

Integration of policies towards Public Space in Dantumadiel and Zuidhorn

Final report



Anna Solcerova
Dechen Lham
Eva Filipczykova
Robert Obenyah
Shan Li
Tesfaye Taltamo

Commissioners: Frans Traa, MSc, AOC Terra
Sabine Lutz, MSc, AOC Terra

Project coach: Ramona Laurentzen, MSc.
Project expert: Albert Aalvanger, MSc.

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Executive summary

An integrated policy approach has been widely acknowledged as yielding effective utilization of resources in any establishment. The recent financial crisis has led to a renewed emphasis on municipalities to pursue more integrated policy arrangements. This study was commissioned to assess the current level of policy integration towards public space among the departments in Dantumadiel and Zuidhorn municipalities. The study is expected to provide an insight on how policy makers and implementers can better coordinate their activities, plans and programs. At the same time, the study recommends the possible ways to integrate different policies towards public space maintenance and development and where further studies could be focused on. Pursuing more integrated policy is expected to help realize multi-functional public space as different departments and experts view will be considered. This will ultimately benefit in pooling the resources, thereby reducing costs and increasing efficiency of work.

The study commenced with a review of literature on integration of policies and public space maintenance and development. With this background, relevant topic list were prepared to interview the stakeholders. Based on the interview data, eight major topics were identified for analysis and discussion based on their relevance to our main goal. The eight major topics identified are the (i) perception, (ii) vision and goal towards public space and integrated policy approach, (iii) the department and systems in place, (iv) the policies and their arrangements, (v) the current programs and projects in place, (vi) the financing mechanisms, (vii) the level of citizen's involvement in public space maintenance and development and (viii) the communication and cooperation within the municipalities and with the stakeholders. Information was collected from interviews with officials and civil society groups as well as from content analysis of municipal documents for both the municipalities. Then, findings for each topic, their relevance and implications to integration of policies were analyzed. Our analysis of the available data reveals interesting findings and they are explained elaborately in the report. Furthermore, a participatory workshop on the findings and recommendations was conducted with the stakeholders who were interviewed. Therefore, the study also incorporated the opinion and reflection from the workshop participants on the findings and recommendations. Described below are brief summaries of the major findings and their implications towards integration of policies.

The two municipalities shared similar opinion on public space and had few differences. Stakeholders from both municipalities supported the view that the integrated approach to public space maintenance and development would be beneficial to their municipalities. The benefits can be realized in terms of collective project financing and citizens' involvement. By making the citizens involved will invoke self-responsibility in maintaining their space and it will benefit the municipalities in terms of saving maintenance costs and strengthening their cooperation. Integrated policy does not guarantee an instant success in policy planning and implementation, as it comes with its own challenges. For instance, there could be delay in policy implementation due to influence by some stakeholders, conflicts in ideas or when the needs of citizens are not satisfied by policy makers. Having

a positive attitude about public space is itself an opportunity to explore ways to engage the citizens for public space maintenance. The citizen's engagement can enhance cooperation and communication with the municipality. This will enable the municipality to get ideas from the citizens on the possibilities of developing collective projects and programs and integrating policies.

In terms of vision and goal, as an individual, interviewee's from Dantumadiel municipality would like to see their municipality as a green municipality with well-maintained nature, spaces for general public with trees all over the landscape. This goal can be achieved by involving the citizens directly in maintaining their own space, so that means more communication and cooperation with the citizens and the municipality. Such a goal will guide the municipality to explore ways to achieve them by engaging the citizens innovatively. Ultimately, it will contribute to strengthening communication and cooperation of policy makers and citizens which directly contributes to integration of policies towards public space. In Zuidhorn, the vision on PS is connecting different goals such as public space and social welfare with each other. This can be achieved by making a living place comfortable by providing all facilities people need to socialize and to maintain a good health. Acknowledging and facilitating the different services citizens require itself contributes to policy integration from inception of ideas on different services.

As for departments and systems in place, our finding reveals that both the municipalities are officially headed by a mayor. The municipality secretary supervises the functions of the aldermen, civil servants, municipal secretary and the municipal council. Policies and projects are created and implemented by civil servants and aldermen; and approved or refused by the municipal council. Despite both the municipalities having four departments in Dantumadiel and five in Zuidhorn, the systems in place are slightly different. In Dantumadiel municipality, maintenance of public space (Gemeentlik Behear) takes charge of public space while in Zuidhorn, it is integrated with welfare department (Openbare Werken). Both municipalities have fundamental basis for implementing integrated policies. Having a policy department in Zuidhorn can enable the policy makers to integrate policies from their inception before reaching the implementing departments. Dantumadiel has clear and structured management and it enables to expedite the integration of policies.

In terms of visions for the municipalities, Dantumadiel is guided by Toekomstvisie 2030 and Zuidhorn is guided by Raadsvisie 2018. These vision documents are further translated into policies and programs. Integration of policies is one of the main focuses in Dantumadiel municipality and it is also in line with their vision. There are six broad themes covering youth and education, economy, green municipality, with each other for each other and quality of governance and they are translated into seven programs. These seven programs have interrelation to the policies of their four departments and they work collectively on projects towards public space. The policies are being put forward by the civil servants in consultation with the alderman and then to the municipal council. This process can lead to something more through the plan but it could also be time consuming. Integration of policies appear to have taken off in Dantumadiel and it is

being realized in terms of some integrated projects. In the case of Zuidhorn, they have a separate policy department which prepares the policies for all the other departments. The other departments mostly implement the plans and programs the policy department assigns them with. This approach may not be time efficient but the possibility of integrating policies from inception is very high. This approach may have the challenge of over dependence on the policy department for integration of departmental policies. However, the integration of policies towards public space is currently being contemplated.

The two municipalities have several programs and projects currently under implementation. In Dantumadiel, they have seven programs and they are interrelated with the four department of the municipality. Therefore, integration of policies is apparent from here. This could however be strengthened to achieve more integrated policy. In Zuidhorn, projects related to public space are in different main projects. This separation of projects for public space can decrease the opportunity to integrate projects and programs. Therefore, it is recommended that projects and programs be reviewed in order to verify the possibilities of integrating projects and programs which will lead to increasing work efficiency and streamlining finances.

We have classified the communication in the municipalities in two groups as internal and external. Internal communication entails to communication between municipality functionaries and is more pronounced in Dantumadiel than in Zuidhorn. On the other hand, external communication which involves interaction with stakeholders outside the municipalities is more pronounced in Zuidhorn than in Dantumadiel. To effectively pursue integrated policy arrangements, Dantumadiel will have to strengthen their communication with the external stakeholders whereas Zuidhorn will have to streamline their internal communication processes and channels. It is gathered from the analysis that the citizens appear to be more involved and engaged in Zuidhorn municipality while it is not that much in Dantumadiel. Therefore, Dantumadiel municipality is recommended to enhance their citizen's involvements and engagement in public space maintenance and development. However, Zuidhorn municipality is suggested to prioritize their internal departmental structures and organizations. Good communication and cooperation can provide ground for citizens to open their minds and their ideas can be used to integrate policies. The citizen's best understand what they are facing in reality and thus, can provide practical solutions for collective issues.

From the study, there exists strong support for pursuing integrated policy towards public space maintenance and development in the two municipalities. The findings indicate that there appears sufficient structure for integrated policies formulation and implementation in both the municipalities. In order to realize the goal of integration of policies towards public space, each municipality will have to take advantage of their strengths and minimize the effects of their drawbacks. We recommend further study on integration of policy towards public space maintenance and development to lay a stronger foundation for pursuing integrated policy.

Table of contents

1. INTRODUCTION	1
2. PERSPECTIVES ON INTEGRATED POLICY APPROACH.....	5
3. ANALYSIS	7
3.1 PERCEPTION ON PUBLIC SPACE AND INTEGRATION OF POLICY	7
3.2 VISIONS AND GOALS ON PUBLIC SPACE MANAGEMENT	8
3.3 IMPORTANT ASPECTS OF THE INTERNAL SYSTEM OF THE TWO MUNICIPALITIES AND THEIR IMPLICATIONS TOWARDS INTEGRATION OF POLICIES FOR PUBLIC SPACE.....	10
3.4 THE IMPLICATIONS OF POLICY CONNECTED WITH PUBLIC SPACE AND THEIR ARRANGEMENTS TOWARDS INTEGRATION OF POLICIES IN THE TWO MUNICIPALITIES	15
3.5 INTEGRATED PROGRAMS AND PROJECTS AND THE IMPLICATIONS	17
3.6 FINANCING MECHANISM BEHIND MAINTENANCE AND DEVELOPMENT OF PUBLIC SPACE, FINANCIAL INTEGRATION, AND ITS IMPLICATIONS	20
3.7 DIFFERENT WAYS OF COMMUNICATION WITHIN AND WITH THE MUNICIPALITIES AND THEIR IMPLICATIONS.....	22
3.8 COMMUNICATION WITH THE CITIZENS AND LEVEL OF INVOLVEMENT OF CITIZENS IN POLICY MAKING PROCESS REGARDING PS	24
3.9 SUMMARY OF THE FINDINGS.....	25
4. GENERAL CONCLUSIONS	27
5. DISCUSSION	29
6. RECOMMENDATIONS	31
7. REFERENCES	34
APPENDIX 1 – EXECUTIVE SUMMARY IN DUTCH – SAMENVATTING	
APPENDIX 2 – QUESTIONNAIRES	
APPENDIX 3 – SUMMARY TABLE	
APPENDIX 4 - METHODOLOGY	
APPENDIX 5 - LIST OF THE INTERVIEWEES	

1. Introduction

This project investigates the apparent public space policies, their arrangements and its integration with other policies within the two municipalities of Zuidhorn and Dantumadiel in the Netherlands and the implications it will have on the distribution of financial budget. Further, it examines how citizens can be engaged in maintaining and developing public space and how it can influence integration of different policies. Analyzing on these information and their implications, recommendations to the policy makers and for future research will be presented.

