

The role of a vision-document in the process of spatial development



Paula van den Hoogen
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Wageningen University
Land Use Planning Group
Droevendaalsesteeg 3A
6708 PB Wageningen
The Netherlands

Supervision:
Dr. Ir. R. Beunen
Dr. Ir. W.G.M. van der Knaap

Examination:
Prof. Dr. Ir. A. van den Brink

Author:
Paula A.H. van den Hoogen
Registration Number: 880303 359130
paula.vandehoogen@wur.nl

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Abstract

This research is carried out to understand the role of a vision-document in the process of spatial development. To be able to better understand this role three case studies are done. Concluded from these case studies is that vision-documents are used by actors in the area to find a shared idea for development of the area. With this integral vision, actors legitimize their acts and decisions to the outside world. With the vision-document can be shown what someone wants in the area and (financial) support can be gathered for these ideas.

Keywords: vision, spatial development, spatial planning, actors, case studies.

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List of acronyms

BMF	Brabantse Milieu Federatie (environmental organization)
DLG	Dienst Landelijk Gebied (public organization for the development of rural areas)
EHS	Ecologische Hoofd Structuur (main ecological structure)
EVZ	Ecologische Verbindingszone (connecting zone for ecology)
GGOR	Gewenst Grond- en Oppervlaktewaterregime (desired regime ground and surface water)
GOB	Groen Ontwikkelfonds Brabant (for participation/ investments by the province in projects for EHS and EVZ)
IGP	Integraal Gebiedsprogramma (program for the Maasheggen area)
IVN	Instituut voor Natuurbeschermingseducatie (organization for education about nature and the environment)
KvK	Kamer van Koophandel (supportive organization for entrepreneurs)
LLTB	Limburgse Land en TuinbouwBond (organization for agriculture in Limburg)
RWS	Rijkswaterstaat (national water management)
VVV	Vereniging voor Vreemdelingenverkeer (touristic information)
WILG	Wet Inrichting Landelijk Gebied (policy for how to use/ design rural areas)
ZLTO	Zuidelijke Land- en Tuinbouw Organisatie (organization for agriculture)

The three abbreviations which are mentioned below are no official abbreviations. These are used in the case study chapters because they will be used repeatedly.

HGW	(No official abbreviation) Het Groene Woud
SBB	(No official abbreviation) Staatsbosbeheer
WB	(No official abbreviation) Water Board

Summary

Three main developments are ongoing in spatial development. Firstly; interactive policy making. Participation becomes important in decision-making processes. Secondly; integration of policy issues. It is important that issues of economy, ecology, culture and social aspects are included in new plans. Thirdly; decentralization of power. Provinces and municipalities gain more importance and responsibility in taking decisions for the area, where these were taken before by the National Government. For spatial development has to be dealt with these developments. A vision-document can be used to coordinate the process of spatial development. It is unclear what a vision-document does actually do in this process. After conducting three case studies in the areas 'Het Groene Woud', 'De Noordelijke Maasvallei' and 'De Groote Peel' can be concluded that actors expect from a vision-document that they can present a shared idea among actors of the area. With a vision they have a point on the horizon which they commonly want to reach with all actors. The vision is supported by all actors in the area and consists of shared interests. With this vision actors are able to find (financial) support to realize their vision. The document is used to legitimize the ideas of actors about the area. During the phase of creating and implementing the vision actors are able to share their ideas and thoughts about the area. However, for all three cases a selection of these actors was made. The organization giving the assignment to write a vision is able to decide which actors should be involved. Thereby this organization also directs into a certain direction of development for the area. The stories of other actors are actually fitted into the ideas of the organization giving the assignment. It is concluded that stories of some actors are considered more important than stories of other actors. The stories of citizens are hardly included in the process of implementing the vision. In one case only stories of citizens are included in the phase of creating the vision. However, only the stories applicable to and in favor of the content of the vision assigned by the client. After analyzing the case studies is concluded that decisions were taken easier with less actors. Implementing the vision turns out to be difficult sometimes due to a lack of financial means, a lack of time by actors, changing priorities, and not enough support for the vision by actors. It is important to know in advance what one wants to reach with the vision-document. The vision-document is a useful tool to analyze the landscape and to formulate shared ideas between actors for spatial development. It is important that all (selected) actors agree upon the ideas and goals mentioned in the vision.

Preface

This Master-thesis document, described as “the crown of higher academic education” is the final assignment of the study ‘Landscape Architecture and Planning’. At the Wageningen University I will complete this study by the specialization ‘Spatial Planning’. This point has been reached after following several courses of the linkage program, as I finished my Bachelor at Hogeschool HAS Den Bosch, and after participating in the regular and free program of the master education.

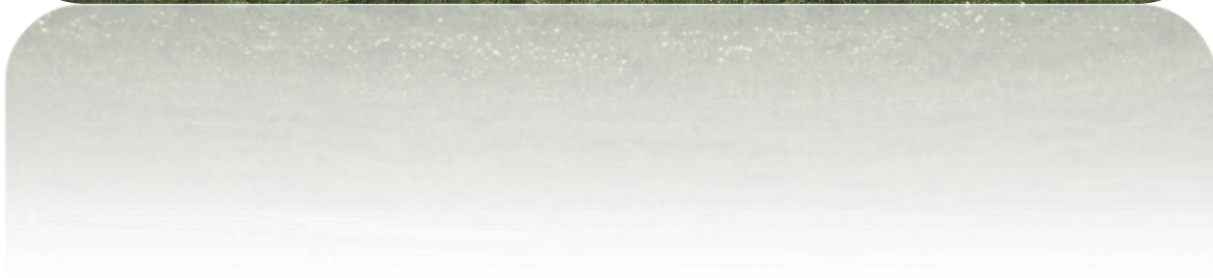
During the study period in Wageningen I have learned to think about and became interested in, why things happen in the way wherein it happens. Because of this interest I have focused on vision-documents in spatial planning processes for this thesis. Vision-documents are often used tools in spatial planning processes, but what does it actually do? During this thesis I tried to find an answer on this question.

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Paula van den Hoogen

1



1. Introduction

This introduction starts with a problem description. Developments in the field of spatial planning are described. These are leading to the “problem” which forms the basis for this research. After the problem description the objective of this research is given, followed by the main research question. This chapter ends with the relevance of this research.

1.1 Problem description

Spatial planning is important and necessary in today's society to act upon people's actions asking for development and to try to specify land use functions for a maximum profit of these areas (Eggenberger et al, 2000). Planning can be defined as: *“systematically addressing problems and exploring future expectations, by defining goals and new strategies, measures and means to resolve the problems, and identifying actions to follow up”* (Eggenberger et al, 2000:203). Van Assche et al, (2011b) argue that spatial planning is necessary to avoid problems and to explore future qualities for an area, also argue based on several scientific articles, that spatial planning can be seen as a coordination mechanism needed for “actions”, for example policies which might influence the way an area is organized. Policies are a result of interactions between actors (Aarts et al, 2010). The environment is constantly changing because people feel the need to develop and use the area (Van Assche et al, 2011b). People interact and steer upon changes (Woerkum, 1999) for their own satisfaction. If we, people in the Netherlands, look around us, we see areas changing over time. Some areas undergo quick development and others develop very slowly. The development of areas is both a social and a spatial process. Many actors might be involved in the process of spatial development. This process can be coordinated. Currently, the coordination mechanism becomes more important, as there is a bigger emphasis on cooperation between actors within the area. Coordination is considered important because actors tend to have their own values and act in their own scope (Klooster et al, 2004 in Govers et al, 2009). Due to coordination actors might be enabled to better understand other actors' issues and might be triggered to enlarge their view.

To coordinate spatial development several tools or instruments can be used, e.g. visions, landscape concepts, scenarios, maps, utopias, and others. The way spatial development needs to be coordinated is approached differently each case (Pike et al, 2007). It depends on politics which tools will be used in planning strategies (Van Assche et al, 2011b). Planning, in general, is an instrument, used by the government, to shape society (Ringeling, 2002). A vision-document is a common used tool in the Netherlands to solve complex problems regarding the way an area should be organized (Albrechts, 2004) and to help realizing the spatial organization and thereby to present future expectations of an area. A vision-document is a way to coordinate spatial planning and development. This research will elaborate further on vision-documents in spatial planning processes. During the rest of this report the vision-document will be simply defined as ‘vision’.

Currently three important developments are occurring in spatial planning which might influence the coordinating process of spatial development. These are ‘integration of (policy) issues’ like economy, ecology, culture and social aspects, ‘interactive policy making’ by which (public) participation gains more importance in decision-making processes and ‘decentralization of power’. These three developments are described shortly one by one.

Integration of policy issues

In the past, developments of areas have been dominated by “economic concerns” (Pike et al, 2007). The possibilities to develop were a result of increasing work opportunities and raising income. Besides the economic concerns, nowadays dimensions of ecology, culture and social aspects gain more attention and are considered important to be integrated in spatial development (Eggenberger et al, 2000; Pike et al, 2007; Van Assche et al, n.d.). Although this integration is highly supported in politics, it seems to be difficult to integrate all these issues for decision making (Eggenberger et al, 2000; Jordan and Lenschow, 2010 in Van Assche et al, n.d.).

This raises the question how it is possible to make one shared vision/ on shared future idea for an area. Actors involved might all have different interests and concerns about the area. Actors might see different problems and therefore will come with different solutions as well. An actor from a nature organization maybe wants to see an area with woods and wetlands, while an actor from a recreation and tourism platform sees possibilities for a camping. The author assumes that consensus building is important for creating and implementing the vision. It is important to explore what actors expect when creating a vision for spatial development.

Interactive policy making

Aarts et al, (2010) argue drawing on a literature review that it is not possible anymore to make policies and solutions by a top-down approach. The idea that this approach needed to change, evolved at the end of the 70s and the beginning of the 80s (Peters, 2003). After this period the role of the government changed towards coordination and bringing stakeholders together (Beunen et al, 2011).

“Across the world, interactive policymaking and public participation are seen as important ways to improve the quality of government plans as well as to involve people in the decision-making process ... Since the late 1980s, interactive policymaking and public participation have become dominant discourses in the Netherlands. Both central and local governments make considerable efforts to involve the public in order to guarantee support for their policies and are constantly searching for new methods for effective communication and negotiation. Interactive policymaking may take place at (or across) various government levels” (Aarts et al, 2010:132/134).

There are several grades on how participants can act in/ influence decision-making processes. Often a choice is made which actors are invited to the process of creating and implementing the vision (Duineveld et al, 2011). During the process of creating and implementing the vision, actors might change their opinions, views and preferences regarding spatial development. Differences can be seen between different geographical levels too, where more than one governmental organization is involved, all having their own vision for the area (Pasquinelli, 2010). These points raise the questions if it is possible to make a long-term vision and what actually the role is of actors involved in the process of creating and implementing the vision.

Decentralization of power

The level of ‘decision-making power’ has been changed and shifted towards the lower levels of public authorities (Eggenberger et al, 2000). Municipalities and provinces have gained more responsibilities now than they had before. Decentralization of power to the local levels of government and public participation for decision-making, facing a growing number of

actors (Beunen et al, 2011), fit to the concept of ‘governance’. However, as Peters (2003:14) argues: *“there is no governance without government”*. The National Government in the Netherlands has passed through some responsibilities, but is still able to set directions for spatial development (Eckerberg et al, 2004). Pike et al (2007:1266) argues: *“Success, failure and development in localities and regions are framed and shaped by processes and politics of government and governance”*.

In the process of developing an area it is considered important to look at whose values and principles are used and how issues are formed and resolved (Hall and Soskice, 2001; Cooke and Clifton, 2005, in Pike et al., 2007). The party in a leading position might be able to choose which actors will be involved and who will be excluded from the process of spatial development. It is important to explore why actors have their specific role and how they might use their power, for example by having knowledge, scientific or about the area, to influence the process of creating and implementing the vision for spatial development. When power-positions change, ideas for future developments might change as well. If, for example, in the first period a right-oriented party is governing then tourism and attracting visitors to an area might be important, while in the second period, when a left-oriented party is governing, nature and rest gains more attention.

A vision-document itself is mostly written to be used for a long time. Already in the process of creating this vision and even more in the phase of implementing the vision, the developments mentioned above give direction to the path which will be followed during the ongoing process of spatial development. It will be interesting to explore which path is followed and why during the process of making and implementing the vision.

1.2 Research objective

The coordination process for spatial development gains a lot of attention currently, due to the amount of actors and issues considered important to be involved. A tool to coordinate this process is by using a vision-document. However, the use of this document raises several questions, related to the developments in spatial planning as mentioned before. Although the vision-document is a tool which is often used for spatial development, it is unclear what this document achieves in spatial development processes. Therefore the research objective is to understand the role of a vision-document during a spatial development process.

1.3 Main research question

Logically following from the research objective is the main research question:

What does a vision-document do in the process of spatial development?

To be able to set appropriate sub-questions for this research it is necessary to study the theory about the issues influencing a visioning process like actors, narratives and power, but also to know better what a vision-document actually is, what the “ingredients” of this vision-document are and what these intend to do.

1.4 Relevance of the study

Existing literature offers little analysis about what a vision-document does actually do in spatial planning processes. Visions are mentioned in articles, for example when they are used

for place branding, but it is not explained what the role of a vision is. Businesses use visions to create a sense of direction for the organization. As Albrechts (2004) argued, visions do help to organize the area. As already explained, many more tools can be used to give direction to the development of an area. However, it is unclear what one exactly wants to reach with a vision-document. By doing this research project is tried to fill this scientific gap.

By doing this research new insights are given about the use of visions, so the vision-document can be used more effectively. In current society it becomes more important to involve stakeholders (public authorities, interest organizations, community members, visitors of an area etc.) in decision-making processes for spatial development by a bottom-up approach. Actors can influence the process of how to develop an area and they fulfil a role in creating and/or implementing the vision. Spatial planners can fulfill an important role in the coordination of spatial development.

1.5 Reading guide

This research report will continue with a literature review in chapter 2. In chapter 3 the methods which are used to conduct this research are described. The chapters 4, 5 and 6 present the analysis of the case study areas used for this research; 'Het Groene Woud', 'De Noordelijke Maasvallei', and 'De Groote Peel'. In the discussion chapter these cases are compared to each other and to the theory presented in the literature review. This report ends with a conclusion in chapter 8 wherein the research questions are answered.

2



2. Literature review

In the previous chapter is argued that there is a lack of knowledge about what a vision does in the process of spatial development. In this chapter a literature review of comparable tools to a vision-document, issues influencing the process of creating and implementing the vision, and the use of visions in spatial planning processes are presented to be able to analyze in a latter stadium of this research, what a vision does in the process of spatial development. This chapter ends with the sub-research questions and the conceptual framework.

2.1 Comparable tools to a vision-document

From the previous chapter it became clear that vision-documents can be used in spatial planning processes to coordinate this process and to organize the area. Thereby is mentioned that visions are used to present desirable future ideas for spatial development. The vision is implemented as a document in where future directions for spatial development are presented for the long-term. However it is argued that it is unclear what a vision does actually do in the process of spatial development. Therefore this paragraph will be used to zoom in on other tools which are used in spatial planning to envision the future and which can be used to help organizing the area. There will be paid attention to the ‘content’ of other tools and what these do in the process of spatial planning to be able to better understand what a vision might do in a similar process.

Envisioning the future can happen in several manners and for several reasons. Hagens (2010) mentions, based on other authors, tools like maps and drawings, prognoses, utopias and spatial planning and landscape concepts to envision the future. Below will be elaborated further on spatial planning and landscape concepts as these are tools in which for example maps and drawings can be included as well and therefore may look more like a vision-document. However, it is not argued here that maps and drawings are necessarily parts of a vision. Hagens (2010) wrote about landscape concepts. Landscape concepts can be used by spatial planners to show their ambitions for a certain area. Thereby the planner can make use of ‘agenda-setting’. By doing this he/ she brings some aspects to the foreground and other aspects to the background. Thereby he/ she can use his/ her power-knowledge position to influence the process. Reasons for this can be certain urgency for a particular matter, but it can also be a strategy. Landscape concepts can be used to characterize landscapes, to deal with conflicting interests and to give direction towards area development. Hidding (2006) writes about spatial planning concepts (or in Dutch; ruimtelijk planconcept). This concept, based on Zonneveld (1991), is almost similar to the landscape concept described by Hagens (2010). It also mentions desirable development for a spatial area according to an actor.

Also Hoch (2014) published an article about ways to envision the future of an area which can help to organize an area. Thereby he gives attention to the three concepts of ‘utopia’, ‘scenario’ and ‘plan’. *“Utopia describes the perfect, complete place. Scenario compares good alternative stories. Plans offer useful provisional intentions”* (Hoch, 2014:1). Utopia is mainly about emotions and the way we see the area in the future. We feel attached to this place. Scenarios describe several possibilities of how an area could develop. Narratives and stories can be used to write the scenarios. Plans are more practical. They give solutions to current problems. Hoch (2014) argues that spatial planners and actors involved often make future plans in a rational manner. Thereby they take the “problem” as a starting point, to work towards a solution from there. According to Janssen-Jansen et al, (2009) and Eggenberger (2000) this rational manner is the ideal situation.

“Utopias, scenarios, and plans all do inspirational work along the same cognitive path. The moral changes and policy improvements described in the stories and arguments that compose each become less demanding and more feasible moving from utopia to plan. All remain relevant because they are tied to practical concerns about the differences imagined changes might make to current ways of life.” (Hoch, 2014:2)

Hoch (2014) argues that all three concepts can be integrated by pragmatism. The pragmatist argues that all actors involved make their own vision based on their set of norms and values. This also means that over time some ideas of actors might change. Including stakeholders in the vision making process fits to the idea of collaborative planning. The advantage of including participants is that the problem can be set clearer, because there is more information from variable sites. Also for the solutions multiple ideas might pop up.

“For the pragmatist, the plan works if someone adopts it as a guide for judgment. The choice of an option and the ensuing action includes personal, social, institutional, and environmental influences. ... Plans do not decide or act, people do.” (Hoch, 2014:13)

One concept by Hoch (2012) is a scenario. A scenario which is *“a standard tool of medium-to long-term strategic planning”* (Maack, 2001:62) already gained some attention in literature. Maack (2001) writes that scenarios help planners to create plausible futures for our uncertain future to plan spatial development. Thereby changes in society, politics, economics and technology are taken into account. Also Xiang et al, (2003) wrote about scenarios in land use planning. He argues that scenarios are a favorite instrument to use because it widens people’s thoughts which help in decision-making. Xiang et al, (2003) write that a scenario is an instrument, while Maack (2001) argues it is a tool. When there will be written about a scenario in this report, it will be seen as a tool. Hidding (2006) writes about two types of scenarios, in which three components are important, namely; A: describing the current situation; B: describing the road from the current situation which could lead towards a possible of desirable future; and C: a description of the possible or desirable future. The first type is the ‘trend scenario’ which goes from A, to B, to C. The second type is the ‘prospective scenario’ which starts with C, and then looks to what is necessary, B, to close the gap between A and C.

