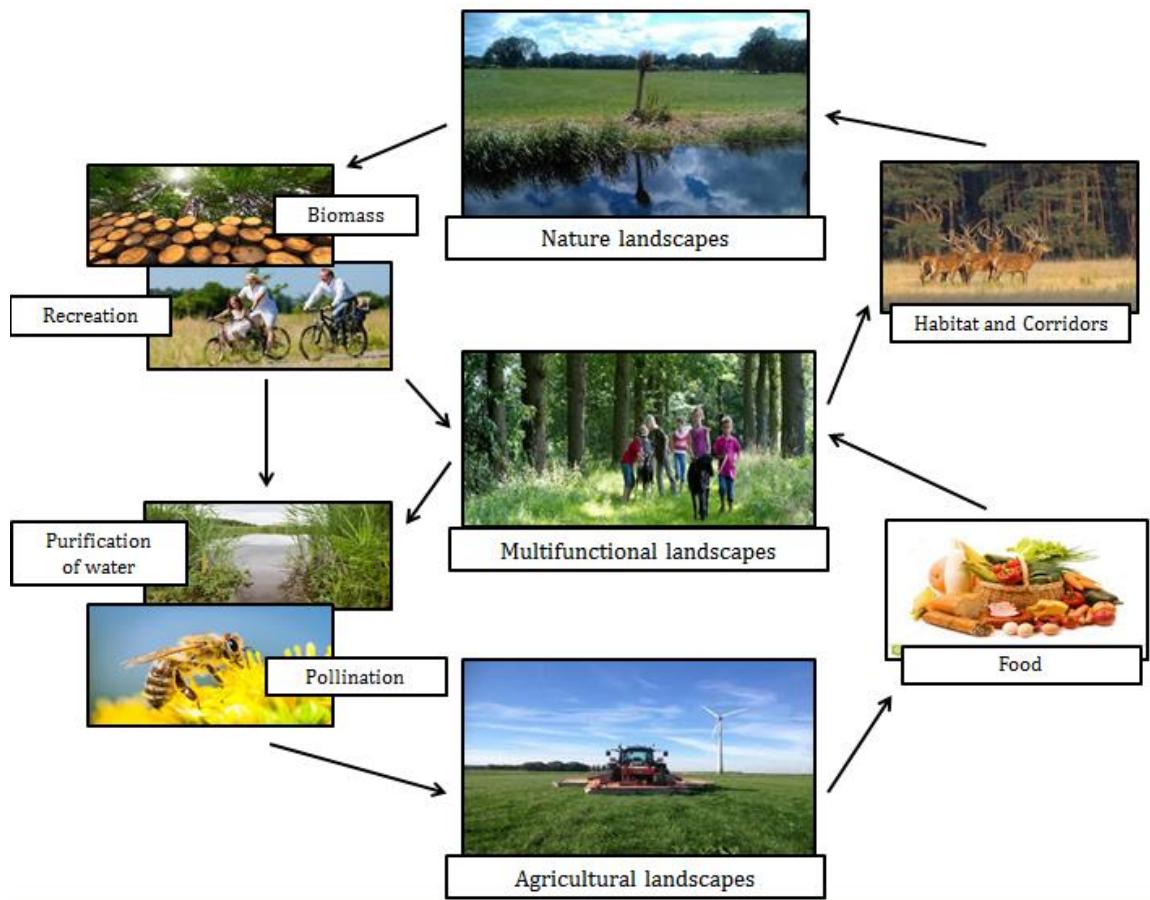
Nature is not only an eye catcher but can also be of great value for society. Nature produces clean water, food, materials as wood and fuel, and contributes to the recreational value of the area. The advantages that society gains from nature are called ecosystem services: services provided from nature for the people (Hendriks, Geijzendorffer, van Teeffelen, and Hermans, 2010). Ecosystem services provide four services:

- Production services e.g. food, water, wood, medicine and fuel
 - Regulative services e.g. climate-, water and insect pest regulation, purification of water and air, and pollination
 - Societal services e.g. education, recreation, historical and spiritual experience, and health
 - Support services e.g. soil processes and nutrient cycles
- (Hendriks, Geijzendorffer, van Teeffelen, and Hermans, 2010, p. 8)

By focusing on these ecosystem services in nature and landscape policy, the value of the nature for society becomes explicit and therefore is nature management not only important for the intrinsic value but also for its social benefits. Ecosystem services can be of service for society (people), sustainable economic developments (profit) and sustainable eco systems (planet). A policy on nature with the focus on the physical possibilities that nature offers with its ecosystem services a distinction can be made in three landscapes:

- Nature landscapes: consists of the nature network e.g. Nature 2000 and EHS. Central is the protection of biodiversity which contributes to all four ecosystem services.
- Multifunctional landscapes: consists of urban and rural landscapes where multiple functions coexist. Moreover it provides a bridge between the nature -, agricultural - and multifunctional landscapes itself.
- Agricultural landscapes: consists of landscapes for agricultural productions that produce food but also support the supported services of the ecosystem.

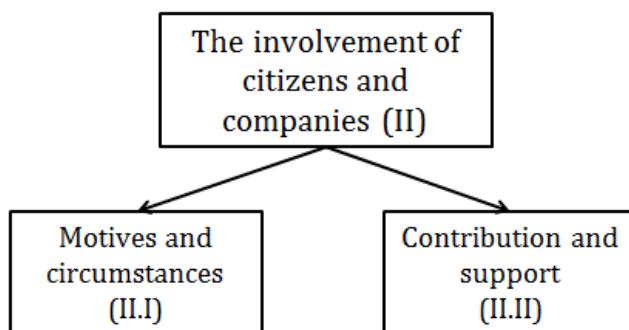
²⁷ See literature on interactive policy making



This process has been going on for centuries now. Since the beginning, people have used nature to live in and to provide for themselves. Today's nature and landscapes is therefore the result of ongoing interaction between the physical world and human intervention (Overbeek and Vader, 2008, p. 18).

Involvement in nature

The involvement of citizens and companies (II) for nature can be described by four aspects: (1) motives e.g. economic advantages, hobby, gaining experience and sociability, (2) circumstances e.g. available time, money, knowledge and skills, (3) contribution e.g. payments, activities for nature maintenance and forms of participation, and (4) support e.g. from government or other nature and landscape organizations (Overbeek, Somers and Vader, 2008, p. 9). The first two aspects (motives and circumstances (II.I)) and the latter two aspects (contribution and support (II.II)) are clustered and will be described below.



3.2.1 Motives and circumstances for citizens and companies

In this sub paragraph the motives and circumstances (II.I) for involving citizens and companies will be described on the basis of an analysis of the literature on the aspects. The motives are explained by making a distinction between what citizens want from nature and what companies want from nature, and the circumstances are explained by literature on the salience of involvement for citizens as well as companies.

Citizens and nature

Professionals and policy makers have their own definitions of what nature is whereas society experiences nature everywhere e.g. in nature areas, on the country side, in the city and in their backyard. Moreover, people also have a wide scope of what nature is e.g. animals, plants in the garden, forests, but also recreational areas with green are seen as nature (Boer et al, 2014, p. 9). To provide an overview of the public support for nature the following definition will be used: 'The public support for nature and landscape and its policies consists of the feelings, opinions, attitudes, visions and supportive actions of society towards the maintenance, protection or development of nature and landscapes and the corresponding government policies' (Boer et al., 2014, p. 21).

According to the research of Overbeek and Vader (2008) an attractive landscape is important for society. To find out how important landscape and nature is for the people and what their support and involvement is, the State order an annual five year research. Every five years, since 1996 a research is conducted to gather information on these aspects²⁸. The results of the latter research in 2013 conclude that the support from society for nature is quite large. People tend to spend more time in nature, appreciate 'the green' around them but also argue that nature cannot stand in the way of economic progress (Boer et al, 2014, p. 8). Several characteristics can be distinguished to determine why people find nature and landscapes attractive (Overbeek and Vader, 2008, p. 38). The most important factors are: its 'natural' character, its sensory impression (e.g. sound, colours and scents), experiencing the seasons, its change and variety and its maintenance for preservation. Moreover, society attaches also great value to experiencing nature. People want to walk around in the forest, sit by the lake and interact with the animals. They do no appreciate a closed nature behind fences (Overbeek and Vader, 2008, p. 40).

Companies and nature

The financial contribution of companies to nature- and landscape organizations is still quite limited (Overbeek and Harms, 2011, p. 138) Companies prefer sponsoring local goals like sport events instead of the environment, nature management and animal protection. These are less popular charities. This changed due to the Corporate Social Responsibility (CSR) policy²⁹ where customers and suppliers demand a more (positive) social attitude from companies (Overbeek and Harms, 2011, p. 139). The policy enables companies to make their contribution to society feasible and improve their image towards stakeholders. The salience of collaborating with societal organizations increases, because they can make or break an organization reputational for being sustainable or not. By collaborating with these organizations companies gain access to skills, competences and capacities that increase their sustainability. Moreover, nature- and landscape organizations can offer an increase in image, provide access to a large network of members and can provide advise if there are ecological problems or when contacting citizens. Of

²⁸ Onderzoeksbureau: Planbureau voor de Leefomgeving

²⁹ Mvo-beleid: maatschappelijk verantwoord ondernemen

course there are also benefits for the nature- and landscape organizations. They receive donations and financial contributions from the companies to finance their activities, but also gain brand awareness when collaborating with popular A-brand companies and their extensive knowledge (Overbeek and Harms, 2011, p. 141).

The collaboration between companies and societal organization is categorized by the created value: one-sided, two-sided or jointly (Overbeek and Harms, 2011, p. 141). The one-sided collaboration is also known as the philanthropic phase where companies donate money without asking for something in return. Here the donations depend on the goodwill of the companies. In the transactional phase or two-sided collaboration this changes. Here there is a need for exchange. Finally it is also possible that the trade relations transform into a partnership with a jointly perspective. This is the final phase of collaboration where the focus lies on the understanding and mutual interests of the companies and social organizations.

The main cause of the affinity of companies with nature- and landscape organizations originates from the direct relation with core activities: by the physical impact of these activities on nature and landscape or by the sale of products related to the impact. There are also the companies with a negative impact on nature. These companies have an indirect relation with nature- and landscape organizations e.g. payed advise for increased sustainability (Overbeek and Harms, 2011, p. 142). There is also a difference between large and smaller companies. Larger companies attach great value to their social responsibilities and showing their sustainability whereas smaller companies show this through their actions.

Spatial factors have always played an important role for the location choice of companies (Luttik, Breman, van den Bosch, and Vreke, 2009, p. 7). In the past it was important for companies to remain close to the needed natural resources. This need decreased and there is a shift from available resources to clusters, infrastructure and the Quality of Life (Luttik, Breman, van den Bosch, and Vreke, 2009, p. 27). The Quality of Life is a collective term for all factors that make life pleasant in a certain area. Nature and landscapes are a part of the Quality of Life and become increasingly more important for the settlement of citizens and companies. Managers tend to underestimate the importance of the Quality of Life and see it as a soft factor, but it is needed to attract companies and citizens (Luttik, Breman, van den Bosch, and Vreke, 2009, p. 28). Moreover, the Quality of Life is also important for the attractive power of the companies. Here a trend called: the battle for talent is important. This trend aims at explaining the importance of the life and work climate. Because of the increase in mobility and the good infrastructure, it becomes increasingly more important to think about the factors that determine what moves and settles people and companies and determine what the values of these factors are (Luttik, Breman, van den Bosch, and Vreke, 2009, p. 29).

Salience of involvement of citizens and companies

The collective care for the loss of species, unique nature and characteristic landscapes increases (Hendriks, Geijzendorffer, van Teeffelen, and Hermans, 2010, p. 5). Nature becomes more important to everyone. There is an increase in the need for nature when it comes to environment for living, working, exercising and recreation (Hendriks, Geijzendorffer, van Teeffelen, and Hermans, 2010, p. 6), but nature can also help with health, the level of coolness and providing stress reduction. One would argue that we are heading in the right direction, however there is a downside to protecting nature versus experiencing nature. A lot of nature is protected and shielded e.g. areas of Natura2000 and EHS because a lot of species cannot survive

an intensive visited nature. However, this creates a distance between nature and society and has a reverse effect on other policy areas e.g. recreation, agriculture and economy which results in a negative view on nature.

To close the gap and connect nature with other policy areas the mind set on nature has to change. The State introduced a vision on nature in 2014 where this change is introduced. The vision states that nature is no longer for the people but from the people (EZ, 2014, p. 18). Two concepts that play an important role in the matter are: Socialization and economization. They require a more enterprising shape of collaboration between nature- and landscape organizations and citizens and companies (Overbeek and Harms, 2011, p. 140). Before societal organizations collaborated mainly with government bodies to manage nature and landscape. This changed with the cuts of the State. Government funding's decrease and the importance of a connection with citizens and companies increased. Moreover, the decentralization of the nature- and landscape policy also calls for more creativity outside the normal sector with local companies, municipalities and citizens for the realization of projects (Overbeek and Harms, 2011, p. 138).

3.2.2 Contribution of and support for citizens and companies

In this sub paragraph the contribution of and support for (II.II) citizens and companies are described on the basis of the literature. Citizens and companies can contribute to nature in various ways. They can support an organization that conducts maintenance on landscapes and nature by subscribing for a membership and pay a fee or help with the maintenance activities by volunteering. Another way is by keeping their gardens 'green' or stopping pollution in the forest by cleaning up the garbage. But there are many more ways. Behaviour and activities of citizens but also companies can be analysed to provide an overview of the contribution where a distinction is made between categories (see Overbeek, 2008a; Overbeek, 2008b; Overbeek and Vader, 2008; Overbeek Somers and Vader, 2008) but it is also possible to make a distinction between the levels of participation with the participation ladder of Edelenbos en Klijn (2006). Both will be discussed below.

Payers, Doers and Passives

The activities of citizens and companies for nature and landscape can be divided into three categories: the 'Protector' for management, the 'Consumer' for products and services and the 'Voter' for the policy (Overbeek, 2008a, p. 2). It is important for a protector to be an active member of a nature or landscape organization. The protector is involved in the management of nature and landscapes e.g. construction of plantation and maintenance of landscape elements and finds it important that the elements e.g. biodiversity are protected. The consumer is someone who concentrates on the products and services that nature and landscape can provide for society. They focus on the value of nature for living and recreation and argue that one should be willing to pay for the landscapes around them e.g. recreational sector and regional products. For the latter category is interested in nature and wants to contribute to by paying more taxes and participating in policy making.

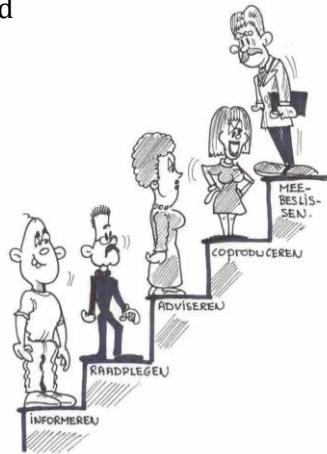
The three categories enable researches to categorize the activities of citizens and also companies. It is however possible for someone to be active within all three domains. To be able to cluster these domains, Overbeek (2008b) analyses what connections there are between the type of behaviour and the activities. This leads to a new clustering: 'Payers', 'Doers', and 'Passives'. The category Payers attaches value to a financial contribution in any way to nature

and landscapes. Citizens can ‘pay’ by joining a nature or landscape organization and paying contribution, but it is also possible to donate in other ways. Companies can pay also by donation or by becoming a sponsor or partner of such organizations (Overbeek, Donders and Vader, 2014, p. 2). The second category Doers attaches value to actively participating in nature activities such as maintenance and protecting of nature and landscapes. The latter category is less active when it comes to voting, protecting and consuming³⁰.

Participation ladder

The participation ladder of Edelenbos en Klijn (2006, p. 429) can be used to create an overview of the role that citizens and companies (should) play in determining the policy on nature and landscapes. A distinction between five layers or stages of participation: informing, consulting, advising, co-producing and co-deciding.

With this ladder it is possible for citizens and companies to take various steps, ranging from informing all the way to co-deciding. To provide a better understanding of what the steps mean, each layer will be discussed shortly.



Step 1 Informing: With informing there is no or only a limited role and influence possible in policy making. Therefore, the contribution of citizens and companies is lowest in this step. They are informed about the plans of the government. It is possible to ask elaborating questions however it is not possible to provide an opinion on the matter. This is possible in the next four steps. Informing can be done in e.g. public displays, visits or gatherings.

Step 2 Consulting: citizens and companies are able to state their opinion on the matter and provide the government with new ideas or insights. Even though the government is not obligated to implement all ideas, they have to take them in consideration and provide a form of feedback or motivation on their decisions of whether or not to use the ideas. Advising can be done through e.g. surveys, discussions or debates.

Step 3 Advising: it is possible for citizens and companies to state what they perceive as the problems and solutions and advise on the policy. Government is again not obligated to implement everything, but has to provide good arguments if they deviate from the advice. Advising can be done by e.g. advisory, panel, expert group or debate.

Step 4 Co-producing: all stakeholders – including government, citizens and companies – conduct a jointly search towards a solution. The government is obligated to follow the chosen path. Co-production can be conducted by e.g. working groups and networks.