The world economic recession has compelled the Dutch government to decrease funds for several activities and initiatives. The consequences are evident with budget decrease in sectors like environment and education. Due to budget decrease, planned activities are being either removed or modified or even delayed. One area where the Dutch government is compelled to economize is the public space maintenance and development for the citizens. A portfolio such as public space is basically not considered as a necessity in life and thus, it's being less emphasized with reducing or removal of budgets (Sabine Lutz pers.com 2012).

Public space (PS) is essential and has impacts on citizens' life from various aspects such as health, education and environment (de Verieze 2011). PS encompasses all the green structures around us starting from the place we live to our neighborhood. It serves as a multi-purpose space for ethical, aesthetic, economic and ecological reasons (Kudryavtsev *et al* 2011). Moreover, PS can pertain to a wide range of things from recreational parks to public facilities such as care organizations, multi-functional centers with library and swimming pools. PS could provide green services like fresh air, clean and green environment, safe place for children to play, a place for socializing, and a place to understand and appreciate our environment better. To have a sense of place is important. A person develops this by visiting his/her place often and then, develops attachment to the place. The place has a meaning for that person and this ultimately initiates pro-environment behavior. This self-rootedness in a person can lead to sense of intense care and concern for the place (Kudryavtsev *et al* 2011).

Engaging the citizens in developing and maintaining PS would benefit all. This is possible only upon scrutinizing the current policy arrangements, their interrelations, cooperation and the trends of budget allocation within the different offices at different levels of policy making bodies. Thereby, pooling of resources and streamlining budget for effective PS management. One way to achieve this goal is by building responsible partnerships with the citizens and enhancing their engagement in PS maintenance and development.

This project is a part of an umbrella project of AOC Terra on 'Place making and place keeping', funded by the national Dutch government. It is commissioned by AOC Terra to an Academic Consultancy Training group of six Master students. The project was carried out in a period of eight weeks. As a part of the project interviews were conducted with

policy makers working in the two target municipalities.

The two target municipalities for this project are (1) the municipality of Dantumadiel and (2) the municipality of Zuidhorn in the north of the Netherlands. Dantumadiel is a municipality in the province of Friesland. It is a rural municipality characterized by agriculture. The municipality is composed of ten villages and has approximately nineteen thousand inhabitants. The municipal government is composed of municipal council, three aldermen and the mayor. The municipality has typical traditional Dutch landscape and architecture which dates back to very early years in history.

Zuidhorn is a municipality in the province of Groningen. It has eleven villages. Three of them are bigger, the rest of the villages ranges with varying numbers of inhabitants. The municipality has also approximately nineteen thousand inhabitants. The municipal government is composed of municipal council, four aldermen and the mayor. The municipality is guided by vision documents and is working in collaboration with three neighboring municipalities in a municipal connection called Westerkwartier. The idea of such connection is connected with expediting work efficiency and reducing costs, thereby benefitting all the four municipalities involved.

The target municipalities are developing municipalities and have on-going developmental activities. Both these municipalities are enthusiastic about understanding and knowing more on how an integrated policy approach for PS can be developed and which resources can be utilized efficiently and effectively.

1.1. Scope of the project

This project will examine and analyze the current policies, internal systems, their arrangements, their integrations in place for PS management within the two municipalities. It will further try to identify the potential and possible areas of policy integration for PS. Each municipality has offices operating for different themes and all these offices pursue their goals based on plans and actions which ultimately cater to the citizens and their welfare. The project will provide a qualitative analysis on internal systems arrangements, budget allocations within different offices in each municipal for PS management and the citizen's level of involvement for PS management.

A good understanding on the societal benefits of the various investments in PS will ultimately provide clear ideas to make investments more efficient. This will serve as a basis for integrating several policies. Therefore, the knowledge of stakeholders' perception and engagement in maintaining and developing PS is very crucial.

The two main research questions that will be addressed in this project are as follows:

1. What are the implications of the internal systems and policy arrangements towards integration of policies for public space in the two municipalities as organizations?

(i) What are the implications of different perceptions, visions and goals of policy

makers?

(ii)What are the implications of current departments and systems in place?

(iii)What are the implications of current policy and their arrangements in place?

(iv)What are the implications of ongoing projects and programs in place?

(v)What are the implications of the financing mechanism in place?

2. What are the implications of citizen's involvement and participation on integration of policies towards public space management?

(i)What is the level of citizen's involvement for public space management in the two municipalities?

(ii)How is the communication and cooperation within the municipalities and with the stakeholders involved?

(iii)What are the implications of the internal and external communication and cooperation?

1.2. Goal of the project

The two main goals of this project are (i) to identify the level and the factors influencing policy integration interdepartmentally and their implications and (ii) to analyze the effects of these implications on budget allocation in the two municipalities.

1.3. Objectives within the project

The objective within this project is to investigate the internal systems in place and citizen's involvement and the level of communication and cooperation within the two municipalities and with other stakeholders towards integration of different policies on public space maintenance and development.

The specific objectives within this project are as follows:

1. To investigate the factors that influence perceptions, visions and goals which determines the integration of policies,
2. To investigate the factors that influence the internal systems to determine the integration of policies,
3. To investigate the factors that influence the policy and their arrangements which determines integration of policies,
4. To investigate the factors that influences the communication and cooperation of municipalities which determines integration of policies and
5. To investigate the factors that influence the citizens involvement in the public

space management and

6. To investigate the factors influencing the budget allocation for integrated policy for public space maintenance and development.

To conduct this research, data were gathered from three different sources. Firstly, a review of literature was done initially to select the relevant materials to have a good understanding on integration of policies and the scientific views of it. A theoretical framework was developed based on literatures reviewed and it was used as our basis for the secondary source of data. Secondly, the team conducted semi-structured interviews and focus group discussions with the officials and the other stakeholders of the two municipalities. The interviewees were selected and coordinated with the help of the commissioners and contact person namely Rianne Vos for Dantumadiel municipality and Frans Traa for Zuidhorn municipality, based on their relevance to policy making in the two municipalities. The focus group discussion consists of discussions on the major topics identified to answer the research questions. The major topic identified in order to answer the research questions are namely (i) perception, (ii) vision and goals for public space, (iii) internal systems in place, (iv) the policy and their arrangements, (v) the projects and programs (vi) the financing mechanisms (vii) the level of citizens involvement and (viii) the internal and external communication and cooperation for the two municipalities. The interviews were conducted in pairs and it lasted not longer than one and half hour (see Appendix 2.Questionnaire). Findings from the interviews were analyzed. The summary table (Appendix 3) provides an overview of the findings. Lastly, a presentation and a participatory workshop on the finding was conducted with the interviewees and the commissioners. The presentation and the workshop received feedback from the participants and further clarified our findings. The workshop consisted of a reflection game. The participants identified the opportunities and threats towards integration of policies and expressed the statements justifying why they thought so. For a detailed methodology refer appendix 4 Methodology and list of interviewees can be referred on Appendix 5.

The following chapter will focus on the analysis of the eight major topics that are mentioned above using data from interview, literature and from the workshop conducted. This chapter begins with an introduction to all the major topics and then each topic will be discussed. Each topic will be compared for the two municipalities, discussed, analyzed and the implications will be presented. The objectives within the study will be answered in this chapter. This chapter concludes with a summary of all the major topic analysis. The next chapter will present the general conclusions of the study and the goal of the project and the main research questions will be answered. It will be followed by a chapter on discussion of implications. The last chapter is on recommendations and the need for future research for the two municipalities towards integration of policies.

2. Perspectives on integrated policy approach

Integrated approach to policy making and implementation was put forward by authors as preferred alternative to sectoral policy making (Andersen and van Kempen 2003, Dekker and van Kempen 2004). Integrated policy making is reputed to have presented several benefits some of which includes a) yielding considerable synergy of resource and expertise, b) opening policy making space for many stakeholders to participate and c) bring thorough appreciations of policy issues from inter-disciplinary perspectives (Andersen and van Kempen 2003). These potential benefits of integrated policy approach are discussed below.

First, it is argued that integrated policy making can create a pool of resources and expertise. These make it possible for financial resources, expertise and others to be brought together and to achieve more for all stakeholders. In the case of PS this may lead to effective and efficient use of financial resources in ways that increase benefits for everybody involved. This position however does not guarantee automatic success not to be assumed to absolute in the sense that integrated approach can also have some negative consequences (Andersen and van Kempen 2003). It is argued that having several sectors or department implementing a single project may diffuse responsibility among many stakeholders. This may lead to a situation where nobody feels completely responsible for the policy as a whole.