In the text above it became clear that tools to envision the future and to help organize the area have all other intentions. Although they are all used to describe the future, the ‘how’ and ‘why’ can differ. In utopia’s a perfect desired future is sketched, emotions are important. Scenario’s look to (more) possible futures regarding the current situation. Thereby narratives and stories can be used. Plans are more practical and deal with the current situation. According to Hoch (2014) these three tools can be integrated. For landscape concepts and spatial planning concepts is not mentioned to what detail future ideas are worked out. By these two tools desirable long term futures can be described, but they can also be used to react on current situations. Both give direction to spatial development. Besides that they can be used to characterize the landscape. It can be concluded that all tools are used to give direction to spatial development. However, the time-scale might differ. From literature it did not became clear why is chosen for a particular tool in a particular situation. During the research a comparison with the tools explained in this paragraph will be made to see what time-scale is used, how and why.

2.2 Issues

A vision can function as a tool to coordinate the process of spatial development, to organize the area and to envision the future. The process of spatial development and thereby the process of creating and implementing the vision so the path of development which is been taken, might be influenced by issues like actors, their narratives and stories, and persons' power-position as will be explained below.

2.2.1 Path followed

Spatial development is a specific job (Van Rooy, 2009). *"Each community has its own planning system"* (Van Assche et al, 2012:3) and for each case of development needs to be decided what actions are necessary and which people have to be involved. Goals, politics and the size of the area differ each time (Needham, 2007). Therefore it is not possible to wright one general plan for all areas (Barca et al, 2012). The actions working in one situation do not necessarily give the same results in another situation (Flyvbjerg, 2002). Each person might influence the path of development (Pasquinelli, 2012), which might change over time (Van Assche et al, 2014). Therefore the path from A to B is not self-evident.

"Governance paths are histories of confrontations between discourses, confrontations of different versions of the world. They are also histories of steering attempts: the development of collectively binding decisions, under the form of policies, laws and plans, that are expected to be collectively binding. These decisions incorporate an understanding of the future, of present and past, upon which expectations about the implementation path of these decisions and about the possibility to steer society by means of these decisions are based" (Van Assche et al, 2014:81).

Organizing the process of spatial development is very important according to Janssen-Jansen et al, (2009). Before the vision-document is tangible and so to say 'on the table', a whole process already took place. To start the process of spatial development one actor will take the first step. Firstly, the one taking the initiative can make an analysis of who he/ she thinks need to be involved in the process. Stead et al, (2009) argues it is important that this person is able to find the right partners. The process is followed by what these actors want and how they are willing to cooperate (Janssen-Jansen et al, 2009). It can be a democratic wish to involve actors in the first stadium to support a shared development idea (Duineveld et al, 2006). Finding support for a plan can also take place during the implementation phase. Secondly, following the process of Janssen-Jansen, it is important to analyse the area to see what the possibilities are. Thirdly, it is considered important to make some rules so it becomes clear who needs to be involved in what point in the process. During the process of spatial development directions of previously desired development can change after for example monitoring or feedback moments (Pike, 2005 in Balakrishnan, 2009). Visions are made for the long term and need to deal with uncertainties. To deal with these uncertainties, expectations are formed. De Vries (2008) his advice is to make small steps in big projects, to minimize risks, reduce uncertainties, and to avoid impossible expectations. Thereby he argues it is very important to keep regular interaction between actors, so it is easier to anticipate on changing situations. It is considered important that a vision can adapt on uncertain situations (Hopkins, 2001, Van Assche et al, 2012) and future expectations (Domingo et al, 2011) to avoid conflicts.

Situations which seem certain might change in the future, due to e.g. a stop of grants or because stakeholders change their opinions towards development ideas. *"Relations among*

actors, policy goals, and implementation may change over time” (Yanow, 1996:22). In the phase wherein is analyzed what all actors want, it is considered important to have clear that it is possible that actors might have the same goals, but that they might want to use other means to reach these goals (Duineveld et al, 2006). It might be a shared idea to get more attention for a particular place because it is cultural history. Party A wants to do this by attracting visitors to the area, while party B wants to reach this attention by only informing about the area without the arrival of visitors who will destroy the area.

Hopkins (2001:52) formulated three questions to check if a plan, in general, worked. First of all he asks if the plan is used, then he asks if the actions, mentioned in the plan are taken, and finally, he asks if the outcomes are achieved. Hopkins (2001) argues it is important that a plan has effect and is worth making to the ones it was written for. The success of a vision is more difficult to describe, but shows some similarities. Successes and failures differ in each discourse, -for each person, each place, and in time-, so therefore it is hardly possible to speak about success and failure (Van Assche et al, 2011c). Stories of success and failure are constructed and can therefore be accepted or not. Hopkins (2001) argues: *“Visions work by their effect on belief, not by their feasibility of construction”*. If the vision moves people to do certain actions to realize what is in the vision, then the vision is considered “successful”.

The process of spatial development is depended on several issues. Organizing this process is considered important. Three steps are mentioned by Janssen-Jansen et al, (2009). During the research will be analyzed if these steps are taken as well, in the process for which the vision is used. The process of spatial development depends on (changing) ideas and uncertainties. Making small steps in big projects and bringing actors together are considered important. During the research will be analyzed how actors dealt with changing ideas and uncertainties in the process of spatial planning.

2.2.2 Actors

Organizing the landscape has become a social process making the community important (Seisdedos et al, in Go et al, 2012), even in our current society wherein it is all about the individual (Goodwin, 1998).

“While in the early 1980s citizen participation was more seen as the problem than the solution, it is now judged to be an essential requirement, especially in situations that combine high degrees of uncertainty with low levels of trust”. (Fischer 2000:246)

The aspect of including actors, locals in particular, is highly discussed regarding decentralization and governance. The process of deciding which stakeholders are important to include and which not, and which party takes the leading role for the development of a certain area, is considered very important because they decide the development direction (Pike, 2005). According to Van Dam et al, (2008) it is clear that citizens become more important in organizing the landscape. Participants are considered necessary because only the government cannot decide with a top-down approach how areas should develop (Janssen-Jansen, 2009). In Van Dam et al, (2008) several reasons are mentioned about why including or excluding citizens. From her text it becomes clear that each “positive goal” immediately has its side effects. The first goal to involve citizens is that it might improve efficiency. This will prevent conflicts in a later stadium. However including lots of stakeholders makes the process very long in time. Multiple meanings and interpretations can be difficult to deal with, but it is also argued that they give more opportunities to solve a problem (Yanow, 1993). De Vries (2008)

argues that the more stakeholders which will be included in the process, the more complex the process will be. Schreiner et al, (In Go et al, 2012), argues that measuring the way people feel connected to a place is very time consuming and because of that, it can be very expensive. The second goal, according to Van Dam et al, (2008) is that including citizens increases the chance that those people will accept decisions made for spatial development. Including stakeholders is often seen as an advantage by proponents of decentralization because they argue the chance will be bigger that plans and policies will be supported after including stakeholders (Barrett et al, 2007). Including stakeholders might also strengthen the “community-feeling”. However, it is possible as well that those actors will not accept decisions. The extra time spent is lost then. The third goal mentioned is that actors might give several (new) insights which can improve the quality of the plan (Van Dam et al, 2008). Sceptics, at the other hand, argue that there is a danger existing in including local stakeholders because they tend to look in their own scope only (Barrett et al, 2007). Van Dam et al, (2008) her final goal to include locals is that involving actors is democratic. However, people are not always willing to spent time and energy in the process (Fischer, 2000). If participants, in general, are involved in the planning process they might come to a shared desirable future wherein it will be easier to reach consensus (Van Assche et al, 2011b). Klijn et al, (2010) considers “connecting” as the most important part to realize plans. If actors are connected to each other Aarts et al, (2002) argues that they become familiar with each other’s problems, that it will be easier to find a shared solution and that they will recognize that they are dependent on each other.

If one talks about participation, one does not necessarily talk about the same things as there might be differences in *“the amount of control and the influence over decision-making”* (Goodwin, 1998). The role of for example a civilian can go from nothing at all, towards the one taking the initiative, with in between several gradations of influence as giving advice or even taking decisions together with governmental organizations (Van Dam et al, 2008). The actors themselves can be categorized as well, for example in how they use the place; as a visitor, an inhabitant, an employee, an organization, etcetera (Go et al, 2012), or in ‘primary’ and ‘secondary’ stakeholders (Garcia et al, 2011). The first one is about stakeholders who are involved on a regular basis while the latter one is about stakeholders who are only included for particular issues in the process of spatial development.

From the text above it became clear that there are still many discussions going about including or excluding (local) actors in the process of spatial development. During this research will be analyzed what the reasons were to include or exclude stakeholders. Thereby will be analyzed what role these actors had.

2.2.3 Narratives and stories

Actors give direction to the path which is followed during the process of spatial development. In the first phase is decided which tool will be used and is decided which actors start working with this tool. During the process of creating and implementing the vision each actor acts via narratives (Van Assche et al, n.d.), a concept through which one sees the world and which give direction to what we do and how we think. These narratives can change over time, or change on purpose, for example to gain support for policy plans, which might change the direction of development (Throgmorton, 1996; Hillier, 2002; Gunder & Hillier, 2009; Scott, 1998 in Van Assche et al, n.d.). Narratives can bind stakeholders, which make the chance for a shared vision stronger (Sandercock, 2003 in Goldstein et al, 2012). Actors can use and misuse narratives to get a stronger power position (Van Assche et al, n.d.; 2014). If narratives

are often shared, this creates a certain form of power (Van Assche et al, 2014). If narratives are often shared, it will be difficult to come in between with other narratives (Van Assche et al, 2011c).

Narratives are closely related to stories. According to Jensen (2007) a story is a combination of a narrative with a plot. A narrative relates to the past (ibid.). The addition of the plot is that the plot gives meaning to the story. It more or less explains the 'how-question'. Pike (2010) argues that each story actors might tell is bound to a certain place. *"The importance of understanding the relationship between the narrative and its place-bound context is of great importance"* (Jensen, 2007:215). Sandercock (2003) gives an example of a story of two ladies in London. One of the ladies is familiar with the place because she lives there and therefore has an emotional bond with London. The other lady, who only knows the history of London via books and maps, which are stories as well, has only some "theoretical" background information. The latter lady does not feel emotions if she talks about London. The example shows that people can feel attached towards a place by feeling emotions. Feelings towards a place can change in time. Sandercock (2003) argues that stories are important to take into account for spatial development. A vision can be used as a tool for spatial development. Therefore stories can be considered important as well to use in visions. Planning processes can start with listening to stories, to get an overview of what is considered important in the area, and stories can be used to get respond towards a certain action (ibid.). Goldstein et al, (2012) writes in his article that via (collaborative) storytelling it becomes clear how stakeholders experience the place, what they want with the place, and which possible obstacles need to be taken. The way how actors value the area depend on their norms and values (Janssen-Jansen et al, 2009) and on their culture and identity (Chernatony, 1999). *"Place identities are constructed through historical, political and cultural discourses, and are influenced by decision-making processes and power struggles. ... Identity is constructed, negotiated and renegotiated according to socio-cultural dynamics"* (Pritchard and Morgan, 1998; 2001 in Govers et al, 2009:52).

During this research will be analyzed to what extend stories are used for creating the vision and will be tried to describe how is dealt with narratives in the process of creating the vision. It will be analyzed if actors' ideas about an area also come back in the vision and in the implementation phase.

2.2.4 Power-position

Making a decision for spatial development is a process and depends on several factors. As Van Assche et al, (2011a; 2011c) argue, new decisions to make, depend on prior decisions. Decision-making processes can be influenced by parties/ individuals in a power-position. According to Foucault, power is not necessarily good or bad, it is just always there, in every relation, though in different forms (in Duineveld et al, 2011; Beunen, 2011; Van Assche et al, 2014). Power can create things, but can also exclude things (Beunen, 2011 following Foucault). Argued by Duineveld et al, (2006) following Machiavelli, Foucault and Flyvbjerg, the way an area will be developed is a power-play. Each organization tries with its own strategy to decide how an area will look like. This is also argued by Marzano et al, (2009) who writes that participants in a process with multiple stakeholders use their power-position to give attention to their interests. Marzano et al, (2009) shows in his article four forms of how to use power. These forms are; 'force', 'manipulation', 'persuasion', and 'authority' (based on Wrong, 1979).

Power and decision making parties

As argued by Pike et al, (2007) in politics is decided how development takes place and politicians are therefore partly responsible for the outcomes. The organizations being in a power position can decide how and with whom decisions are taken and because of that influence the process. Persons and organizations in a powerful position can choose what they consider important and can also decide to reject for example community members' ideas (ibid.). Especially, in earlier times, the government had some favorable policy areas they considered important and invested money in for development. As a consequence other areas got less attention (Duineveld et al, 2006). For example, it is a choice to invest money in agriculture which is considered important and because of that less money is invested in tourism.

“It is critical to ask whose principles and values are being pursued in local and regional development. Particular varieties of the political settlements of governments and governance of local and regional development are central to how such questions are framed, deliberated and resolved (Hall and Soskice, 2001; Cook and Clifton, 2005)” Pike et al, 2007:1261.

According to Servaes (2002) it is not possible to create one approach for decision making because each case of development differs and other stakeholders take part in the process. The role of the 'leading organization' might differ as well in each case (Straalen et al, 2010). After case-studies she did, it became clear that in one situation the Province had a facilitating role only, while in the other case they must fulfill an active role. Spatial planners and governmental organizations making policy have to make a choice in how they organize the planning process (Servaes, 2002). In this research-study, will be analyzed whose interests/stakes are valued important, whose not, and why in the process of spatial development by a vision.

Existing policy and vision documents

Besides stakeholders, where might be dealt with in the vision-making process, existing policy documents, which might describe parts of spatial development, need to be taken into account as well. In a vision-document policies can be integrated by planning (Van Assche et al, 2011a). Policies are often used to guide the actions needed for development (Hopkins, 2001). If existing policies are ignored in the vision making process for spatial development it might happen that the vision cannot be implemented, unless if policies will be changed as a response on the vision. It is considered important that “new” visions for an area are in line with the vision and policy from actors themselves (Janssen-Jansen et al, 2009). These existing documents might already have touched upon aspects in the area for development and can show possibilities and restrictions. During this research will be analyzed how is dealt with existing policy documents applicable for the area.

2.3 Visions in place branding processes

To be able to better understand what a vision does in spatial development processes is looked to how visions are used in place branding processes. Place branding can be a reason for spatial development. There is more literature available about the process of place branding in particular than about the process of spatial development in general for which a vision is used.

Balakrishnan (2009) mentions there is always a key driver motivating a vision, for example trade, tourism or cultural heritage. The uniqueness of a place, for example cultural history, can be a reason for place branding and spatial development (Pasquinelli, 2012). In place branding processes visions are often used to describe how a place differs from another place whereby is described why that place in particular is unique (Xie et al, 2006; Anholt, 2006). The idea of being unique is that visitors will feel attracted to a place (Kavaratzis et al, 2005; Runyan et al, 2006).

In the place branding process, like in the process of spatial development as well, needs to be dealt with several activities in the area and with public and private stakeholders (Hankinson, 2005). In recent years place branding is more about involving stakeholders as well (Go et al, 2012). It is considered important to know what stakeholders in the area want and see as strengths of the area (Leisen, 2001), to set directions for development (Trueman et al, 2004). Therefore Ibrahim et al, (2005) considers it important that stakeholders can share their story about the area. Ind et al, (In Go et al, 2012) sees it as a task for 'place managers' to create the possibilities for stakeholders to tell their story, so stakeholders' opinions can be included in the development process. Van Ham (2008) mentions that reputation increases the chance that there will be listened to one's brand ideas.

Although place branding is an ongoing process, visions can be seen as a start-point for place branding. If for example the brand image/ reality is not satisfying, then this is a reason to make a new vision for the area. In literature of Balakrishnan (2009) and Pasquinelli (2010) a vision with ideas of how to brand the area, is followed by actions, communication strategies, and feedback moments from the actual area which can lead to a new/ adapted vision again.

A lesson to be learned from the use of visions in place branding processes is that visions are made for a particular reason and that the uniqueness of an area can help to further develop the area. During this research will be analyzed what the reasons are for making a vision in spatial development processes and will be analyzed if the uniqueness of an area helps the area to further development.

2.4 Sub research questions

Based on these new insights it is possible to form the sub research questions:

- Which expectations underlie the decision to create a vision for spatial development?
- What is the role of actors in the process of creating and implementing a vision?
- How did narratives and stories influence the process of spatial development?
- How can the power-position of an actor influence the process of creating and implementing a vision?
- How is dealt with a vision after this document is realized?

2.5 Conceptual framework

With the information from the previous paragraphs a conceptual framework, as presented on figure 1, is made, which will function as a guideline through the rest of this research report.

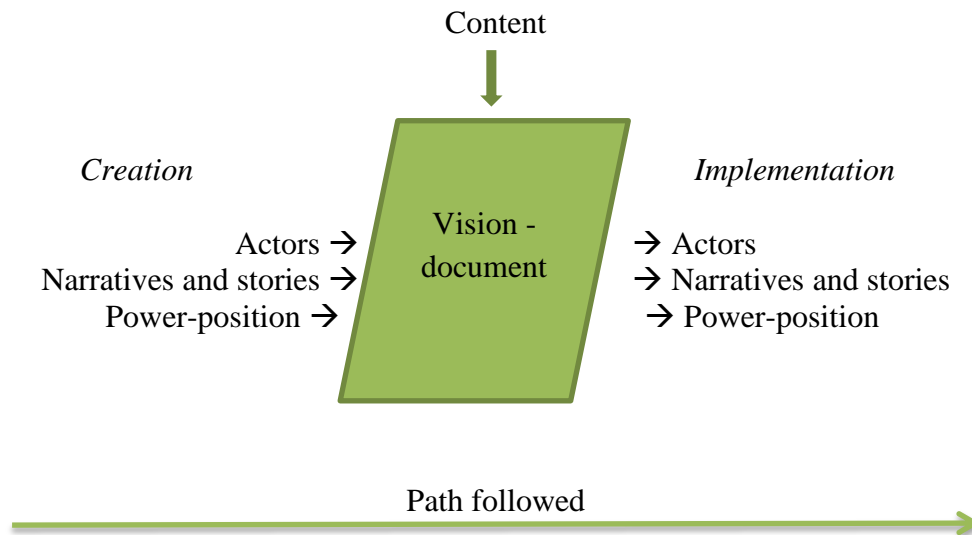
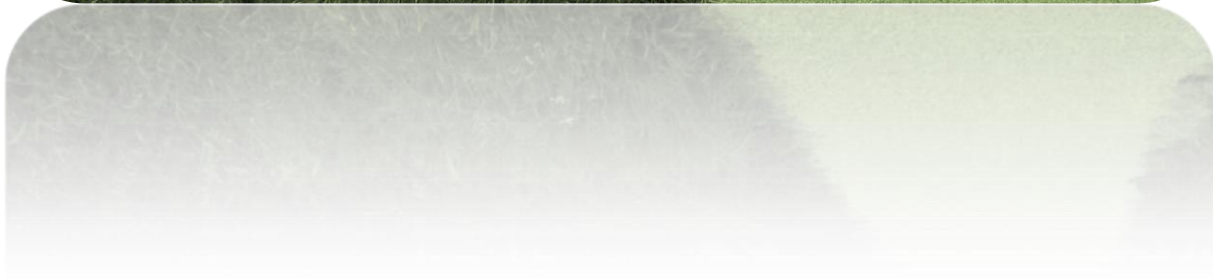


Figure 1: Conceptual framework for coordinating spatial development with a vision-document as tool.