Step 5 Co-deciding: this final step creates the most influence. Government provides a framework in which stakeholders – citizens and companies – are free to create policy. The role of administrators and politicians is restricted to advising and accepting the decision.

³⁰ Because of the short and vague description of the category Passives, this category will be left out of the interview.

Support for citizens and companies participation

In order for citizens and companies to participate in the policy on nature they often require some sort of support from nature and landscape- or other societal organizations and the government – province of Gelderland. The support applies for the most part to citizens or small companies. Larger companies are often able to provide their own opinion, whereas citizens and smaller companies could use some help. To provide an example: the province of Gelderland has a little over 2 million citizens³¹. Individually it is hard to speak out or provide an opinion on a policy matter, not only because there are so many citizens but also because a gap is experienced between society and the province. Furthermore, if all 2 million citizens would provide a single and different opinion, it would be almost impossible for the province to work with. Societal organization, but also municipalities can help with these problems. They are able to help with expressing the voice of the people and decrease the gap between citizen and province. In return is the province able to assist with material and financial support and create an open policy making process where citizens and companies are heard.

3.3 Individual preferences of stakeholders

Stakeholders play an important role in interactive policy making and policy coherence (Torenvlied, 1996, p. 22; Torenvlied and Akkerman, 2004, p. 33). Interactive policy is characterized by involving stakeholders at an early stage to identify problems and find solutions in a jointly process which in turn will lead to policy coherence. Stakeholders can be a group or organization but also an individual. Edelenbos defines a stakeholder as someone who has 'stakes' to defend in policy making (Edelenbos, 2000, p. 103). These stakes lead to different preferences on policy making. A stakeholder analysis can be used to map the different preferences of the stakeholders. By analysing the stakeholders it is possible to identify these preferences and create an understanding on how the decisions originate (Brugha and Varvasovszky, 2000, p. 239).

According to Torenvlied the preferences of an individual stakeholder consists of two main components: (1) position, and (2) salience (Torenvlied, 1996, p. 22-23). The policy position of a stakeholder is the alternative of the policy decision which is most favourable for that particular stakeholder and the salience of an stakeholder on a policy decision is the degree in which organizations expect that the policy decision will have an effect on achieving the policy goals (Torenvlied, 1996, p. 22).

Keeney (1994, p. 33) argues that 'alternatives are relevant only as means to achieve values and that values should be the primary focus of decision making'. He refers to this as *value-focused thinking* and calls it the basis for quality decision making. One of the main goals is to see the decision situation as an opportunity to take advantage of instead of a problem that has to be solved (Keeney, 1994, p. 39).

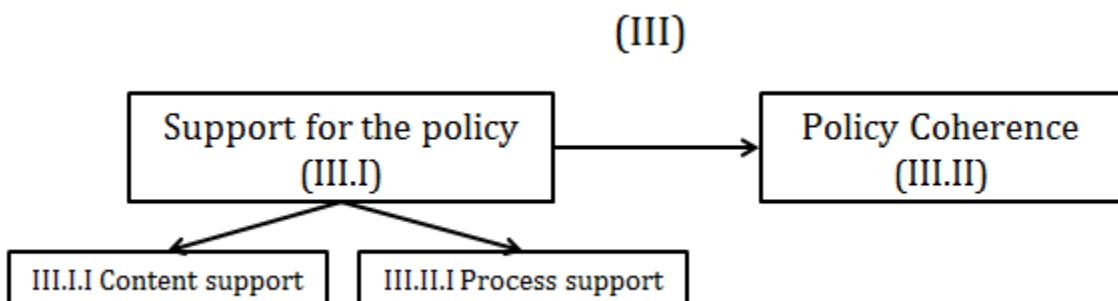
Moreover, Gregory and Keeney (1994) argue that important public decisions are complex and require trade-offs which lead to controversy among stakeholders. The complexity can lead to disagreement about the key objectives and their relative importance according to the stakeholder. To reduce the complexity and to create a policy trade-offs have to be made. However, this is not always an easy decision because it requires giving up something that is of value to a stakeholder.

³¹ <https://www.gelderland.nl/Statistisch-Zakboek>

3.3.1 Support and policy coherence

Support from different stakeholders is a motive for applying interactive policy making (see e.g. Edelenbos, 2000; Pröpper en Steenbeek, 1998). Support will be defined as the degree in which the collaborative policy process for drafting vision and strategy is accepted by stakeholders.

By involving stakeholder in policy making, they will gain support for the process as well as for the content (Driessen, Glasbergen & Verdaas, 2001, p. 324; Edelenbos, 2000, p. 85, de Graaf, 2007, p. 20). This lead to two forms of support: (1) content support (depends on the degree in which policy is in agreement with the interests of the stakeholders), and (2) process support (depends on the degree in which interactive policy making took place in terms of openness, equality and transparency) (de Graaf, 2007, p. 38).



Coenen (1998) argues that participation is needed to create support which in turn will lead to policy coherence by the involved stakeholders. The participation during policy making will positively affect the use of the policy which stimulates and secures further implementation. Moreover, there are three conditions that have to be met for policy coherence: the stakeholder has to be involved in policy making, the stakeholder must find the policy relevant and finally the stakeholders implements the policy (Coenen, 1998, p. 4). The first two conditions have been described in the previous paragraphs. Here a focus will be on the policy implementation, which is defined by Torenvlied and Akkerman (2004, p. 32) as 'the transformation of a collective decision in the policy performance(s) of implementation agencies'. It is however possible that stakeholder 'drift' away from the intended policy. One of the reasons is related to the form and formulation of the policy itself. Because the policy on nature is a vision, there are not 'hard' decision. Torenvlied and Akkerman refer to this concept as soft policy: 'a variety of instruments and procedures that cannot be enforced in a legal sense and do not carry the threat of sanction' (Torenvlied & Akkerman, 2004, p. 37). To be able to analyse the implementation of the soft policy they focus on policy coherence. This concept incorporates the features of multilevel policy making³² and is defined as '*the extent to which a soft policy at one level is reflected by one or more collective decisions at another level*' (Akkerman and Torenvlied, 2004, p. 40). A distinction is made between policy coherence in the agenda and in the outcomes of policy making. This thesis will focus on providing an overview of what the content of the policy should be and how the process should be designed to create policy coherence by the stakeholders.

³² 'The convenient assumption of identical policy space, the definition of policy drift must be abandoned and the outcome of implementation is not an agency performance but a collective decision at another level' (Akkerman and Torenvlied, 2004, p. 39)

3.4 Theoretical model

The literature described in this chapter is used to make a theoretical model for the thesis. The basis for the research is found in the literature on interactive policy making. The definition that will be used is the definition of the concept of co-creation, because this term is central to the province of Gelderland: *a form of collaboration where all participants are able to influence the process and the result of the process (content) e.g. plan, advise or product.* Moreover, because this thesis focusses on the first phase of interactive policy making: ‘the exploration’, this thesis will focus on exploring the use of the concept for creating a policy on nature.

Preferences on interactive policy making

The literature on interactive policy making (I) states that a distinction can be made between the content (I.I) of the policy and the process (I.II) of how the policy is designed. This leads to the first general proposition:

(I) *Proposition 1:* The preferences on interactive policy making are split between preferences on the content and process.

This general proposition can be divided into two other sub propositions, one about the content of the policy and one about the process of policy making.

(I.I) *Sub-proposition 1a:* The preferences on the content of the policy can be divided into defining the problem and finding solutions.

(I.II) *Sub-proposition 1b:* The preferences on the process of policy making are divided into the conditions and the design for the process.

Preferences on the involvement of citizens and companies

The literature on the involvement of citizens and companies (II) on nature provides a distinction between two categories motives & circumstances (II.I); and contributions & support (II.II). This leads to the second general proposition:

(II) *Proposition 2:* The preferences on the involvement of citizens and companies from stakeholders can be divided into motives and circumstances; and contributions and support.

This general proposition can be divided into two other sub propositions, one about the motives and circumstances, and one about the contribution and the support.

(II.I) *Sub-proposition 2a:* The motives and circumstances for involving citizens differs from the motives and circumstances for involving companies

(II.II) *Sub-proposition 2b:* The contributions and support for involving citizens differs from the contributions and support for involving companies.

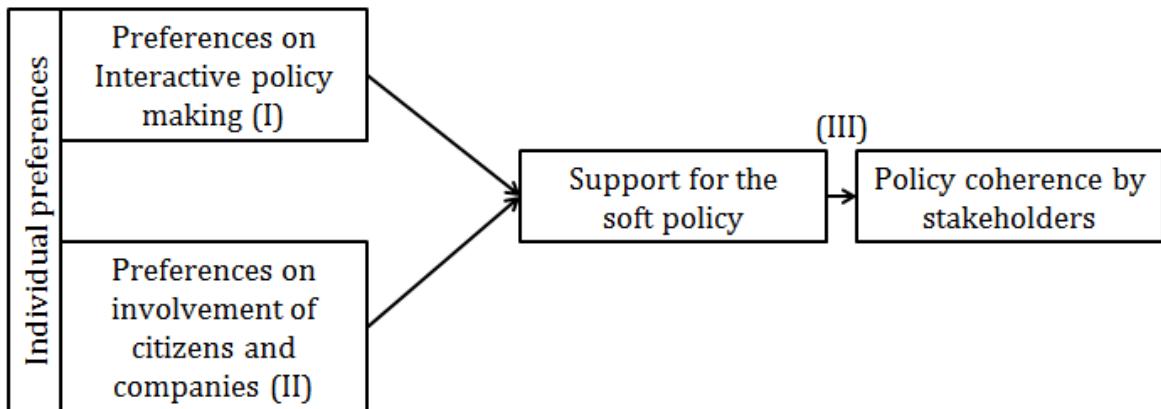
Support and policy coherence

Finally, the literature on the support by stakeholders and coherent activities leads to the final proposition:

(III) *Proposition 3:* By involving stakeholders in policy making, the stakeholders will gain support for the both content and process which in turn will lead to policy coherence by the stakeholders.

Theoretical model

The literature combined with the general propositions made in this paragraph lead to the following theoretical model that is used for this thesis:



The 24 stakeholders have different preferences on interactive policy making and the involvement of citizens and companies. If their preferences are taken into account and if they are involved in the process, their support for the soft policy increases resulting in coherent policy activities.

4. Methodological framework

This chapter will elaborate on the research design of the thesis and operationalize the variables described in the theory. Because the research focusses providing a framework for interactive policy making for the province of Gelderland the main focus lies on the stakeholders. To find out what the preferences of the stakeholders are on the aspects: the content of the policy, the process of the policy and the involvement of citizens and companies – interviews will be conducted. Therefore the research will be based on qualitative data gathered from the interviews.

The interviews will be conducted with the main stakeholders of the province³³ and other stakeholders added to this list³⁴. This leads to a total of 24 stakeholders for the interviews.

- *Waterschap Vallei en Veluwe,*
- *Waterschap Rijn en IJssel,*
- *Waterschap Rivierenland,*
- *LTO Noord,*
- *Gelders Particulier Grondbezit,*
- *Gelders Landschap en Kasteelen,*
- *Natuurmonumenten,*
- *Staatsbosbeheer,*
- *Stichting Landschapsbeheer Gelderland,*
- *Gelderse Natuur en Milieufederatie,*
- *Bosgroep Midden Nederland,*
- *Gemeente Barneveld,*
- *Gemeente Rijnwaarden,*
- *Gemeente Winterswijk,*
- *Gemeente Nijmegen,*
- *Gemeente Ede,*
- *Gemeente Bronckhorst,*
- *Gemeente Rheden,*
- *Instituut voor Natuureducatie en Duurzaamheid,*
- *RECRON,*
- *Rijksvastgoedbedrijf,*
- *Collectief Vala,*
- *Collectief Veluwe,*
- *Collectief Rivierenland*³⁵

³³ *Waterschap Vallei en Veluwe, Waterschap Rijn en IJssel, Waterschap Rivierenland, LTO Noord, Gelders Particulier Grondbezit, Gelders Landschap en Kasteelen, Natuurmonumenten, Staatsbosbeheer, Stichting Landschapsbeheer Gelderland, Gelderse Natuur en Milieufederatie, Bosgroep Midden Nederland, Gemeente Barneveld, Gemeente Rijnwaarden, Gemeente Winterswijk, Collectief Vala, Collectief Veluwe en Collectief Rivierenland.*

³⁴ The stakeholders that are added to the list are: *Gemeente Nijmegen, Gemeente Ede, Gemeente Bronckhorst, Gemeente Rheden, Instituut voor Natuureducatie en Duurzaamheid, RECRON en Rijksvastgoedbedrijf.* They are selected on the basis of small intern interviews with colleagues at the province of Gelderland.

³⁵ The original list of stakeholders differs from the final list of interviewees because some organizations would not or were not able to participate to the interviews

Moreover, the interviews will be anonymous in order for the participants to talk freely and to secure reliability of the research. The reliability of the research is secured due to the fact that because the interviews are anonymous to focus lies on the answers itself and not the size or importance of the organizations on the matter. This is in line with the goal of the policy on nature: for everyone.

4.1 Operationalization and measurement of key variables

In this paragraph the operationalization and measurement of the key variables are discussed. The first sub paragraph focusses on the measurement of the preferences of the stakeholders on interactive policy making whereas the second sub paragraph will focus on the measurement of the preferences of stakeholders on the involvement of citizens and companies. Moreover, in both sub paragraphs an overview is presented of the relevant interview questions³⁶ used for analysis.

4.1.1 Preferences on interactive policy making

The literature makes a distinction between the content (I.I) and the process (I.II) of interactive policy making (I). In order to be able to determine the preferences on both aspects a separation is made between the preferences of the stakeholders on the content and on the process of policy making.

Preferences on the content of the policy

First, the content is analysed on the basis of 9 interview questions³⁷. The literature argues that there is a distinction between the analysis of the problem (I.I.I) and the search for solution (I.I.II). Both aspects will be discussed separately with the interview questions used to provide an answer are described below.

I.I.I Analysing the problem: The analysis of the problem is determined by the first question of the interview: *Why do we need a vision on nature?* By asking this question each stakeholder will provide an explanation for the need of a nature vision on the basis of their own interests. This will lead to an overall analysis of the problem of why a nature vision is (not) needed and what the underlying motives are.

I.I.II Search for solutions: To find out how the described problem can be solved a distinction is made between the preferable content(I.I.IIa), the preferable outcome (I.I.IIb), and the preferable formulation (I.I.IIc).

I.I.IIa The preferable content.

To provide an overview of the content of the nature vision which is preferred by the divergent stakeholders the following interview questions are used: *What aspects should be included in the content of the nature vision? And How do you value these different aspects if you could divide a 100 points?* These questions will lead to a broad overview of what the divergent stakeholders would like to see in the vision on nature and what values are attached to the different aspects. Moreover, because we focus on the content of the policy, every aspect mentioned by the stakeholders that refers to the process will be transferred to the 'process of interactive policy making'.

³⁶ See Annex 6 for a list of the interviewquestions

³⁷ Interview question 1,2,3,4,16,17,18,19,20

I.I.IIb The preferable outcome.

The second aspect in the search for solution is the preferred outcome. To create an image of what the preferred outcome on the vision is for the stakeholders the following question is asked: *What is, according to your organization, the most desirable outcome of the nature vision?*

I.I.IIc Formulation of the policy.

Finally, to determine the preferable formulation of the policy the following questions are analysed: *When would your organization be committed to the nature vision? What room or possibilities does your organization have (or wants to have) once the policy on nature is implemented? Which aspects of the nature vision should be formulated directive [sturend] and how can this be achieved? For whom should the nature vision be binding and why is this the case? And When would your organization deviate from the vision on nature?* These five questions will provide an overview of how and in which way the policy on nature should be formulated to secure the policy coherence from the stakeholder.

Preferences on the process

Once the preferable content of the nature vision is established, an analysis will be made of what the preferred process is to reach this. The focus will be on the aspect ‘interactive’, or how the divergent stakeholders want to arrange the interactive process. This is determined on the basis of four interview questions: *What aspects should be included in the content of the nature vision? And How do you value these different aspects if you could divide a 100 points? How should the process of interactive policy making be organized to ensure that the different interests are well-reflected in the nature vision and How should the process of interactive policy making be organized to ensure policy coherent activities?*

The first two interview questions are the same as for the content, because the answer to the questions can be both on the content as well as the process³⁸. The questions will provide conditions (I.II.I) for the process which are important for the stakeholders. The latter two questions focus on a design (I.II.II) to secure the interests of the stakeholders and their policy coherence.

Network analysis

In the interview the stakeholder are asked to create an overview of their collaboration with the other stakeholders on the basis of (1) information exchange, (2) in a network, (3) contact to discuss vision on nature, and (4) needed for good functioning of the organization. Also the stakeholders are asked which other organizations should also be included in the process who are missing on the list. This will be established by the following interview question: *With whom on the list do you collaborate and which organizations are missing?*³⁹

³⁸ The aspects mentioned by the stakeholders will be divided into four categories: content, relations with domains, relations with actors and process. The first two categories are used to provide an answer to the preferred content and the latter two categories are used to analyze the preferred process of the policy.