Second strong argument that puts in favor of integrated policy initiatives is that such approaches opens up policy making to more stakeholders especially from civil society and business (market). This is preferred because it makes it possible for people who are affected by the policies to influence such policies. That is a bottom-up approach to policy making. This approach makes policies suit the needs of the targeted stakeholders better as they may have been involved from the inception of the policy (Dekker and van Kempen 2004). Opening up policy making may slow down policy process as interests of different stakeholders may clash over the policy goals. Some stakeholders may get into the policy making process not necessarily to support it but to hijack it for their own parochial interest. Again, including some stakeholders in the policy making process also means excluding others, whose interest may be sacrificed in favor of those included.

Finally, proponents of integrated approach also claim that such approaches makes it possible to bring multiple perspectives to bear on policy considerations (Andersen and van Kempen 2003). Multiple perspectives are necessary in implementing policies and projects which address the concerns of diverse interest in society. Integrated policy arrangement is thus presented as panacea to the issue of bounded rationality which confines the sectoral policy making (Simon 1991). This view and understanding assumes that the representation of different sectors or experts on any policy consideration will translate into a fair reflection of all interests and expertise. In practice however, policy decision-making entails more behind the scene negotiations beyond the people who may be physically involved. It is also true that one's ability to influence such

policy processes takes more than one's expertise. Other factors which influence such processes may include the stakeholder's resources, rules and the general political climate among others (Arts, Leroy, and van Tatenhove 2006).

In conclusion, integrated approach to policy making has emerged recently as a preferred alternative to the sectoral policy making. Integrated approach to policy has been credited with several benefits some of which have been discussed above. Even the benefits of integrated policy approaches are feasible in many ways, integrate approach to policy making and implementation must not be taken as absolute because integrated approaches may also lead to negative outcomes if not controlled.

3. Analysis

This chapter provides an explicit description towards different perspectives in the current integrated policy making situation and their implications. Based on information gathered from the scientific literatures, eight important and related topics were finally selected.

Section 2.1 points out the diverse PS perception in both municipalities. Section 2.2 presents the future version towards PS. The integrated policy making system is explained in section 2.3, followed by the current policies, programs and projects introduced in section 2.4 and 2.5 respectively. In section 2.6, the acquisition and distribution of financial resource are presented. The discussion of internal and external communications and cooperation are presented in section 2.7. Section 2.8 finally discusses the different ways of the citizen's participation in both municipalities.

3.1 Perception on public space and integration of policy

The perceptions and meanings towards PS from the interviewees will be presented in the following paragraphs. From the interviews with officials and civil society from the two municipalities, our team managed to get an extensive understanding on their perception on PS based on their responsibilities in the municipality and from their personal views. It is obvious that views and perceptions of a person depend on the personal background. Such backgrounds could be beliefs, world views or visions, cultural and spritual values about the matter. Worldview is a collection of belief, values and concepts that shape individual's and community's perception and meaning about their relation to the realism.

All the interviewees shared the concept of the PS as a place which the general public can use for their daily activities. They expressed the importance of PS as a place to maintain the wellbeing of inhabitants because it provided an opportunity to lead a happy life. PS could also pertain to a safe place and it is important for human wellbeing providing green environment, place for relaxation and socialization. PS could be explained as playground, sports centers, city squares and other facilities that are used by the general public. Moreover, according to the respondents, PS serves as a recreational area where outdoor activities can be practiced while people can spend their leisure time.

Beside similarities, there are differences in understanding PS among different interviewees from the two municipalities. In Dantumadiel, the officials focus more on the green components like the typical 16th century traditional landscape. They highlighted the maintenance and preservation of such traditional landscapes for generations.

In Zuidhorn, the officials submitted broader meaning to PS. To them PS is anyplace that can be used by the general public but is owned by the government. It could be parks and infrastructures like road broadenings, water ways, multi-functional buildings, swimming pools. Even the road development is considered as PS. The slight variation in PS meaning between the two municipalities could possibly be due to the municipality's focusing area. Dantumadiul municipality is composed of ten rural villages and the municipality focuses on these villages to ensure greenery and preserving the traditional

landscape. While in Zuidhorn, they focus on infrastructures which might lead to invest more on grey or solid structures than on green structures.

The understanding of perception and views of the main actors in the municipality towards PS is an important stepping stone to take effective measures in PS management. Different ideas or definitions of public space by the citizens and the municipal officials show the possible ways to bring the subject of PS management. The motivations of officials and civil society in two municipalities provide an opportunity to maintain and develop PS in an integrated manner by involving a wider group of community. Perceptions of officials and policy makers have a tremendous effect on the allocation of resources on developmental plans. Mostly decisions of policy makers can be influenced by how people perceive public space, the policy makers can observe which areas to focus on and accordingly how to allocate budgets. In Dantumadiel, the perception of the PS as green areas and the preservation of traditional landscape could give more attention to work for the green public space development. In every sector of the municipality the PS issue can seek attention and resources can be contributed from different sectors. The broader definition and perception of PS among officials in Zuidhorn gives the possibility for the integration of policies across different programs and project for the development of PS. Policy integration can provide room for consideration of PS development in various programs for sharing and allocation of resources. This positive perception about PS can be taken as an opportunity for its development.

Furthermore, the officials suggested possible ways to maintain the quality of PS at such a time of crisis. Most of them stressed the importance of citizens' participation for the maintenance and development of PS. Since the development and maintenance of PS requires huge costs, it is advisable to encourage the citizen's engagement in the process. In Dantumadiel municipality, an official said *"It would be appreciated if the citizens directly communicated with the municipality on the issue of PS development and maintenance."* The two municipalities have same thought and suggestions for the way forward to PS maintenance and development. For example, Zuidhorn municipality is planning to develop a new village with 50% green area and 50% concrete area and they are discussing with the inhabitants for the plan.

3.2 Visions and goals on public space management

Interviewees from Dantumadiel and Zuidhorn municipalities shared their visions about PS. Most interviewees mentioned their vision by stressing on the necessity to have a well-organized plan for the management of PS. They mentioned that the living environment should be improved, so that the citizens can live happier with a healthier environment.

The officials, civil society groups and farmers from both the municipalities have a common vision for their municipalities. They emphasized on developing more conducive environment with greener images. The promotion of green environment can bring healthy and more enjoyable life for residents in the municipalities. The officials from Dantumadiel municipality would like to see a green municipality with well-maintained

nature and spaces for general public with trees all over the landscape. To achieve this goal, more direct communication with the citizens should be developed. In Dantumadiul, housing is still a vital necessity related to PS development. A good PS is not only about a neat surrounding provided by the municipality but also about the services and the citizens themselves, which should be engaged in maintaining and developing a attractive place. In Zuidhorn, the vision on PS is connecting different goals such as public space and social welfare with each other. This can be achieved by making a comfortable living place by providing all needed facilities to socialize and to maintain good health for the citizens. The officials are planning to establish a new mechanism to help people in need with involvement of neighbors. As can be seen from Figure 1, when an individual faces a problem, the neighbor community tries to resolve and if it is beyond their capacity, the person can request for help from the organizations. If the problem is beyond the organizations capacity then, the person will claim for support from the municipality. This is a creative way of self-help mechanism to solve the social problems of the local citizens.



Figure 1. Self-help mechanism (developed based on information from one of the civil servants)

In line with this dream, the municipality is currently guided by the vision that commenced in 2007 which ends in 2013. This plan mainly focuses on providing care and welfare initiatives as well as other services for the citizens. In addition to this, the officials intend to work further on extending this vision from 2013 onwards. In the working process, they are checking the possibilities and feasibilities to consider integration of policies towards PS management. However, it is observed that more effort is required to get a crystal clear vision of how different policies can be integrated. Furthermore, the officials are interested to see how the different departments get their finances disbursed. The officials would like to focus on the outcome and not be restricted by the strict regulations from province level (refer sections on policies and their arrangements). Citizens are capable of doing more for themselves and there should be pronounced communications among citizens and the municipality. The Zuidhorn municipality has the following vision that they

would like to implement:

1. To build two more multi-functional centers,
2. To keeping rural landscape in the smaller villages and
3. To build new houses after demolishing the old houses in the smaller villages.

The civil society groups such as NGOs working with youth, voluntary service and elderly people in Zuidhorn have their visions and goal. Such NGO's would like to promote social communication in the villages. To make their visions come true, their top priority is the presence of a good quality PS as this is a public place that people from all ages can use. To motivate all age groups to come together and socialize with each other, the presence of attractive and multi-functional PS is necessary. And the civil societies would like to see the following developments in the future.

The effective performance of the team can depend on the visions and goals from the individuals in the team. Team building is the concern when discussing about the implementation of integrated policy in the municipalities. As it is revealed in the study that the officials and civil society groups have strong will and vision to develop healthy and pleasant villages in the municipalities. The positive long term visions of the municipalities and strong dream of officials toward PS management can be taken as an input to use resources in integrated manner.

3.3 Important aspects of the internal system of the two municipalities and their implications towards integration of policies for public space

The composition of an internal system of a municipality is closely connected with its internal communication and cooperation and thus, policy integration processes. We were interested, how the work of officials in the two municipalities is organized looking into depth of the different aspects of an internal system. Information gathered about these aspects from our interviewees is broad and ranging from decision making, followed by composition of departments and ending in their ways of management, integration of policies and creativity. In this chapter, we focus on describing and analyzing these aspects, and drawing implications towards integration of policies for public space.