Actors, their narratives and power-position influence the process of creating the vision. These “issues” influence the content of the vision. What the content of a vision literally is can be seen in the vision-document itself. After the vision-document is created, it has to be implemented. Then again, actors, their narratives, and power-position influence the implementation process. During this whole process ideas of actors and their positions might change. The path followed during the process of spatial development cannot be predicted in advance. Although the coordination of spatial development is an ongoing process, the arrow below ‘path followed’ has a begin and an end. Once is decided to create a vision-document and after this vision is (partly) implemented there will (often) be chosen to write a new vision instead of adapting the “old” one.

3



3. Methods

Vision-documents can be used to coordinate the process of spatial development. It is, however, unclear what a vision achieves in this process. To get an answer on that question, this research has been done. In this chapter will be described how the research is conducted.

3.1 Type of research

Spatial development is a social and a spatial activity, as argued in earlier chapters. In the process of creating and implementing a vision for an area to develop, has to be dealt with several issues and are multiple stakeholders' meanings considered important. Several types of actors collaborate in the process. Understanding their reasoning is important. Getting an overall picture of participants' meanings provides a holistic picture. Knowing this, and because the author feels sympathy for both, this qualitative research contains both worldviews of *constructivism* and *advocacy/participatory* (Creswell, 2009).

3.2 Research steps

Figure 2 shows the steps which have been taken during the research.

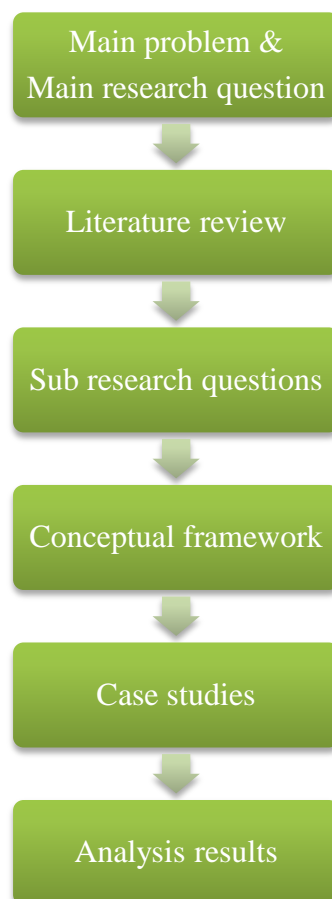


Figure 2: Steps during the research

To gain the information needed to answer the research questions multiple sources of data were used, so triangulation arise. In an earlier step a literature review was conducted by analyzing scientific documents about the issues which influence the vision making and implementing process (actors, narratives and stories, and power-positions), about other tools which can be used to envision the future, and about the use of a vision in spatial planning processes. With this information the conceptual framework has been made as presented in chapter two. This conceptual framework/ theoretical lens has been used during the study of the cases and has been used for analyzing the outcomes, as will be explained later. The results of the case studies were analyzed in light of the theory, so the analysis is reliable.

3.3 Carrying the research

With the conceptual framework as a basis is analyzed what a vision achieves in spatial planning processes. This has been done in four parts as presented in figure 3.

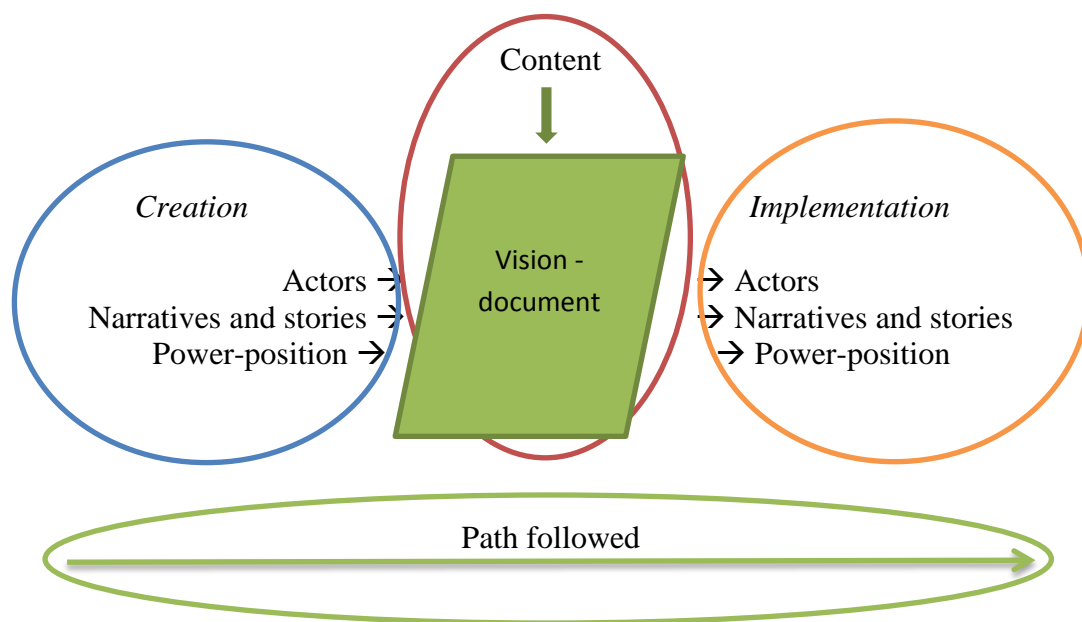


Figure 3: Framework to analyse the research

The process of spatial development for which a vision is used, is roughly divided in three phases; the blue, the red and the orange circle. Several issues influence the path followed during the process; the green circle. After analyzing these phases the sub-research questions were answered. Firstly, by the blue circle the creation of the vision document was analyzed. During this phase actors of the case study areas were interviewed. These actors were asked questions like: i) how they got involved in the process of creating the vision, ii) what was their role, iii) how was their power-position, and iv) what did they consider important. It is also asked them how they thought about the use of a vision. With this information the first and partly the second and fourth research questions are answered. Secondly, the red circle was analyzed about the content of the vision-document. To analyze this phase the vision-documents of each case study area were studied in more detail and interviews were held to be able to analyze what information of the creation part really came into the vision-document; if and how actors' stories were used. Actors were asked about their (organizations) vision for the area and how they feel this is implemented in the vision-document. Thereby the third research question is answered about how is dealt with existing (policy) documents applicable

to the area. Thirdly, the orange circle was analyzed. The actors interviewed were asked similar questions as for the creation-phase, but then related to the implementation-phase. Thereby, programs for implementation, if they are made, were studied to analyse if the 'content' of the vision also comes back in the implementation programs. After analyzing this information the second and fourth research questions were answered completely. Finally, by analyzing the green circle, an overview is given of the path which has been followed during the process of spatial development. During the interviews is tried to get clear which steps were taken in the process and why.

3.3.1 Case studies

As already became clear case studies are done to be able to answer the research questions and to clarify the "colored circles". The research questions are practically oriented, which make it necessary to find the answers in "real practical situations". The answers to research questions cannot be found in books or articles. Case studies are a useful tool for exploring and understanding what a vision-document does do in the process of spatial development. For this research three case studies are done. Three case studies were needed to compare the results and to carefully draw some conclusions out of these which will be more plausible than after one case study only.

The case studies selected needed to meet some requirements. First and most logic is that a vision has been written for the development of the area. This vision had to be (partly) in the implementing-phase already which made it possible to analyse this phase as well. The vision itself had to be a clear document, so it was possible to analyse the content of it. A document with only some key words was insufficient. Besides that it was important that actors involved in the vision making and implementing process were willing to spend time for an interview, so the author would be able to understand the process and answer the research questions. The area for which the vision was written for, should meet the development of 'power shifts to lower levels of authority' as mentioned in the introduction chapter. Therefore is chosen to use visions which were made for an area including (more than one) municipalities or provinces. The case study areas of 'Het Groene Woud', 'De Noordelijke Maasvallei' and 'De Groote Peel' were selected because these areas meet the requirements.

3.3.2 Interviews

As a start, one person of each case study area was selected for an interview. They were all persons who I expected to have a broad overview of the process of creating and implementing the vision. In the case of 'Het Groene Woud' this was the director of 'Het Streekhuis' (general board/ partners) and coordinator of the area. In the cases of 'De Noordelijke Maasvallei' and 'De Groote Peel' these were employees of DLG who were steering the process. After the interviews with them, the other interviewees were chosen, based on the outcomes of this first interview and on the content of the vision document itself. For 'Het Groene Woud' the district-manager of Maas, Dommel and Aa of nature organization Staatsbosbeheer and the agricultural organization ZLTO were interviewed. With the ZLTO two interviews were held; ZLTO-1 is a previous member of the daily general board and chairman of the region middle-Brabant, ZLTO-2 is a representative for the ZLTO in 'Het Groene Woud' and she is currently a member of the daily general board. The area contains a lot of nature, in maintenance by three nature organizations, therefore I considered it interesting to explore how this was organized in the process of spatial development. Besides that a symposium in and about this area has been visited where an example was given about how tree cultivators and nature

organizations can work together. In the case of 'De Noordelijke Maasvallei' civil servant and representative of the municipality Boxmeer was interviewed because this organization was one of the initiative taking parties for creating a vision. The other party which was interviewed is an employee in water management and representative of the water board Aa en Maas, because this party seemed to be a very influential party having goals for water safety. In the case of 'De Groote Peel' there were only two parties (besides DLG) who were also leading several projects. Therefore these two, a policy officer and project leader "rural area" of the municipality Asten and the representative of the water board Aa en Maas, are chosen to have an interview with. To refer to interviewees no names are mentioned, but the name of the organization is mentioned. For example; Staatsbosbeheer argue that... This does not mean that the whole organization of Staatsbosbeheer shares this opinion or that the organization itself is able to speak, but only the one person interviewed.

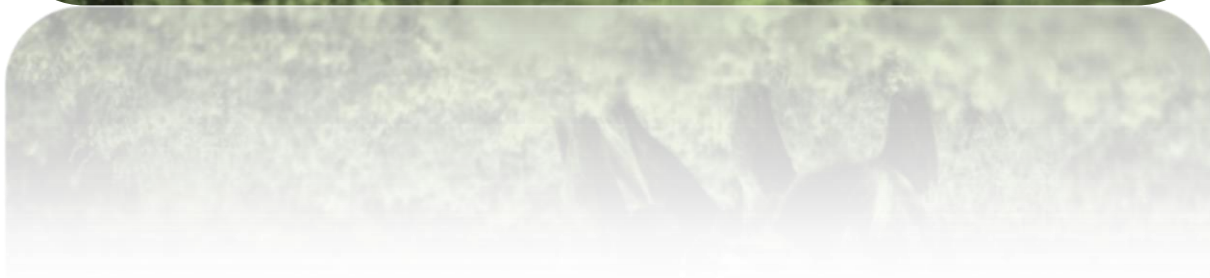
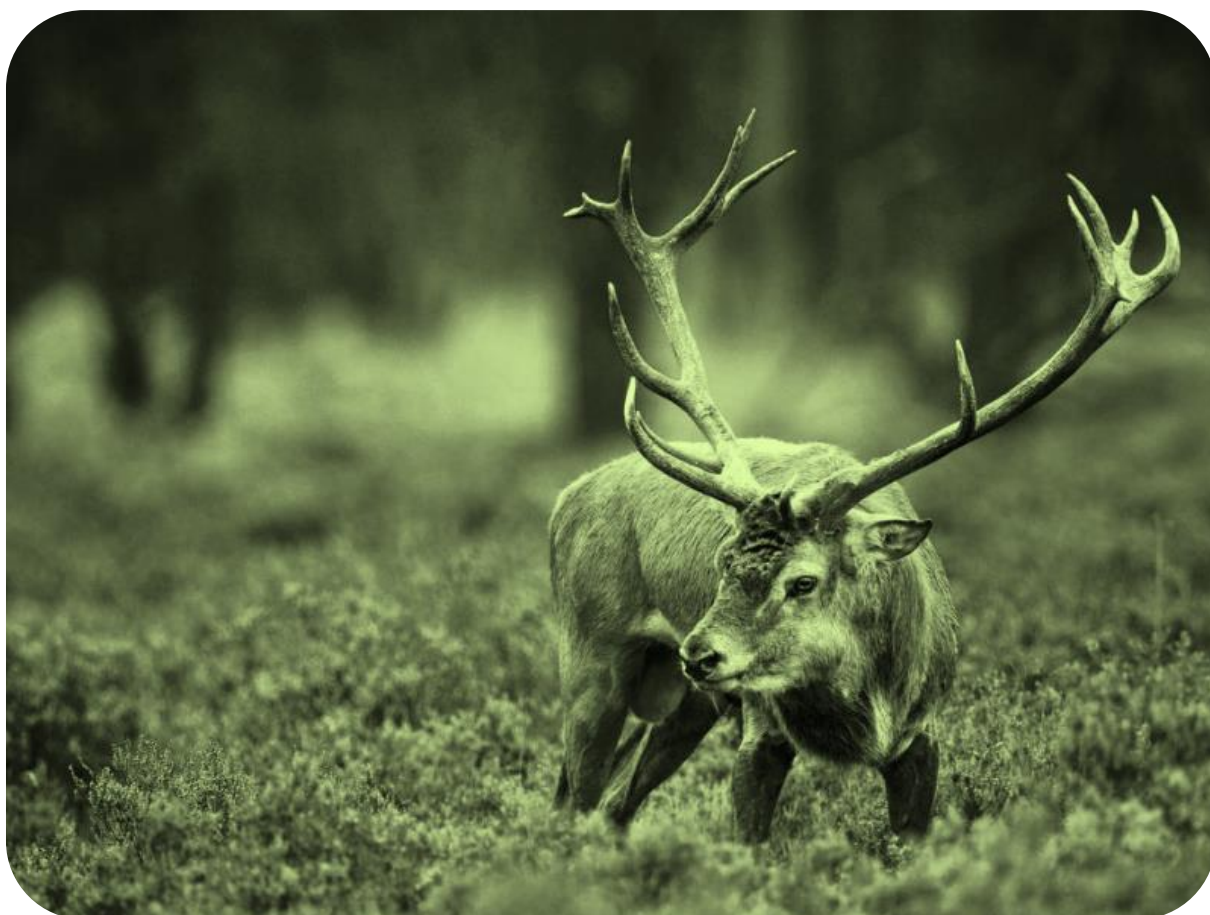
The questions asked during the qualitative interviews were open-ended questions. By asking open-ended questions the interviewee could feel freer in answering the questions. The long-running interviews were done face-to-face. Only one interview, the second interview with ZLTO, is done by telephone as only half of the questions needed to be asked. All interviews were taped with permission of the interviewee, and some notes were taken. All data gathered during the interviews have been taken into consideration and are handled with equal respect. To analyse the data of the interviews the issues mentioned in the conceptual framework were used. The themes of the conceptual framework were used in each interview which made it easy to compare the interviews. The interview did not consist out of a list with strict questions, though some main topics/ questions were made which had to be answered at the end of the interview. The interview was mainly unstructured and therefore more flexible (Kumar, 2005). The list with questions functioned a guideline for the interviewer.

It turned out to be difficult to find an interviewee who was involved during the whole process from the start of creating the vision till now, the phase of implementation. In the case of 'Het Groene Woud' by interviewing ZLTO is chosen for two interviewees. One of them was involved in the process of creating the vision and the other one in the process of implementation. In the other cases/ by the other actors interviewed it was not necessary to interview a second person of the same organization because the first interviewee knew enough about the whole process.

3.3.3 Analyzing the information

During the (analysis of the) research is dealt with many opinions and views. This made it very easy for the author to bias information. For each of the three cases it is important to realize that all things which were said by the interviewees were interpreted by the author of this report and written in this way, unless quotations were used. The answers on the research questions are descriptive. As argued by Woerkum (1999) information read or heard is always constructed. The author has been reasoning from her own history. However she has been objective as much as possible. If conclusions were drawn or assumptions were made, the author has explained why these decisions were taken, so the outcomes are verifiable. The interviews were taped and therefore more time was spent to the interviewees' facial expression to better understand what he/ she was saying.

4



4. Analysis of case study area ‘Het Groene Woud’

The analysis of case study area ‘Het Groene Woud’ starts with describing the area. Then attention is paid to the phase of creating the vision by analyzing the expectations and goal of the vision and by describing the process. The next paragraph zooms in on the content of the visions. Then the phase of implementation is analyzed. The chapter ends with a short description of the path which is followed during the process of spatial planning.

4.1 General information

Situation and characteristics of the area

Het Groene Woud (HGW) is an area of approximately 35.000hectares. It is situated in the Netherlands, in de province of North-Brabant, in between the triangle of the cities ‘s-Hertogenbosch, Eindhoven and Tilburg, visualized on figure 4, and consists of 13 municipalities. HGW is not exactly bordered. In the vision written for the area ‘Ontwikkelingsvisie 2011-2025 Versterking door samenwerking in Het Groene Woud’ (Greidanus, 2011) and for the ‘Landschap van Allure’ the area as visualized on figure 5 is used. This area covers ‘National Park Loonse en Drunense Duinen’ and its surroundings, National Landscape Het Groene Woud and the culture landscape Meierij around Schijndel.