³⁹ The network of the stakeholders (question 15) is excluded from the research because the interviews are anonymous and therefore it is not possible to state information on the separate stakeholders. The networks can be found in Annex 8

Overview of the interview questions

An overview of how the individual preferences of the stakeholders on the content and process of interactive policy making will be measured are given in the table below:

Interactive policy making (I)	Content (I.I)	Analysis of the problem (I.I.I)		Question 1
		Search for solutions (I.I.II)		Preferable content (I.I.IIa) Question 2 + 3 ⁴⁰
		Preferable outcome (I.I.IIb)		Question 4
		Preferable formulation (I.I.IIc)		Question 16, 17, 18, 19, 20
Process (I.II)	Conditions (I.II.I)		Question 2 + 3 ⁴¹	
	Design (I.II.II)		Question 5 + 6	

4.1.2 Preferences on the involvement of citizens and companies

To analysis the preferences on the involvement of citizens and companies (II) a distinction is made between: motives and circumstances (II.I), and contribution and support (II.II).

II.I Motives and circumstances.

To find out what the motives and circumstances are for involving citizens and companies with nature two questions are asked: *What image has your organization of what the citizens and companies want from nature? Does your organization find it important to involve citizens and companies with nature and how is the involvement valued?* The first questions focusses on the image that the stakeholders have of what society wants from nature and the latter questions focusses on the salience of involvement.

II.II Contribution and support.

Once it is established whether or not and how the stakeholders value the involvement of citizens and companies, follow up questions are asked to determine how they can contribute to nature: *What can citizens and companies contribute to nature and the nature vision? Who should be the doers and who should be the payers? In what way should citizens and companies contribute to nature?* The first questions established an overall picture of what citizens and companies can contribute to nature, whereas the latter two questions focus more specifically on how they should contribute. Moreover, in order for citizens and companies to contribute to nature, they need support. The following two questions of the interview focus on how they could gain this support: *What can and would your organization contribute to increase the involvement of citizens and companies on nature? What should the province Gelderland do to increase and support the involvement of citizens and companies on nature?*

An overview of how the preferences of stakeholders on the involvement of citizens and companies on nature will be measured is given below:

The involvement of citizens and companies (II)	Motives and circumstances (II.I)	Question 7 + 8
	Contribution and support (II.II)	Question 9, 10, 11, 12, 13

⁴⁰ Categories: content and relations with domains

⁴¹ Categories: relations with actors and process

5. Preferences on the policy ‘the vision of nature’: results

In this chapter the preferences of the stakeholders on the content of interactive policy making are analysed. An analysis is made of the problem or in other words what is the need for a nature vision according to the stakeholders (paragraph 5.1). Once the problem is defined the focus will go to the search for solutions (paragraph 5.2). Here an analysis will be made of the different preferences of the stakeholders on the content (sub paragraph 5.2.1), the outcome (sub paragraph 5.2.2), and the formulation (sub paragraph 5.2.3). Finally, in paragraph 5.3 a conclusion is given which provides an answer to sub research question (2a): *What are the preferences of stakeholders about the content of the policy on nature for the province Gelderland?*

5.1 Analysing the problem

In this paragraph the problem of the policy is analysed. A wide variety in arguments is found when we analyse the interviews with the stakeholders which is in accordance with the literature where Weiss (1989) argues that there are a lot of different opinions on what the ‘real’ problem is⁴². Because a common problem definition is preferred by analysts before beginning the policy process, the arguments provided by the stakeholders are analysed. To provide an overview the arguments are divided into arguments in favour as well as arguments against the need for a nature vision⁴³. In the conclusion of this paragraph the arguments will be combined to create a common problem definition and provide an answer to the first question of De Neufville and Barton (1987) *What is wrong?* By answering this questions on the basis of the arguments from the stakeholders a shared image on the problem definition can be presented.

5.1.1 The need for a nature vision

I will first discuss the wide variety of arguments in favour of establishing a nature vision. Respondent 15 states that ‘without a vision, one is purposeless walking a path with no direction’. A common vision is necessary to determine the direction we want to take and how we want to achieve this. This is important to preserve and increase the already existing (bio)diversity of the nature and landscapes in the province Gelderland. A vision is needed because we observe it important that there is enough attention for nature and landscape (respondent 14). Respondent 21 states that a vision has two functions: (1) a vision document in which conditions for protection are mentioned, and (2) an ambition document in which the province writes down its ambitions on nature on the basis of a long term view.

Nature and landscapes

The attention for nature is already quite secured in Gelderland, whereas policy on landscapes is missing (respondent 9, 14). Gelderland is the province in the Netherlands with the most national landscapes. The culture landscape is very characteristic and well visible from the air, but no one feels responsible for its management and maintenance. Therefore should the policy on nature also include a policy on landscapes for safe keeping. Respondent 1 also argues that landscape is important, however adds to his reasoning that there is hardly any ‘original’ landscape left. We need to protect what is left, but most of the contemporary landscapes are ‘made’ and categorized as culture landscapes. Because most landscape is already ‘created’ by people, one should not be afraid of changing a little more. Change is not bad, it happens all the time – so we have to look at

⁴² Weiss (1989) also argues that the differences in opinion depend on who is asked. Because the interviews are anonymous, there will be no link made between the stated arguments and the stakeholders.

⁴³ Only three respondents out of the twenty-four provide arguments against formulating a nature vision

the bigger picture and the nature vision should be used as an instrument to lead the future changes in a good way (respondent 9). A benefit from making a nature vision is that the ‘current world’ is analysed. The needs and wishes towards nature are very diverse and constantly change with time. It is important to check the direction ‘of where we want to go’ every once in a while (respondent 23,). Sometimes it is necessary to adjust aspects or friction will occur (respondent 4). Moreover, nature is hard to navigate. It is not something on which you make a short term decision and expect quick results. Even though, the time span depends on the size of the change, most plans require a long term view (respondent 8).

Overarching image on nature

Another argument in favour for a vision, is that nature does not stop at the municipal, provincial or national border (Respondent 17). Gelderland should create an overarching image of nature values which should be protected and/or strengthened and write it down in a document that has to be taken into account by each and every one. To achieve this, it is important that as much stakeholders as possible are involved in policy making and not only the nature managers and – protectors (respondent 24). People and other organizations should be able to participate as well, because they often enjoy a liveable nature, whereas protectors often vote for a more ‘closed’ and ‘protected’ nature. To create a balance, all interests should be considered. This leads to a large involvement of stakeholders and tensions between the different wishes. Besides a lot of different organizations, the province Gelderland also has over two million citizens, who each have at least a slightly different view on how nature should be managed (respondent 1). It is impossible to ask everyone their personal opinion, but it is possible to gather quite a lot of opinions through intermediary organizations (respondent 9).

Nature combined with other policy fields

If a lot of different opinions play a role, it can be possible for nature to get ‘under snowed’ by other policy fields e.g. economics, recreation, water or agriculture. Because nature is important, not only for a nice view but also for personal health or a nice work and living environment, it is important that the ‘defenceless’ nature is defended against other threatening fields. It is good to develop a more integral look on what nature contributes to our wellbeing and how we can and should handle it (respondent 20). We should be careful with the added values that nature provides for the people and the other policy fields (respondent 6, 11, 22). Respondent 13 argues that a vision is needed to bring agriculture and nature closer together. 60/70 percent of the rural area is managed by the agricultural sector. A large part is production ground, but the rest is for nature and landscape to which little attention is given. Another threat to nature is the increasing urbanization around the cities in Gelderland (respondent 5).

In- and outside the GNN

In the past policy on nature focussed mainly on traditional areas [*Gelders Natuur Netwerk (GNN)*] (respondent 5). This vision should include the focus on new elements of nature in relation to other fields. The argument of respondent 2 is in line with this. In the current policy on nature the focus is on the GNN whereas the rest of the nature in Gelderland – outside of the GNN – is quite hopeless. The province has to write down where and what the nature ambitions lie outside of the GNN or if the primary focus there is on e.g. business parks, residential areas, infrastructure or agriculture. Moreover, within the GNN not a lot is allowed and many is restricted. Outside of the GNN lie chances for new relations between nature and other policy fields.

In favour or against a nature vision?

The contradiction in opinions start to grow when we look at the arguments on a state and provincial vision. Even though, the policy on nature is decentralized, the State formulated a nature vision. ‘*So is there need for a provincial vision as well?*’ Asked respondent 7. Respondent 9 and 22 point out that it is important for both documents to correspond. However, respondent 9 stakes it a step further and states that the provincial vision can add additional goals to their vision that are specific to Gelderland. Respondent 11 stays in line with respondent 9 and states that a State vision is merely an inspiration. It is important for the province to formulate a provincial nature vision in which they indicate the direction they want to take (respondent 3). Finally, respondent 7 brings another counter argument to the table: 12 provinces lead to 12 different visions. There is no unity in the overarching nature in Gelderland.

Enough rules but an obligation

The two respondents (10, 19) are against formulating a nature vision are very short in their formulation and argue that there are already enough rules and plans on nature. It is perfectly clear where we want to go and how we want to achieve this. However, the new law on nature obliges that the province makes a nature vision (respondent 16). So because there is no escape, the vision should only include plans and rules that we already have with no new additions. In the past we spend enough time talking, now it is time to do something (respondent 10).

5.1.2 Conclusion on the problem analysis

Concluded can be that there is a problem that can be defined or in other words that there is a need for a policy on nature among the stakeholders. This provides an answer to the first question of De Neufville and Barton (1987): *What is wrong?* If we analyse the arguments given by the different stakeholder we observe that respondent 10 and 19 are fundamentally opposed to formulating a nature vision, because they put forward that there are already enough rules. Respondent 7 also shows doubts about the formulation of a vision on nature, due to possible contradictions between the state and provincial vision and between the twelve different provinces. Together, these three stakeholders argue that there is no ‘problem’ or need for a policy on nature. However, most stakeholders – the other 21 respondents – are in favour of creating a nature vision and bring to the table strong arguments for such a vision; e.g. ‘defenceless’ nature needs protection, an overarching image for the countless different opinions is needed, the importance of nature as well as landscapes and nature in- and outside of the GNN should be documented. The vision can provide us with a (long term) future image on nature and landscapes and provide protecting or change where needed. The arguments in favour of a policy on nature out-weigh the arguments against drafting yet another policy on nature and therefore it can be concluded that there is indeed demand to support a policy on nature.

5.2 Search for solutions

This paragraph focusses on finding solutions for the indicated policy problem above – or in other words, provide an advise on the content of the supported policy on nature. This relates to the second question of De Neufville and Barton (1987): *How can we change it?* The search for solutions leads the policy towards a goal or desired state. However, also here, the goal or desired state differ per stakeholders. To find out what the common solutions are a distinction is made between the preferred content of the policy (sub paragraph 5.2.1), the preferred outcome of the policy (sub paragraph 5.2.2), and the preferred formulation of the policy (sub paragraph 5.2.3). The three sub paragraphs will be discussed below after which a conclusion is formulated. The conclusion will provides an answer to the search for solutions.

5.2.1 preferable content

To find out what the preferable content of the stakeholder is, the specific aspects of the categories (1) content and (2a) nature's relations with domains are discussed here. First, an overview of the number of aspects – valued and unvalued⁴⁴ – is given below for the two categories.

	Number of aspects		Total aspects
	Valued	Unvalued	
The content of the policy	21	15	36
Nature in relation with domains	12	8	20

We observe that a total of 36 out of the 92 aspects relate to the content of the policy and that a total of 20 aspects relate to nature's relations with specific domains. In this sub paragraph the valued aspects of both categories will be discussed separately after which they will be combined to provide an answer to what the preferred content of the stakeholders is for the policy.

Aspects about content

Stakeholders provided information about 21 substantive and valued aspects on the content of the policy are summed up below with their attached value⁴⁵:

Valued aspects	Value
Accessible and liveable nature	40
Clear agreements on what is allowed and what is not	30
Maintenance of landscape	30
Nature outside GNN	10
Dealing with management of new nature	15
Dealing with management of existing nature	60
Biodiversity	50
Management on nature and landscape elements	30
Financial support	100
More attention for nature outside GNN	50
More attention for nature inside GNN	50
Management on nature	50
Preservation and management on cultural landscapes	50
Preservation and management of biodiversity	50
Status quo of nature	33,3
Workable document for species	50
Vision on hunt	10
Policy on species	30
Not every nature fits everywhere	30
Protections of species	33,3
Importance of stakeholders	33,3

⁴⁴ The distinction between valued and unvalued aspects is based on the interview. The valued aspects are the aspects mentioned by the stakeholders when answering questions 2/3. The unvalued aspects are also mentioned during the interview but not during question 2/3 so there is no value provided by the stakeholders. The unvalued aspects are mentioned because all aspects – valued and unvalued – are important, but because there is no value they are presented in the Annex 2. Moreover, the unvalued aspects are merely a part of the table to provide a total overview of the number of aspects.

⁴⁵ Keep in mind that the aspects with the lowest value are still very important to the stakeholders, otherwise they would not have been mentioned when answering interview question 2.

To provide an overview of what the stakeholders most value with the aspects of the content a clustering will be made of: (1) preservation and management, (2) shaping nature, (3) flora and fauna, and (4) other aspects.

(1) Preservation and management. This cluster consists of the following eight aspects: *maintenance of landscape, nature outside GNN, dealing with management of new nature, dealing with management of existing nature, management on nature and landscape elements, management on nature, preservation and management on cultural landscapes, and preservation and management of biodiversity*. Together they contain more than one third of the points (35, 3 percent) assigned to the content of the policy.

(2) Shaping nature. This cluster consists of the following seven aspects: *accessible and liveable nature, clear agreements on what is allowed and what is not, biodiversity, more attention for nature inside GNN, more attention for nature outside GNN, status quo of nature, and not every nature fits everywhere*. Together they also contain a little over one third (33, 9 percent) of the points assigned to the content of the policy.

(3) Flora and fauna. This cluster consists of the following four aspects: *workable document for species, vision on hunt, policy on species, and protection of species*. Together they only contain a little over 14, 8 percent of the points assigned to the content of the policy.

(4) Others. This cluster consists of the two remaining aspects mentioned by the stakeholders: *financial support and importance of stakeholders*. Even though it has only two aspects, it contains more percentage of the points assigned to the content of the policy than cluster 3, namely 16 percent.

From this overview we can conclude that the most important aspects for the content relate to the preservation and management of nature, landscapes and its biodiversity. Close to the importance of this cluster is shaping nature. And even though cluster 3 contains more aspects, financial support and the importance of stakeholders is valued higher than flora and fauna.

Aspects about nature's relations to domains

Besides the aspects described above, the stakeholders also mentioned aspects about the relationship between nature and other policy areas. Here, another 12 valued aspects are stated. These are presented in the table below:

Valued aspects	Value
Agricultural nature management	50
Nature and economics	80
Nature and economics	25
Policy about landscapes	30
Nature in combination with other policy fields	100
Economic engine under nature	50
Nature in relation to other policies	50
Nature in relation with rural area	33,3
Economic engine for nature in rural area	33,3
Nature in relation to culture history	60
Integration of values from both nature and other policies	50
Changing role of province in viewing nature in relation with other policies	90

All these valued aspects focus on the relation of nature with other domains. To highlight what the stakeholder find the most important relation and with what domain, the aspects will be clustered as follows: (1) economics and nature, (2) agriculture and nature, (3) landscapes and nature, and (4) relations in general.

(1) Economics and nature. This cluster consists of the following four aspects: *nature and economics, nature and economics, economic engine under nature, and economic engine for nature in rural area*. Together they contain 28, 9 percent of the points assigned to the relation with domains.

(2) Agriculture and nature. This cluster consists of two aspects: *agricultural nature management and nature in relation with rural area*. Together they contain only 12, 8 percent of the points assigned to the with domains.

(3) Landscapes and nature. This cluster also consists of two aspects, namely *policy about landscapes and nature in relation to culture history*. Together they contain a percentage more than cluster 3, namely 13,8 percent.

(4) relations in general. This cluster consists of the final four aspects: *Nature in combination with other policy fields, nature in relation to other policies, integration of values from both nature and other policies, and changing role of province in viewing nature in relation with other policies*. Together they contain almost half of the points assigned to the relation with domains : 44, 5 percent.

Here, we can conclude that the relation of nature with other policy domains in general is valued most important by the stakeholders. The second highest value is given to the relation with nature and economics. Finally, the relation with nature and landscapes and agriculture is mentioned but valued least important.

Conclusion on the preferred content

To provide an answer of what the preferred content of the policy is the aspects mentioned in the content and the relations of nature with domains are combined. This leads to the final conclusion of this sub paragraph. Even though, all valued aspects are found important to the stakeholders and should be mentioned in the policy, the two highest valued clusters are the preservation and management of nature, landscapes and it biodiversity, and to the relations of nature with other policy areas in general.

5.2.2 Preferable outcome

Naturefor everyone

The opinions on the preferable outcome of the nature vision cover a wide range. Respondent 22 states that the nature vision should be nice to read. It should enthuse and motive people to care for nature and able them to contribute to nature and create a good environment for themselves (respondent 21, 24). Nature should be in the hearts of the people and then they will use their own drive to contribute (respondent 9). Support can also be gained if nature is accessible and liveable (respondent 1, 11). Nature should not be restricted to certain levels of society, but should also not be lived out [*uitgeleefd*]. A balance is needed between protection and conservation of nature and the value of combining nature with other policy fields e.g. recreation, agriculture and economics. Respondent 7 feels the need for sophisticated balance between

nature and other functions. This can be achieved by providing an overview of possible treats and changes for the relations (respondent 12), by creating a flexible network (respondent 4) and by cyclical processes (respondent 6). The province should prioritize the different values and make well augmented choices – in collaboration with stakeholders – on what is allowed and what not. Also stakeholders should take a step back for their organization and focus on what is needed for nature. This will lead to a vision in which everyone can identify themselves with an overarching image of values.