In both the municipalities all the interviewees had a good knowledge of official functions and about how their internal system works. In both the municipalities, mayor is the political official head and the highest representative of the municipality. His/her main function in the municipality hall is chairing the meetings with council members and aldermen. The executive manager who is responsible for functioning of the municipality as an organization is the municipality secretary. He/she translates the visions of the mayor and aldermen to civil servants and vice versa. Municipality secretary is also an advisor to the mayor and the aldermen. The mayor and aldermen can be influential in the decision making process and bears a big responsibility for implementing the approved policies. Aldermen are municipality representatives and chairmen/women or members of political parties. Together with civil servants they are the main policy makers in the

municipalities. Municipality council is the main deciding body in both the municipalities. Their responsibility is to vote on municipality policies and projects. Municipality council has the ultimate power in terms of decision making on the distribution of municipality budget.

Each municipality has several departments comprising many civil servants and its own internal department taking care of human resources and finances. The civil servants in the departments are main idea creators and knowledge collectors, then translating these ideas into policies. Their policy and project proposals are further discussed and adjusted in cooperation with and under supervision of alderman/men and need to be approved by the municipal council. After such an approval, these projects and policies are again assigned to be implemented by civil servants under the supervision of alderman/men. This process of initiating and implementing of policies is depicted in Figure 2.

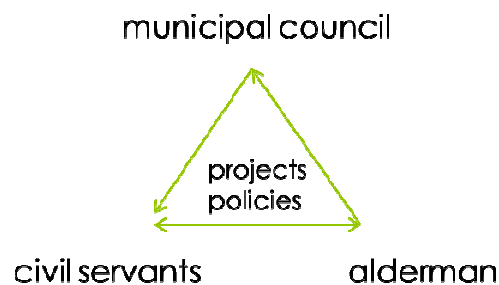


Figure 2: System of policy and project making and implementation of the municipalities

The distribution and focus of the departments are the aspects describing the possibilities of communication between civil servants in these departments. According to this distribution, we will draw implications which are connected with integration of policies and thus also allocation of the resources. The Dantumadiel municipality is composed of the following four departments:

1. Support (Stipe),
2. Space (Romte),
3. Economy and General Affairs(Economie en Algemeen) and
4. Welfare (Wolwêzen).

There are 200 civil servants who work in these four departments. All the four departments prepare and implement policies. The department of support takes care mainly of internal functioning of the municipality hall. Offices of technology, information, communication, law office, administration, finances and human resources are found under this department. The department of space arranges spatial issues considering spatial planning and environment, work and unemployment benefits, permits and supervision of maintenance of public space. Department of economy and general affairs has offices with civil servants working on policy co-ordination, council information, realisation of major projects, and other activities not specifically belonging to one of the other departments such as technical support, garages and parking in the municipality. The department of welfare manages the issues regarding work, incomes, care, welfare

and education and sport facilities in the municipality.

In the municipality of Zuidhorn there are five departments and they are as follows:

1. Contact and Services (Contact en Dienstverlening),
2. Public Works (Openbare Werken),
3. Rules and Safety (Regels en Veiligheid),
4. Space and Welfare (Ruimte en Welzijn) and
5. Business (Bedrijfsvoering).

The department of Space and Welfare is the main department where policies are prepared. The business department takes care of finances and human resources of the municipality. The department of contact and services serves as the municipality reception. Implementation of policies is the main task of these three departments: Public Work, Rules and Safety, and Business. The department of public works takes care of the state and maintenance of public space in the municipality. All the permits and requests from the citizens are processed in the department of rules and safety.

The system of four departments focusing on making and implementing policies in Dantumadiel provides the civil servants a great space to think out, prepare and implement their policies. Because of the number of departments, such a system could have a barrier slowing down communication between the civil servants in the different departments. However, the interviewed civil servants in Dantumadiel municipality said that their communication is satisfactory and mostly direct. The system of one policy-making and others as policy-implementing departments in the municipality of Zuidhorn gives the policy-making civil servants no or very low power in influencing the policy-implementing processes. And conversely, policy-implementing civil servants get instructions to implement the policies but mostly do not influence policy-making. However, no interviewed civil servant in Zuidhorn expressed any desires to change their internal system.

The management approach applied in the municipality is an aspect to help us to assess if this approach facilitates or initiates barriers towards integration of policies. According to the officials, management in Dantumadiel municipality is traditionally top-down oriented. Except for the municipality secretary, who is the manager of the whole municipality hall, each department in the Dantumadiel municipality has a department manager. Besides, projects regarding public space are elaborated in fixed teams compounded of civil servants. Each of such a team has a team manager. Contrary to this management approach, the management in the Zuidhorn municipality is more decentralized. According to information received from the interviewed officials, the only manager of the projects regarding public space is the municipality secretary in the municipality of Zuidhorn. According to officials, the municipality secretary is the creator of the main rules; however the rules considering a municipality project are agreed with civil servants before the beginning of such a project. The civil servants do not perceive to be pushed to any radical decisions or solutions. Civil servants are working with each other according to their knowledge and capabilities. According to interviewed officials, civil servants work

together without having any fixed or semi-fixed teams or a team manager.

The top-down management in the Dantumadiel municipality facilitates and expedites work for the projects. Working in the teams on projects is helpful to clarify structure of work and supporting the team members to orientate in the internal system of the municipality. This expedites the processing of the projects. However, working in fixed teams reduces sometimes knowledge transfer from other colleagues not included in these teams. Therefore, the Dantumadiel municipality hires external experts. In the open working environment with decentralized management as observed in the Zuidhorn municipality, policy making and implementing takes sometimes more time. It is mainly because high level of knowledge transfer, communication and creativity from an individual is required. Many officials in the Zuidhorn municipality welcome the idea of working in semi-fixed teams with team managers.

Information about the current level of policy integration in the two municipalities is the most important aspect. We got information and can draw connected implications. Integrated system of work within the departments has been developed in the municipality of Dantumadiel. The municipality has seven programs which are integrated within the four departments. Figure 3 shows the scheme of integrated system of work in the municipality of Dantumadiel. Each integrated project belongs to a program/programs and is developed by teams of civil servants, who come from different departments. For every such project there is a leading department with a team manager who is also a civil servant. Not all the projects are necessarily integrated within the departments. There is always an alderman responsible for each project. He/she meets with the team once every two weeks to discuss progress of the project. The most suitable projects to apply such integrated policies are, according to an official, building multi-functional centers, sport facilities or graveyards.

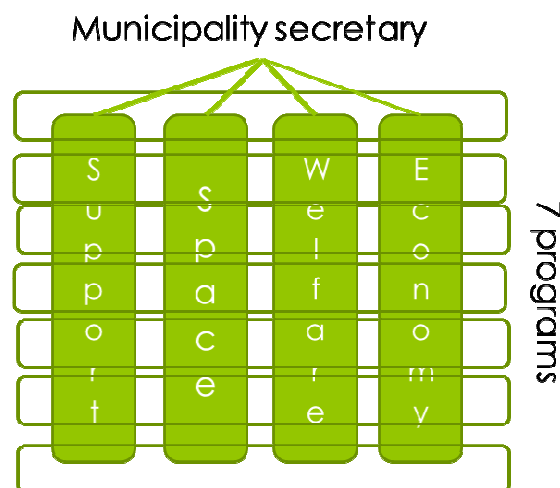


Figure 3: The internal system in the municipality hall of Dantumadiel: All the four departments participate in policy making and implementation processes. The seven programs are integrated within the four departments. 'Economy' is the department of economy and general affairs.

All the interviewed officials in Zuidhorn municipality are very supportive about the idea of integrated policies. However, they add that integration of policies has just begun and thus needs time to be better understood and further developed. The system of work in place in Zuidhorn can be observed in Figure 4.

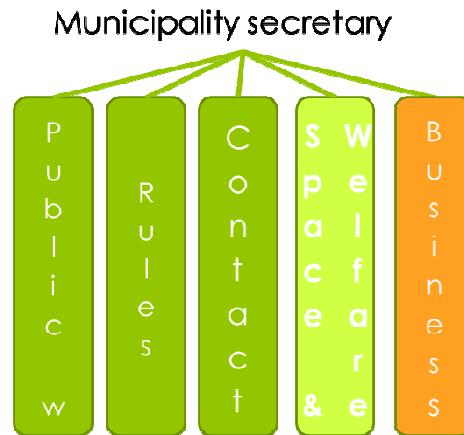


Figure 4: The internal system in place in the municipality hall of Zuidhorn: Three departments implement the policies (grass green). A department (light green) makes the policies. One internal department is in orange. ‘Public w’ is the department of public works. ‘Rules’ is the department of rules and safety. ‘Contact’ is the department of contact and services.

Integration of the seven programs within all the departments in the municipality of Dantumadiel has been already a form of policy integration. The seven programs present efficient guidelines through the main visions of the municipality. They facilitate orientation of the officials and clarify the goals. The high number of these programs could limit the view of civil servants disabling them to see connections between the different programs and confusing them. However, none of the interviewed civil servants expressed perception of such confusion.