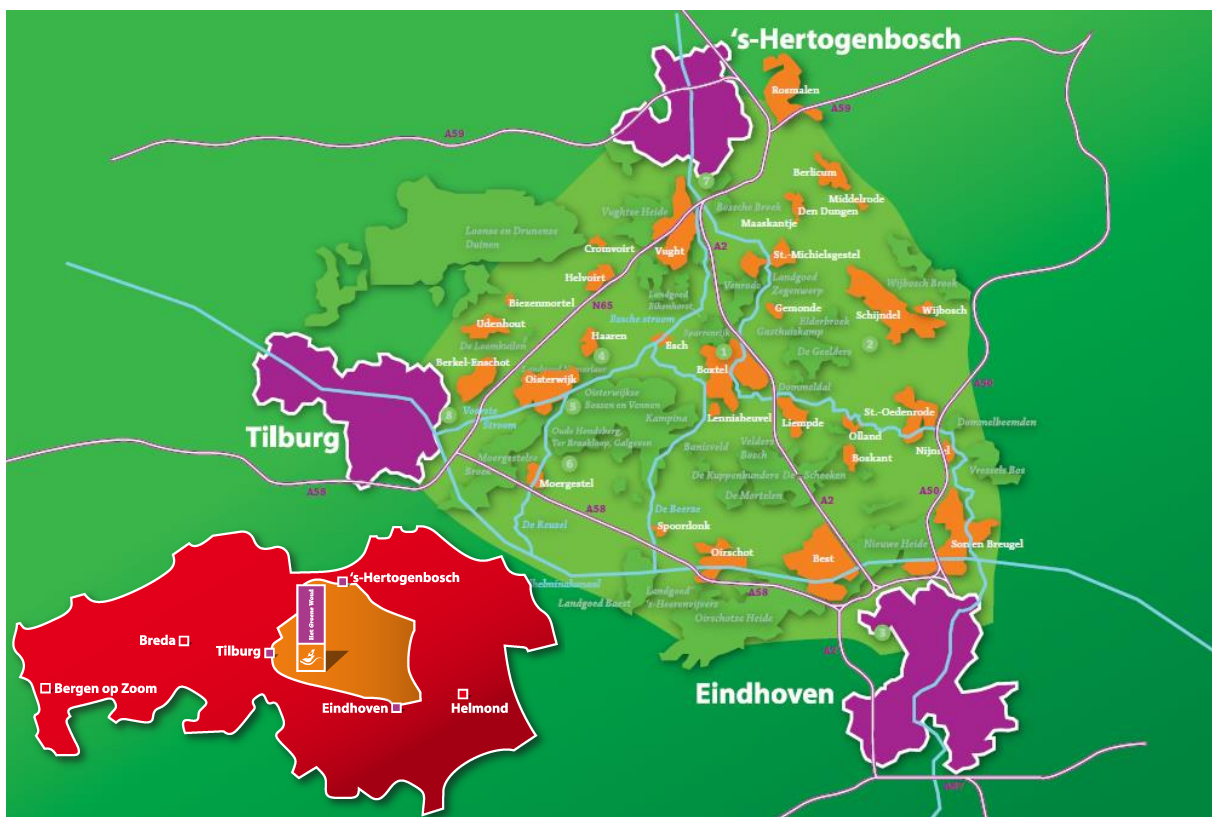


Figure 4: Situation of Het Groene Woud, in the province North-Brabant (red). (Het Groene Woud, 2014; Google afbeeldingen, 2014).

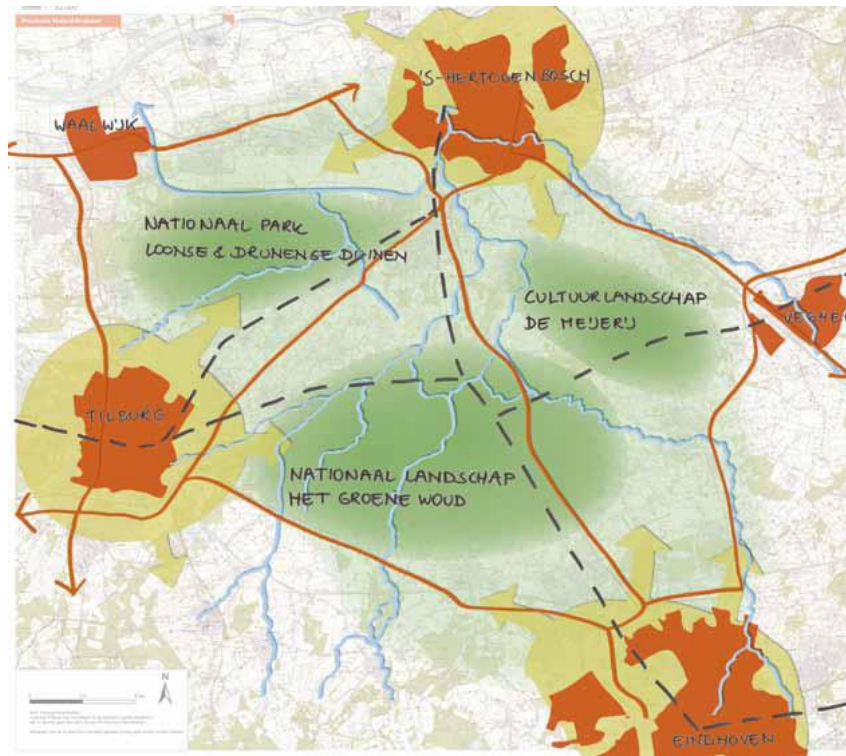


Figure 5: 'Landschap van Allure' Het Groene Woud
(Greidanus, 2011:4)

The center of Het Groene Woud is characterized by nature areas which make a connection with the three cities. HGW functions as a place to recreate for city dwellers. It is a goal to form one big nature area of approximately 7.500hectares in the future (hetgroenewoud, 2014). Around the nature areas a small scale authentic landscape is seen with landscape elements like spherical fields, small plots for agriculture, monumental buildings and geographical monuments. The area shows a lot of high valued cultural historical assets. Different stadia of settlements are still recognizable. The area is characterized by a huge variety in nature and culture landscapes on a small scale, which is considered unique (hetgroenewoud, 2014). An area of 1.600hectare is used for tree cultivation. It is expected that this area will grow with 20%. HGW is originally a wet area. Because huge areas were wet, land consolidation never took place. Therefore the original water system is still present in the areas 'de Brand' and 'de Mortelen'. Land-based farming is a major carrier of nature- and landscape qualities in Het Groene Woud.

Organization

Het Groene Woud is a 'regional network'. This network has the task to create ideas for rural development in their own region. This task is assigned by the province North-Brabant after the stop of the Reconstruction. These ideas for development are presented in the vision analyzed during this research. The province has selected employees of its own organization to write a vision, together with actors in the area as will be explained later in the report. The province has an agreement with the regional network HGW in which is described that the province and the region both contribute 50% of the exploitation of regional network HGW as mentioned in the yearly implementation program, which is a result on the vision. The 'Streekhuis' (implementing body of the regional network) facilitates the regional network by supporting initiatives for the region. The 'Streekhuis' has the power to decide which initiatives deserve further support for implementation. The daily board of the 'Streekhuis' is formed by partners who support the exploitation of HGW financially or with project hours.

The partners in the daily board are: the 13 municipalities of Het Groene Woud -Best, Boxtel, Haaren, Heusden, Oirschot, Oisterwijk, Schijndel, Sint-Michelsgestel Sint-Oedenrode, Vught, Tilburg, 's-Hertogenbosch and Eindhoven-, the province Noord-Brabant, two water boards – De Dommel, and Aa en Maas-, three nature organizations owning land –Brabants Landschap, Natuurmonumenten, Staatsbosbeheer-, ZLTO, VVV Noordoost-Brabant, Stichting Streekfonds Het Groene Woud (funding), and Cooperation Het Groene Woud (entrepreneurs). The 'streekfonds' manages the resources of HGW, decides about financing projects and tries to find new manners to fill the fund. Now, the fund is filled by people and organizations having a 'regional account' and by donations. The cooperation is a club of entrepreneurs who feel responsible for the area. They profit and invest in "their" area.

4.2 Creation

Expectation and goal of the vision

After reading the second chapter of this report can be concluded that tools which are comparable to a vision can be used to coordinate spatial development, to help organizing the area, to envision the future (which can happen in several manners, for example with utopia's and scenario's), to characterize the landscape, and to deal with conflicting interests.

During the interviews which are held with 'Het Streekhuis', Staatsbosbeheer (SBB), ZLTO-1 and ZLTO-2 is asked what these actors expect the vision for Het Groene Woud (Greidanus, 2011) to do. All interviewees mentioned that a vision is an abstract document wherein a future direction of development for the area is presented. The tools described in chapter 2.1; landscape concept, utopia, scenario and plan (Hagens, 2010; Hidding, 2006; Hoch, 2014), can be used to envision the future as well. The way how this future direction will be realized is unknown at the moment of creating the vision (Het Streekhuis, 2014) and can go in every direction (SBB, 2014). According to SBB it is a challenge for all actors to collaborate and translate the vision into concrete plans. Due to the vision actors regularly meet and create a feeling of solidarity to realize projects in the area (ZLTO-1, 2014; SBB, 2014). It can be concluded that all actors interviewed expect that by collaboration between the actors more projects can be realized in the area. To realize the vision document actors collaborate and have, in this case, created an integral but very abstract future idea about the area. All actors interviewed confirm the argument of Klijn et al, (2010); connecting is the most important part to realize plans. ZLTO-2 argues that the vision can be used as well in conflicting situations in the area considering development. Thereby it confirms the findings of Hagens (2010) her research. With the vision can be shown where actors in the area stand for. The vision functions as a means to defend actors' actions.

The interviewees have different opinions about the need to create a vision-document to develop an area. SBB argues that another tool consisting of texts and maps presenting the development direction for an area would be sufficient as well. Het Streekhuis argues that the vision written for the area was necessary to receive money for spatial development from the province North-Brabant. During the Reconstruction the commission of the Reconstruction pointed several interesting regions for development. Het Groene Woud (previously De Meierij) was one of these regions. At the time the Reconstruction their existence stopped, the province of North-Brabant wanted to continue with the development of these regions. Therefore they have "asked" each region to write down their ideas for the area. The area of HGW was also pointed as a potential 'Landschap van Allure'. These are areas with high landscape qualities, as described in chapter 4.1, which are interesting for further development. As argued by Pasquinelli (2012) the uniqueness of a place is a reason for spatial development.

Due to the stop of the Reconstruction, the nomination for Landschap van Allure, and because entrepreneurs in the area felt a need to develop (HGW is a promising area containing high nature values having a unique position in between the cities Tilburg, Eindhoven and 's-Hertogenbosch) Het Streekhuis took the initiative for HGW by starting to create a vision. The results of this study fit to the arguments of Xie et al (2006) and Anholt (2006), who conclude that visions (in place branding processes) are used to describe why a place is unique. The province North-Brabant would financially support the development of Het Groene Woud if they could agree on the goals in the vision-document. (HGW is pointed as Landschap van Allure and receives financial support from the province till 2016).

Process

As explained in the previous paragraph the province North-Brabant asked for a document wherein future ideas for Het Groene Woud were presented. Therefore the province made some of its own employees available to help actors in the area to write the vision (like the interviewee working for 'Het Streekhuis'), and they selected actors from the area to include (together they form 'Het Streekhuis'). The province considered it important to include all governmental organizations of the area and representatives of ZLTO, BMF, nature and landscape, recreation and culture. The organizations 'Brabants Particulier Grondbezit' (organization owning and maintaining parcels in the area) and KvK wanted to be involved in the process of creating the vision as well. The province decided that 'Brabants Particulier Grondbezit' would not be allowed as they already were represented by other nature and landscape organizations. The KvK was allowed to 'Het Streekhuis', so they could share the interests of entrepreneurs in the area. At this moment the KvK wants to retreat from 'Het Streekhuis' as they have other priorities (ZLTO-1, 2014). Citizens are not directly involved in the process of creating the vision. SBB involves citizens via their own organization. Citizens can always share their ideas about the area. However it is always up to SBB what they will do with these ideas. In nature area 'De Geelders' locals are used to be able to map cultural historical and archeological values. In this case the locals are considered the experts of the area.

The province North-Brabant used the forms of power 'force' and 'authority' as mentioned in the article of Marzano et al, (2009). They used their authority position to steer the process between the actors. The province selected the actors and they made employees available from their own organization to steer the process. The power-form force is used to obtain the desired result with the vision. As explained, the goal of the vision was to receive finances of the province for area development. However, therefore the vision has to meet the restriction to pay attention to rural development (goal for regional networks) and to the uniqueness of the landscape (Landschap van Allure). It can be concluded that the argument of Pike et al, (2007) is correct: the organization within a power-position is able to decide how and with whom decisions are taken and due to that are able to influence the process. The province also selected 'Groene Woud deskundigen' (experts of HGW) to give input for the vision. They have selected 17 persons to have an interview with. Eight of them work for the province North-Brabant. For the other nine actors of 'Het Streekhuis' are interviewed, like Brabants Landschap, ZLTO and water board 'De Dommel', and citizens of the area. By selecting the interviewees the province pays more attention to their own interests. The interviewees ZLTO-1 and SBB told that they did not know why this selection is made. ZLTO-1 presumed they are interviewed because they are involved in the vision making process from the start. SBB is involved from the start as well, but they were not invited for an interview.

After having interviews with SBB, ZLTO-1 and ZLTO-2 can be concluded that the person representing an organization is able to influence the process. The role which these persons fulfil is very important. After the interview with ZLTO-2 is carefully concluded that it is important that the person representing the organization is enthusiast about the area. ZLTO-2 thought that her colleague (ZLTO-1) missed feelings/ emotions towards HGW. ZLTO-2 is living in the project area, and therefore she thinks she is better able to represent the organization because the vision is important for her personally too. The vision is about her back yard. After the interview with SBB can be concluded that it is important to consider to which areas the representatives give priority. Each actor acts via narratives, as argued by Van Assche et al, (n.d.). The predecessor of the interviewee of SBB did not give priority to HGW. Via Landscape van Allure, millions are spend in the area, however no single euro went to a project of SBB. During that time SBB was a member of 'Het Streekhuis' but they were no member of the Daily Board. Later, the interviewee of SBB decided to give priority to HGW and he wanted to be a member of the Daily Board as well. Therefor he has to pay € 2.000 a year. In the function of district manager SBB (the interviewee) has to decide which areas gain priority. Therefor he analyses the area by studying policies, partners, developments, recreational flows and financial flows.

4.3 Content

If this vision would be placed near the tools comparable to a vision as presented in chapter 2, the vision-document for Het Groene Woud is like an 'utopia'. A desirable future/ the perfect situation is described. However, in the vision is mentioned that this vision is not a blue-print document, but just one possible future. So, more futures can be sketched. However, this vision-document is leading for the direction of development in this area. The vision-document shows aspects as well of the landscape concept by Hagens (2010) because the landscape is characterized by describing its qualities and identities and because it gives direction to area development. The vision starts with a short introduction presenting the reason to make the vision. The next chapter presents three strategies considered necessary to implement the vision (improve maintenance, realize projects with allure, and collaborate). The third chapter describes the qualities of the landscape. With that knowledge it is possible to describe why the area is unique (for Landschap van Allure). The final chapter is the vision. Goals are made for three areas. The first area, or actually circle, is the heart of HGW. The second circle is bigger and is named 'culture landscape'. The third circle is the biggest and connects the three cities.

According to 'Het Streekhuis' no problems are mentioned about different ideas of development presented in policies or visions from organizations compared to the vision; "*At the end of the day all parties agreed upon the vision*" (Het Streekhuis, 2014). The interviewees of SBB and ZLTO mentioned that their ideas come back in the vision. However, according to the author, it is strange that the vision Middle-Brabant of the ZLTO is not mentioned in the literature list of the vision for HGW. ZLTO wrote a vision for this area in particular because they wanted to shape conditions for agriculture. Middle-Brabant does not have traditional farming like in 'de Peel' or in the Western part of Brabant, but has small scale farming. This area has several landscape and nature qualities. The experience of the landscape is considered important. In this area farmers have to think about other ways of income like healthcare, recreation and generating energy on a sustainable manner. ZLTO-1 mentioned that good initiatives of entrepreneurs will always be realized. It does not matter if ideas come from a vision, yes or no. SBB argues that their ideas come back in the vision via the 'nature vision' made by Brabants Landschap, Natuurmonumenten and Staatsbosbeheer. Only their ideas of collaboration and the way to position the organization are changed.

4.4 Implementation

At the end of each year a plan of implementation is made by 'Het Streekhuis'. In this plan the projects to realize the next year are presented and thereby who should have the lead in these projects. The Daily Board of 'Het Streekhuis' has the power to decide on the content of the plan of implementation. This implementation plan is separated in themes, for example 'green-blue landscapes', and in sub-areas. Het Groene Woud consists of six sub areas. One around each of the large cities, one in the center (these form the four most interesting ones for Landschap van Allure), and two other sub-areas. These themes and areas are the same each year but the content of the projects is different. Examples of projects are to reconstruct a stream valley or to expand cycle routes for recreation in a particular place. The choice for new projects depends on prior projects and politicians' ideas. Organizations, entrepreneurs and individuals connected to Het Groene Woud may visit 'Het Streekhuis' to share their ideas/initiatives for projects. All actors are able to share and give meaning to their narrative. This study fits to the thoughts of Goldstein et al (2012) that due to the involvement of actors it becomes clear how they think about the area and how they want (in detailed projects) to develop the area. 'The Streekhuis' checks if these plans are in accordance with the vision-document. Projects are chosen on basis of where the best chances/ opportunities are for that year. However it is difficult sometimes to find employable hours by actors to spend on these projects. At the end of each year the projects mentioned in the yearly plan of implementation are evaluated and will be decided how implementation of the vision goes further.

During the phase of implementation ZLTO-1 missed the entrepreneurs of the area, possibly represented by the KvK. ZLTO-1 argues that if organizations profit from the area and earn money in this area, because they choose this area to establish their company, they have to help develop the area as well. They have to take the environment into account. ZLTO-1 is surprised that lots of organizations sponsor for example a football club, but do not take care of the quality of their environment by a clean environment, fresh water, a safe place and so on. They should not only do this by paying taxes to governmental organizations.

By selling 'Essent' the province became able to support projects in the province. The province chose for five domains to invest in. Landscape was one of them. The province North-Brabant pointed three 'Landschappen van Allure' wherein they invest a total amount of € 52.000.000, spread over two tenders. For each tender 'Het Streekhuis' has the possibility to submit projects. These projects can come from the actors in 'Het Streekhuis' and from entrepreneurs in the area. 'Het Streekhuis' helps these initiative taking parties to submit their projects in a correct manner. The province asks 'Het Streekhuis' to give advice about these projects. The province decides which projects, from the three 'Landschappen van Allure' are honored.

During the implementation of the projects mentioned in the plan of implementation, it is the task of the director of 'Het Streekhuis' (the interviewee) to bring people together. This person has the best overview. The results of this case study fit to the findings of Klijn et al, (2010) who argues that connecting is important to realize plans. To connect people and organizations meetings were organized. Community building was considered important because HGW is a young organization. It is considered important that people in the community know where they can find 'Het Streekhuis' (literally) and show them what this organization can do for them. Members of the rank of file of ZLTO for example do not know what HGW is and what 'Het Streekhuis' can do for them (ZLTO-1, ZLTO-2, 2014) It is also a task of the director to inform 'Het Streekhuis' about possibilities for subsidies for example. He knows where opportunities are to realize projects. The roles of SBB and ZLTO are different in the process

of implementing the vision. As already mentioned they have to think and decide upon projects to realize, but they are also very important for informing their own organization and their rank of file. These latter two mentioned can comment on the information given by the representative of the organization. It is possible that the organization does not always directly support the ideas of 'Het Streekhuis'. The interviewee of SBB for example had to convince his director once that it was important to keep the money in the area coming from logging. In the general policy of SBB is mentioned that all the wood chopped in an area will be sold and the money earned goes to the Head Office.

If projects cannot be realized a reason for this is quite often that there is not enough capacity by the actors who should lead the projects mentioned in the vision (Streekhuis, 2014). 'Het Streekhuis' only assists the initiative taking party. Another reason can be that there are no possibilities for land exchange, or that no funds can be found to finance the project. Besides that, national policies can change. Minister Bleker for example decided to stop providing subsidies to realize the EHS. New opportunities for funding, for example the GOB, need to be found then. Different opinions between actors might be a reason as well for being unable to realize projects. In this area different opinions between nature organizations and tree cultivators were seen. Due to good collaboration it became possible that those two could realize plans: a part of the zoning plan, with places for trees and places for nature. This situation is currently used as an example for good collaboration (symposium, 2014).