Nature as a whole

Other preferable outcomes refer to an area exceeding vision (respondent 8). Instead of dividing nature in different belongings of e.g. Staatsbosbeheer, Natuurmonumenten or agriculture we should find collaboration between the different functions and work together on one nature. Respondent 3 agrees with this and argues that we should avoid turning nature into Swiss cheese and try to find interrelationships between the different functions. Then we will find that the different functions can strengthen each other. This is contradicted by respondent 14 who states that there should be a deviation between four categories: current nature (in GNN), new nature (outside GNN), nature in rural areas and nature in urban areas. By distinguishing these categories, we avoid turning nature into a biodiversity-desert with only one species. Other respondents agree, however prefer a different distinction of Gelderland on the basis of catchments [*stroomgebieden*] or in the six areas of the province. A third argument for a ‘total’ nature if given by respondent 20. We should look over boundaries, because it is hard to defend actions when they are extinguished on the other side of the (nation) border.

Clear goals

Respondent 20 argues that the vision should consist of clear goals so everyone will know what is expected of them and what is possible and what not. Besides providing guidelines, the vision should also support organizations in any way possible for them to be able to contribute to nature (respondent 2). To gain support for the goals, respondent 4 argues that the vision should be formulated in the extension of existing plans. The two respondents (10, 19) against a nature vision support this argument and hope for least changes.

Other respondents (3, 5, 17) are more specific with what the outcome of the goals should be and state that it is important that the goals exist of e.g. national landscape, nature in- and outside of the GNN, collaboration of everyone (willing to contribute) and with municipalities and conservation of biodiversity. Finally, the goals should be formulated in a workable document. If problems occur of goals are in need of adjustment, this should be possible (respondent 16).

Conclusion on the preferred outcome

The stakeholders prefer the outcome of the policy to be: nature for everyone, nature as a whole and clear goals. The most important arguments for ‘nature for everyone’ are that the policy should enthuse and motivate people, an overarching image on nature and support by placing nature and landscapes back in the hearts of society. The second arguments are giving on the outcome as ‘nature as a whole’. Stakeholders find it important that the nature and landscapes are viewed as a whole instead of different, lose areas and that the characteristics of the different areas maintain their diversity. The final arguments relate to a formulation of clear goals so that everyone knows what is possible and what not to avoid confusion, and that the policy should be a workable documents which adapts to developments.

5.2.3 Preferable formulation

Policy space

The analyse of the preferences of the stakeholders on the policy space [*speelruimte*] shows that most stakeholders would prefer a vision on nature with policy space. Respondents 7 and 11 argue that the vision is never finished. There will always be new developments in nature and the different policy areas which influence nature. Policy space is needed to stay dynamic and respond to these developments. Respondents 8 and 12 contributes to this by arguing that policy space is needed to fill in the gaps. A vision should be a guide line where we want to go with nature – a dot on the horizon or a framework - , but how we want to achieve this ‘dot’ should be filled in by the ones who will perform the tasks (respondents 6 and 9). The other respondents in favour of policy space also argue that the vision should consist of guidelines or goals what we want to achieve, set by the province Gelderland, but that the completion is done by those who participate in reaching the goals. Respondent 16 refers to this as freedom in bondage.

Moreover, the divergent group of stakeholders bring a lot of possibilities and expertise to the table (respondents 13 and 14). By providing policy space they can be creative when filling in these gaps, which will lead to an innovate nature (respondent 2). Respondent 22 argues that stakeholders should be (partly) free to create and follow their own vision on nature, because the nature belongs to all of us. This will support the increase of biodiversity due to the fact that everyone has a different ‘taste’ of what nature should look like. Furthermore, Respondent 10 also mentions that a policy space is needed for the stakeholders to respond to the wishes of their followers [*achterban*]. He states that not only the organizations, but also their members implement the vision and that it should be possible for both to fill in the gaps as they find suitable for fulfilling the goals. This will ultimately lead to support for the nature vision.

Finally, the other six respondents argue that the nature vision should be clearly structured with no policy space. Nature is fragile and not only the goals should be determined but also how we want to achieve this (respondent 1). If the divergent stakeholders and the province Gelderland together come to a nature vision, everyone participated and therefore should be able to implement it without the need for policy space (respondent 4 and 5). Respondent 18 argues that there is no need for policy space as long as the vision itself is able to respond to the new ambitions and developments. The last argument is given by respondents 21 and 24. They argue that everyone should have a say in determining the nature vision, but determining the final goals and the way how the goals need to be achieve should be up to the province Gelderland.

Steering and binding

The opinions on whether or not to formulate nature vision in a steering and binding way are also divided between the stakeholders. First, some arguments of the stakeholders in favour of a steering and binding policy on nature. An argument in favour is given by respondent 3 who argues that the vision should lead to the goals we want to achieve otherwise the whole vision will be a sham. Respondent 2 adds that if the vision leads to ‘nothing’ there should be no vision at all. Another argument is from respondent 12 who states that because the nature is involved with so many different other policy fields e.g. agriculture, the vision has to be formulated in a steering way in order to achieve the goals on nature.

Six other respondents argue that the vision should be partly steering. They argue that the goals should be formulated in a steering way, but the way to the goals should be more freely

(respondent 6). A strong formulation of the goals in combination with policy space to act is needed to active the people and organizations to participate in nature. So the steering formulation should be used in defining the goals to make sure that these goals are achieved [*om een stok achter de deur te houden*] (respondent 13, 14 and 22). Respondent 20 agrees with this but also adds that it is important that the steering is realistic and not euphoric. It is not possible to expect something from nature or an organization which is not achievable in the first place. Moreover, a steering formulation is needed to maintain the diverse nature (respondent 21).

According to respondent 8 and 16 there is a yes and no to the use of a steering formulation. If there is no steering and the goals are formulated freely the question arise whether actual goals will be achieved. Too much flexibility allows people to deposit the vision. However, the same applies for too much steering. If the aspects are formulated too steering, the support for the nature vision will disappear. Goals should be partly formulated in chances instead of obligations to create support. Other arguments against a steering formulation are given by the other half of the respondents. The most important argument is: a vision should remain a vision, and that the vision should be a guidance.

Conclusion on the preferred formulation

Almost all stakeholders are in favour of policy space. They prefer the policy on nature to be described in guide lines or a common dot at the horizon so that they are able to fill in how they achieve the goals themselves. This leads to creative solutions and inventive approaches which enable the nature to adapt to change in other policy fields. Besides the stakeholders in favour of policy space there are also six stakeholders who argue that the policy should be clearly structured because nature is a fragile policy field. Moreover, they argue that if the policy is drafted with all stakeholders, than there is no need for policy space because the policy is the result of a joint decision. Finally, when analysing the answer of the stakeholders on whether or not the policy should be formulated in a steering and binding way, the opinions are divided. However if we analyse the arguments a common line is found in resembalance to the arguments for the policy space. They argue that the vision on nature should remain a vision, but that we should be careful that the vision does not become a sham or in other words, lead to nothing. Therefore, goals should be clearly formulated and measures should be taken to make sure that these goals are actually achieved, but the way how the goals are achieved should remain more open.

5.2.4 Conclusion on the search for solutions

In this paragraph the preferable content, outcome and formulation of the policy are analysed which leads to an answer to the question of De Neufville and Barton (1987): *How can we change it?* The sub paragraphs 5.2.1, 5.2.2 and 5.2.3 provide a derised state for the policy on nature. On the basis of the data gathered from the interviews it can be concluded that when focusing on the content it is important that it relates to the preservation and management of nature, shaping the nature, and that it is important to have relations between nature and the other policy domains of the province Gelderland. Secondly, the stakeholders prefer the outcome of the policy to focus on nature for everyone and nature as a whole. Moreover, they find it important that clear goals are formulated. Finally, when analysing the preferred formulation of the policy on nature, we observe that the policy should be formulated in such a way that the determined goals will be achieved and that (the policy on) nature is able to adapt to changes but that the vision should remain a vision and not be to strictly.

5.3 Conclusion on the analysis of preferred policy content

According to the interviews with the stakeholders and the provided answers sub proposition 1a: *The preferences on the content of the policy can be divided into defining the problem and finding solutions* is confirmed. It is indeed possible to make a distinction between the whether or not there is a need for a nature vision (the problem) and what the policy should include (the solutions). These preferences on the content of the policy for nature have been discussed in paragraph 5.1 and 5.2 and together lead to an answer to the sub research question 2a: *What are the preferences of stakeholders about the content of the policy on nature for the province Gelderland?*

First, the problem definitions. The acknowledgement of the need for a nature vision is given by almost all stakeholders. 21 Stakeholders are in favour of making a policy on nature for three important reasons: to protect and maintain the defenceless and fragile nature; to create an overarching image when it comes to what is allowed and possible in nature and what not; and to provide an future image for nature to protect it and make nature more flexible and adaptable to changes and other policy areas. Moreover, what also be kept in mind are the arguments of the three respondents against another policy on nature: to watch out that there are not to many rules on nature which lead to confusion and that the provincial policy is in line with the policy of the State, because nature does not end at the border.

Secondly, the search for solutions. The analysis of the desired state leads to seven main common solutions provided by the stakeholders. There should be a focus on: preserving and managing nature; shaping (biodiversity of) nature; relations between nature and other policy domains; nature for everyone; nature as a whole – no boarders, formulation of clear goals to prevent confusion and discussion; and formulate the goals in such a way that nature is able to adapt to changes while still realising the agreed goals. Finally, the stakeholders prefer that the policy on nature is formulated in such a way that the determined goals will be achieved and that (the policy on) nature is able to adapt to changes but that the vision should remain a vision and not be too strictly.

Concluded can be that even though there are a lot of different opinions and arguments provided by stakeholders it is possible to provide an advise on what the content for the policy on nature should include according to the stakeholders⁴⁶. The problem definition and the solutions are combined and result in the policy purposes: the desires decided to achieve (Bressers, 1992, p. 85). Therefore, the preferred content of the policy purposes of the stakeholders are: protection and maintenance of the defenceless and fragile nature, shaping (biodiversity of) nature, creating an overarching image with a focus on future developments, making nature more flexible and adaptable by creating relations with other policy areas, formulating clear and achievable goals and finally, treating nature as a whole, with no boarders and access for everyone.

⁴⁶ The results mentioned in chapter 5 about the content will be combined with the results from chapter 6 and 7 to give an answer to the research question of the thesis in chapter 8.

6. Preferences on interactive policy making: results

In this chapter the preferences of the stakeholders on the process of policy making are analysed. According to the literature the centre of interactive policy making lies in interaction, participation and collaboration between stakeholders and therefore the process of policy making should focus on interaction⁴⁷. To analyse whether or not the stakeholders agree to this, the data from the interviews are analysed. An analysis is made of the conditions for the process (6.1)⁴⁸ and of the design needed to secure the interests from stakeholders and policy coherence (6.2). This data will lead to an answer to the following sub question (2b): *What are the preferences of the stakeholders about the process of interactive policy making on the nature vision of the province Gelderland?* and is given in the final paragraph of this chapter (6.3).

6.1 Conditions for the process

This paragraph focusses on explaining the preferences of the stakeholders for the process of interactive policy making by analysing the other two other categories: (2b) relations with actors and (3) the process itself. First, an overview of the number of aspects – valued and unvalued – is given below for the two categories⁴⁹:

	Number of aspects		Total aspects
	Valued	Unvalued	
The relation with stakeholders	8	5	13
The process of the policy	15	8	23

We observe that a total of 23 out of the 92 aspects relate to the process of the policy and that a total of 13 aspects relate to the relations with stakeholders. In this paragraph the valued aspects of both categories will be discussed separately after which they will be combined to provide an answer to what the conditions for the process should be according to the stakeholders.

Aspects about relations with stakeholders

The 8 valued aspects on the process are summed up below with their attached value:

Valued aspects	Value
Support for nature from stakeholders	30
Involvement of citizens	10
Collaboration and tasks of organizations	25
Task division	25
Involvement of citizens and other stakeholders	20
Support from citizens and organizations in the area	30
Shaping relation between people and nature/landscapes	70
Task division of citizens and other organizations	65

⁴⁷ See definitions of interactive policy making in sub paragraphs 3.1.3 and 3.1.4

⁴⁸ The conditions for the process come from the aspects related to the process and relations with actors mentioned when answering question 2 and 3.

⁴⁹ The distinction between valued and unvalued aspects is based on the interview. The valued aspects are the aspects mentioned by the stakeholders when answering questions 2/3. The unvalued aspects are also mentioned during the interview but not during question 2/3 so there is no value provided by the stakeholders. The unvalued aspects are mentioned because all aspects – valued and unvalued – are important, but because there is no value they are present in the Annex 2. Moreover, the unvalued aspects are merely a part of the table to provide a total overview of the number of aspects.

To provide an overview of what the stakeholders most value with the aspects of the process a clustering is made of: (1) division of tasks, (2) involvement of actors, and (3) support by actors.

(1) Division of tasks between actors. This cluster consists of the following three aspects: *collaboration and tasks of organizations, task division, and task division of citizens and other organizations*. Together these aspects contain almost half of the points assigned to the process of the policy, namely 41,8 percent.

(2) Involvement of actors. This cluster consists of the following two aspects: *involvement of citizens, and involvement of citizens and other stakeholders*. Together they contain 10,9 percent of the points assigned to the process of the policy.

(3) Support by actors. This cluster consists of the following three aspects: *support for nature, support from citizens and organizations in the area, and shaping relations between people and nature/landscape*. Together they contain the most points assigned to the process of the policy: 47,3 percent.

From this overview we can conclude that when it comes to the relations with stakeholders, the highest value is given to the cluster (3) support with almost half of the total percentages. Followed closely are the aspects that relate to the task division between stakeholders and finally the lowest valued aspects are related to the involvement.

Aspects about process

Besides the aspects described above, the stakeholders also mentioned aspects about the general process of the policy. Here, another 15 valued aspects are stated. These are presented in the table below:

Valued aspects	Value
Shared responsibilities	20
Cyclic process and way of thinking	50
Courage to make (realistic) choices	20
Shared concepts	50
Discussing the values	25
Give substance to vision	25
Support	30
Flexible and weighing in context	20
Realistic ambitions	30
Logical choice of functions and areas	40
Collaboration	30
Shared responsibilities	20
Communication in the process	10
Collaboration of stakeholders	33,3
The need of achieving goals	35

All these valued aspects focus on the process of interactive policy making. To highlight what the stakeholder find the most important in the process, the aspects will be clustered as follows: (1) conditions for the process, and (2) conditions for the mind-set and attitude of stakeholders.

(1) Conditions for the process. This cluster consists of the following ten aspects: *shared responsibilities, cyclic process and way of thinking, shared concepts, discussing the values, give substance to vision, support, collaboration, shared responsibilities, communication in the process, and collaboration of stakeholders*. Together they contain 66, 9 percent of the points assigned to the process of the policy.

(2) Conditions for the mind-set and attitude of stakeholders. This cluster consists of the following five aspects: *courage to make (realistic) choices, flexible and weighing in context, realistic ambitions, logical choice of functions and areas, and the need to achieving goals*. Together the aspects contain 33, 1 percent of the points assigned to the process of the policy.

From this overview we can conclude that the stakeholder value the conditions of the process more than they value the conditions for the mind-set and attitude of the stakeholders involved in the process.

Conclusion on the conditions for the process

To provide an answer on what the conditions of the process should be according to the stakeholders the aspects mentioned in the process and the relations with stakeholders are combined. This results in an answer to this paragraph. Even though, all valued aspects mentioned are found important by the stakeholders and should be taken into account when designing the process of policy making, the highest values are assigned to support for the goal of the conditions for the process itself whereas the conditions for the mind-set and attitude of the stakeholders contain 33,1 percent of the points.

6.2 Design to secure interests and policy coherence

In the previous paragraph some conditions for the process of policy making are formulated. In this paragraph the preferences of the stakeholders on the process are further analysed with a focus on how the process should be designed to ensure that a good reflection of the different interests is present (sub paragraph 6.2.1), and policy coherence will occur (sub paragraph 6.2.2). Both aspects will be discussed separately after which a conclusion is giving in sub paragraph 6.2.3 on how the process should be designed to secure these aspects in interactive policy making.

6.2.1 Proper reflection of the different interests

In order to secure a well-reflected nature vision of the different interests the stakeholders provide different arguments. The most important argument given by most stakeholders is joint policy making. Creating a policy together will ensure support and policy coherence by stakeholders (respondent 1). Moreover, it is important to look beyond the usual suspect (respondent 20)⁵⁰. Citizens, companies and other societal organizations can provide a lot of necessary information needed to make a decision (respondent 19), because they live in the areas where the policy will be implemented (17). If the different interests are taken into account (respondent 6, 22), policy coherence will be established (respondent 8).