Creativity is an aspect influenced by all the above mentioned aspects and having a great impact on integration of policies and allocation of financial resources. Creativity could be connected to fund raising from alternative resources or looking for alternative and innovative projects. Knowledge transfers and workshops have been supportive to develop the pattern of creativity in the municipality of Dantumadiel. According to interviewed officials, creative ideas for change of or new policies or projects come mainly from civil servants or entrepreneurs in both the municipalities. Moreover, the municipality of Dantumadiel often hires external experts. This municipality has an advisor who does not belong to any team but focuses on creating very original and innovative projects. This advisor seeks alternative ways of granting his projects and in this way he ensures that the municipality is included in very innovative projects. He also uses integrated policy system by cooperating with all the departments. During the final participatory workshop,

Dantumadiel was commented to be very efficient in procuring funds from the EU. To get such funds from EU, external cooperation with other municipalities and organizations is carried out. Presence of the creative official in the Dantumadiel municipality is very beneficial. One person specifying on innovative tasks brings to this municipality more resources and innovative projects.

3.4 The implications of policy connected with public space and their arrangements towards integration of policies in the two municipalities

It is essential to have basic understanding of the policies at national level to understand and analyze the current situations in the two municipalities. It provides an overview of the different policies, their interrelations and arrangements. In this aspect, policies at national level will be briefly stated. The following paragraphs will discuss on similarities on policies and their arrangements in both the municipalities and the observed differences will be emphasized and discussed.

The Dutch government has national policies in place for the functioning of their different ministries. The Dutch Council for Housing, Spatial Planning and the Environment (VROM-raad) and its joint secretariat, the Council for Rural Area (RLG) and the Advisory Council for Transport, Public Works and Water Management (RVW) has the name Councils for the Environment and Infrastructure (RLI). The RLI advice the government and the parliament on policies related to sustainability and quality of living environment and on the strategic medium and long term policy choices (EESDA, 2011).

The most relevant national policies or acts that are in place and related to PS maintenance and development are Environment and Planning Act, National Spatial Planning Act, Land Use policy. The RLI supports the government's idea of working interdepartmentally for three broad themes namely legislation, administration and knowledge and expertise (Public Space, 2009). Further, there is the national spatial planning strategy serving also as a guideline umbrella policy, which has several sub-themed policies.

In this way, the management of PS has incorporation of several umbrella policies. PS maintenance and development falls under many of the mentioned themes. PS has many components such as green space maintenance and development, public facilities etc. The national government and its national policies direct the provincial governments. Ultimately the local government or the municipalities are the ones who actually put the policies into practice. The policies are broadly mentioned and its implementation further depends on each municipality. The national and provincial policies serve as policy guidelines for both the municipalities. However, at municipality level these policies are manipulated or positioned in a more strategic manner to suite each municipality and its situation. In both the municipalities, as the election stands once for every four years, the plans are also prepared for every four years. Plan for each year is prepared and a budget set aside for it. Towards end of each year, the plans are evaluated according to officials from both municipalities.

The policy arrangement works in such a way that in both the municipalities the members of council decide, whether the plans suggested or submitted by the civil servants should be implemented or not. One area where integration of policies can be realized is the development of a multi-functional center wherein all the different offices have to plan and work together. However, interviewees from both municipalities mentioned that the level of cooperation and integration of policies can be further strengthened as the topics of most of the existing projects overlap. The idea of integration of policies is highly supported and appreciated by majority of the interviewees. Most of the interviewees said that such integration can improve cooperation within and ensure that feasibility and adaptability of policies can be smoothed further for effective functioning and integration of budgets too.

In both the municipalities, policies serve as broad guide and they are further prepared into plans, projects and programs suitable to the municipal situations and in consultation with the citizens. Dantumadiel municipality is well guided by the umbrella policies. This is mainly due to the presence of an advisor. From our analysis, this advisor has a good knowledge and understanding of the different policies in place. Further, he ensures that different policy is arranged in such a manner that policies are consolidated into collective projects. According to the information we obtained from our interviewees in Zuidhorn, in the policy department, integration of policies is in its early stage. This policy department prepares policies for all the functional offices and provides the offices with plans, projects and programs for implementation. The space and welfare department has commenced preparation of integrated policies in different fields and their implementations. The implication of commencement of integration of policies in terms of programs and projects in Dantumadiel is that the policy makers have shown enthusiasm in policy integration for work efficiency and ensuring the reduction of financial costs. However, the level of integration is apparent only in terms of some projects and programs. The fact that in Zuidhorn, policy makers have realized the advantages of integrating policies is a good implication and it will benefit the policy makers to scrutinize the existing programs for integration and developing and promoting new policies in an integrated manner.

Zuidhorn municipality is guided by the Toekomstvisie 2030. This is a vision document for the 20 years' development of the communities. The document focuses on three main visions namely (i) the urban identity (the axis of development), (ii) village identity (inhabitants in control in the villages) and (iii) the rural identity (durable landscape pallet). Further, these visions are translated into broad themes such as economy & infrastructure, housing & facilities, community, sports, health & wellbeing, heritage & space and recreation & tourism. The visions are interrelated and so are the themes, thus making integration of policies more probable. This document highlights citizens' involvement in terms of second vision and it appears possible to go hand in hand with PS management. This vision documents have an implication on the actual process of policy drafting and accordingly its implementations. It eases the task of policy makers and guides them to realize how citizens can be involved for different PS management. The Dantumadiel municipality is guided by the vision document Raadsvisie 2018. This vision document is further guided by the Millennium Development Goals (MDG) compiled by all the countries

under the UN framework of MDG. This document has visions for six broad themes for the municipality. The six broad themes are namely (i) youth and education (jeugd and onderwijs), (ii) with each other for each other (met elkaar voor elkaar), (iii) economy (economie), (iv) live at mobility (wonen at mobiliteit), (v) Green Gemeentee (dantumadiel en groen gemeentee) and (vi) quality of governance (kwaliteit van bestuur). These themes have further translated into seven programs to ensure its implementations (see chapter programs and projects for seven programs). The seven programs are drafted in such a manner that they have integrated policies with the other departments. The implication of having such a document is that the municipality has taken advantage of this document and has come at this juncture that integration of policies is being initiated.

The policy department is the sole policy making body for all the different offices in Zuidhorn municipality. The formulation of policies into action is then forwarded to the relevant department for its implementations. The progress is evaluated with the front office by the policy department. Having a separate policy department is an asset because policies can be integrated towards PS from its inception. This eases the implementation due to collective task, reducing cost and increasing work productivity. The contribution by the civil servants to policy drafting is not clearly known from the information we gathered. While in Dantumadiel, the arrangement is different in the sense that ideas are put forward by the civil servants to the municipal council. Then according to the board's decision, policies are selected based on vote system and it is assigned to a specific alderman for its implementation together with the civil servants. The aldermen and civil servants work closely for its monitoring and evaluation. The advantage of this is that once selected, policies can be interrelated for integration and so with the finances. Monitoring and evaluation by alderman is a good control balance of progress. It can ensure what is planned is being executed.

3.5 Integrated programs and projects and their implications

The programs and projects in the two municipalities have similarities as well as differences. For the similarities, these municipalities have some joint regional projects. In Zuidhorn, they have projects EHS and Regio Groningen-Assen, while in Dantumadiel they are engaged in project such as Agenda Netwerk Noordoost. Projects for their own municipality are prepared separately despite being a collective venture. Both the municipalities have long term vision policies (Dantumadiel: Raadsvisie 2018; Zuidhorn: Toekomst visie 2030) as their guidance for the short-term plans (Programma's gemeente Dantumadiel 2012-2015 and Bestuursakkoord gemeente Zuidhorn 2010 – 2014). These short term specific plans in two municipalities cover different projects made by different departments and consist of diverse concrete projects. The PS projects are parts of these projects which are interacted.

Program and project system is in place in Dantumadiel municipality. Seven programs which exist in the short term plans are being accomplished by four different departments (Gemeente Dantumadiel, 2011). The seven programs are namely (i)Improvement and refreshment (Verbeteren & Vernieuwen), (ii)Lifelong Learning (Leven Lang Leren ,

(iii) Together for each other (Met elkaar voor elkaar), (iv) Safety first (Veiligheid voorop), (v) Corporate in Dantumadiel (Ondernemen in Dantumadiel), (vi) Space to live (Ruimte om te leven) and (vii) Sustainable Municipality (Duurzame gemeente) (Gemeente Dantumadiel, 2011). These programs have their own topic and are carried out by the departments related to the topic. Among these programs, the program space to living is directly related to PS and there are nine projects in pipeline under this plan. The programs cover open green space, landscape and development, tree population, traffic and transport, living strategy, road and connections (Gemeente Dantumadiel, 2011).

The three main projects in Dantumadiel include Centrumplan Zwaagwesteinde, De Centrale As and Kansen in kernen (Gemeente Dantumadiel, n.d.). The Centrumplan Zwaagwesteinde was initiated to attract entrepreneurs and to increase the employment opportunities for people living in this area. Ultimately this would substantiate the decreasing population in this municipality. Under this project different PS projects are covered, for instance shopping centers, sport centers and health care centers, roads, square and parking place. The eight years ongoing road project known as the 'Central Axis' (Centrale As), is one such collaborated project with two other municipalities. Based on this project, the Kansen in kernen project is made in order to build a safer area in living, working and recreation, landscape and amenity offering environment (Gemeente Dantumadiel, 2011).