4.5 Path followed

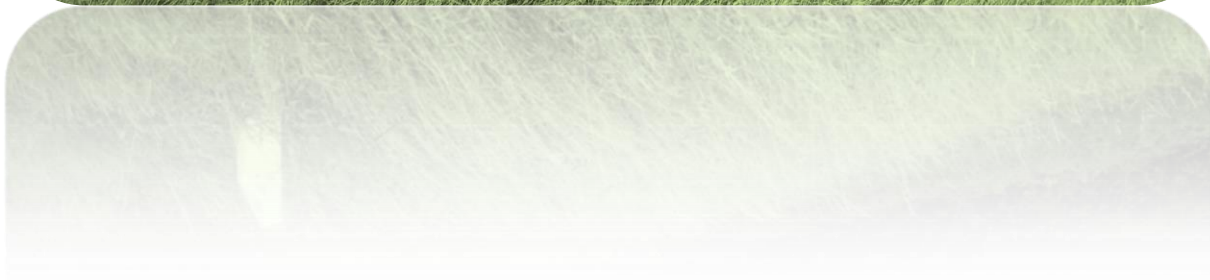
Each year a plan of implementation is made to realize the goals mentioned in the vision. By this approach small steps are taken in big projects, as considered important by De Vries (2008). Due to the small steps it is possible to adapt the projects for implementation on the current situation. Hopkins (2001) argued in his article that it is important that a plan is worth making for the ones it is written for. After having the interviews for this case study can be concluded that it is important that actors are willing to spend time and energy in the area and in the goals made for the area. Most of the organizations and citizens in HGW take actions to develop the area as mentioned in the vision.

The process to coordinate spatial development, as described by Janssen-Jansen et al (2009), is not completely followed. In first place to province selected actors to write the vision. Then the actors were able to share their ideas for the area. The uniqueness of the area is described and goals are formed. However in the vision is not mentioned who is responsible for reaching the goals. It can be concluded that it does not seem to be problematic that these steps are not exactly taken. The vision, or parts of it, is implemented due to the plan of implementation which is made each year.

Timeline

Due to the stop of the Reconstruction Commission in 2009 the province gave the assignment to selected actors in the area of Het Groene Woud to write a plan with their ideas of development for the area. These actors, 'Het Streekhuis', wrote a vision for a time-period from 2011 till 2025. Each year a plan of implementation is made. This plan describes in more detail which projects will be implemented in that specific year. If the goals mentioned in the vision are not realized in 2025, then this will not have further consequences.

5



5. Analysis of case study area ‘De Noordelijke Maasvallei’

The analysis of case study area ‘De Noordelijke Maasvallei’ starts with presenting general information to better understand the area. Then the analysis follows, following the framework presented on page 22 of this report. Attention will be paid to the creation, the content and the implementation of the vision document, and to the path which is followed during this whole process.

5.1 General information

Situation and characteristics of the area

The Noordelijke Maasvallei (Northern Meuse Valley), for which the vision ‘Ruimte voor herinnering in de Noordelijke Maasvallei’ (Novio et al, 2005) is written, is situated in the provinces of North-Brabant and Limburg, and contains parts of the municipalities Boxmeer and Cuijk at Brabant’s side, and Mook-Middelaar, Gennep and Bergen at Limburg’s site. The Meuse separates the two provinces. The Noordelijke Maasvallei is presented on figure 6 on the next page. The Maasheggen-area for which a plan of implementation is made, only contains the North-Brabant side as will be explained later in the report.

The Maasvallei is the only river valley in the Netherlands and is because of that considered a unique area (Novio et al, 2005). The Maasheggen (hedges near the Meuse River) form the most valuable part of the Maasvallei. The landscape of the ‘Maasheggen’ has its origin in the Middle Ages. The lower parts near the Meuse were flooding regularly and were therefore unattractive for living. These fertile areas functioned as grasslands to make hay or to let cattle grazing. The hedges were used to keep the cattle in the pastures and to hold fertile silt. The grasslands are relatively small, compared to how they currently are in most parts of the country. After the Second World War some hedges were not maintained anymore and grew big. Some farmers decided to move the hedges, because they were grown too big or gave too much shadow, and replaced them by lattices. In the ‘Maasheggen-area’ the hedges are preserved well together with the sand paths around these areas, drinking pools for cattle and, the solitaire (pollard) trees, which is unique in the Netherlands and even in Europe. These hedges also bring values for ecology, both flora and fauna. (Novio et al, 2005).

Organization

After creating the vision for the Noordelijke Maasvallei (Novio et al, 2005), this process will be explained in the next paragraph, a manifest to implement the vision is signed by the ‘stuurgroep’ (steering committee). The task of this group is to take care of the implementation of the vision by creating and realizing projects. In this steering committee representatives of the five municipalities, the two provinces, the Water Board Aa en Maas, Staatsbosbeheer, ZLTO, LLTB, Foundation Maasheggen, and the former Ministry of transport, public works and water management are included.

As will become clearer later in the report, plans for implementation are only made for North-Brabant. The province North-Brabant is the organization who gave the assignment to make a plan of implementation for its side of the Maasheggen-area (Integraal Gebiedsprogramma Maasheggen; DLG, 2010). A new steering committee was made consisting of representatives from the province, municipality Boxmeer and Cuijk, RWS, Water Board Aa en Maas, ZLTO, Staatsbosbeheer, Brabants Landschap and DLG. This Steering Committee gives assignments to the ‘work group’. In this group the organizations mentioned in the “new” steering committee are included (this might be other persons), plus the IVN. The persons in the work

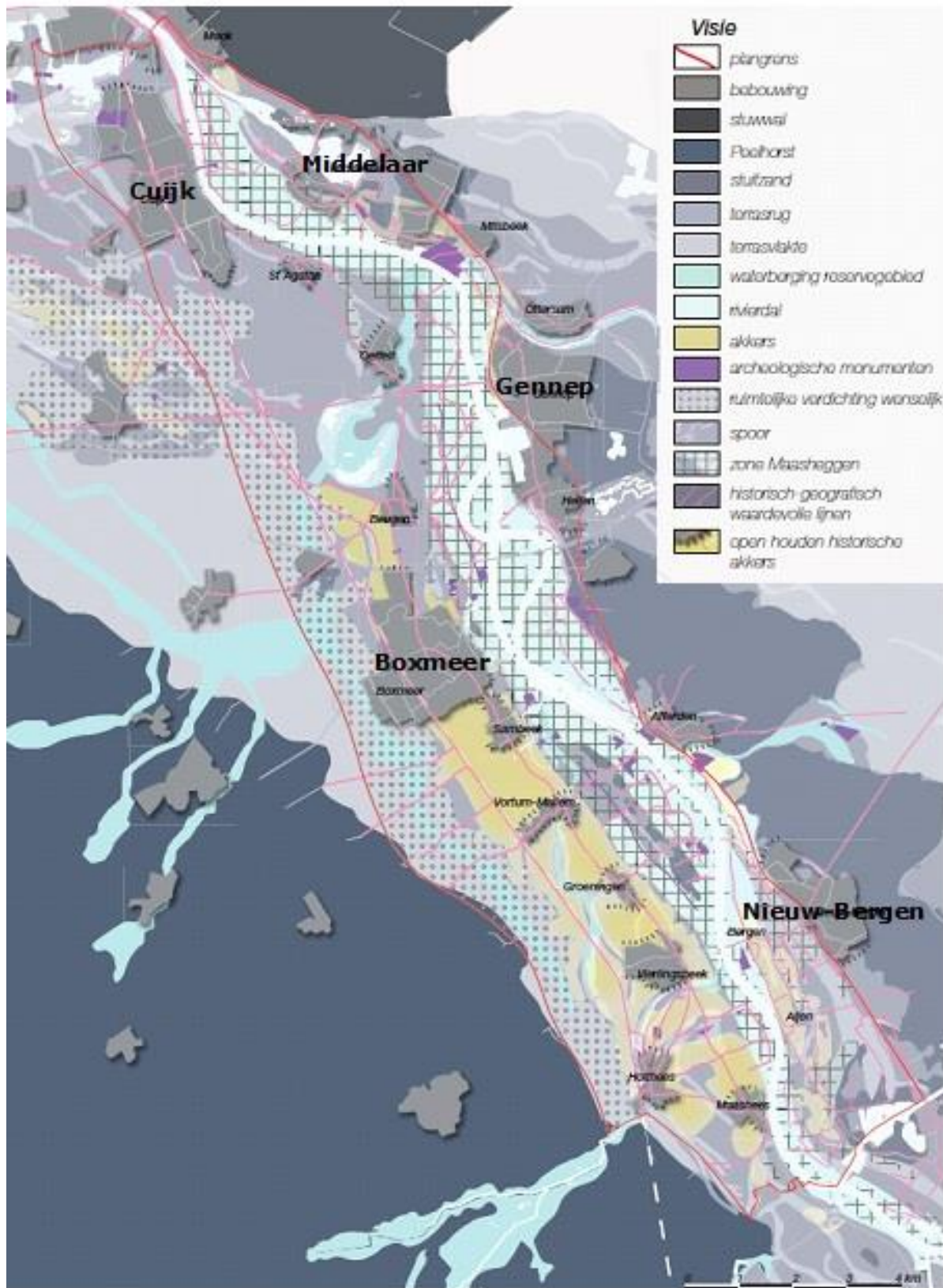


Figure 6: Noordelijke Maasvallei (DLG, 2010)

group can be held responsible for the projects they lead as organization. DLG is the organization offering their help for example by land consolidation, communication and further planning. The province has pointed an extern delegated principal who is responsible for time-management and resources. This person advises the 'stuurgroep Maasheggen' which in turn gives advice to the province for decision-making.

5.2 Creation

Expectation and goal of the vision

After having the interviews with DLG, municipality Boxmeer and water board AA en Maas considering the vision (Novio et al, 2005) can be concluded that the interviewees had other expectations of the vision-document. A reason for this is that the goal and the need for creating the vision were different per actor. The order to make a vision came from the municipality Boxmeer and the province North-Brabant. These actors considered the area very unique due to its cultural historical values which are mainly formed by the landscape of the Meuse hedges. Balakrishnan (2009) mentioned key drivers motivating a vision. The key driver motivating this vision was very obviously to preserve the cultural historical values. Boxmeer expected that by making a vision with other actors in the area, like RWS and farmers, the preservation of the landscape could be realized. After the interview with Boxmeer I carefully conclude that this actor had the idea that all actors involved in the process of creating and implementing the vision would give the same (high) priority to realize projects for implementation. This turned out to be different as will become clear later in this chapter. According to WB-1 a vision, and more important the detailed implementation plan following the vision, is important because due to this document actors know what other actors are doing and are therefore better able to collaborate and to realize projects more efficiently with more actors at the same time. *"Often, actors get in touch in the field realizing a project and then share with the other actor what they are doing. Due to the vision and the subsequent implementation program actors already know what other actors are willing to do"* (WB-1, 2014). According to WB-1 collaboration and working integral is better possible due to the use of a vision and due to that he argues that investments are more valuable. To be able to collaborate the actors interviewed consider it necessary to have a shared idea about future developments for the area. DLG-1 argues it is important to globally know where in the area what land use functions will be realized.

Process

As already explained Boxmeer and the province North-Brabant gave the assignment to create a vision. Boxmeer was concerned about the preservation of the hedges. In 2002 the national government changed the conditions for getting subsidies for preserving hedges by farmers. Farmers having hedges on their parcels were able to make a choice between 'thicket hedges' or 'cut and clip hedges'. Before 2000 only 'thicket hedges' were aloud in the area. These hedges were cut once in 6 or 12 years. After 2000 the National Government allowed 'cut and clip hedges' in the area as well. These hedges had to be cut twice in two years and it did not matter how this happened. The National Government gave better subsidies for 'cut and clip hedges' than for 'thicket hedges'. The province North-Brabant and the municipalities were not able to go against this policy. For farmers it was more interesting to choose for the first mentioned. However, this type of hedge does not fit in the landscape of the 'Maasheggen'. Boxmeer saw a threat for ecology and did not like the idea that there would be a view all over the area. Besides preserving the small scale landscape with the hedges, the Meuse, waterways, agriculture, recreation and habitations should be considered as well according to Boxmeer. This was the reason for Boxmeer and the province to write a vision from a cultural historical

perspective to maintain and reconstruct the area. The province and Boxmeer assigned 'NovioConsult Van Spaendonck' and 'Strootman landschapsarchitecten' to write the vision. They have chosen for these two organizations because they are familiar with writing visions in this direction. Novio took care of the process and Strootman of the content. Boxmeer and North-Brabant used their position to influence the content of the vision. They told Novio and Strootman that preservation and reconstruction of the Meuse hedges is the most important. This formed the basis for the vision. The actors involved could give input from this train of thought. It can be concluded that in another situation another direction would have been given to the vision and to the direction of development. According to WB-1 the hedges in the area are not ideal at all. Due to the hedges the draining of the water in the direction of and from the Meuse is slowed down. The form of power 'persuasion' (Marzano et al, 2009) is used here by North-Brabant and Boxmeer. Actors might be directed into another direction then they were willing to. In this case it became very clear that Boxmeer and North-Brabant used their own strategy to decide how an area will look. As argued by Duineveld et al, (2006) the way an area will be developed is a power-play. As Beunen (2011 – following Foucault) argues, power can create and exclude things. If this is interpreted literally, can be concluded that due to the power-position of the province North-Brabant and the municipality Boxmeer a vision is created focusing on cultural history, but excluded other directions of development.

Boxmeer and North-Brabant also decided that for creating the vision all actors in the area should be able to be involved. As argued by Duineveld et al, (2006) it can be a democratic ambition to involve stakeholders in the first stadium. The chance that the vision will be supported by these actors might be bigger then. After the interview with Boxmeer can be concluded that Boxmeer and the province indeed thought that the vision had a bigger chance to be implemented, after including all actors from the area during the vision making process. The role of these actors was to share their ideas about how to maintain and develop the Noordelijke Maasvallei. Thereby is argued that a bottom-up approach would be necessary. Boxmeer considered it important to know how actors think about the area and how they want to maintain and develop it. This study confirms the conclusions of Sandercock (2003) that stories and narratives of the actors are considered important in the process of creating the vision. Each organization had to be able to share, from their point of view, their ideas of development (in the direction of the province North-Brabant and the municipality Boxmeer) for the Noordelijke Maasvallei. As described by Sandercock (2003) and Goldstein et al (2012), stories can be used to get an overview of what actors consider important in the area and can be used to get respond to ideas. In this case, ideas of the province and Boxmeer about maintaining and developing the landscape of the Meuse hedges, are used for feedback of actors. Ideas of citizens are used as well in the process of creating the vision. Citizens of the municipalities were secondary stakeholders (Garcia et al, 2011) with the role to share information (Van Dam et al, 2008) particularly about the cultural history of the area. During an evening session citizens could share their information. The stories told, by citizens in particular, are bound to the place, as argued as well by Pike (2010). According to Jensen it is important to understand the relation between the narrative and the place. Servaes (2002) argues it is important to understand a place's history and to gather this information by communication. To create the vision it is considered important to know why actors consider the landscape of De Noordelijke Maasvallei unique.

5.3 Content

The vision 'Ruimte voor herinnering in de Noordelijke Maasvallei' (Novio et al, 2005), starts with a short introduction. In this introduction the reason and the goal to write the vision, as

already explained, are presented. Then is described that the vision is a result of an interactive process; a bottom-up approach. At the same time a top-down approach is used as well. This means that policy documents are taken into account and that interviews have taken place with “professionals” like employees of the water board and Staatsbosbeheer. Literature research and the results of all interviews are used to write chapter 2 which is an analysis of the area. The final paragraph of this chapter presents a policy framework. It is mentioned here that policies made by the National Government, the province, the municipalities and the water boards are taken into account. For example the plans made by the Reconstruction, zoning plans, and ‘ruimte voor de rivier’ (room for the river). After the interview with the water board can be concluded that their ideas for the area are changed. At the time the vision was made the ‘kaderrichtlijn water’ (European policy) was not finished. The vision mentions that some things need to be done with pools, with nature development and with storing water. There is nothing mentioned about for example restoration of brooks (WB-1, 2014). Currently the water board and RWS have goals, based on the ‘kaderrichtlijn water’. It is the water board their duty to fulfil these goals (WB-1, 2014). These ideas do come back in the IGP as will be explained later in this chapter. The third chapter of the vision-document is named “the vision”. This chapter starts with a description of important lines and dots like a glacial till and the railway. Besides that landscape zones are described and how they, in the ideal situation (utopia – Hoch, 2014) can be recognized and thereby show the cultural historical values of the area. In a table is presented how this can be realized considering a set of design principles and policy principles by actors. The next four chapters describe four dominant issues; blue (water), red (extension of cities and villages), yellow (recreation) and green (Maasheggen). The steering committee gave priority to the latter one mentioned, because the cultural historical values are under pressure here. For each issue, goals are mentioned, a project leader (organization) is mentioned and a term for implementation (short 1-2 years, middle long 2-4 years and long 4 years and longer) is mentioned. In the red and green chapters varieties for the implementation of goals are presented. In the chapter about the Maasheggen several manners are presented of ways to braid the hedges and the types of hedges. Several opinions exist about how the hedges are originally braided in this area and there are different opinions about which hedges are best for example for ecology. Consensus is not reached about what kind of hedges in what manner should be realized in the area. Therefore is decided that all ways of braiding and all sorts of hedges are mentioned in the vision. Van Dam et al, (2008) argues that more actors give more insights. These multiple meanings can be difficult to deal with (Yanow, 1993). Due to experiments in the area will be decided after a few years which hedges are ideal for this area. After presenting the four issues a chapter ‘implementation’ is written, in which for example is mentioned that it is important to incorporate the vision in policies of municipalities, land owners and administrators. The vision ends with presenting the manifest.

It can be concluded that the vision for De Noordelijke Maasvallei can be best compared to the ‘landscape concept’ of Hagens (2010). The vision is used to characterize the landscape, to give direction to area development and to describe interests of actors. Thereby the province and the municipality Boxtmeer made use of agenda-setting by bringing the goal/ the urgency to maintain and develop the landscape of the Meuse hedges to the foreground. The ideas presented can be best compared to an utopia as presented by Hoch (2014). The perfect situation, to reach the goal, is sketched. The path which has to be followed to reach this utopia is only presented by a few abstract goals.

5.4 Implementation

In 2005 the vision ‘Ruimte voor herinnering in de noordelijke Maasvallei’ was finished. During the years after the vision was realized actors did not see an urgent need to start with projects to realize this vision. Even though all actors signed the manifest, not one of them felt responsible to realize the vision. All actors worked on projects made by their own organization. After analyzing the phase of creating the vision, can carefully be concluded that the vision was not highly supported in the area. The vision had no priority by actors. In 2007 the province North-Brabant felt responsible to start realizing some goals mentioned in the vision-document. The province Limburg did not feel the need to realize projects mentioned in the vision. Boxmeer assumes that they gave priority to the ‘National Landscape Maasduinen’. The province North-Brabant then gave the assignment to DLG to write a plan of implementation: ‘Integraal gebiedsprogramma Maasheggen’ (DLG, 2010). This plan of implementation had to be integral and had to be supported by the actors in the work group, according to the province. The work group, as mentioned in chapter 5.1, was formed to make the plan of implementation. DLG eventually wrote the vision, after sessions with the actors considering their ideas for implementing the goals. The Steering Committee has agreed upon the vision.