Other arguments relate to how the process of interactive policy making should be designed. Respondent 21 argues that before starting, the province should first reflect on the precursor: BNL and learn from its shortcomings – Trial and Error. Moreover, it is important that the province plays the role of director actively (respondent 3). They should be responsible for

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creating a solid network to work with, starting the process of policy making and facilitate where necessary to create a joint policy. It is important that they direct, but not steer. Everyone should be able to help create the policy (respondent 13). Respondent 24 contributes to this by arguing that the province should express their willingness for co-creation towards the stakeholders and society.

Respondent 2, 6 and 12 argue that it is important to start by talking to stakeholders and gather the various interests and ideas in the field. The information can be gathered by sessions in the regions (respondent 5) or by individual conversations with stakeholders (respondent 15).

Extensive consultation in this form will create support for the policy (respondent 3). After the consultation phase a concept policy should be drafted (respondent 9) and another round of stakeholder consultation should be conducted.

6.2.2 Ensuring policy coherence

Respondent 12 argues that policy coherence depends not necessarily on the process but more on the content of the policy. What is brought to the table by the stakeholders should reflect in the policy (respondent 1). Respondent 6 contradicts this by arguing that the process is also of great importance to ensure policy coherence. Interactive policy is a good process where the stakeholders are heard and can contribute to the policy (respondent 18, 20), but if at the end half of the input is missing, stakeholders will deviate from the policy (respondent 9, 17). Another argument is the setting of achievable goals (respondent 15). Unrealistic goals do not lead to results which are necessary for policy coherence. Respondent 8 argues that it is also important that the people who live and work in the areas can find themselves in these formulated goals. If this is not the case, they feel neglected. To overcome this problem the policy should be a practical document with a focus on the different areas (respondent 3).

Moreover, the policy should be clear on what it is that we want to achieve together (respondent 22). Stakeholders should be able to see the positive aspects of nature instead of the negative ones. Another argument focusses on the number of plans written in the policy. If there are too many plans, and if they do not correspond to existing plans (respondent 5, 17), it will become very difficult to execute. It is important that the policy focusses on adding new value to the existing plans instead of rewriting them (respondent 19). Respondent 13 argues that there are enough plans, and that the policy should ensure the current direction but not necessarily create new ones.

Another argument to ensure policy coherence is to ensure a good relation between nature and other policy areas (respondent 2). If all nature is protected, it is not possible for other entrepreneurs to combine their activities with nature e.g. recreation or agriculture (respondent 11). Furthermore, the policy is in need of an implementation agenda. Not only the content and process should correspond to what the stakeholders want but also its implementation (respondent 21). The implementation should be achievable as well as the rules about the finance of maintenance (respondent 10). Moreover, the implementation should come straight after the formulation. If there is too much time in-between stakeholders will lose their interest because they see no results (respondent 4). This will lead to a decrease in policy coherence. A final argument is provided by respondent 7 who argues that it is important that once the policy is transformed into rules which everyone has to obey, the original idea of the policy is not lost. The rules have to be flexible to secure a resilient policy on nature.

6.2.3 Conclusion on the design of the policy

To provide an answer on what the design of the process of policy making should be to secure a good reflection of the different interests and to ensure policy coherence the answers of the stakeholders are analysed above. They argue that in order to secure a good reflections of the different interests it is necessary first that there is a joint policy making process and second that the collaboration is more extensive than the usual suspects⁵¹. Besides collaboration, there should also be extensive consultation with the stakeholders to gather various interests and ideas. Moreover the province Gelderland should create this solid network where they play the director role without the willingness to steer and express their willingness to co-create. If a good reflections of the different interests is achieved, the coherent activities from stakeholders will increase, according to the stakeholders. Other arguments to insure policy coherence that are mentioned by the stakeholders are the following; a reflection of the stakeholders' input in the content; a jointly process; setting achievable and clear goals in a practical document; pay attention to the positive effects of nature; do not make to many plans – this confuses and limits the stakeholders which leads to a negative view on the policy, a good relation between nature and other policy domains; financial support to achieve goals; and a fast implementation to create results and keep the interests of the stakeholders.

6.3 Conclusion on the analysis of preferred policy process

This chapter confirms the sub-proposition 1b: *The preferences on the process of policy making are divided into the conditions and the design for the process*. However, here is also proven that the conditions are necessary to achieve the desired design for the process to secure the interests and policy coherence. The following ten conditions are mentioned by the stakeholders: *shared responsibilities, cyclic process and way of thinking, shared concepts, discussing the values, give substance to vision, support, collaboration, shared responsibilities, communication in the process, and collaboration of stakeholders*. These conditions relate to the concept of interactive policy making defined by the literature in chapter 3 and provide a partial answer to the sub research question 2b: *What are the preferences of the stakeholders about the process of policy making on the nature vision of the province Gelderland?*, namely interactive policy making.

Besides the conditions, a preference on the design to secure the different interests and policy coherence is also provided by the stakeholders. Again the argument of joint policy making pops up. Therefore it can be said that the stakeholders do attach great value to interactive policy making with a broad(er) list of stakeholders collaborating in a network where the province of Gelderland has the directing role. If the province expresses their willingness for co-creation and keeps in mind the interactive network and her role, the stakeholders feel that the different interests will be secured which will also lead – according to the stakeholders – to policy coherent activities. Besides a jointly process, it can also be concluded that several other aspects play a role in ensuring policy coherence. According to the stakeholders the province of Gelderland should pay attention to: reflecting the stakeholders' input in the policy content, address the positive side of nature (also in relation to other policy domains), formulate clear and achievable goals, strive for producing results and help with the financial aspects. This forms the other part of the answer to sub research question 2b.

Concluded can be that the stakeholders find interactive policy making necessary to ensure a good reflection of the different interests and to ensure policy coherence.

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7 Involvement of citizens and companies: results

According to the literature, today's nature and landscapes are the result of ongoing interaction between the physical world and human intervention (Overbeek and Vader, 2008). The involvement of citizens and companies can be described by (1) motives and circumstances, and (2) contribution and support. In this chapter the preferences of the stakeholders on the involvement of citizens and companies are described by analysing these clustered aspects. Paragraph 7.1 analyses the motives and circumstances by describing the image that the stakeholders have of what citizens and companies want from nature and their salience of involving them. The second paragraph (7.2) focusses on analysing the contribution and support for citizens and companies by analysing the opinions of the stakeholders on the way of involvement (Doers and Payers), the level of involvement (Participation ladder) and the support they are willing to provide. The results of both paragraphs will be used to answer sub question 2c: *What are the salience of the stakeholders for involving citizens and companies and what are the preferences of these stakeholders on contribution and support of citizens and companies?* The answer to this sub question is found in the conclusion of the chapter in paragraph 7.3.

7.1 Motives and circumstances

According to the literature, the image of what citizens want from nature differs from the image of what companies want from nature (motives) whereas the salience of involvement is important for both (circumstances). In this paragraph both aspects will be discussed. In sub paragraph 7.1.1 the image from citizens about nature are discussed on the basis of the opinions of the stakeholders and in paragraph 7.1.2 the image from companies. The third sub paragraph analyses the circumstances by focussing on the saliences from stakeholders on the involvement of citizens and companies. Finally, the last sub paragraph will provide a conclusion for this paragraph.

7.1.1 The image from citizens about nature

There are a lot of different citizens who all want different things from nature (respondent 3, 19 and 20). Let start with providing a better understanding of what is meant by a lot of different citizens. When analysing the answers of the respondents two distinctions of citizens are found. The first distinction is found between citizens who live in the rural area and citizens who live in the cities (e.g. respondent 6, 17, 23). Another distinction is made between the ordinary citizens and the nature loving citizens⁵² (e.g. respondent 8, 16). Secondly, what are those different things that citizens want from nature? Two contradictions are given as an example by the respondents:

1. Someone on vacation prefers clear and shiny waters for swimming whereas a fisherman prefers turbid waters because this is where the most fish are found.
2. A hunter wants deer to hunt, which live in wooded areas whereas a farmer prefers open and clear fields for production.

These are only two of the examples on the different views from citizens on nature. However, what each type wants is to use nature. Moreover, the respondents argue that the overall image that citizens have of nature is positive and that they highly value to be able to enjoy and experience nature. This can be achieved mainly through economic activities and recreation in

⁵² The nature loving citizens are citizens who are well educated on nature and know for instance the difference between certain species whereas the ordinary citizens are citizens who (simply) experience nature.

nature. According to respondent 3 a nature behind fences is exit. Citizens are a nature-loving population, where a lot of people often enjoy spending time in nature (respondent 17). This applies not only to the small group of nature fanatics but also to the large group of ordinary citizens who enjoy recreating in nature. Moreover, if people are able to use nature, they will be more willingly to participate in maintenance and financial aspects (respondent 10). Respondent 8 and 9 point out to a potential danger on the view of citizens on nature. According to them, citizens find it difficult to make a distinction between nature and landscapes and state that nature is created and that citizens live in the landscape. Respondent 7 and 14 contribute to the difficulty of citizens to view nature and states that citizens categorize almost everything green as nature. Not only the forest in the rural area is nature, but also the green plants between the streets is nature.

Moreover, respondent 5 argues that also a lot of people want to maintain the diverse nature as it is now and that they are against declines and changes e.g. cutting down trees or lane renovations. However, what citizens often forget is that these interventions are needed for nature development and experience the measurement in a negative way (respondent 12). Another argument is given by respondent 21. Citizens do not want nature to become homogenised and find diversity important. Moreover, respondent 2 and 24 argue that the support for maintaining nature is present and that people are willing to participate in maintaining the nature around them.

7.1.2 The image from companies about nature

The stakeholders argue that the image that companies have about nature is less positive than the image that citizens have or even negative, because nature often brings limitations to the table. This can for instance stand in the way of making profit, which is according to respondent 11 and 15 the (primary) interest of companies. But, is this the case and the only interest? Before this question can be answered it is necessary to examine what the respondents mean when they refer to companies, because they argue that the image differs per sector or category of companies. According to respondent 20 there is a lot of variety between companies. On the basis of the answers given by the respondents it is possible to make three different distinctions. The first distinctions of companies is based on the sector in which they operate: agricultural, recreational, hospitality, industrial or local (small companies) (e.g. respondent 2, 5, 8, 13, 21). The second distinctions remains close to the first distinction, because again the different sectors in which the companies operate play a role. However, this distinction goes a little bit further by focussing on what the different sectors gain and need from nature. Respondent 6, 7, 15 and 16 identify four gains: the recreational sector gains capital from nature, the agricultural sector need the nature for production, the business sector profits from nature in the area because it improves the well-being of its personal and the industrial sector is in need of societal support which they get from citizens when producing more sustainable. Finally a third distinction is made between entrepreneurs who operate inside or outside the city (respondent 9 and 17).

As one can see there are many different distinction possible. Now it is possible to elaborate on the question mentioned before. Indeed it is of (great) interest for companies to make profit, but there are more interests mentioned by the respondents. Respondent 15 argues that it is important for companies to possess the so-called license to produce. Nowadays, society is very focussed on sustainability and the environment (respondent 24). By increasing for instance the sustainability of production or using organic material, the company will gain public support for their products and profit from sales. Other ways of producing goodwill is by including nature in

the company business (respondent 19) or developing an economic engine for nature (respondent 23).

Besides gaining profit, companies also need to be able to conduct the business of the company (respondent 4 and 13). If the nature around them is closed, and not even the slightest change or development is possible, this will become problematic for the company and possible its (future) existence. Some examples are provided. For instance, the agriculture sector needs to be able to use the land for production (respondent 8), a recreational sector needs to be able to make slight adaptations to their location in order to maintain their business (respondent 1) and industrial areas need to be able to expand in order to follow the international competition (respondent 11). On the other hand, if nature is to open and there are no clear boundaries, it is possible that nature disappears to the background of other policies.

Finally, some additional gains are mentioned. The companies benefit from a good business climate and satisfied employees (respondent 14). Nature can provide these conditions which can change the image that companies have on nature in a positive way. A good business climate is established by a nice landscape whereas the green in the landscape will improve the well-being of the employees and at the same time their health (respondent).

7.1.3 Salience of involving citizens and companies

Salience of involving citizens and companies is clearly indicated by the stakeholders during the interviews. All respondents answered 'yes' to the question whether or not it is important that citizens and companies are involved. The main reason given by almost all respondents for their involvement is that this is needed to create support. If government or other organizations what to develop nature or need help with the maintenance, they need support from both citizens and companies (respondent 3, 7). By involving citizens and also companies, surprising ideas and necessary information can come to the table, because they know the area. Moreover, their involvement will not only ensure support but also their contribution to nature. If citizens and companies are able to help deciding on nature, it becomes something from them too – the feeling of ownership grows and with that the responsibility to take care of things (respondent 16).

In order to establish an overview of the level of salience for involving citizens and companies the respondents were asked to divide 100 points between the salience of involving citizens and the salience of involving companies⁵³. When analysing the level of salience it is possible to make a distinction between respondents who value the involvement of citizens more, respondents who value the involvement of companies more, and respondents who value both involvements equally. The overview below provides an overview of which respondents belongs in which category⁵⁴.

Salience of involving	Respondents
citizens	1,2,9,10,11,12,13,16,17,20,21,22,24
companies	8, 15, 19
both citizens and companies	3,4,5,6,7,14

⁵³ An overview of the distribution of the salience between citizens and companies from the respondents is found in Annex 3

⁵⁴ Missing values from respondents 18 and 23

From the table it can be concluded that a little over half – 13 respondents – value the involvement of citizens more. However, from the interviews can also be concluded that in half of these cases the salience is only a little bit higher than 50 percent.⁵⁵ A lot of respondents argued that the salience for involving both is high, but if they have to divide the points, the involvement of citizens was slightly more important. An argument to support the salience for both but a little more for citizens is that citizens form the basis of the companies – the employees. If they are involved in and gain support for nature, the companies will also be positively influenced.

It can be concluded that even though a lot of respondents divided the points in favour the salience for involving citizens, in reality both are important and should be involved to gain support for nature.

7.1.4 Conclusion on motives and circumstances

In this paragraph the motives and circumstances for involving citizens and companies in nature are analysed. This analysis shows that sub-proposition 2a: *The motives and circumstances for involving citizens differs from the motives and circumstances for involving companies* is only partly confirmed⁵⁶. According to the interviews with the stakeholders the motives for involving citizens differ however, the circumstances show a lot of resemblance.

First, the motives will be captured. The stakeholders argue that the image that citizens have about nature is more positive than the image of the companies. Citizens can enjoy and experience nature through e.g. economic activities or recreation in nature, which contributes to this positive image. Another argument is given that states that citizens often find it difficult to make a distinction between nature and landscapes and therefore view it as a whole. But because they view it as a whole, they attach great value to biodiversity. To elaborate on the term citizens, the stakeholders provide two types of distinctions: (1) between citizens who live in the rural area and in the cities, and (2) between ordinary citizens and nature loving citizens. When focussing on the view of companies, the stakeholders argue that this is more negative, because nature often stands in the way of making profit or expanding. But there are also several positive aspects that nature provides for companies: license to produce, good business climate and well-being of employees. And even though, the image of companies about nature differ from that of the citizens, also here the stakeholders make several distinctions: (1) between sectors in which the companies operate – agricultural, recreational, hospitality, industrial or local; (2) between differences in gains and needs of companies – recreational sector [capital], agricultural sector [production], business sector [profits], industrial sector [license to produce]; and (3) between entrepreneurs who operate inside or outside the city.

Secondly, the circumstances for involving citizens and companies with nature. Most respondent indicated that involving citizens is more important than involving companies with nature. However, when analysing the arguments for their indication it turns out that this may only be slightly the case and that in fact the salience for both involvements are found important by the

⁵⁵ The table in annex 3 shows that there are only a few respondents who really find it more important to involve citizens. Their distribution is 80/20 ; 90/10 ; and in one case even 99/1. The other half of the respondents who argue that the salience of citizens is larger, provide a distribution of 60/40 or 70/30.

⁵⁶ On the basis of the literature was assumed that there was a difference between motives and circumstances for involving citizens and for involving companies. However, on the basis of the interviews can be stated that this difference is hardly present and that the circumstances for involving citizens and companies are quite the same.

stakeholders. Therefore, it can be concluded that even though the motives and circumstances may differ (or not) for citizens and companies, both parties are important and should be involved.

7.2 Contribution of and support for citizens and companies

This paragraph will analyse the contribution of and support for citizens and companies on the basis of the opinions of the stakeholders. On the basis of the literature, a distinction is made between the way of the contribution and the level of contribution. The way of contribution is divided in Doers and Payers (sub paragraph 7.2.1) whereas the level of contribution is determined by the participation ladder (sub paragraph 7.2.2). The third sub paragraph (7.2.3) will analyse the support that the stakeholders are willing to provide and the support that the province of Gelderland can provide according to the stakeholders. A conclusion on the aspects of contribution and support is given in the final sub paragraph (7.2.4).