Zuidhorn is considered as a green municipality with eighty percent being covered by green land. The municipality focuses more on the PS maintenance projects rather than on development. The municipality does not have a system of programs in place besides their individual projects. Their main existing projects are Oostergrast, Komplan Zuidhorn, Regio Groningen-Assen, Extra snelrein Groningen-Leeuwarden, Het nieuwe wonder van Aduard (Gemeente Zuidhorn, n.d.). Oostergrast is about the new residential construction in Oostergrast in Zuidhorn (Gemeente Zuidhorn, 2011) and the Komplan Zuidhorn focuses on building an attractive central area with new multi-functional public buildings to develop the village public function (Gemeente Zuidhorn, 2009). These two main projects are also part of the Regio Groningen-Assen project (GA, 2011).

At present, both the municipalities emphasize on the comprehensive development of the whole region. Although the PS projects were not the most important ones, most of our interviewees referred PS to be of high value and affirmed its irreplaceable role in the environment and living quality. This may produce a potential environment to focus on the PS development and maintenance in the following years. Still, PS projects are always related to the space, green and road departments. Higher integrated project cooperation with other potential departments such as welfare department is still not appearing in the current policy making system as observed

From the data we gathered from the officials of the Dantumadiel municipality, the current projects are related to PS extension and development. Apart from their main projects, the specific projects related to PS are referred in their plan (2012-2015) (Gemeente Dantumadiel, 2011) are as follows:

1. Routekaart naar vitale dropen(Roadmap to vital village),
2. Realiseren van maatregelpakket Groenstructuurplan (Realizing measure package Green Structure Plan),
3. Uitvoering geven aan Landschapsbeleidsplan (Implement Landscape Policy),
4. Beheren van de openbare ruimte volgens het vastgestelde kwaliteitsniveau van wegen, kunsterken, openbare verlichting en groen (Managing the public space according to the established quality of roads, recognizing art, street lighting and green) and
5. Verkeersstructuurplan (Transport Structure Plan, VSP).

In Zuidhorn, the current PS projects are included in different main projects. The most relevant ones are under project Oostergrast and Komplan Zuidhorn. Under the projects Komplan Zuidhorn the related sub-projects (Gemeente Zuidhorn, 2009) are as follows:

1. De bouw van een Cultureel Centrum aan de Jellemaweg (2008) (The construction of a Cultural Centre at the Jellemaweg),
2. Het realiseren van een spoowegonderdoorgang tussen de dorpskom en de nieuwe wijk Oostergast (2008) (The realization of a spoowegonderdoorgang between the village center and the new Eastern District Guest),
3. De bouw van winkels, een supermarkt en 30 appartementen en een ondergrondse parkeergarage aan de Overtuinen (2011) (The construction of shops, a supermarket and thirty apartments and an underground parking garage at the Overtuinen),
4. De bouw van twee supermarkten, een winkel en een parkeergarage aan de Dorpsvenne (2011 – 2013) (The construction of two supermarkets, a shop and a parking garage in Dorpsvenne),
5. De ontwikkeling van de woonwijk Zuiderzon (2011 – 2014) (The development of the residential Zuiderzon),
6. Een nieuwe hoofdaansluiting van de dorpskom op de provinciale weg (2011) (A new main terminal of the village center on the main road),
7. De bouw van appartementen en woningen op de Oosterburcht(2011 - 2012) (The construction of apartments and houses on the Oosterburcht) and
8. De herstructurering van de openbare ruimte in het dorpscentrum, waaronder drie pleinen (2008 – 2013) (The restructuring of public space in the village center, including three squares).

Successful and unsuccessful projects exist in the two municipalities but it is difficult to judge their advantage over their disadvantage or vice versa. From the aspect of success,

public place like open green space, multi-functional centers, schools, day care centers and libraries have been built and infrastructures such as road and cycling paths have also been developed and renewed by projects in different scales. We learnt from the officials that the project in Oostergrast in Zuidhorn is an outstanding success. Citizens living in Lauwersijl were pleased with the surrounding fruit trees and maintained them. This is mainly because the requirement of local citizen is met by the municipality as they suggested.

Furthermore, in the two municipalities, the failures in the project planning and implementation also occurred due to either high cost or an unsuccessful cooperation with different stakeholders. The former case related to high costs is the national landscape maintenance project about making pellets from trees surrounding the municipality to make money in Dantumadiel and the road board maintenance project and the road border grass growing program told by the officials in Zuidhorn. We learnt the latter type of projects such as the cooperation with private residential company in Dantumadiel, in which the privately owned houses were empty for a long time due to aesthetics and failure in good marketing strategies. The municipality received complaints from the citizens about the empty place but they were helpless and it made the citizens assume a poor response from the municipality.

These successful projects carried useful experience for integrated policies making. As to the unsuccessful projects, they also demonstrate the shortcomings and indicate the limitations in the existing projects and program preparations and implementation processes. A higher integrated policy making system will be the tendency in the two municipalities under the financial crisis background. However, a higher level of the program and project integration also means more involvement of different departments and stakeholders, which might lead to a more complicated and conflicting situation. By summarizing and applying both sides, the current projects can help to find the solutions to the possible problems with respect to the integrated programs and projects making and implementation.

3.6 Financing mechanism behind maintenance and development of public space, financial integration and its implications

The investigation of the issues of financing public space development and maintenance in the two municipalities revealed very interesting similarities and differences. These were found in the ways funds are raised and disbursed on public space development and maintenance.

Generally, both municipalities have similar major sources of funds for development and maintenance of public space. The sources of funds are national and provincial government subvention and local taxes. According to officials interviewed, the contributions of these sources of funding towards projects vary from one project to another. Officials from both municipalities have mentioned that the major funding sources for public space development and maintenance like in many other areas of development are declining. Stakeholders interviewed made comments such as “*we used to get a lot of*

money for projects but now we do not have that much”, “the global financial crisis have meant we have had endure budget cuts in every aspect of development in the Municipality” “we just do not have enough money for our projects anymore” and “nobody has enough money any more”. There is now a greater need for municipal officials to find innovative and creative means of maintaining and developing public.

Next to the prevalent ways of financial sources, as described in previous paragraph, there are other sources used by the municipalities; for example funding from the European Union or regional projects. Dantumadiel was described by our interviewees as successful in gaining funds from EU. These project need to be innovative and cooperating with societies and private organizations. Also cooperation with other municipalities plays important role in this process, since solid cooperation raises the possibility of getting funds. Zuidhorn is, on the other hand, successful in gaining finances from regional projects they are participating in.

The two municipalities have expressed interest in innovative ways to maintain and develop PS in the face of the financial crisis but in different ways. In Dantumadiel officials have been trying to reduce expenditure in certain areas to raise enough money for public space concerns. For instance, swimming pool de frosk at West Reen was given to a private operator to reduce expenses on it. Private agencies such as construction and housing companies are compelled with rules to modify their plans in order to maintain the landscape and maintenance of public facilities. Although these innovations appeared to be helping in the qualitative and quantitative expansion of PS in the municipalities, the cooperation and interest of stakeholders will have to be constantly negotiated. The Zuidhorn municipality has other innovative ways to maintain and develop PS. It was observed that Zuidhorn has a lot more citizens with wide professional connections than it is in Dantumadiel. These citizens are using their connections within and outside the municipality to initiate and develop projects. Citizens' active participation and involvement were crucial in raising funds to realize projects like bicycle lanes or multi-purpose community halls in some communities in the municipality. In Dantumadiel, we did not find that much citizens and civil society's participation on PS project development as in Zuidhorn.

Another innovative way to raise more money for projects is the engagement of citizens and village groups on volunteering basis. In doing these, officials have also explained the need for self-initiatives to maintain public space facilities to the people in the villages and towns. Some interviewees in Zuidhorn also mentioned that community fundraising activities, such as selling of cakes, bottles, and other artifacts, are also been used to raise money to support public space development. Although civil society groups have tried to raise money through some creative means, the amounts raised through these channels are rather very little. The use of volunteers can help to reduce the costs of projects. There are some limitations in the sense that the volunteers cannot perform all tasks and the availability of volunteers is highly uncertain for project activities. Another way to raise the efficiency of using funds is the implementation of programs on project basis. In Dantumadiel it is this integrated approach which is already part of the system for

several years as described in section 2.3. Civil servants in Zuidhorn have also begun to maximize benefit from the money spent using this approach. An official interviewed explained that *“now we implement our policies and programs on project basis. This makes it possible for people from different departments to discuss among each other and agreed the best ways to implement policies together for maximal benefit to all”*. This inter-sectoral cooperation and understanding is a good basis for pursuing integrated policies towards PS maintenance and development. Pooling of resources is one of the targets and purposes to integrate policies (Andersen and van Kempen, 2003). The pooling of the resources in the integrated projects or programs can be achieved simultaneously with integration of policies. In this way resources can be considerably spared especially financial resources and could be also used for other projects. This level of integration however will require equally high level of communication, coordination and time.

When it comes to distribution of finances- within the municipality, the budgets for public space facilities are prepared by the relevant civil servants with inputs from many stakeholders in both municipalities. The planned activities with their corresponding costs are presented for debate and approval to the municipal council before implementation begins. The approved costs of activities can only be varied with very sound and convincing argument to aldermen and municipal council. However in projects that are financed by EU funds, increases in costs are absolved by the municipalities. In such cases money earmarked for other projects are taken to accomplish ongoing ones. The municipal and village council members are given the chance to review the plans and activities implemented in course of the year to find out if there have been any changes and the reasons behind such changes. In the case of the municipal council, they usually meet in June and October every year to review planned activities against implementation.