This research confirms the ideas of Pike et al (2007), that an actor, in this case the province, is able to use their power-position to give direction to development ideas. The province decided that priority should be given to the Maasheggen. Thereby they gave two main assignments to DLG. First of all DLG had to take care of land consolidation. Secondly they had to improve the landscape and nature quality. These latter two mentioned formed a combination. Improving the landscape should happen by realizing nature friendly banks, realizing water goals at the outcomes of a brook, and by restoring sand paths. The blue theme, as explained in the previous paragraph, is also applied to the implementation plan. ‘High water safety’ is taken into account as a precondition. In the new created implementation plan ‘Integraal Gebiedsprogramma Maasheggen’ (IGP), cultural historical, agrarian, ecological, recreative and hydrological values of the area are taken into account (gehegdaanmaasheggen, 2014). It took till 2010 to finish the IGP. Reason for this was that in between the Reconstruction Commission was very “hot” and DLG did not have enough capacity. Besides that, there were some disagreements between the agrarians and the nature organizations in the area. After a calm period, in 2009 the process started again, with the implementation plan as a result.

As argued earlier in this report, each actor acts via narratives. For the agrarians in the area, mostly farmers, land consolidation was very important. In first place they were unsatisfied with the vision. Due to the hedges their parcels would become smaller and they would have to offer visitors of the area the opportunity to walk across their lands. However, the representative of the agrarians signed upon the vision. According to DLG the problem was that this representative had some difficulties to inform his rank of file, which is a very large group. DLG assumes that the representative was familiar with the interests of the agrarians, but missed a step in giving feedback towards his rank of file. However, after a while and due to land consolidation (in favor of the farmer) also farmers saw a win-win situation. Another situation considered difficult to deal with, is the time-period to which actors want to go back within this area. The water board wants to go back to a situation with natural waterways on the places where they historically were. But actors supporting the hedges of cultural history, like SBB, want to realize a situation which is of an earlier time period. At the end of the day the water board is responsible for the waterways, so they are in a power-position to decide where these come. However, it is the intention of the water board to involve other parties for

decision making (WB-1, 2014). Therefore it can also be an outcome of the water board that they decide to do nothing as there is absolutely no support for their plans. A consequence of this is that they do not reach the goals of the 'kaderriichtlijn water'.

The role of actors in the phase of implementing the vision is to create detailed plans for the projects where they are held responsible for as presented in the IGP. Citizens are not included in this process. If projects are concrete than actors from the work group (together with DLG) visit the citizens which are needed to realize the project. According to WB-1 too much actors are included. He considers it is important to take care of the ideas of for example IVN, but at the other hand, this organization cannot finance projects. WB-1 argues it is true that the organizations financing projects are also the organizations deciding what will happen. WB-1 argues that often sub groups are formed by DLG to realize projects. It is indeed the task of DLG to select the partners which are needed to implement a project (DLG-1, 2014). These little groups make a proposal about how to reach a goal/ how to implement a project. These proposals are presented to the working group and the steering committee and most of the time they agree on the plans. DLG functions here as an independent party. However, it needs to be considered that they work in favor of the province. It is the task of DLG to show the actors involved their profit (DLG-1, 2014). In the meantime DLG directs the actors in the plan they already made themselves (DLG-1, 2014). It can be concluded that DLG is, for this reason, able to "misuse" their position. DLG is not able to take decisions, but they steer the plan into a certain direction. The conclusion from this study is similar to the conclusion of Pike et al, (2007) that actors are able to give direction to development. All plans made to realize the goals mentioned in the IGP have to be checked by RWS. They have to guarantee water safety.

Implementation of the vision (and the IGP) depends on politics and someone's power position. Minister Bleker for example decided to stop finance the EHS. No grounds could be purchased anymore by the organization. As a matter of fact, some lands needed to be sold again (Pakker et al, 2014). However, it is still a goal to realize the EHS as mentioned in the IGP. Now there might become the opportunity to get financial support from the 'GOB'. Money is coming available at the province due to the sale of Essent. 50% of the project-costs will be paid by the province and the other 50% have to come from the area. The province functions as co-financer. This is very difficult for actors to understand (DLG-1) as the actors in the area where used to the idea that projects for nature development/ for EHS where financed by the province totally. This slows down the process of implementation.

It is often seen that projects with more actors involved have a bigger chance to get realized, because the project is supported by all actors. The project for the 'Sint Jansbeek' is an example. Staatsbosbeheer wants to realize hedges near the sluices of Sambeek. To compensate this action (for the water level), the water board Aa en Maas has the opportunity to make twists in the waterway. Then the recreation platform sees opportunities to realize walking paths. Then all these parties say to the municipality of Boxmeer and the province that they have to cooperate for possible land consolidation. In these kinds of projects DLG sees that parties act upon their responsibilities and also check other parties for what they do.

5.5 Path followed

As argued by Hopkins (2011), and earlier in this report as well: *"Visions work by their effect on belief, not by their feasibility of construction"*. If the vision moves people to do certain actions to realize what is in the vision, then the vision is considered "successful". After analyzing the interviews can be concluded that more than 5 years were needed before a plan is

written about how to implement (parts of) the goals mentioned in the vision. The actors from Limburg did not create a plan to implement the goals of the vision at all. The steps mentioned by Janssen-Jansen et al, (2009) are followed during the creation of the vision 'Ruimte voor herinnering in the Noordelijke Maasvallei'. The province North-Brabant and the municipality Boxmeer decided to involve all actors in the area of the Noordelijke Maasvallei. Then NovioConsultants Van Spaendonck and Strootman Landschapsarchitecten analyzed the area to be able to describe the possibilities for this area. Finally they made a proposal with main goals and project leaders, to be able to realize the vision. However, it can be concluded that although these steps are taken, it is not guaranteed that the goals of the vision will be implemented.

Timeline

In 2002 the province North-Brabant and the municipality Boxmeer gave the assignment to NovioConsultants Van Spaendonck and Strootman Landschapsarchitecten to create a vision for the Noordelijke Maasvallei, after showing their concerns about the landscape of the Maasheggen. In 2005 the vision was presented, after a process wherein all actors of the area were able to share their ideas about the area. In 2007 the province North-Brabant felt a need to realize the goals mentioned in the vision. They pointed DLG to write an implementation program for the Brabant-side of the project area, as Limburg was not interested. In 2010 the implementation plan IGP was finished. For a lot of goals mentioned in the IGP, more detailed plans are written already. Some projects are implemented already.

6



6. Analysis case study area ‘De Groote Peel’

To analyze the case study area of De Groote Peel, the four phases of ‘creation’, ‘content’, ‘implementation’ and ‘path followed’ are analyzed after presenting a short introduction of the area.

6.1 General information

Situation and landscape characteristics

The project area of De Groote Peel is the Brabant-side of National Park De Groote Peel together with its agricultural surroundings. For this project area is the vision ‘Peelvenen; Inrichtingsvisie Groote Peel’ (Kortstee, et al, 2012) is written. The borders of this area follow the border between the provinces North-Brabant and Limburg and follow a hydrological influence zone. De Groote Peel is part of the ‘Peelvenen’. The ‘Peelvenen’ are formed by De Deurnese Peel, Mariapeel and De Groote Peel and all its surroundings, presented on figure 7.

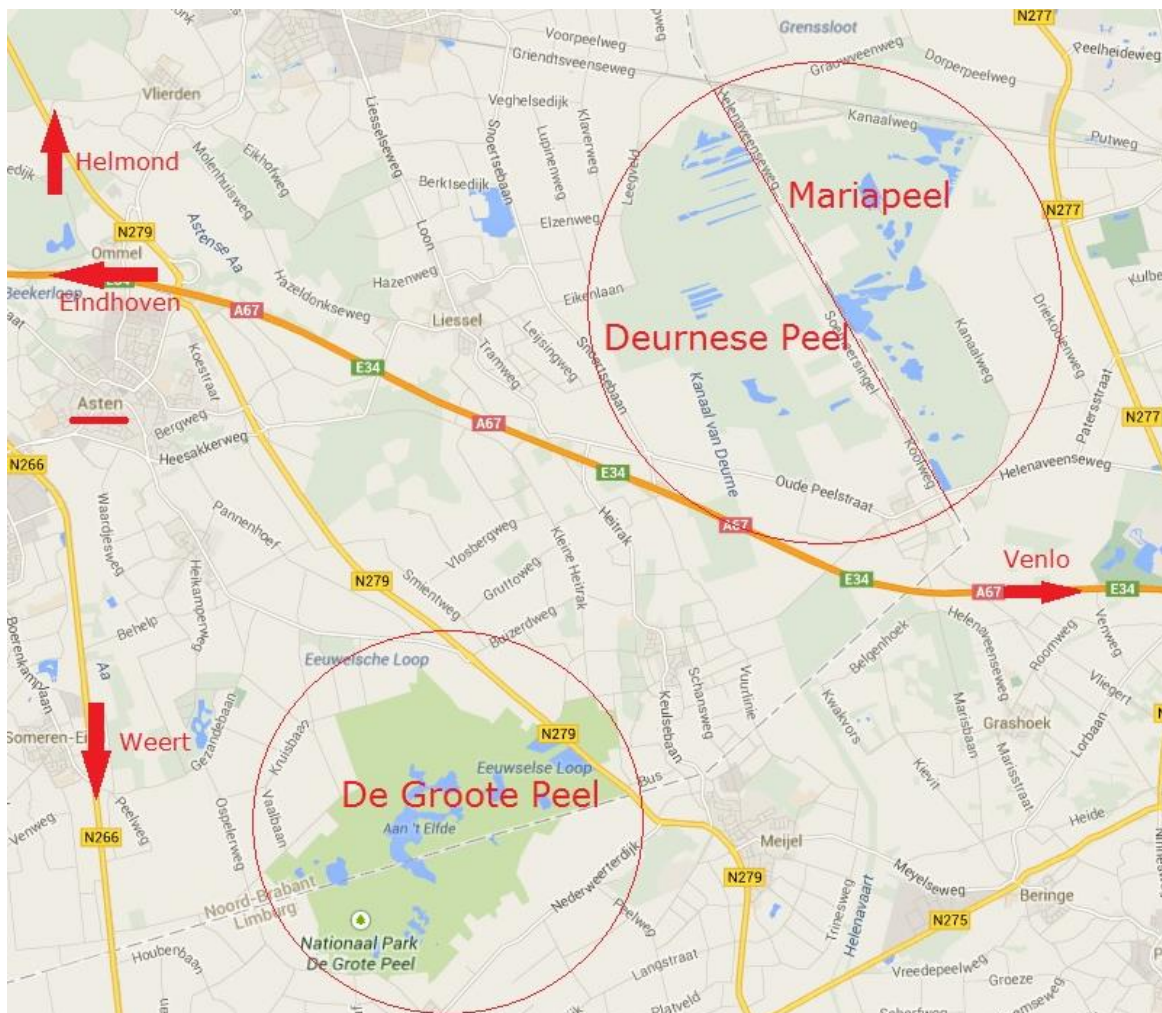


Figure 7: Peelvenen, formed by ‘De Deurnese Peel’, ‘Mariapeel’ and ‘De Groote Peel’ (google maps (edited), 2014)

Till the 19th century an evolution of living raised bogs took place. From the 12th century till 1970 small-scale peating took place at the Limburg side of the project area. In the period from 1890 till 1962 big scale industrial peating took place at the Brabant side of the project

area. An area of 30.000 hectares with raised bogs was formed. From 1945 till 1970 the period started where areas were mined for modern agriculture. 4.000 hectares of raised bogs are left over in the Peelvenen, from which 1.400 hectares are in the area of the Groote Peel. From 1960 till now nature development and nature experience became important. National Park De Groote Peel is nowadays an island of nature in a surrounding of agriculture; mainly dairy farming and factory farming. In the National Park lives a big variety of birds, in the landscape with water, wetlands, heathlands and little forests. In this area nature and cultural heritage are strongly connected (national-parkdegrootepeel, 2014). More than 50% of the lands in the surroundings are grasslands. North-West of National Park De Groote Peel one can find wet reclamation landscapes. At the North-side the reclamation landscapes are dry and open. The East-side is formed by the valley of the Astense Aa. The South-side is a nature area of the National Park De Groote Peel as well, however this is situated on Limburg's territory. (Kortstee et al, 2012).

Organization

The province of North-Brabant and Limburg created a regional commission in 1996 to preserve the landscape, with raised bogs residues, of the Peelvenen. In 1999 a concept plan of how to manage the land was made (landinrichtingsplan) and the regional commission changed into a land use commission (landinrichtingscommissie Peelvenen). In the areas of the Deurnese Peel and Mariapeel land use functions had to change most drastically in favor of the concept-plan and therefore is decided to start making detailed plans for these two areas. In 2005 is started to implement the land use plan. At the time the WILG was introduced, cooperation between the provinces stopped. Brabant created an Administrative Commission for the Deurnese Peel and Limburg followed their path for the Mariapeel within an 'area commission'. The administrative commission (Brabant) decided in 2008 to restart the project for the Groote Peel, however at Brabant side only, as will be further explained later in the report. Therefore in the beginning of 2009 a workgroup is made by the administrative commission: Uitvoeringscommissie De Groote Peel (commission for implementation). The actors which are representing this commission are: the Water Board Aa en Maas, the municipality Asten, ZLTO, BMF, Staatsbosbeheer, platform of recreation and tourism, platform of cultural history and the province North-Brabant as advisor. DLG supports the commission by writing the vision. The 'implementation commission' has a leading role by implementing the actions mentioned in the vision of Kortstee et al, (2012), supervised by DLG. The commission gives advices concerning this area towards the Administrative Commission Peelvenen. In March 2010 the province gave the assignment to the Administrative Commission of Peelvenen to make a land use vision for De Groote Peel (Kortstee et al, 2012). Due to the economic situation the province decided to make a vision instead of a land use plan.

6.2 Creation

Expectations and goal of the vision

In the previous paragraph under the heading 'organization' the goal to write the vision (Kortstee et al, 2012) is already explained. The reason to write the vision is to preserve the landscape of the raised bogs. A vision always has a motivator (Balakrishnan, 2009). Preserving the uniqueness of the landscape has been the reason to write a vision. As argued by Pasquinelli (2012), Xie et al, (2006), and Anholt (2006) the uniqueness of an area can be a reason to write a vision for place branding, which in turn can be a reason for spatial development.

After having interviews with DLG, WB-2 and municipality Asten can be concluded that all of them considered the vision important to have a shared idea between the actors involved, about how to develop the area. This shared idea has to form the basis for implementation (DLG-2, WB-2, Asten, 2014). The interviewees expect, confirming what is argued by Barrett et al, (2007), that the chance on implementing the vision will be bigger because the actors made the vision together. Asten argues that the vision can be used within their own municipality to show colleagues what actors in the region want with the area (at least the actors involved by creating the vision). With the vision at hand, the interviewee of Asten can clarify and explain to the alderman why it is important that certain projects need to be implemented. Thereby Asten argues that by the vision-document other actors, which are not involved in the process of creating the vision but are necessary to implement projects, can be better convinced about the projects wherein these actors might need to cooperate. After the interview with Asten it is carefully concluded that it is expected that by a vision a stronger power-position be can achieved.

Process

As already explained earlier in this paragraph, is the vision written for De Groote Peel part of a bigger project of the Peelvenen. The two areas of the Deurnesepeel and the Mariapeel were separated by a large agricultural area. For development of the raised bogs landscape it is important that water levels do not fluctuate and that rainwater stays in the area as long as possible. Besides that as little as possible water rich of nutrients might come into the area (DLG-2; WB-2, 2014). Due to the agricultural area in the middle of the two nature areas it would not be possible to reach the goal of developing the raised bogs landscape. This has been the reason why is started with implementing projects, like land consolidation, in these two areas first. During the first years of implementation land consolidation or buying farmers' property was supported by the government. With this data in the back of the mind, plans for implementation are written. The financial paragraph is never filled in assuming that the government would finance the projects for land consolidation (DLG-2, 2014). At the time of the WILG the provinces Limburg and North-Brabant stopped their cooperation. The provinces became responsible for what to do with the areas. In 2008 the province North-Brabant decided to continue with the ideas for development, made in the past, for De Groote Peel. Limburg did not want to cooperate because other areas in Limburg gained more priority from the province Limburg (DLG-2, 2014). The province North-Brabant was the organization giving the assignment to the 'administrative commission' to "restart" the development for De Groote Peel. A vision had to be written instead of a land use plan. A land use plan has a character which is more binding then that of a vision. Financial means by the province to support for example land consolidation could not be guaranteed anymore, due to the stop to purchase lands in 2009. This has been the reason to write a vision instead of a land use plan (DLG-2, 2014). As all interviewees argue, it is not a problem if goals or projects coming from the vision will not be realized. The goals which are made for Natura 2000 in this area remain in force, only the time-scale for implementation might be widened (DLG-2, 2014). Besides the goal for Natura 2000, the province gave two other goals to DLG to take into account: i) realization of the EVZ because De Groote Peel is an isolated area, and ii) restructuring of agricultural parcels, especially for farmers with cattle and many grasslands. For grasslands it is an opportunity to raise the ground water levels. These lands could be ideally situated near the National Park because ground water levels have to be high here as well. It can be concluded here that the province North-Brabant was in a powerful position by selecting the goals which have to come back in the vision and by choosing DLG to coordinate the process. DLG has 1.000 hours a year available, decided by the province, to work on these goals for De Groote Peel. Thereby the province mentioned that the development of the area should be

integral and therefore DLG has project hours available to work on other projects in the area as well. These project ideas can come from other actors than the province. Approximately four times a year the actions of DLG are reported to the province. The province decides then if DLG can continue in the same way. DLG their work is commissioned by the province. As written in the literature review; each organization tries with its own strategy to give direction to the way the area will be developed. This is a power-play (Duineveld et al, 2006). As argued by Marzano et al, (2009) actors can use their power-position to give attention to their interests. In this case the province. The province is using its authority position to give direction to the development of the area. In this case can also be agreed to Pike et al, (2007), arguing that politics decide the direction of development.