7.2.1 Doer and Payer

According to the literature the contribution of citizens and companies for nature can be divided into two categories: Doers and Payers. The doers contribute to nature by helping with maintenance or other forms of labour in nature whereas the payers contribute to nature mainly by providing financial support. To find out what the preferences of the respondents are on these two categories, they were asked to divide another 100 points between Doers and Payers once for citizens and again for companies. They are asked to divide the points according to what they prefer and not the actual situation. By doing so the respondents indicate what their preference are when it comes to contribution to nature for both citizens and companies⁵⁷. First, the preferences from the respondents on the contribution of citizens for nature will be discussed followed by the same analysis for the contribution of companies for nature.

Contribution of citizens

The table below provides an overview of the preferred contribution of citizens according to the respondents⁵⁸:

Contribution citizens	Respondents
Doers	1,5,6,8,9,10,12,14,16,20,22,24
Payers	7,13,15
Both	2,3,11

According to half of the respondents the citizens should mainly act as Doers when it comes to contributing to nature. The main argument provided by these respondents to indicate their preference is that fact that volunteers are of great value to help with the maintenance and development of nature. However, they also mentioned in the interviews that both contributions are important from citizens, but if they are asked to choose their preferences goes out to the Doers. Besides volunteering, they can also contribute as Doers by simply cleaning up garbage when walking through the forest. The three respondents in favour of citizens as Payers argue that a lot of citizens do not have the time nowadays to actively do things for nature and that the involvement of citizens is not large enough to expect a lot of Doers. Therefore the respondents argue that citizens should contribution financially. Moreover, respondents also argue that both contributors can benefit from each other. The following example will illustrate this: a payer

⁵⁷ An overview of the values is presented in annex 4

⁵⁸ Missing values from respondents 4,17,18,19,21,23

financially supports an organization that conducts maintenance of nature with volunteers who make sure that the nature is conserved. The volunteers profit from the financial support from the payer because they can purchase new tools to work with and the payer profits from the volunteers because the landscape where he loves to walk is taken care of. Finally, the three respondents who state that the contribution should be both Doers and Payers when it comes to citizens contribution to nature argue that both groups are important. Moreover, another argument in favour of a fifty-fifty division is the fact that people are flexible and are able to contribute as both. One day a person is able to because . When we analyse the arguments that support the choices of the stakeholders one can conclude both contributions of citizens are important for nature.

Contribution of companies

Here the preferences on the preferred contribution of companies for nature are discussed. The table below provides an overview of the respondents' preferences on the contribution of companies⁵⁹:

Contribution companies	Respondents
Doers	6,7,11,15,20,22
Payers	1,2,5,8,9,10,13,14,16,24
Both	3, 12

A little less than half of the respondents prefers companies to be Payers. Strong arguments provided by several respondents are the fact that companies focus on their company business first, which confiscates all of their available time and that most companies are often financially better capable of fulfilling the role as Payer than citizens. Six other respondents argue that they would prefer companies to be Doers, due to the fact that they can make a big difference when it comes to sustainability of production. A lot of pollution of nature is caused by production of companies. If they would pay more attention to nature by adjusting their production methods, this would greatly benefit the nature. If we analyse these arguments we observe that even though some respondents prefer Doers whereas other prefer Payers, they have the same intention. Therefore, it can be concluded that both contributions from companies are important for nature.

7.2.2 Participation ladder

The literature also argues that contribution – or better said – participation of citizens and companies can be divided into five steps: informing, consulting, advising, co-producing and co-deciding. Each step provides more possibilities for contribution and influence. Edelenbos and Klijn (2006) call this the participation ladder. To find out what the preferences of the respondents are when it comes to these different steps, they are asked to divide 100 points over the different step in terms of their preferences on once the participation of citizens and again for the participation of companies⁶⁰. This provides an indication of what level of participation the respondent prefers for both citizens and companies. First the preferences from the respondents on the level of participation from citizens for nature will be discussed followed by the same discussion for the level of participation from companies.

⁵⁹ Missing values from respondents 4,17,18,19,21,23

⁶⁰ An overview of the different values assigned by the stakeholders to each step for citizens and for companies can be found in Annex 5

Preferred level of participation for citizens

The level of participation for citizens is very divided among the respondents. To provide an overview of what step is preferred most for each respondent the table below is constructed.⁶¹

	Informing	Consulting	Advising	Co-producing	Co-deciding
Respondents	1,4,5,7,8,10,13,14,24	1,5,7,8,12,16,24	15,21	3,6,14,20,21,22	6, 20

This table provides an overview of the most preferred level of participation for each respondent⁶². Before explaining the different preferences of the respondents an important argument has to be made, which was given by a lot of stakeholders before dividing the points to the steps. They argue that the level of participation depends on the matter at discussion. If for instance the matter is about developing nature in a residential area the citizens should be taken at least the fourth but also often the fifth step to gain their support. However, if we focus on a different matter like determining what species should be protected they lack the knowledge to help deciding and therefore should remain to informing and consulting. In line with the research and in order to gain the preferences of all respondents on the same matter, they are asked to divide the points over the policy making in general.

If we analyse the table we observe that the largest amount of respondents places their preference on the step informing. Their main argument is that informing forms the basis for the following steps. Almost the same argument is provided for the second step and therefore respondents 1,5 and 7 are placed in both steps. They argue that citizens often do not have the necessary information available to take the other three steps. An example to illustrate this is: people who are against cutting down a row of trees or trimming down plants to the roots. All these actions are necessary in order for the nature to survive, but most people do not know this and base their decision on personal feelings. Another argument in line with the given example is that citizens often look at the local picture when it comes to nature – their own environment – this can sometimes result in negative effects for the bigger picture. Nature does not end a certain border. The final argument focusses on the role of the government. The government is able to step in the overarching position and therefore should make the final decision.

Six other respondents argue that it is indeed necessary for citizens to co-produce, and even two are also in favour of co-deciding. They argue that the citizens live in that nature and that they should have a say in the matter. Also it is possible for government to do little or even nothing with the information and consults provided by citizens and therefore the citizens should be placed onto higher steps to secure their interests. Moreover, two other respondents chose to prefer advising when it comes to participation of citizens because of all the reasons mentioned above – too little informed to make a decision yet they live in the nature and should have a say in the matter.

⁶¹ Missing values from respondents 9, 17, 18, 19, 23

⁶² Respondents 1,5,6,7 and 8 valued two steps equally highest and are therefore placed twice in the table. Their argument is that informing and consulting are almost the same and the same goes for co-producing and co-deciding.

Preferred level of participation for companies

The level of participation for companies is also very divided among the respondents and show a lot of resemblance to the overall preferred level of participation for citizens. To provide an overview of what step is preferred most for each respondent the table below is constructed.⁶³

	Informing	Consulting	Advising	Co-producing	Co-deciding
Respondents	5,10,13,14,24	1,5,8,10,12	1,4,14,22	3,6,15	6

This table provides an overview of the most preferred level of participation for each respondent⁶⁴. Also here the respondents mentioned that the matter of the discussion determines their decision on the preferred level of participation. If the matter relates to nature in their area, companies also should be able to take the higher steps. However, what is also mentioned here is that because companies highly focus on their company business it is possible that they place the importance of the nature on the background e.g. when expanding or determining the way to produce. If this is the case and they (unintentionally) harm protected nature, than companies should be placed on the lower steps of informing and advising. Also here the respondents are asked to divide the points on the policy making in general.

If we analyse the table with the preferred levels of participation for companies we observe resemblance with the table for citizens. Most respondents who argues that citizens should be able to take a certain step, state the same for the companies. The reason behind the decision show also resemblance but are viewed from a the perspective of a company. Respondents who prefer that companies only take the first or first to steps argue that nature is not part of their business plan but that they should be able to inform and consult on the matters that affect them. A noticeable change compared to the table for citizens is that here four respondents argue that companies should also be able to advise on the policy. This is supported by stating that the companies often possess more knowledge due to their size and therefore are better able to provide advice. Finally, the respondents who favour the last steps for companies argue that companies are of great value to nature and because of their wide knowledge should be able to co-produce.

7.2.3 Support to increase involvement of citizens and companies

In the previous sub paragraphs is discussed what kind of contribution and what level of participation are preferred by the respondents. This paragraph first focus what kind of support the respondents are able and willing to provide to increase involvement of citizens and companies for nature. Moreover, the respondents are also asked to express their opinions on what the province of Gelderland should and could do to increase this involvement. This will be discussed after the support from the respondents.

⁶³ Missing values from respondents 9, 17, 18, 19, 23

⁶⁴ Respondents 1,5,6,7 and 8 valued two steps equally highest and are therefore placed twice in the table. Their argument is that informing and consulting are almost the same and the same goes for co-producing and co-deciding.

Support from the respondents

The answers from the respondents to the questions what kind of support are they willing and able to provide are combined into an overview of all sorts of support to provide a better overview.⁶⁵

- Functioning as a bridge between society and the province of Gelderland
- Organizing so-called information days to teach society about nature
- Bringing nature closer to society by hosting (party) events in nature
- Organizing excursions to educate society
- Organizing so-called kitchen table conversations⁶⁶ for local matters on nature
- Involving citizens in developing plans that involve or impact nature
- Facilitation of collaboration between stakeholders
- Helping in finding the right stakeholders for the process
- Involvement of society through societal organizations
- Stimulating nature and landscape projects
- Helping to create awareness by the citizens and companies and support them once they are aware and want to do something
- Educating people why certain things are necessary to improve or maintain nature
- Advising and informing members of the organizations on matter concerning nature
- Help carrying out the policy on nature once this is established (only if the organization itself supports the policy)
- Collaborating with other organizations to expand the support and involvement of citizens and companies
- Inviting citizens and companies personally⁶⁷
- Representing the will and wishes of the members from the organization
- Maintaining relations by communicating with society
- Listen to the wishes of the citizens and companies and help to realize them
- Involving citizens and companies in policy making

As one can see, this is an extensive list of forms of support that the respondent already provide or are willing to provide to increase the involvement of citizens and companies in nature. The main support provided by the respondents focusses on letting citizens and companies experience nature up close e.g. by organizing events or days to stimulate the interest for nature. This can also contribute to the knowledge that citizens and companies have on nature. By educating them the intentions behind the measurement or actions taken become more clear and understandable.

Moreover, the respondents argue that the bridge between society and the province of Gelderland is too large and that they can help narrowing this. The respondents are already involved with citizens and/or organizations and therefore are able to help channelling their interests towards the policy makers and maintain relations between the already involved citizens and companies to secure their collaboration.

⁶⁵ Because the interviews are anonymous it is not possible to link the answers to the respondents individually and therefore all forms of support mentioned by the 24 stakeholders are summed up into one list.

⁶⁶ Kitchen table conversations refer to conversations where all stakeholders involved talk to each other and together provide a solution or common goal

⁶⁷ A personal invitation often encourages people more to react or to participate in a matter

Finally, it is also possible for the respondents to help implementing the policy on nature by creating a positive mind-set about nature and explaining citizens and companies what benefits nature can bring them instead of focussing on the limitation.

Support from the province of Gelderland

Because the respondents are also asked to provide an overview of the support the province can provide to increase the involvement of citizens and companies in nature, another list is made combining the possibilities for support for Gelderland:

- Ensuring that citizens and companies can relate to the policy on nature
- Involving citizens and companies in the process of policy making (through societal or other intermediary organizations)
- Remain open and accessible for citizens and companies who do approach the province directly
- Facilitation of events organized by other organizations or stakeholders that contribute to the involvement of citizens and companies e.g. information days, excursions, field trips
- Organizing own events for involving citizens and companies in nature and its policy
- Financial and material support for executable ideas from citizens and companies
- Informing the citizens and companies on nature and its policy (through societal or other intermediary organizations)
- Open to the arguments brought to the table by organizations that represent the interests of citizens and stakeholders
- Facilitation of the process of policy making and ensure that everyone is heard
- Being clear in what is possible and what not to make sure that citizens and companies are not confused about certain matter
- Presenting the positive effects that nature can have for citizens and companies
- Keeping society up to date about changes or progress that involves them and nature
- Enabling societal and other intermediary organizations where necessary to make sure that they can perform their role as intermediary organizations well

Also here an extensive list of forms of support are provided by the respondents. The main support that the province of Gelderland can provide to increase involvement of citizens and companies is by reacting to their wishes and interests. These can come from intermediary organizations but also from citizens or companies who approach the province. When this happens it is important that the province is open to the arguments brought to the table and not just ignores them but also to provide a reaction why the arguments are being used or not. Moreover, they should also be clear in what is allowed and what not, to prevent confusion, but also develop a policy on nature to which the citizens and companies can relate.

Another important role for the province argued by the respondents is the facilitation of happenings e.g. events, field trips, education, development and the necessary material and financial support required. Finally, it is also important that the province of Gelderland keeps society and other organizations up to date on the developments. This enables stakeholders to provide their interests on the matter before it is too late.

7.2.4 Conclusion on contribution and support

In this paragraph the contribution of and support for citizens and companies in nature are analysed. This analysis shows that sub-proposition 2b: *The contributions and support for involving citizens differs from the contributions and support for involving companies* in not confirmed⁶⁸. Besides the clear distinction between citizens as doers and companies as payers, the contributions and support for citizens and companies show a lot of resemblance according to the opinions of the stakeholders.

When analysing the level of contribution the opinions of stakeholders are divided across the stairs. The most important reason for choosing a certain step for either citizens or companies is the matter at discussion. The aspect highly determines whether or not it is possible for either citizens or companies, or both to participate and at what level. According to the interviews – in general – most of the stakeholder prefer informing and consulting – the lower levels of the stairs – for both citizens and companies. Moreover, when analysing the answers about the support it becomes clear that there is no distinction made between citizens and companies at all. All forms of support should be applied to both parties. There is however a distinction noticeable between the support the organisations are willing to provide and the support the province should provide to increase the involvement of citizens and companies in nature. The main difference is found in the fact that organizations are closer to society and therefore should function as a bridge between society and the province. Whereas the province, because the distance is larger, should pick up the directive and facilitative role.

7.3 Conclusion on the involvement of citizens and companies

Even though sub-proposition 2b is not confirmed and sub-proposition 2a is partly confirmed, the analysis of the results on the involvement of citizens and companies confirms proposition 2: *The preferences on the involvement of citizens and companies from stakeholders can be divided into (1) motives and circumstances, and (2) contributions and support*. According to the interviews with the stakeholders there is a difference between the two categories. However, on the basis of the sub-propositions it is indicated that the difference between the involvement of citizens and companies is not so different. The analysis provides an answer to the sub research question 2c: *What are the salience of the stakeholders for involving citizens and companies and what are the preferences of these stakeholders on contribution and support of citizens and companies?*

In the first category the motives and circumstances are analysed and this results in a difference between citizens and companies. According to the stakeholders, the citizens have a positive view on nature and that they primarily want to enjoy and experience nature whereas companies have a less positive view on nature, because it (often) limits them in their business. Moreover, the stakeholders make a several distinctions between different citizens and companies. Therefore, it is important when analysing the motives, but also the circumstances that this is done on the basis of the different types. However, when analysing the salience of involvement the stakeholders find both citizens and companies important.

⁶⁸ With the exception of the doers (citizens) and payers (companies). On the basis of the literature was assumed that there was a difference between contribution and support for involving citizens and for involving companies. However, on the basis of the interviews can be stated that this difference is hardly present and that contribution and support for involving citizens and companies are quite the same.

The second category focusses on the contributions and support and also here both aspects are fairly the same for citizens and companies. The only difference is found in the distinction between doers and payers. Citizens should mainly be doers and companies should mainly be payers. But also here the differences fade when analysing the arguments. Citizens and companies should both be payers and doers and the distinction depends on what is possible in a certain situation. Furthermore, the stakeholders also indicate that the level of participation depends on the situation, but that in general citizens and companies should both inform and consult. Finally, the support should be the same for citizens and companies. The organizations can provide support by forming a bridge between society and the province, whereas the province – due to the distance – is able to take the directive and facilitative role.

8. Conclusion and discussion

This chapter will focus on providing a conclusion for the research question: *Under what conditions and how can the province of Gelderland design a balanced soft policy for nature that produces coherent activities by stakeholders?* Before answering the research question the propositions made on the basis of the literature will be discussed shortly to provide an overview of the link between the literature and the interviews (sub paragraph 8.1). Then, in sub paragraph 8.2 the conclusion of the research or the answer to the research question is given followed by a final sub paragraph (8.3) with recommendation for future search: non-anonymous interviews, further analysis of the aspects, contextualizing the measurement of involvement and more interviews in total.

8.1 Propositions on a policy for nature

The preferences of the stakeholders on the content and the process of the policy on nature are discussed in chapter 4 and 5. On the basis of the results of these chapters the first proposition: *The preferences on interactive policy making are split between preferences on the content and process* is confirmed. It is indeed possible to make a clear distinction between what the preferences of the stakeholders are on the content and on the process which is in line with the article of de Graaf (2007).

Secondly, the preferences of the stakeholders on the involvement of citizens and companies in nature are discussed in chapter 6. On the basis of these results, the second proposition: *The preferences on the involvement of citizens and companies from stakeholders can be divided into (1) motives and circumstances, and (2) contributions and support* is confirmed. The literature of Overbeek, Somers and Vader (2008) provided a clear distinction to use for the analysis of the interviews.