3.7 Different ways of communication within and with the municipalities and their implications

The communication and cooperation play vital roles in the integrated policy making and implementation. To properly assess these we need to take a good look on communication mechanism between citizens and municipality and how the outcomes of such a discussion are implemented. This section of our project is dealing with this topic from different points of view. It is understandable that every person has slightly different opinion on the communication within the municipality and with the municipality, which is influenced by his or her connection to or function in the municipality structure.

Generally, we can distinguish two types of communication and cooperation namely within the municipality (internal) and with the citizens (external). Internal communication within the both municipalities is based on a certain structure. The council and aldermen have both regular meetings following prepared agendas. When a new project is about to be implemented a committee of various experts is formed to discuss and think through the entire process. This is the official way of communication. Several policy makers but also

organizations and city involvements in both municipalities expressed an opinion, that more cooperation within different department of the municipality could be very beneficial.

When it comes to external communication, we have to look separately on communication and cooperation with non-governmental organizations and citizen's initiatives, the regulations and restrictions coming from the national government, province and also projects connecting surrounding municipalities by common vision.

It is necessary to mention the major difference between the municipalities of Dantumadiel and Zuidhorn when it comes to communication and cooperation. While Dantumadiel is focusing more on internal cooperation, Zuidhorn has extensive cooperation with non-governmental organizations, citizens and other municipalities. Both of these approaches bring advantages but also challenges. First we will assess the internal communication and cooperation, then external.

When it comes to internal communication and cooperation, both the municipalities have different approaches. From the interviews with the officials of Dantumadiel municipality follows that there is a co-instantaneous effort towards integrated policies. This is a situation of the last decade when the interdepartmental cooperation was built. This effort is however very restricted due to municipality regulations and internal rules. To ensure success of such cooperation, a project group is formed with people from different departments and expertise to create the plan for a whole year. When there is a new project to create which anticipates the cooperation between different departments, the civil servants meet under a chairman who is hired externally. This way the impartiality of decision making is ensured. The municipality of Zuidhorn has one department designated for creation of policies and projects. This ensures certain level of integration already during creating the plan. Aside from that prevailing opinion of the officials but also civil society, in Zuidhorn is that each office has their own finances and focus and these are not overlapping very often. The benefit of such an approach is quality of final product and clear structure of decision making. On the other hand some interesting opportunities and common interest may be overlooked.

When it comes to external communication and cooperation, the Dantumadiel municipality is involved in several projects connecting surrounding municipalities such as ANNO. There are two major non-governmental organizations cooperating with the municipality in terms of nature and environment preservation. They give advices and critical ideas to the plans which are taken into account by policy makers. There are sometimes challenges to communicate the common interest and a plan realization can be significantly postponed due to this. The communication with the land owner organization in Dantumadiel is realized through a meeting held by aldermen and mayor usually once a year. The Zuidhorn municipality external communication is also with the three neighboring municipalities within the Westerkwartier, universities and of course the province. Another external communication is with the stakeholders within different projects, such as land owners, developers, farmers etc. Cooperation on this level may sometimes be difficult because there is usually money involved. Zuidhorn is also very active in communication with various non-governmental organizations (NGO). All our

interviewees from the side of NGOs were satisfied with communication between them and the municipality and mostly described them as “cooperative” or even “helping”.

3.8 Communication with the citizens and level of involvement of citizens in policy making process regarding public space

Involvement of citizens is closely connected to the way and level of communication with the municipality. Communication with citizens is mostly represented by one way communication of the municipalities with citizens through the web pages of the municipalities and information desks but also citizens may express their opinion or complain via e-mail or personal meeting with municipality representatives. To involve citizens in decision making process, it is necessary first to extend the communication to a mutual dialogue between the municipality and its citizens. In this part we will shortly assess the ways of communication between municipality and its citizens and the level of citizens' involvement in policy making process.

The opinion of the citizens in the Dantumadiel municipality is except of the prevalent ways, also expressed twice a year through village representatives during meetings with the policy makers. In Zuidhorn, the mayor and aldermen visit the representatives of the villages to discuss their problems and development once a year. In addition to that, once a year citizens and entrepreneurs can come to the Zuidhorn municipality hall and expresses their wishes and ideas during the ‘Open Door Day’. Citizens may also be represented by various civil society organizations or interest groups. All the interviewees agreed that the municipality is cooperating very well with its citizens. Integrating opinion of citizens into policy making process can generally bring many advantages. The view of citizens is directly connected to the situation and therefore the best reflection to consequences of implementation of policies. On the other hand, this approach is rather time consuming and can delay realization of some of the projects.

In the municipality of Dantumadiel, the involvement of citizens is mostly through communication with the citizens. People have the opportunity to be engaged in public space maintenance and management and also each village representative is involved in council meetings. The involvement of citizens still has a lot of space for improvement. The direct involvement is quite an expensive process in terms of time and energy and therefore is happening only exceptionally. On the other hand, several policy makers showed interest in enhancing citizens' involvement in public space maintenance and management. In the municipality of Zuidhorn, there are many different opinions on involving citizens in public space creation and maintenance. There has been an effort to find out opinions of the citizens on this topic. Several policy makers informed us that they made research in the villages. They asked people what is their opinion about it and if they would like to participate in decision making, place making or place keeping with respect to public space. According to data we gathered concerning this research, the opinion of the inhabitants varied. Some of them would like to participate because they would feel connected to their place, and to some of them see such participation can be seen as a responsibility of the municipality and therefore “*not their work*”. Similar

research has been done also in Dantumadiel municipality with almost the same results. Involving of citizens again bring a lot of challenges but also possible opportunity for the policy makers, but also for the citizens themselves. From a point of view of civil organization working with youth and volunteers, people are interested in such an activity only once or twice a year, as long as they do not have any financial profit from it. For example not many people would like to help with maintenance of public space, which is not owned by them, if there is no tax relief or other similar benefits.

3.9 Summary of the findings

In this section we would like to shortly assess all the findings discussed in previous sections with respect to the integrated policies approach regarding public space. The implications of our findings won't be discussed here, since it has already been mentioned in each chapter and it is deeply elaborated in chapters on Conclusion and Discussion.

First important aspect is to properly assess what is public space and how it is perceived by our interviewees. All the interviewees shared the idea of public space as a place which the general public can use for their daily activities. There were however differences in defining what exactly is a part of public space. Officials in Dantumadiel were aside from prevalent understanding of PS more focusing on public green space and the traditional landscape. In Zuidhorn the definition of PS was much broader and contained also included infrastructures.

The visions and goals of the officials in both municipalities were mostly connected to either vision of the municipality or to aspects that are perceived by the interviewees as insufficient. To the first group belongs for example the goal of officials in Dantumadiel to have a green municipality. This vision is already being realized through different projects and programs. The group of visions connected to aspects that need to be improved was mentioned more often. Several officials in Dantumadiel mentioned involvement of citizens as their vision for the future. In Zuidhorn, they would like to see less regulation from provincial and national level but also more integration of the policies regarding finances.

The system of decision making process is in both municipalities based on the triangle composed of civil servants, aldermen, and municipal council. The organization of departments is however different. In Dantumadiel representatives from different departments work together on implementation of the policies through various programs and projects. In Zuidhorn there is one department creating the policy which is then implemented by the other departments separately. Interviewees from both municipalities are in favor of integration of policies towards PS. Integration of policies towards PS is being implemented in Dantumadiel by the teams created from representatives of the different departments. In Zuidhorn, it is in its initial stage of streamlining its vision of their four yearly plans for an integrated policy approach.

The projects related to PS in both municipalities have been cooperated and carried out by different departments in the municipality together. However, the integrated level can be

elevated by creative ideas. Failed cases happened in both municipality due to either money shortage or conflicts between different stakeholders. But there were several solutions to solve the problems and to guarantee the success of the PS projects.

The sources of funding of public space facilities in the municipalities have been a mixed bag of European Union funding, national and provincial support and local taxes. With the global economic crisis came declining funding from these sources. This has presented the municipalities with opportunity of finding innovative and creative means of raising funds to undertake projects.

Internal policy in Dantumadiel municipality has a well structured internal communication, and cooperation under different offices of the municipality is already on a substantial level. This is a good base for enhanced integration policies and multi-functional projects. Zuidhorn has lot of experience with external communication. They are actively cooperating with different organizations and also their citizens. When it comes to willingness of the citizens to participate on development or maintenance of PS no clear conclusion can be made. It seems like the interest of citizens varies from village to village. On the other hand both municipalities expressed interest in involving their citizens to decision making process.

4. General Conclusions

The research was lead by two goals namely (i) *to identify the factors influencing policy integration interdepartmentally and their implications and (ii) to analyze the effects of these implications on budget allocation in the two municipalities.* In this chapter we would like to assess these goals by answering the two main research questions introduced in the beginning of this report. The findings are derived significantly from the interviews and thus they are possibly correlated with personal perceptions of the interviewees. This implies mostly for the current level of integration of policies towards public space and citizens' involvement.