Pike et al, (2007; 2005) argue that an organization in a powerful position is able to decide who will be involved in the process of decision making. This study confirms the findings of Van Assche et al (2011a; 2011c), that “new” decisions depend on prior decisions. The actors invited in the process of creating the vision, were dependent on the choice for actors in prior decision making processes. In this case the ‘Administrative Commission’ of the Peelvenen decided together with DLG which actors were necessary in the process of creating the vision. Almost the same organizations being part of the Administrative Commission were selected for the Implementation Commission for De Groote Peel. However, the municipalities of Someren and Deurne, both situated in the project area, are not included in the Implementation Commission for De Groote Peel. On forehand the Administrative Commission already knew that there were no projects to fulfil in these areas. Someren is informed about projects. Deurne, member of the Administrative Commission, gets all the information via this commission and is because of that able to influence the decision-making process. The representatives of all organizations in the Implementation Commission are supposed to inform their own organization about the ideas for the vision/ for the direction of development. After having the interviews it can be concluded that the province North-Brabant is the organization giving direction to the content of the vision. DLG has the role to make sure these goals come back into the vision-document. Thereby DLG fulfilled the role, together with the Administrative Commission to decide which actors should be involved in the Implementation Commission of De Groote Peel and due to that would be involved in the process of creating the vision. The role of the actors in the Implementation Commission was to share their ideas about the area. The actors involved in the process of creating the vision are primary stakeholders. This means that these actors are included in the process on a regular basis (Garcia et al, 2011). The actors can be categorized as ‘organizations’, and sometimes as ‘citizens’, following the terms of Go et al (2012). DLG-2 considered it important to involve the actors in the Implementation Commission, as earlier mentioned, because they are all necessary to develop the area. Thereby DLG-2 argued that it is important to include these actors during the whole process, because for each project he has to go back to the same actors. It was the task of DLG to write a concept vision for this area then, as will be explained further in the paragraph ‘content’.

The ordinary citizen is not involved in the vision making process. Citizens are represented by for example the municipality and agrarians are represented by the ZLTO. So, in that sense somebody is speaking for them. None of the actors interviewed missed the citizens in the process of creating the vision. They argued, confirming the findings of De Vries (2008), that including more actors would make the process of creating the vision more complex. According to the interviewees; too complex. Thereby is argued that if the group of actors is smaller, consensus will be reached earlier (DLG-2, 2014). Asten gave the example that if citizens should be included in deciding upon where the EVZ should be realized, none of them

would have it in their own back yard. The individual civilian would take too much care of its own interests only, which confirms the conclusion of Barrett et al, (2007). If plans are made, for example to realize the EVZ for which grounds are already purchased, then the municipality goes to the agrarians in the area to tell them what consequences these plans have for them. The water board functions in the same way.

Due to the actors involved in the Implementation Commission, policy issues are integrated. Ecology is represented by BMF, the water board and SBB, culture by the platform for cultural history, agriculture (economy) by the ZLTO, recreation and tourism (economy) also by a platform, and the municipality Asten is taking all policy issues, as presented in chapter one, into account. Each of the actors had interviews with DLG to share their ideas about the area. As argued by Sandercock (2003) stories can be used to start a planning process and thereby to get an overview of what is considered important in the area. Actors' narratives influence what is considered important. After having the interviews can be concluded that DLG, the organization writing the vision, is influenced by shared narratives. If narratives are shared they create a certain form of power (Van Assche et al, 2014), and will it be difficult to intervene between these narratives with another narrative (Van Assche et al, 2011c). Besides implementing the goals of the province, DLG was expected to write a vision after hearing actors' ideas for development based on their stories about the area. If these stories and ideas are often shared, they are loaded with power and therefore included in the vision-document.

6.3 Content

DLG implemented the ideas of the actors for future development in the vision-document for De Groote Peel. However, some ideas of actors were considered more important than other ideas. The water board for example fulfils tasks made by the national government and the province. The water board has the task to implement the goals formed by the national government or by the province. In this area they have to realize 'natte natuurgebieden' (valuable wet nature areas). In an earlier stadium the province has calculated what water regime is optimal for raised bogs and its nature goals. The task of the water board was then to write a vision in which they described how this situation could be realized: the GGOR-vision. During the phase of creating this vision the water board made several scenario's with a package of implementation actions, which they presented to the actors in the area (these actors were almost equal to the actors in the Administrative Commission). One scenario is selected. This final GGOR-vision, finished in 2009, is completely used/ copied for the vision of De Groote Peel (WB-2, 2014). The GGOR is a vision as well and because of that it can happen that due to advancing insights some measurements cannot be implemented. WB-2 gives the example of a screen which would go into the ground for three meters. This screen would stop the water flow. Staatsbosbeheer changed their opinion and now argue that a screen is unnatural. Although the screen was part of the vision, it cannot be realized at the moment.

The province North-Brabant gave priority to the EHS. They were able to decide they would not allow any changes in the EHS. The municipality of Asten used their zoning plan as input for the vision for De Groote Peel (Asten). In the zoning plan of the municipality the lines for the dry EVZ made by the Reconstruction Commission were already included. These lines are copied to the vision for De Groote Peel. In this situation the vision for De Groote Peel was adapted to the zoning plan of the municipality. However, the municipality of Asten had to adapt their zoning plan on the vision as well, for example by changing land use functions for particular parcels (Asten). As explained earlier in this paragraph, DLG had the task to make the vision integral and therefore to include other ideas then the priorities formed by the

province. This did happen, for example by including ideas for cycle routes and safer cycle paths. From the other actors, for example ZLTO, visions they made are used as well to realize the vision for De Groote Peel. To realize 'nature goals' national and provincial policy documents are used (EHS, natte natuurparel) and European policy (Natura 2000) (Kortstee et al, 2012). It can be concluded, carefully, that the GGOR-vision was most important and leading for the vision, and that from other visions is picked what is useful. However, it has to be mentioned that all interviewees mention that their ideas for future development all come back in the vision. At the end of the day, they have agreed on the vision-document (DLG-2, 2014). Janssen-Jansen et al (2009) argued that a new vision has to be in line with "older" visions for the area written by actors themselves. It can be concluded here that actors can be satisfied as well with "cherry-picking" as long as it is not contrary to their ideas.

The content of the vision can be compared to the tool 'plan' of Hoch (2014). The vision-document (Kortstee et al, 2012) is already very concrete. The document starts with a short description of the project area followed by the reason to write the vision. Then the three main goals of the province are presented, followed by the goals from the Implementation Commission (redirect a water way, reduce traffic sound, realize recreative routes, clean a landfill, and make cultural historical values visible). The introduction ends with clarifying how the vision making process is organized. Then a bigger description of the project area is presented. Attention is paid to (policy) issues like water, nature, cultural values and recreation, and the opportunities and bottlenecks they bring forward. The following chapter is named 'vision and goals'. So within a vision document, a vision is presented. Actors' visions and policy documents formed the basis for the goals mentioned for each issue (water, nature, agriculture, etc.). A short description, already considering several restrictions, about the direction of development is presented. In the next chapter 'implementing program' is described how the goals have to be realized. For each project a leader is already mentioned. DLG decided upon the actors leading the projects.

6.4 Implementation

To implement the goals mentioned in the vision, each actor being responsible to lead a project, has to make further detailed plans about how to realize these goals. Due to that they can give direction to the path of development. If projects are about water or the wet EVZ, then the Water Board is responsible. If projects are about the dry EVZ then the municipality is responsible. DLG is still responsible for land consolidation. It is the task of the project leader to decide when projects will be implemented and who they need. The municipality Asten decides at the beginning of each year what projects they will work on. Their basis-task is to implement 'prosperity-policies'. If Asten faces opportunities to realize parts of the vision, this will be done as well. These ideas are presented then to the interviewee her supervisor and if he agrees upon these ideas, Asten has to realize the project in that year. Asten considers it a disadvantage that the vision has no priority, but at the other hand it is an advantage that can be waited for the right moment to implement projects, for example to combine projects (Asten, 2014). The water board has to follow the schedule made for the GGOR-vision. In this vision some goals are mentioned which have to be finished in 2018. It can be concluded here that actors (project leaders) give direction to the path which is followed. Narratives can change in time (Van Assche et al, n.d.). As can be concluded after the interview with Asten, municipalities' priorities give direction for the actions which will be taken that year. They give direction to development, and can choose projects which they consider important, confirming findings of Pike et al, (2007). Project leaders use the vision to write detailed project plans. The vision is also used, for example by recreation platforms, as a basis for a

new vision specifying opportunities for recreation and tourism in the area. Those kinds of visions are checked by the Administrative Committee, to see if these ideas fit into the vision for De Groote Peel.

The detailed plans which are made by project leaders to implement a project are discussed in the Administrative Commission. This commission has the power to decide if plans can be implemented or have to be adapted. For creating the plans, project leaders are able to gain knowledge via DLG. Project leaders have the possibility to ask DLG to search for information. This knowledge strengthens their ideas and position towards other actors. This conclusion fits to the results of the study of Lehtonen (2007). DLG is able to do some research (due to project hours they have got from the province), in favor of the vision, which for example Asten cannot afford. DLG is also able to bring stakeholders together because they often know the “right” persons or organizations. The interviewees agree upon the conclusions of Klijn et al (2010) that connecting is the most important part to realize plans.

In the implementation phase citizens are only included if necessary. As argued by Barrett et al, (2007) some actors tend to look in their own scope only. Earlier in the chapter is written that no actors would have the EVZ in their back yard or in the neighbor of their house (a swine can hide in here and damage the harvest of the farmer). To purchase the grounds Asten only goes to the farmers they need grounds of. It is the task of this farmer to inform his neighbor who might notice some changes as well (Asten, 2014). Sometimes this neighbor became a problem for the municipality. According to Asten the neighbor was told a colored story. Contacts with citizens are made if they are necessary to realize projects (DLG-2, WB-2, Asten, 2014). If projects are more concrete and it is clear what needs to be done, then actors (leaders of the project together with DLG) go to these citizens to discuss/ present how projects can be realized. According to the Water Board it is necessary that projects are almost concrete already if you want to do something in someone’s back yard. They consider it not very clever to go to citizens to tell them that there are ideas to divert a water way into their direction, but not knowing how and why. Then the chance for support will be very small. DLG-2 mentions it is important that is already known that projects can be implemented. Otherwise expectations are formed which cannot be realized. As argued by Domingo et al, (2011) and De Vries et al, (2009) it is important that future-expectations are realistic. If projects reach the phase that they need to be explained to a wider public, DLG and the Administrative Committee still decide who will be invited for an informative evening. These people can act upon the plans, but it is up to the Administrative Committee what is done with these comments. This committee always decides what actions take place in the area. The Administrative Committee checks each phase of a project, and therefore is in a powerful position.

Till now no conflicts took place between the actors during the implementation phase (DLG-2, 2014). Though, there were some different wishes for realizing projects. As argued by Duineveld et al, (2006) goals of actors might be the same, but the way these goals will be realized can differ. The municipality Asten gave the example of the project to realize cycle routes. The municipality would like to have the cycle paths very closely near the nature area of De Groote Peel, Staatsbosbeheer did not want this. They have other concerns with this area. In this case it will be ‘giving and taking’, but it always is important to take care of the concerns of other parties (Asten, 2014). Another challenge in realizing the cycle routes was the cooperation with the province Limburg (in the ideal situation the routes would go via Limburg as well). Asten was able to realize cycle-paths via cooperation with Nederweert (a municipality in Limburg – including the south-side of the National Park). Due to earlier collaboration the two municipalities were able to work together in a positive way, they could

trust each other and were able to reach agreements. Ark et al, (2005) argues that these aspects are very important in processes where more actors are involved. Nederweert went to the province of Limburg to find support for the cycle route 'Rondje Groote Peel'.

Besides actors' collaboration, finances to implement projects are important as well. In the time the vision is written not many finances were available at the province to implement projects. Then it is said: do whatever you can do to realize the vision. For financial support, for example co-financing, it is important that several actors and goals come together. The projects need to be integral. For a LIFE-subsidy it is important that by the project nature goals are realized. In co-financing the financing organization (for example the province) pays half of the project money and the other half needs to be financed by actors from the area. However not all actors in the area have money to bring in. According to DLG-2 this is frustrating sometimes, because the ideas of 'no budget parties' need to be taken into account as well. However, as the interviewees mention, the organization paying is the organization who decides what will happen as well. Besides that, the ones owning lands also have a big influence in the projects. If lands are owned by a farmer, this farmer will (partly) decide what will happen. Only in cases of political expropriation it can be possible that farmers get an order of court to sell the area.

After analyzing the interviews can be concluded that the project leaders, pointed by DLG, are responsible for realizing projects. They can create a concept plan for implementation. It is up to their organizations their priorities which projects deserve attention. The implementation of the projects is depended on financial means.

6.5 Path followed

According to Janssen-Jansen et al, (2009) it is considered important to coordinate the process of spatial development by three steps; analyze the actors, analyze the area, and make rules (who does what and when). For the vision of Het Groene Woud can be concluded that mainly DLG fulfilled this coordinating role. DLG was responsible, together with the Administrative Committee to decide which stakeholders had to be involved in the process of creating (and implementing) the vision. Then DLG collected ideas for future development. The description of the area, as presented in the vision-document, is made by DLG as well for which several reports and maps from other organization are used. DLG wrote the vision, checked by the Administrative Committee, and proposed who should be responsible for the projects mentioned in the vision. It can be concluded that the steps mentioned by Janssen-Jansen et al, (2009) were followed.

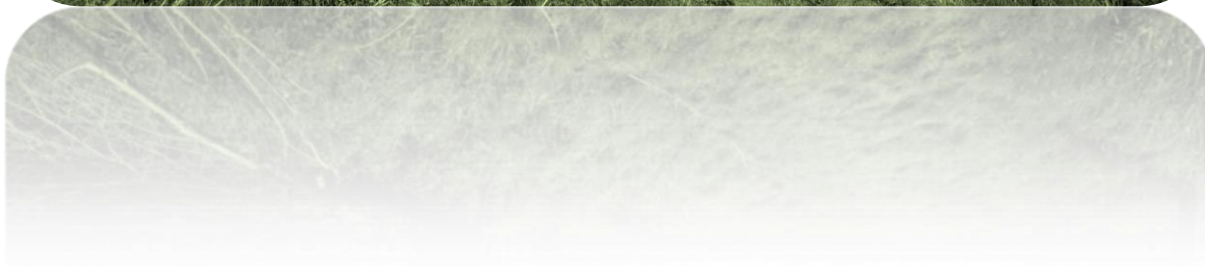
During the phase of implementation had to be dealt with the possibilities to finance projects and with the time available from the actors. The vision is not a strict document. This makes it possible to adapt on uncertain situations and future expectations as argued by Hopkins (2001), Van Assche et al, (2012) and Domingo et al, (2011). Hopkins (2001) argued that a vision is successful if it moves people to do certain actions to realize the vision. Actors do move to realize the goals mentioned in the vision. This is, however, depending on the organization its priorities and the available financial means.

Timeline

In 1996 the provinces of North-Brabant and Limburg formed a commission for the Peelvenen area. In 1999 they presented the project nota Peelvenen. In this nota the problems and the goals to reach in this area were described. The problems were the biggest in the Deurnesepeel

and in de Mariapeel and therefore decided the 'land use commission' (replaced the commission for the Peelvenen) to start writing plans for these two areas. In 2005 they finished the 'land use plan'. Due to the WILG the provinces stopped their collaboration. Only the province of North-Brabant considered in 2008 that they wanted to continue with the ideas of development for De Groote Peel. Therefore the Implementation Committee is put together in 2009. In 2010 the province gave the assignment to write a vision for the area. This vision, finished in 2012, is currently in the phase of implementation. No year is mentioned for which the vision has to be realized. The water board wants to reach "their" goals in 2018, following the GGOR-vision. Asten will implement the projects if there is time and money available, and if the municipality gives priority to the vision. At this moment it is uncertain if all goals in the vision can be realized. DLG stops existing at the end of 2014. It is up to the province if they will replace 'DLG-2' by someone working for the province. According to WB-2 and Asten they are capable to reach the goals in the vision, however Asten her concern is that the vision will move to the background.

7



7. Discussion

In this chapter the outcomes of the case study areas are related to the literature review presented in chapter 2.

7.1 Actors

In the literature presented many authors (Fischer, 2000; Van Dam et al, 2008; Seisdodos et al, in Go et al, 2012) argue that it is important to involve citizens in the process of spatial planning. After analyzing the case-studies can be concluded that including citizens in the process of creating and implementing the vision is not always seen as an extra value. Most of the interviewees argue that by including many actors and their meanings, the process becomes difficult and complex, something which is also put forward in the literature about citizen involvement e.g. Yanow (1993) and De Vries (2008). According to most of the actors involved in this study it makes the process too complex. The opinion of DLG-1 (2014) and DLG-2 (2014) is that it is enough to only include the actors who can (financially) invest in the area. This study shows that the actors bringing money to the area are the actors who decide what will happen. Only in the case of De Noordelijke Maasvallei citizens were involved during the phase of creating the vision. In the case of Het Groene Woud citizens could share their ideas for projects to implement the vision and in the case of De Groote Peel citizens were included via the representatives of the actors involved, such as ZLTO or the municipality. After analyzing the interviews it is not possible to draw a final conclusion on the question if citizens should be included or not. However, it can be said that citizens often know the history of an area, which can influence the path of the development and which make it possible to better describe the area, but it can be argued as well that including citizens' opinions takes a lot of time as argued by Van Dam et al, (2008) as well. The popular assumption that involving citizens in the phase of creating the vision increases the chance for support, Van Dam et al, (2008) and Barrett et al, (2007), requires some nuancing. The case of De Noordelijke Maasvallei for example showed that the vision might be accepted by the actors involved, but no actions were taken to realize the vision. It can be concluded that it is very important how much priority actors give to the area and to the creation and implementation of the vision. If there is not enough support for the content of the vision-document, it becomes very difficult to achieve the goals mentioned in the vision. As became clear after the interview with Staatsbosbeheer (HGW), the position and the priorities of actors do influence the process. This interviewee decided by himself to give priority to HGW (instead of to another area) and he considered it important to be a member of the Daily Board so he was able to make decisions for the area as well. It can be concluded, confirming the conclusions of Pike (2005), that the process of deciding which stakeholders are important to include and which not, and which party takes the leading role for the development of a certain area, is considered very important because they decide the development direction. Actors can give priority to their interests. In the cases of Het Groene Woud and De Groote Peel the province decided (via 'Het Streekhuis' or via DLG) who was important to include in a committee for creating the vision. In the case of De Noordelijke Maasvallei, Boxmeer and the province decided that all actors in the area had to be included. By including all actors, like in the case of the Noordelijke Maasvallei, it turned out to be impossible to write one shared vision. Therefore they decided to present several options, for example to maintain the hedges, in the vision. For implementation of this vision a selection of actors (organizations) was made. The actors included for creating and implementing the vision can always be categorized, following Got et al, (2012), as organizations working in/ for the area and citizens. The citizens functioned as secondary stakeholders, the actors of committees as primary stakeholders, using the terms of Garcia et al (2011). Citizens were only involved in the

process if they were needed, for example to analyze the area or in a situation that projects would take place on their parcels. Like Klijn et al, (2010) argues in his work as well, it can be concluded after analyzing the case studies that connecting actors is considered very important to realize plans. Often it was the task of DLG or 'Het Streekhuis' to bring the people together needed to take a decision about realizing a project. According to the interviewees this helped them to be able to realize projects. Due to the connection of actors, actors become familiar with each other's problems and goals for the area, as argued by Aarts et al, (2002) as well. WB-1 argued that by knowing other actors' ideas for development about the area, by knowing what kind of projects they want to realize, it becomes possible to realize projects together. If the actors were not connected, for realizing the vision document, each of the actors would realize their own projects without knowing what other actors were doing. Now they can work integral and they are able to realize more projects. Due to integral working the chance on subsidies is bigger as well. To end this paragraph, it can be concluded that the actors involved in the process of creating and implementing the vision decide upon the direction of development of the area. Actors decided upon the content of the vision and upon the content of plans for implementation. Including too many actors in the process of creating the vision can result in an indecisive vision having all options open about the direction of development, because consensus cannot be reached. The case of the Noordelijke Maasvallei showed that by involving more actors, compared to the other cases, it is not guaranteed that the vision is better supported. The opposite has been observed.