If the preferences on interactive policy making and the involvement of citizens and companies are taken into account, the stakeholders confirm that there will be support for the policy with coherent activities⁶⁹. This leads to a confirmation of the final proposition: *By involving stakeholders in policy making, the stakeholders will gain support for the both content and process which in turn will lead to policy coherence by the stakeholders.* The confirmation of the proposition made on the basis of the literature show that it is possible to use the chosen literature to conduct a research on policy making for nature and design a balances soft policy.

8.2 Preferences for creating support and policy coherence

As stated in the beginning of the thesis, the focus of the research is the exploration of a design for a soft policy on nature for the province of Gelderland. The results on the preferences of the stakeholders provided in chapter 5, 6 and 7 combined with the literature on policy making results in an answer to the research question: *Under what conditions and how can the province of Gelderland design a balanced soft policy for nature that produces coherent activities by stakeholders?*

'The conditions'

The conditions for designing a balanced soft policy on nature depend on the preferences of the stakeholders on both interactive policy making and the involvement of citizens and companies.

⁶⁹ This is in line with the argument of Driessen, Glasbergen & Verdaas (2001, p.322): 'cooperation is the only way to create a basis for support, in view of the divergent interests at stake'.

The preferences on the content or the policy purposes are: protection and maintenance of the defenceless and fragile nature, shaping (biodiversity of) nature, creating an overarching image with a focus on future developments, making nature more flexible and adaptable by creating relations with other policy areas, formulating clear and achievable goals and finally, treating nature as a whole, with no borders and access for everyone.

Secondly, the preferences of the stakeholders on the involvement of citizens and companies. According to the stakeholders the motives for involving citizens and companies differ because citizens in general have a more positive view on nature as companies. Citizens enjoy experiencing nature in their lives through recreation, health or other activities in nature whereas the companies, especially industrial, business and agricultural companies, often feel limited because of nature. The circumstances, however, are almost the same for citizens and companies. Overall, the involvement of citizens is found more important by the stakeholders, but the arguments show that both involvements are necessary and important and therefore both should be involved. Then for the contributions. Overall, the stakeholders argue that citizens should be doers, companies should be payers and that both should be involved through informing and consulting. But according to almost all stakeholders, it is important that the aspect on which the citizens and companies should be involved is identified first before determining their involvement. Finally, the support⁷⁰ of organizations and the province of Gelderland is needed for both citizens and companies.

'How'

According to the literature interactive policy making results in support from stakeholders which will lead to coherent activities. This is confirmed by the stakeholders during the interviews. Therefore, the 'how' or 'interactive policy making' should form the basis for designing a balanced soft policy on nature. The analysis of the preferences from the stakeholders on the process conclude that the stakeholders attach great value to the concept of interactive policy making, because the arguments given for the conditions and for the design to secure the different interests and policy coherence all refer back to the concept. The most important conditions mentioned by the stakeholders are: shared responsibilities, cyclic process and way of thinking, shared concepts, discussing the values, give substance to vision, support, collaboration, shared responsibilities, communication in the process, and of course the collaboration of stakeholders. Finally, ideas for the design are presented: broad(er) list of stakeholders collaborating in a network, province of Gelderland in the directing role without steering too much, the expression of the province for co-creation, joint process, reflecting the stakeholders' input in the policy content, address the positive side of nature (in relation to other policy domains), formulate clear and achievable goals, strive for producing results and help with the financial aspects.

Balances soft policy for nature

To create a balanced soft policy on nature the province of Gelderland has to take the above mentioned conditions into account and focus on interactive policy making or co-creation with the stakeholders. If the province takes these preferences into account the stakeholders confirm that they will be positive about the policy on nature and show support through policy coherent activities.

⁷⁰ Here a distinction is not made between citizens and companies but between what the province and what the organizations should do to increase support. Because the gap between province and citizens/companies is big, the organizations should function as a bridge, whereas the province should pick up the directive and facilitative role.

8.3 Recommendations for future research

The search has proven that the literature on policy making can be applied on the case of the province Gelderland to create an advise for designing a balanced soft policy on nature. However, during the research four important recommendations came up that can improved the research, but also should be taken into account for future research on the case.

1. The anonymous interviews: The interviews in this research were conducted anonymous to secure that the stakeholders were not limited in their use of words because of their position or point a view. This resulted in detailed answers to the questions but also limited the research⁷¹. The first recommendation for future research is to conduct the same research without anonymous interviews. This enables the researcher to create links between the organizations and the answers, but also it improves the advice for the province of Gelderland. An advise for the province is more valuable if they are aware of which stakeholders stated what arguments, because this enables them to build on the research.
2. 'Second' analysis of the aspects: In this research the stakeholders were asked to list several aspects which are important for them to be included in the policy on nature. This resulted in an extensive list of aspects which if of create value for the province Gelderland. However, the division of the points is skewed, because the stakeholders all created a different list with more or less aspects. If the points are divided equally on the aspects, the aspects of a stakeholders with two aspects are 50 points whereas aspects from a stakeholder with four aspects would only have 25 points, making them seem less important when only looking at the number of points. A recommendation for future research is to take the list of aspects drafted in this thesis and interview the stakeholders again. This results in a division of points which enables the province to find out the priorities of the stakeholders on the aspects mentioned.
3. Specific aspects or situations for measuring involvement: This thesis analysed the preferred level of 'general' involvement of citizens and companies. The stakeholders were asked to indicate what step of the participation ladder citizens and companies should be able to take and also what the division should be between payers and doers. From the interviews it turned out that the stakeholders found it quite difficult to indicate these involvement in general. Almost all stakeholders argued that their indication would differ per situation of aspects on which the citizens and/or stakeholders should be involved. A recommendation for future search is to list a set of relevant situations and analyse the level of involvement again. The list of relevant aspects can be drawn up from this research.
4. More interviews: Because of the time limit, only 24 interviews were conducted. Moreover, the interviews where held with administrative- but also with several official bodies [*bestuurlijken ambtelijk*]. From the interviews it was clearly indicated that directors and officers answer differently. This was also argued by several stakeholders during the interviews. Therefore a final recommendation for future research is to conduct two interviews within one organizations (if possible) one with the director and one with the officers.

⁷¹ An example of a limitation to the research is the network analysis of stakeholders. On the basis of question 15 a network of stakeholders is made. But because the interviews are anonymous, it is not possible to analyze the most important information for the province of Gelderland, namely who has a relation with who. For this reason the network analyses is moved to the annex.

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10. ANNEXES

Annex 1 Overview of respondents

Organization
Gemeente Rijnwaarden
Natuurmonumenten
Gemeente Barneveld
Waterschap Vallei en Veluwe
Gemeente Winterswijk
Gemeente Bronckhorst
RECRON
Collectief Vala
Stichting Landschapsbeheer Gelderland
Gelders Particulier Grondbezit
Geldersch Landschap en Kasteelen
Bosgroep Midden Nederland
LTO Noord
Gelderse Natuur en Milieufederatie
Collectief Rivierenland
Staatsbosbeheer
Gemeente Nijmegen
Waterschap Rivierenland
Collectief Veluwe
Waterschap Rijn en IJssel
Instituut voor Natuureducatie en Duurzaamheid
Gemeente Ede
Gemeente Rheden
Rijksvastgoedbedrijf

Annex 2 Aspects per stakeholder

Here an overview is provided of the valued and unvalued aspects mentioned by the 24 stakeholders by answering questions 2 and 3 of the interview

Respondent 1	
Valued aspects	
Support for nature from stakeholders	30
Accessible and liveable nature	40
Clear agreements on what is allowed and what not	30
Total	100
Unvalued aspects	
Clear to everyone in Gelderland what nature has a high and low priority	X
Make people excited about nature	X

Respondent 2	
Valued aspects	
Agricultural nature management	50
Maintenance of landscape elements	30
Involvement of citizens	10
Nature outside of GNN	10
Total	100
Unvalued aspects	
X	X

Respondent 3	
Valued aspects	
Dealing with development of new nature	15
Dealing with management of existing nature	60
Collaboration and tasks of organizations	25
Total	100
Unvalued aspects	
Give room to organizations, users and owners in nature	X
Economic engine under nature	X
Network collaboration with province in directing role	X

Respondent 4	
Valued aspects	
Nature and economics	80
Shared responsibilities	20
Total	100
Unvalued aspects	
Overarching aspects important to all stakeholders	X
Discussing contradictory interests together	X
Share image for support	X

Respondent 5

Valued aspects	
Nature and economics	25
Task division	25
Policy about landscapes	30
Involvement of citizens and other stakeholders	20
Total	100

Unvalued aspects	
Vision on the goal we want to achieve	X

Respondent 6	
Valued aspects	
Cyclic process and way of thinking	50
Biodiversity	50
Total	100
Unvalued aspects	
X	X

Respondent 7	
Valued aspects	
Nature in combination with other policy fields	100
Total	100
Unvalued aspects	
Following State goals	X
Liveable nature and landscape	X

Respondent 8	
Valued aspects	
Economic engine under nature	50
Support from citizens and organizations in the area	30
Courage to make (realistic) choices	20
Total	100
Unvalued aspects	
X	X

Respondent 9	
Valued aspects	
Shaping relation between people and nature/landscapes	70
Management of nature and landscape elements	30
Total	100
Unvalued aspects	
Distinguish landscapes from nature	X
Long term view	X
Establishing a resilient nature	X
Finance nature both in and out GNN	X
Enabling municipalities to perform tasks (also financial)	X
Overarching ambitions acknowledged by everyone	X

Respondent 10	
----------------------	--

Valued aspects	
Financial support	100
Total	100
Unvalued aspects	
General (sharply formulated) waivers for GNN with compensation possibilities	X

Respondent 11	
Valued aspects	
Shared concepts (step 1)	50
Discussion of values (step 2)	25
Give substance to vision (step 3)	25
Total	100
Unvalued aspects	
Collaboration with other policies	X
Searching for new stakeholders with new and fresh insights	X
NAV of nature [intrinsieke waarde]	X

Respondent 12	
Valued aspects	
More attention for nature outside GNN	50
More attention for nature inside GNN	50
Total	100
Unvalued aspects	
Nature is a single policy area	X
More attention for forest policy	X

Respondent 13	
Valued aspects	
Management of nature	50
Nature in relation to other policies	50
Total	100
Unvalued aspects	
Inclusion of (cultural) landscapes	X
Policy where necessary	X
Creating a positive instead of negative image on nature policy	X

Respondent 14	
Valued aspects	
Preservation and management of cultural landscapes	50
Preservation and management of biodiversity	50
Total	100
Unvalued aspects	
X	X

Respondent 15	
Valued aspects	
Where are we now?	33,3

Nature in relation with rural area	33,3
Economic engine for nature in rural area	33,3
Total	100
Unvalued aspects	
X	X

Respondent 16	
Valued aspects	
Workable document for species	50
Support	30
Flexible and weighing in context	20
Total	100
Unvalued aspects	
X	X

Respondent 17	
Valued aspects	
Vision on hunt	10
Policy on species	30
Nature in relation to culture history	60
Total	100
Unvalued aspects	
Connecting nature and cities	X
Notion that landscape does not end with the beginning of the city	X
Make townsman aware of nature around him	X

Respondent 18	
Valued aspects	
Realistic ambitions	30
Not every nature fits everywhere	30
Logical choice of functions and areas	40
Total	100
Unvalued aspects	
X	X

Respondent 19	
Valued aspects	
X	X
Total	X
Unvalued aspects	
Importance of collaboration and understanding	X
Realistic about nature and agricultural areas	X

Respondent 20	
Valued aspects	
Integration of values from both nature and other policies	50
Collaboration	30
Shared responsibilities	20
Total	100

Unvalued aspects	
X	X

Respondent 21	
Valued aspects	
Changing role of province in viewing nature in relation to other policies	90
Communication in the process	10
Total	100
Unvalued aspects	
Content not specific on species, but on environment	X

Respondent 22	
Valued aspects	
Protection of species	33,3
Importance of nature for province	33,3
Collaboration of stakeholders	33,3
Total	100
Unvalued aspects	
X	X

Respondent 23	
Valued aspects	
X	X
Total	X
Unvalued aspects	
Management and maintenance on nature	X
Nature in relation to other policies	X

Respondent 24	
Valued aspects	
Task division citizens and other organizations	65
The need of achieving goals	35
Total	100
Unvalued aspects	
X	X

		The process		The relations				The content		Total
				<i>Actors</i>		<i>Domains</i>				
Number of aspects		23		13		20		36		90
Valued	Unvalued	15	8	8	5	12	8	21	15	90
Percentage of 100	X	19,9 %	X	12,5 %	X	29,6 %	X	38 %	X	100 %

Annex 3 Salience of involvement of citizens and companies

	Salience involvement citizens	Salience involvement companies
1.	70	30
2.	75	25
3.	50	50
4.	50	50
5.	50	50
6.	50	50
7.	50	50
8.	40	60
9.	100	0
10.	80	20
11.	99	1
12.	80	20
13.	90	10
14.	50	50
15.	30	70
16.	70	30
17.	90	10
18.	X	X
19.	30	70
20.	60	40
21.	70	30
22.	60	40
23.	X	X
24.	70	30

Annex 4 Doers and Payers

An overview of the division of points between payers and doers for citizens and companies

Respondent	Citizens		Companies	
	[doers]	[payers]	[doers]	[payers]
1.	60	40	40	60
2.	50	50	25	75
3.	50	50	50	50
4.	X	X	X	X
5.	80	20	20	80
6.	80	20	80	20
7.	20	80	80	20
8.	70	30	40	60
9.	100	0	0	100
10.	90	10	10	90
11.	50	50	75	25
12.	80	20	50	50
13.	10	90	0	100
14.	70	30	30	70
15.	30	70	70	30
16.	75	25	5	95
17.	X	X	X	X
18.	X	X	X	X
19.	X	X	X	X
20.	60	40	75	25
21.	X	X	X	X
22.	60	40	60	40
23.	X	X	X	X
24.	90	10	10	90

Annex 5 Participation ladder

An overview of the division of point in the participation ladder per stakeholder

		I	R	A	C	M
1.	Citizen	40	40	20	X	X
	Company	X	40	40	20	X
2.	Citizen	20	20	20	20	20
	Company	25	25	25	25	X
3.	Citizen	12,5	12,5	12,5	50	12,5
	Company	10	10	10	60	10
4.	Citizen	60	20	20	X	X
	Company	10	20	40	20	10
5.	Citizen	30	30	20	15	5
	Company	30	30	20	15	5
6.	Citizen	10	10	10	35	35
	Company	10	10	10	35	35
7.	Citizen	40	40	15	5	X
	Company	25	25	25	25	X
8.	Citizen	40	40	20	X	X
	Company	20	50	30	X	X
9.	Citizen	X	X	X	X	X
	Company	X	X	X	X	X
10.	Citizen	55	40	5	X	X
	Company	40	40	20	X	X
11.	Citizen	20	20	20	20	20
	Company	20	20	20	20	20
12.	Citizen	X	80	10	10	X
	Company	X	45	30	20	5
13.	Citizen	75	12,5	12,5	X	X
	Company	75	20	5	X	X
14.	Citizen	45	5	5	45	X
	Company	45	5	45	5	X
15.	Citizen	X	40	50	10	X
	Company	X	30	30	40	X
16.	Citizen	15	50	25	10	X
	Company	25	25	25	25	X
17.	Citizen	X	X	X	X	X
	Company	X	X	X	X	X
18.	Citizen	X	X	X	X	X
	Company	X	X	X	X	X
19.	Citizen	X	X	X	X	X
	Company	X	X	X	X	X
20.	Citizen	13,33	13,33	13,33	30	30
	Company	20	20	20	20	20
21.	Citizen	15	15	35	35	X
	Company	25	25	25	25	X
22.	Citizen	5	10	15	60	10
	Company	5	10	60	15	10
23.	Citizen	X	X	X	X	X
	Company	X	X	X	X	X
24.	Citizen	30	30	10	10	20
	Company	30	15	10	20	25

An overview of the priority steps of the 24 stakeholders

		I	R	A	C	M
1.	Citizen	X	X	-	-	-
	Company	-	X	X	-	-
2.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
3.	Citizen	-	-	-	X	-
	Company	-	-	-	X	-
4.	Citizen	X	-	-	-	-
	Company	-	-	X	-	-
5.	Citizen	X	X	-	-	-
	Company	X	X	-	-	-
6.	Citizen	-	-	-	X	X
	Company	-	-	-	X	X
7.	Citizen	X	X	-	-	-
	Company	-	-	-	-	-
8.	Citizen	X	X	-	-	-
	Company	-	X	-	-	-
9.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
10.	Citizen	X	-	-	-	-
	Company	X	X	-	-	-
11.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
12.	Citizen	-	X	-	-	-
	Company	-	X	-	-	-
13.	Citizen	X	-	-	-	-
	Company	X	-	-	-	-
14.	Citizen	X	-	-	X	-
	Company	X	-	X	-	-
15.	Citizen	-	-	X	-	-
	Company	-	-	-	X	-
16.	Citizen	-	X	-	-	-
	Company	-	-	-	-	-
17.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
18.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
19.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
20.	Citizen	-	-	-	X	X
	Company	-	-	-	-	-
21.	Citizen	-	-	X	X	-
	Company	-	-	-	-	-
22.	Citizen	-	-	-	X	-
	Company	-	-	X	-	-
23.	Citizen	-	-	-	-	-
	Company	-	-	-	-	-
24.	Citizen	X	X	-	-	-
	Company	X	-	-	-	-

Annex 6 Interview questions

Interview questions – anonymous

Question 1: Why do we need a vision on nature?