7.2 Narratives and stories

Goldstein et al, (2012) argued that via storytelling it becomes clear how stakeholders experience the place, what they want with the place and which possible obstacles need to be taken. To start each project of creating the vision, the actors (selected) were able to share their ideas about the area. Due to these stories an overview of what actors consider important in the area is gathered, as argued by Sandercock (2003) as well. In the cases investigated these stories are used by DLG or 'Het Streekhuis' to write a vision. However it has to be mentioned here that the actors who gave the assignment to create a vision already have steered upon the content of the vision. For the case of Het Groene Woud and De Groote Peel the province has set clear goals which had to be included in the vision-document. For the case of De Noordelijke Maasvallei, the municipality Boxmeer and the province North-Brabant decided that the vision should give direction to the cultural historical values of the Northern Meuse Valley. The province North-Brabant and the municipality Boxmeer were able to use their power-position to decide upon the content of the vision.

Only in the case of De Noordelijke Maasvallei is listened to stories of citizens of the area, to better understand the uniqueness and the values of the area. As argued in place branding literature the uniqueness of an area is often a reason for place branding. For these three cases the uniqueness of the area was a reason to write a vision for spatial development. De Noordelijke Maasvallei was considered unique due to the landscape of the Meuse hedges (Maasheggenlandschap), De Groote Peel due to the landscape of raised bogs and Het Groene Woud due to the position of a small scale variable landscape between three big cities. For the implementation plans only the stories of selected actors are used. In the study area of Het Groene Woud several "experts of HGW" were selected to have interviews with. After analyzing the case study areas can be concluded that stories are used to create the vision, but is concluded as well that these stories are selected. The organizations who give the assignment to create the vision were able to steer in a certain direction. For example in the case of De

Noordelijke Maasvallei actors are asked how they wanted to preserve and maintain the landscape of the hedges. Other ideas for the area were not included in the vision.

In Van Assche et al, (n.d.) is argued that narratives can change over time, or change on purpose for example to gain support for policy plans. In the case of De Noordelijke Maasvallei is seen that aldermen give extra attention to the area and to the realization of the vision document to win votes for coming elections. They made a short walk through the area, talked to some people, stopped at a replaced old fence and make a picture for in the newspaper. By taking this action the aldermen make citizens think, maybe it is really true, that the development of that area is very important. By showing a picture in the newspaper they can show one of the projects which are realized. Sandercock (2003) argued that narratives can bind stakeholders, which make the chance on a shared vision stronger. It creates a certain form of power (Van Assche et al, 2014). Especially in the case of De Groote Peel is seen that the content of the vision is depended on the narratives of actors. The ideas of development which are shared by most actors come back in the vision. In all three cases the delegates of the province (DLG or the director of 'Het Streekhuis') made a proposal for the content of the vision. If ideas are shared by most actors, it is difficult to interfere with other ideas. However, it has to be mentioned that a vision is very abstract, so it was very easy for actors to agree upon the vision. "Problems" were seen in the phase of implementing the vision. This study showed, confirming earlier conclusions taken by Duineveld et al, (2006), that different ideas about how to realize the goals mentioned in the vision exist. In Het Groene Woud for example is written in the vision that there has to be room for tree cultivation and room for nature. When this goal becomes more concrete a discussion started where both of the land use functions should be realized. It can be concluded that narratives and stories are 'selectively' used for creating the vision. For implementing the vision actors narratives can change, which make it difficult to realize the goals mentioned in the vision. In governmental organizations is seen that priorities change. In all cases is seen that at the time the vision was made, other priorities were selected then during the time of implementing the vision. Realizing EHS was considered important when the visions for all cases were written. However, at the time of implementing the vision, Minister Bleker has decided to stop financing the realization of the EHS. His political priorities changed into another direction. The example given earlier about the alderman in De Noordelijke Maasvallei is showing that narratives can also be used to gain support. Within an organization actors' narratives are important as well. In the case of Het Groene Woud is seen that the "new" representatives for SBB and ZLTO give more priority to the area and to the vision and therefore make their position stronger/ more on the foreground during the phase of implementation, when decisions are taken.

7.3 Power-position

From the previous paragraphs it already became clear that an actor's power-position is very influential on the content of the vision. The actor giving the assignment to create the vision is able to give direction to the content of the vision, e.g. by selecting actors or by presenting goals to include. As argued by Marzano et al, (2009) actors use their power-position to give attention to their interests. In all three case-studies is seen that the organization given the assignment to write a vision steered upon the content, as already explained. The province North-Brabant (and the municipality Boxtel) had a facilitating role in all three cases. Straalen et al (2010) argues that in this role an organization is not leading but steering and helping. Besides steering upon the content of the vision, the province was able as well (in all three cases) to decide upon who would be included in the process of creating the vision. Actors can give direction to spatial development (Pike et al, 2007). After analyzing the case

studies can be concluded as well that money is power for implementing the goals mentioned in the vision. The organizations which are able to finance a project have a bigger influence on how this will happen. Thereby organizations like the water boards have to follow policies made in Europe, by the National Government or by the province. In these policies goals are mentioned which have to be realized. As argued by Hopkins (2001) policies area often used to guide the actions needed for development. In De Groote Peel for example a GGOR-vision is made. The ideas of this vision, considering the water aspects, are almost fully copied in the vision for De Groote Peel. The results of this study fit to the work of Janssen-Jansen et al (2009), arguing that it is important that other vision-documents, from actors their organizations, are in line with the “new” vision. WB-1 and WB-2 mentioned that if for example ideas from other actors to realize a project, the restrictions for water safety cannot be met, then their idea cannot be realized.

7.4 Path followed

Hopkins (2001) argued that if the vision moves people to do certain actions to realize the goals mentioned in the vision, then the vision is considered “successful”. After analyzing the three case study areas it can be concluded that the realization of a vision depends on money, time available by actors, priority given to realize the vision and support for the vision. In all three case studies is seen that the realization of projects highly depend on subsidies. The visions for Het Groene Woud and De Noordelijke Maasvallei are written in a time that the province had money available for example to finance the EHS and for land consolidation. At the time these subsidies could not be guaranteed anymore other ways of funding had to be found. This slowed down the process. In the cases of Het Groene Woud and De Groote Peel it becomes clear that actors wait for opportunities/ for the right moment, to realize the goals by implementing projects. After analyzing the case of the Noordelijke Maasvallei it became clear that it is important that the vision is supported. In the first two years, after the vision was realized, no actors felt a need to realize what was in the vision. The actors gave priority to other projects of other areas.

As argued by Janssen-Jansen et al, (2009) it is very important to organize the process of spatial development, by following the steps of selecting actors to involve, analyzing the area, and giving responsibilities for implementation. It can be concluded that organizing the process is indeed important, however there are no differences seen between the cases where the steps of Janssen-Jansen et al (2009) are exactly taken and the case where the steps are not exactly followed. The main difference between the cases is that for the case of Het Groene Woud no persons are mentioned in the vision being responsible for realizing the goals. At this moment can be concluded that this does not seem to be a problem. To implement the goals mentioned in the visions for all three case studies, is decided each year again what projects will be done and where opportunities are. Thereby the actors make small steps, by (concrete) implementation plans, to realize the “big” comprehensive vision. This study confirms the conclusion of De Vries (2008) who argued that it is important to take small steps in big projects. The actors have the possibility now to adapt to uncertain situations (Hopkins, 2001, Van Assche et al, 2012) and future expectations (Domingo et al, 2011), like for example the possibilities for subsidies and the changes in politics or by actors. When was decided to stop finance the EHS, actors had to find other means to realize the vision. Due to the small steps taken it is possible to adapt the direction of development in short time.

8



8. Conclusion

This chapter will be used to answer the research questions. The sub-questions will be answered first, followed by the main question. After answering the questions suggestions for future research are given. This chapter ends with a practical application of the results and some recommendations for spatial planners being involved in the process of area development.

8.1 Answers to the research questions

What is the expectation by actors for creating a vision for spatial development?

If actors decide to realize a vision they have a certain interest or concern and a goal. The case studies showed that these interests or concerns and goals are different in each case. For the case study of Het Groene Woud it was the assignment to make a document wherein the actors in the area had to describe the unique values of HGW. If the province (the organization giving the assignment) could agree upon this vision they would partly subsidize these development ideas. So, the goal for writing the vision was to gain money for the area from the province. The interviewee of HGW decided to write a vision to be able to describe the uniqueness of the landscape and to write down the ideas of development coming from actors in the area. In the case of De Noordelijke Maasvallei the province North-Brabant and the municipality Boxtel gave the assignment to write a vision because they were concerned about the preservation of the landscape of the Meuse hedges. By making this vision they hoped that all actors in the area would share their concerns which would form the basis for implementation. In the case of De Groote Peel the reason to make the vision was to develop the landscape of the raised bogs. With this vision the actors in the area would have to steer on projects to realize the development of the landscape with raised bogs. It can be concluded that the vision is used by actors to have a document with shared ideas about the possible direction of development of the area. All actors agreeing upon the vision, seem to want the same with the area. It is considered important that this future idea is shared by actors in the area. With the vision-document in hand, subsidies and support for the idea (by other organizations) can be gathered. The purpose is to show that the idea mentioned in the vision is “good” because everyone in the area does agree upon it.

What is the role of actors in the process of creating and implementing a vision?

To create the vision actors are important to share their ideas upon the area. However it depends on the actor leading the process which actors are involved and considered important to help creating the vision. The actor leading, or giving the order to make the vision, already gives direction to the content of the vision by presenting goals to take into account or by steering into a certain direction like cultural heritage. The organizations writing the vision have the task to bring actors together and to show them how they can be important in the area as well. It is their task to make sure that actors give priority to the area. However, at the same time these organizations writing the vision, have to implement the goals as well provided by their client (in most of the cases the province). The actors interviewed for this study considered it important that they were connected to each other to create and to implement the vision. A shared direction of development could be made then and due to the connection actors know from each other what they are doing, what they consider important and on what other projects these actors are working. By this information the actors interviewed mentioned that it becomes possible to work integral. In another situation actors would work separated from each other. During the phase of implementation, when projects are described in detail, actors are only responsible for the projects they are leading. Collaboration seems not to be

that important in the phase of implementation. To realize the goals and projects mentioned in the plan of implementation the project leaders, with help of DLG or 'Het Streekhuis' search for the actors they need to realize the project. Often, these are actors able to finance the project as well. In this sub-group is decided what needs to happen to realize the project. This idea is presented then to a steering committee or a daily board. Most interviewees argue that it works best to only include the actors which are necessary to implement a project. Therefore it is seen that civilians are rarely included in the process of implementing, but also creating the vision. After analyzing the case studies is carefully concluded that it works fine to only include the actors which are needed to realize a project. An agreement on the vision is already reached. If all actors, including citizens, have to agree upon all projects, it will not be possible to implement a project. How the implementation of the projects De Noordelijke Maasvallei and De Groote Peel goes further after DLG is stopped, at the end of this year, is uncertain. The interviewees of these case-studies argue that they know what to do, but will miss the project hours available by DLG and also their capability of connecting actors. It can be concluded here that actors need regular meetings or contact to be able to realize the vision. Thereby somebody is needed having the overview of all projects for implementation.

How did narratives and stories influence the process of spatial development?

Narratives and stories are used to get clear what actors want with the area and what they consider important in the area. If ideas for development were often shared between actors, these ideas had a bigger chance to be implemented in the vision. In the cases that were analyzed for this study DLG and 'Het Streekhuis' were pointed to write the vision. They asked (selected) actors to their ideas/ their stories about the area, but they only included the ideas which were mentioned often or which fitted to the goals mentioned by the client giving the assignment to write the vision. With this form of "cherry-picking" it is possible that all actors agree upon the vision. However, it is possible that during the phase of implementing the vision the other aspects, which are not included in the process of creating the vision, come to light which make it difficult to implement the goals mentioned in the vision. These problems are seen when the goals of the vision are worked out in more detail. Actors might have other ideas about how to implement the goals. In Het Groene Woud for example, actors from the area agreed upon the vision, but at the time when had to be decided where exactly nature should come and where place should be given for tree cultivation, differences were seen. A similar example is seen in the case of De Noordelijke Maasvallei. To create the vision actors interviewed (by the organization writing the vision) were steered into the direction of cultural heritage and preserving the hedges in the area. The interviewees answered the questions in this direction, but that did not mean that they would develop the area into this direction as well themselves. The narratives and stories used to create and implement the vision give direction to the developments of the area.

How can the power-position of an actor influence the process of creating and implementing a vision-document?

The power-position of an actor influences the direction of development. The organization giving the assignment to write the vision is able to set the first goals which have to be addressed in the vision. They are also able to decide which actors are included to the process of creating the vision. Thereby they give direction to development. In the cases that were analyzed for this study DLG and 'Het Streekhuis' were the organizations who wrote the visions. They could steer upon the content. During the phase of implementation was seen that the members of the Daily Board or Steering Committee are powerful. They may decide if projects can be implemented or not. For the detailed plans written for these projects, the project leaders gained more power. They were able to give direction to the way of realizing

the project. The organizations able to spend money are in a better power-position as well. The organization financing the project is in the position to decide what will happen. Organizations or persons in a powerful position are able to decide which projects gain priority. It seems fair that the organizations financing the projects have more to decide about the content. It will never be possible that all actors in an area do fully agree upon the vision. It can be concluded that it is fine if all actors are satisfied with the actions taken in the area.

How is dealt with a vision after this document is realized?

The way in which is dealt with vision-documents differs per actor. In the case of Het Groene Woud a plan of implementation is made each year. In this plan concrete projects are described to realize that year. The vision-document is used as a guideline. ZLTO-2 mentioned that she uses the vision to show the rank of file what is wanted in the area. After having the interviews for the case Noordelijke Maasvallei is concluded that the vision is not used anymore. A plan of implementation (IGP) is written. This document is used by DLG and Boxmeer. WB-1 mentioned that he has the vision in the back of his mind. He gives attention to the detailed plans which are a result of the IGB to realize projects. In the case of De Groote Peel the vision is used by Asten to see what they can realize each year from this vision. If she needs to make contact with organizations in the area to realize projects she uses the vision to show what “the area” wants. It is used to legitimize her actions. The water board does not use this vision. They make use of the GGOR-vision because these visions are almost the same.

Main question: What does a vision do in the process of spatial development?

A vision-document is used to give attention to concerns in the area. By creating a vision actors are brought together and can create a shared idea for development of the area. By having a shared idea of what one wants in the area, the vision functions as a document to legitimize to the outside world what actors are doing and why they decide to do these things. Besides showing the outside world what is happening in the area the vision-document is used to gain support (subsidies) for initiatives. Because the vision is integral and everybody seems to agree upon the ideas the chance on (financial) support to realize the vision is bigger. However, one can ask if it is really necessary to write a vision. According to all interviewees it is important that actors come together to share their ideas about the area, but it is not always necessary to write a vision to reach the goal. It is important to know in advance what one wants this vision to do. After doing this study is concluded that it is important to have support for the ideas mentioned in the vision. As became clear after analyzing the case of De Noordelijke Maasvallei, it can be concluded that actors cannot be forced to go into a certain direction they do not support. After doing this research is carefully concluded that a vision is a useful document for actors to use to find support for their ideas. With the vision document in their hands, already supported by the other actors who have signed for this vision, their position becomes stronger to realize the goals mentioned in the vision. It can be concluded that by the use of a vision document decisions of actors are legitimized. Actors can show, with the vision, what they have planned to do in the area together with the actors who “signed” for the vision as well. However, the goals mentioned in the vision can only be realized if actors are able to collaborate and to understand the concerns and interests of other actors. It is difficult to mention if a vision is always a useful tool, but it can be argued that a vision, as concluded after analyzing the case studies, is a useful tool for analyzing an area and for creating a shared point of interest between actors about the direction of development. However it is important that all actors, selected or not, are able to share their ideas and are not forced into a certain direction. The vision helps actors to realize projects integral.

8.2 Recommendations for future research

For this research is chosen to only interview actors who were involved in the process of creating and implementing the vision. After having the interviews is concluded that citizens, are not missed in the process of implementing the vision. In the cases where they were not involved in the process of creation the vision, they were not missed as well. For future research it might be interesting to have interviews with randomly chosen citizens from the area to see if they considered themselves unimportant/ redundant as well. The reasoning from these citizens is the most important then. Because for this research it is considered important to analyze the phase of implementation as well is chosen to interview organizations who were also involved in this process. However it might be interesting as well to interview actors who were not involved in the phase of implementing the vision. For example in the cases of De Noordelijke Maasvallei and De Groote Peel, the province of Limburg who decided not to continue with implementing the vision they agreed upon initially. It might be interesting to understand their reasoning.

8.3 Practical application of the results

In the process of area development the tool of a vision-document can be used. However it is in first place important that is known what one wants this vision-document to do. Thereby it is important that the content of the document is supported by the actors in the area. For example in the case of the Noordelijke Maasvallei the reason for creating the vision was to see the possibilities for maintaining and developing the landscape of the Maasheggen. Actors in the area were able to give their opinion about this. However, it was not per se the direction of development of all of the actors. I have concluded that it was unclear what actors actually wanted within this area. The reason to make the vision was very clear, but it was unclear what should be done after the vision was realized. The content of the vision document needs to be supported by all actors involved in the process. Actors have to move and act into the direction of the vision-document during the implementation phase. Once the goal to make a vision-document is set, it is important to think about which actors have to be involved as well in the vision-making process. Some organizations will be needed in the phase of implementation and therefore it might be wise to involve them in the creation phase already. A criterion for the vision to be successful is that the document is supported by the actors in the area.

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Christiaans R., process-coordinator – Noordelijke Maasvallei.

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Bongers F., process-coordinator – De Groote Peel.

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Zee van der A., Districtmanager Maas, Dommel and Aa - Het Groene Woud.

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Streekhuis, January 2014

Thijssen W., Director of 'Het Streekhuis' / coordinator of the area – Het Groene Woud.

Symposium 2014, speakers: Hurk van den E. (Tree cultivator), Thijssen M., Vrij de W., (Roois Landschap), Rossum van C., (municipality Sint-Oedenrode).

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Waterboard AA en Maas-1, May 2014

Anonymus, Water manager / representative – Noordelijke Maasvallei.

Waterboard AA en Maas-2, May 2014

Vrielink A., representative – De Groote Peel.

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ZLTO-1, May 2014

Ham van H., Chairman region 'Midden-Brabant' – Het Groene Woud.

ZLTO-2, May 2014

Raaijmakers J., Representative ZLTO, member daily general board – Het Groene Woud.