Question 2: What aspects do you find important and should be mentioned in the nature vision?

Question 3: How do you value these different aspects if you could divide a 100 points?

Aspect 1	...
Aspect 2	...
...	...
Total importance for aspects	100

Question 4: What is, according to your organization, the most desirable outcome of the nature vision?

Question 5: How should the process of interactive policy making be organized to ensure that the different interests are well-reflected in the nature vision

Question 6: How should the process of interactive policy making be organized to ensure policy coherent activities?

Question 7: What image has your organization of what the citizens and companies want from nature?

Question 8: Does your organization find it important to involve citizens and companies with nature and how is the involvement valued?

Importance of involving citizens	...
Importance of involving companies	...
Total importance for involvement	100

Question 9: What can citizens and companies contribute to nature and the nature vision?

Question 10: Who should be the doers and who should be the payers?

	Doers	Payers	Total
Citizens	100
Companies	100
Total	100	100	

Question 11: In what way should citizens and companies contribute to nature?

	Inform	Consult	Advise	Co-produce	Co-decide	Total
Citizens	100
Companies	100

Question 12: What can and would your organization contribute to increase the involvement of citizens and companies on nature?

Question 13: What should the province Gelderland do to increase and support the involvement of citizens and companies on nature?

Question 14: Which influence has the position of your followers [achterban] on your organization?

Question 15: With whom on the list do you collaborate and which organizations are missing?

	Change of information	Collaboration in networks	Contact to discuss vision on nature	Needed for good functioning of the organization
Waterschap Vallei en Veluwe				
Waterschap Rijn en IJssel				
Waterschap Rivierenland				
LTO Noord				
Federatie Particulier Grondbezit				
Geldersch Landschap en Kasteelen				
Natuurmonumenten				
Staatsbosbeheer				
Stichting Landschapsbeheer Gelderland				
Gelderse Natuur en Milieufederatie				
Bosgroep Midden Nederland				
Gemeente Barneveld				
Gemeente Rijnwaarden				
Gemeente Winterswijk				

Gemeente Nijmegen				
Gemeente Ede				
Gemeente Bronckhorst				
Gemeente Rheden				
Instituut voor Natuureducatie en Duurzaamheid				
RECRON				
Rijksvastgoedbedrijf				
Collectief Vala				
Collectief Veluwe				
Collectief Rivierenland				

Question 16: When would your organization be committed to the nature vision?

Question 17: What room or possibilities does your organization have (or wants to have) once the policy on nature is implemented?

Question 18: Which aspects of the nature vision should be[sturend] formulated and how can this be achieved?

Question 19: For whom should the nature vision be binding and why is this the case?

Question 20: When would your organization deviate from the vision on nature?

Annex 7 Overview of the unvalued aspects from stakeholders

Unvalued aspects for content (15)
Clear to everyone in Gelderland what nature has a high and low priority
Make sure that restraints in landscapes remain manageable
Liveable nature and landscape
Establishing a resilient nature
Finance nature both in and outside GNN
NAV of nature
NAV of nature
Nature is a single policy area
More attention for forest policy
Inclusion of (cultural landscapes)
Policy where necessary
Creating a positive instead of a negative image on nature policy
Nation that landscape does not end with the beginning of the city
Content not specific on species, but on environment
Management and maintenance on nature

Unvalued aspects for relation domains (8)
Distinguish landscapes from nature
Economic engine under nature
Connecting nature and cities
Realistic about nature and agricultural areas
Following state goals
General (sharply formulated waivers for GNN with compensation possibilities)
Collaboration with other policies
Nature in relation to other policies

Unvalued aspects for relation stakeholders (5)
Make people excited about nature
Give room to organizations, users and owners in nature
Enabling municipalities to perform tasks (also financial)
Search for new stakeholders with new and fresh insights
Make townsman aware of nature around them

Unvalued aspects for process (8)
Network collaboration with province in directing role
Overarching aspects important to all stakeholders
Discussing contradictory interest together
Share image for support
Vision on the goal we want to achieve
Long term view
Overarching ambitions acknowledged by everyone
Importance of collaboration and understanding

Annex 8 Network of stakeholders

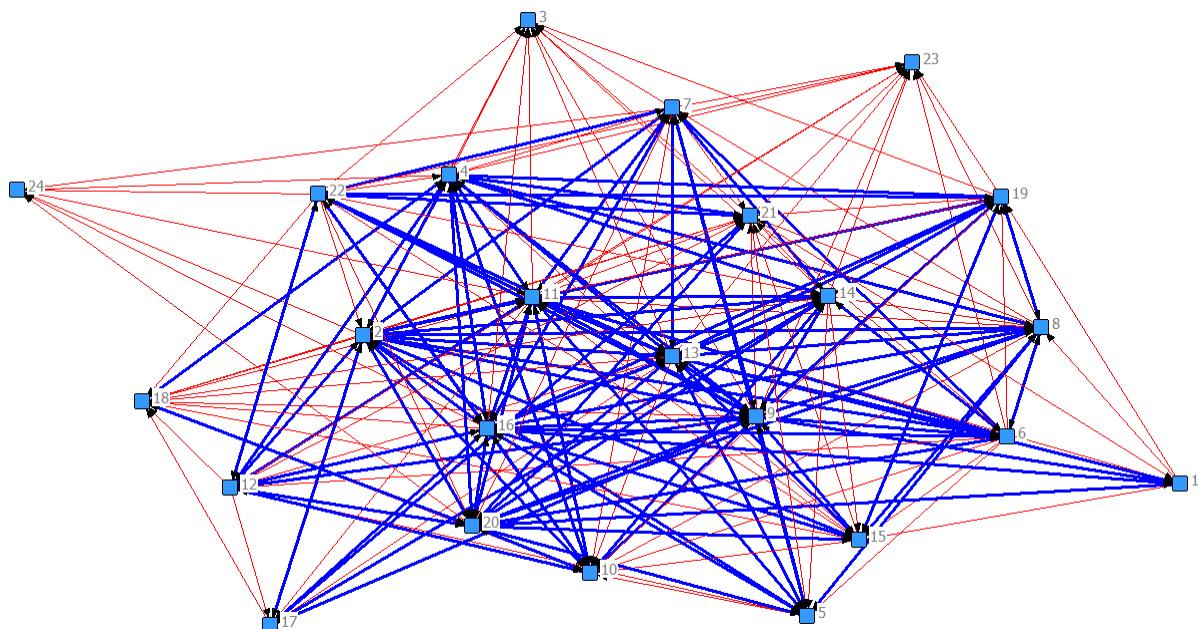
In order to establish a network of the collaboration between the stakeholders interviewed for this thesis the stakeholders were asked to indicate with which organizations they (1) exchanged information, (2) with which organizations they collaborated in a network, (3) which organizations they would contact to discuss the outcome of the policy, and (4) which organizations they need for good functioning of their own organization when it comes to the nature vision. The relations that are indicated by the stakeholders are found below in the figures.

The collaboration or ties between the stakeholders are presented in graphics drawn in Netdraw. This will provide the total number of relations between the stakeholders per category of collaboration mentioned above. The total number of ties are the sum of the indicated relations by each stakeholder .

Moreover, because the stakeholders were interviewed separately it is interesting to analyse how much of the ties are acknowledge by both parties – or in other words, how many stakeholders argue to have a relation with another stakeholders who argues the same – and how many ties are not acknowledge by both parties. In the latter, only one of the two stakeholders argues that there is a relation presented. The ties that are acknowledge by both parties are called reciprocal ties – red – whereas the ties that are acknowledge by only one stakeholder are referred to as nonreciprocal ties – blue. The program UNICET is used to indicate how many of the relations between stakeholders are (non)reciprocal.

Information exchange

The stakeholders were asked to indicate with what other organizations on the list⁷² they exchange information. If the data of the 24 stakeholders is inserted in Netdraw the following graphic is presented:

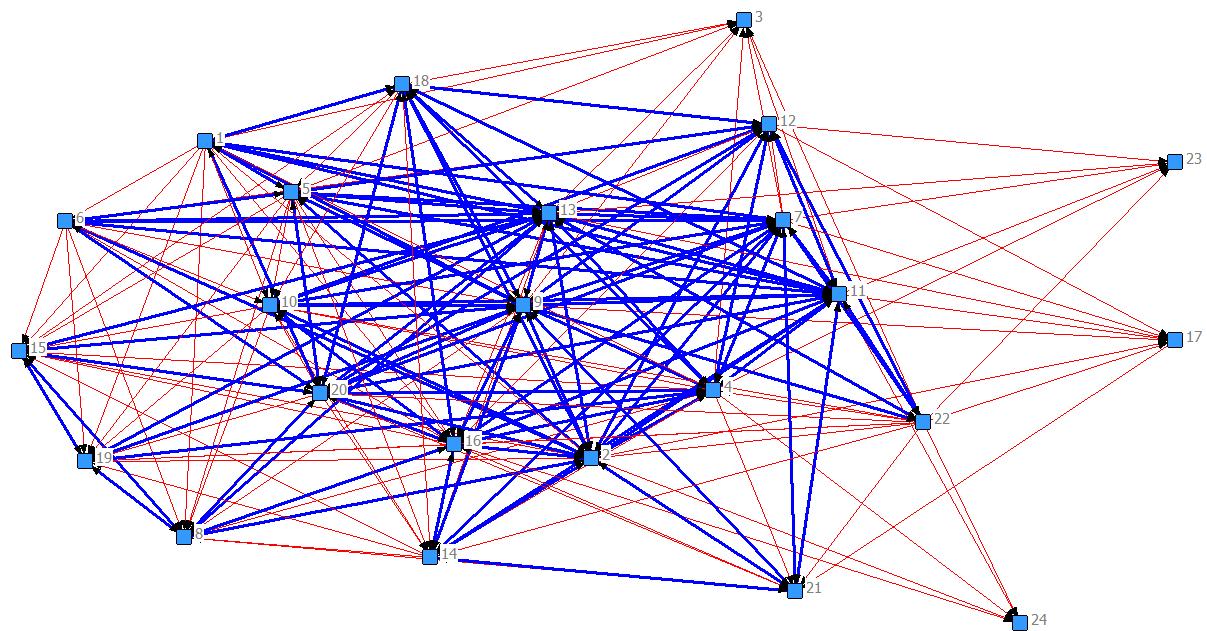


⁷² See annex 1 for stakeholder list

This graphic provides an overview of the indicated information exchanges between stakeholders. A total of 304 ties are identified of which 215 are reciprocal. This indicates that 70,7 percent of the indicated information exchanges are acknowledged by both parties. An example of an reciprocal tie is the blue line between respondent 12 and 22. Both respondents indicated that they exchange information. The other 89 ties are nonreciprocal which indicates that there are also organizations who provide information to other stakeholders without receiving the favour in return.

Networks

Here the stakeholders were asked to indicate with what other organizations on the list⁷³ they collaborate in a network. This information presents the following graphic;

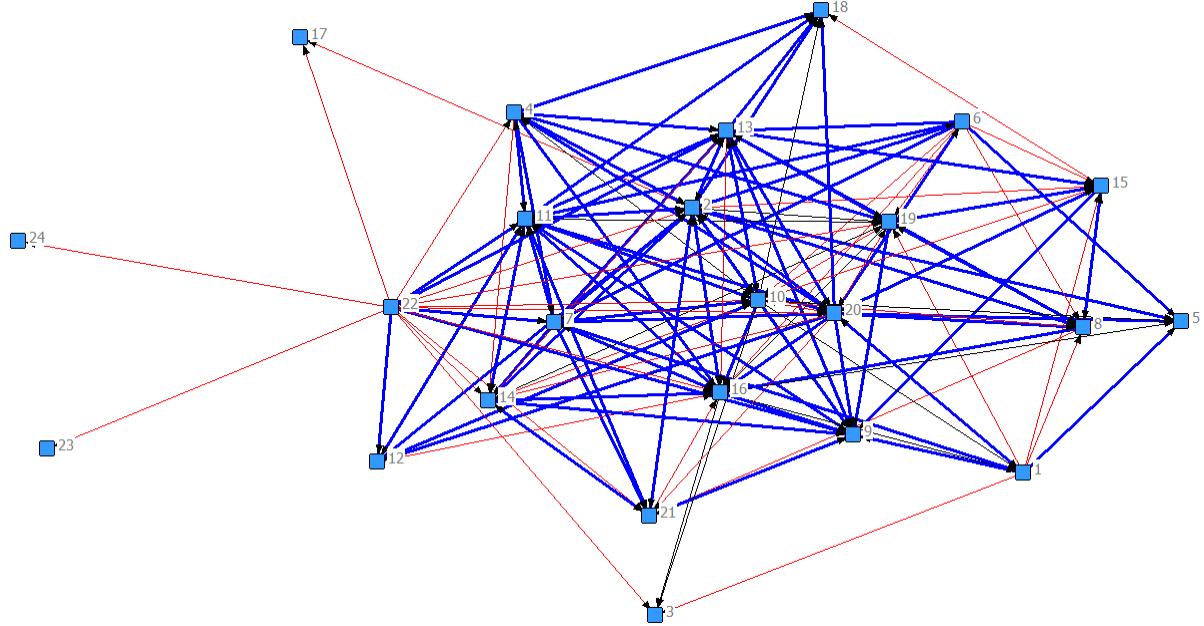


The graphic indicates that there are a total of 279 ties between the stakeholders who are interviewed. 190 of these ties or 68,1 percent are reciprocal. The other 89 ties are nonreciprocal indicating that also in this form of collaboration there are stakeholders who argue to be in a network with another stakeholder whereas that other stakeholder argues differently.

Contact

The third indications that the stakeholders were asked to indicate is who would they contact to discuss the outcome of the nature policy. An overview of the ties is presented in the following graphic:

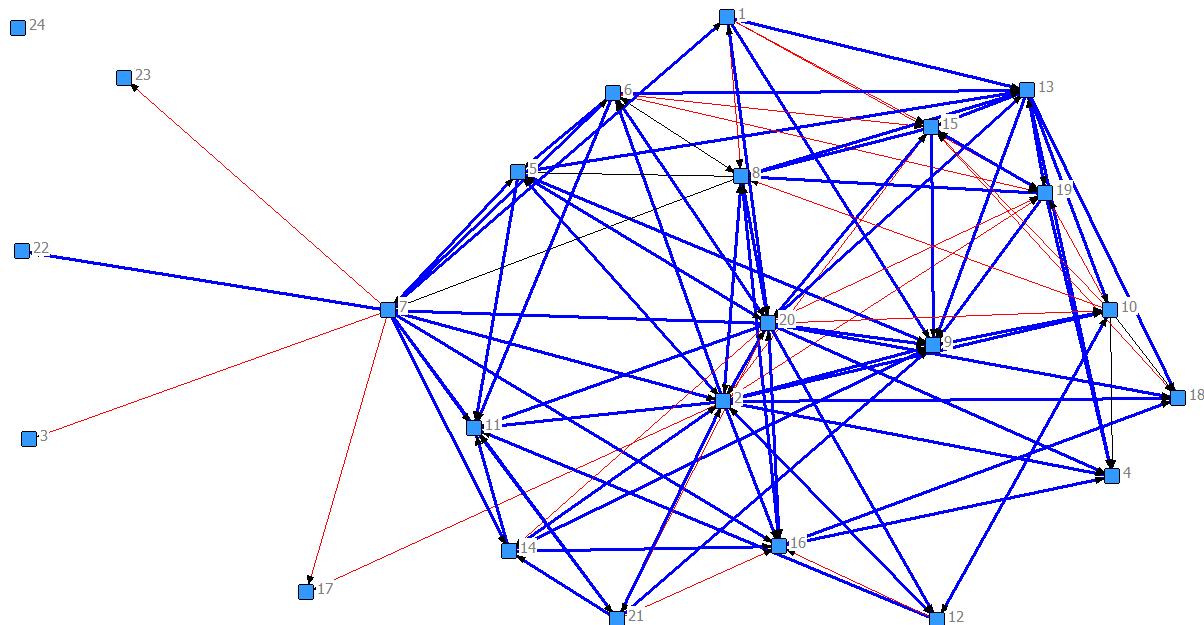
⁷³ See annex 1 for stakeholder list



The graphic indicates that there are a total of 170 ties between the stakeholders. Surprisingly is that the number of nonreciprocal ties is higher than the reciprocal ties. There are 90 nonreciprocal ties identified which is little over half – 52,9 percent – of the total indicated ties. This concludes that there is less resemblance between the choice of who to contact between the stakeholders.

Good functioning

The final indications that the stakeholders were asked to indicate is who they would need for good function of the organization – when referring to the policy on nature. The data provides the following graphic:



This graphic provides an overview of the indicated relations for the need to function well. A total of 114 ties are identified of which more than half are also nonreciprocal – 74 ties or 64,9 percent. The other 40 ties are reciprocal, therefore we can conclude that the vast majority of respondents believe that they need another stakeholder, whereas the other stakeholder indicates differently. Moreover, respondent 24 argues that there is no need for collaboration in order to function well. This indication is confirmed by the other stakeholders.