First of all, we want to focus on *what are the implications of the internal systems and policy arrangements towards integration of policies for public space in the two municipalities as organizations.* An important factor influencing the policy towards public space is the different perception of PS. Perception of public space has a significant influence on how the finances are distributed within the projects and programs. Broader understanding of PS opens more possibilities to integrated policies through combination of different aspects such as infrastructure, leisure, education or others, possibly connected to PS. Perception then influences the visions and plans of the policy makers realized through various projects and programs. Creation and implementation of projects is directly influenced by the legal system in place. Each municipality has slightly different system in policy making and implementation. Integrated system of departments, as in Dantumadiel, brings more views to projects, enhances multi-functional solutions and gives more space to maneuver. On the other hand the only department that creates the policies, as in Zuidhorn, is showcasing an incredible base for integration of different policy. It is found that integrated policy system is more flexible during implementation of the projects. This has a disadvantage that responsibilities will be scattered and none would take ownership in the end. However, it is important to mention that interviewees from both the municipalities are in favor of integration of policies towards PS which has already commenced in Dantumadiel municipality. The on-going projects and programs in Dantumdiel implicates that policies can be integrated when subjects overlap resulting in work efficiency and reduction of costs. However, a different scenario in Zuidhorn municipality of departments focusing on their own subjects has a negative implication on integration of policies. This can blindfold policy makers to scrutinize the possibilities of policy integration for public space. The financing mechanism in place in both the municipalities is the same. Both the municipality receives majority of their funds from the national government and often times from the European Union. This implicates that the dependency of budget is more or less entirely on the national government. And when the national budgets reduced municipal budgets, it affected the municipalities directly. In that matter, both municipalities must observe the possibilities of renting out some of the public facilities, so that maintenance costs are saved. Fund raising activities could be a strategy as another source of funds but its contributions could be less and many not be effective.

Secondly, when it comes to *the current level of citizen's involvement in public space*

management, all the interviewees expressed strong interest. It is welcome by policy makers as well as non-governmental organizations. On the other hand, the willingness of the citizens to participate on creation or maintenance of public space varies from village to village. The current level of involvement is then determined by communication with the citizens. The involvement of citizens brings similar advantages as external communication. Since the citizens experience the consequences of the policy implementations in their daily lives, lot of information and experience can be gained from such cooperation. It is necessary to realize that any cooperation comes with some risks as well; for example scattering of the decision making power or increasing the time necessary to make a final decision and high possibility of catering to individual needs or biased decisions than catering to solve collective problems. For better understanding of *what are the implications of communication and cooperation of the two municipalities towards integration of policies*, we distinguish two types of communication namely internal and external. Both communication types have their advantages. Enhanced internal communication can help the efficiency in using budget within the municipality. Shared budgets of departments may be used on multi-functional project where the interest of different departments intersects. On the other hand external cooperation is beneficial in sharing financial or material responsibility. It can help to gain insight from the consequences of different policies from a point of view of non-governmental organizations, land owners, or citizens. It is difficult to assess communication as a separate topic, since it is an inseparable part of policy making and system in place. Therefore, the implications are similar as implications of the policy arrangement. One aspect of communication is also the social level of it namely its formality or informality. Informal communication supports creation of new unconventional solutions, but weight given to such idea is low. Both internal and external communication and cooperation have implications on various kinds of ideas and even could be possible sources of funds.

Generally, we can conclude that both of the municipalities have a good base or foundation for integration of policies and in pursuing multi-functional projects towards public space. To some extent the integration is already happening in both the municipalities and their current level of integration of policies can be strengthened further. However, their approach to acknowledge integration of policies towards public space maintenance and development is different from each other and there is still room for improvement.

5. Discussion

The study assessed the important issues that will enable the two municipalities to understand and appreciate integrated policy approaches. Such an understanding of situation can pave way to initiate and implement an integrated policy effectively. This study incorporated the perspectives of officials and civil societies from the two municipalities on how they perceive and dream about the maintenance and development of PS. The success of any program or project is partially dependent on the positive perceptions and visions that the implementers possess. From analysis of our data from the officials and civil society groups from both the municipalities, they seem to show strong desire to maintain and develop PS. It would be wise to take full advantage of such positive attitude for planning and implementation of PS in the two municipalities.

In addition, our research explored policy arrangements in the two municipalities. As cited in the literatures reviewed, it is apparent that integration of policies is a good idea. This way both resources and expertise can be pooled for efficient use. Integration of policies towards PS is prevalent in Dantumadiel and it can be strengthened further by developing more integrated projects and by defining clearer visions for PS. Such integration of policies pertains to reduction of costs and this fact attracts policy makers to initiate integrated approaches. Guidance from a broader policies and vision documents can be very useful in generally guiding the municipality policy formulations. However, this does not mean that all ways and means to achieve them are provided in details. This is where the civil servants stand a chance to portray their creativity and innovativeness for integrating policies. A policy department as in Zuidhorn is an ideal situation to invoke this idea while it can be strengthened in Dantumadiel.

It is very important to have a diverse perspective for drafting and implementing policies which are of interest to a society. It is reflected in the literatures reviewed that having different opinion on same policy can help enhance the integrated policy approach. It is not that one's expertise in a field is the most important factor but other perspectives also stand equally important in approaching integrated policies. Therefore, it would be wise that as many perspectives be known or considered to better shape an integrated policy. Dantumadiel municipality has an advantage by having an advisor for integrating different policies towards PS. This advisor has an overview of policies in place for the municipality and thus, has the opportunity to integrate different policies.

In line with the policy arrangements, the study assessed the current programs and projects in the municipalities. It is observed that PS projects at present are parts of their main plans which are related to development, connection and living issues. Thus, the relevant departments work together to accomplish such integrated projects. However, the cooperation seemed limited within the housing, road, and environment departments and there are seldom new connections and cooperation to break the existing boundary and to build up more multi-functional projects. A highly integrated project may include more issues like the education, health and welfare which are missing in the existing projects.

It also can be observed from the data gathered that the failure of the maintenance projects tends to be easier than the development projects. The implementation of maintenance projects becomes more difficult to judge than the development ones since the judgment criteria to a maintenance projects are more abstract. For the development projects, the judgment is the accomplishment of the area development and buildings while the maintenance ones will be more complicated since they are normally more continuous, slowing progressing which makes it invisible. That is to say, the maintenance project should be started from a very early stage and the policy maker should foresee the future situation and make them detailed and specific otherwise they will become mirage.

In both the municipalities the cooperation and communication with different sectors of municipality and with external parties about PS is highly appreciated. Of course the municipalities are relatively differing in their capacity to arrange communication and cooperation within the municipality and with external partners. Dantumadiel municipality is better in internal cooperation and communication and working in harmony across the programs. The good start of the communication and cooperation should be encouraged and scaled up for more coordination in the area of PS. In Zuidhorn larger attention is given to external cooperation and they are good in establishing network of partner municipalities in the province and region. This potential of the municipality should be taken into account while gearing to improve the internal cooperation and communication.

6. Recommendations

In order to enhance the maintenance and development of PS, policy integration needs to be strengthened by the two municipalities to use resources efficiently and reducing financial costs involved. Currently the two municipalities have their own approaches for policy integration regarding PS development. As it is understood from the analysis of our research both municipalities have their own strengths for integration of their policies and to implement the plans in an integrated manner. Despite their strengths, both the municipalities have some areas that could be improved. Based on our findings, we make the following recommendations for the two municipalities:

- Our findings show a promising start of policy integration and work of different departments in coordination. Almost all officials and policy makers in the two municipalities have positive perception about policy integration regarding PS. In Zuidhorn municipality, the officials give a broader definition for PS which gives a chance to plan the PS in different programs and help to share financial resources and to use them efficiently. It is apparent that policy integration towards PS already commenced in Dantumdiel and is in its initial stages in Zuidhorn. From all these information it is understood that there exist fertile ground for the implementation of integrated policy approach towards PS. Even though the current study found a promising start of policy integration and positive perception about its implementation, still there is missing information to understand in detail how the integration is strong enough to share resources particularly budget. It will be very helpful for the municipalities especially Dantumadiel to promote a broader perception of PS. This will facilitate policy integration in PS development and maintenance.
- We also recommend both the municipalities should define clearly their public space policies. The municipalities must communicate these policies to get citizens' buy-in into the visions for public space maintenance and development. Soliciting and building citizens buy-in and support for PS project will also entail showing respect for the views and concerns of the ordinary people in the municipalities. The municipalities must deliberately encourage citizens to bring their plans, views and concerns to the policy makers without any inhibitions as this will encourage more creative ideas and plans.
- For both the municipalities we support the new approach from the municipality of Tilburg from 1997 shown by Hendriks and Tops (2003) to organize the internal system of the municipalities as organizations for medium municipalities (10 – 100.000 citizens). This internal system has two departments for policy making and implementing and two other departments especially for policy implementing only. The first two policy making departments specialized in urban planning. The second department is specialized in neighborhood planning & maintenance. The first of the two policies implementing departments focus on permits and taxes and the second department focuses

on communication and contacts with external companies cooperating with the municipality. Further details about this internal system can be found in Hendriks and Tops (2003, page 16). The system of integrated programs within all the departments observed in Dantumadiel is recommended for the municipality of Zuidhorn. Creating a semi-fixed team is beneficial for work effectiveness. The developed internal system in Dantumadiel has lower level of the external interactions and citizens' involvement. For Dantumadiel municipality, we recommend the management decentralize more and give more power to departments and focus on 'outside in' thinking including citizens more into decision making processes

- We would like to recommend both the municipalities to review their current policies and observe how each can be related to each other, what has worked so far and what could be improved. This will give them the opportunity for department to merge in pursuance of a particular policy and with other on a different policy. This can be achieved by getting individual officers to understand and appreciate the benefits of working together with colleagues from other departments.
- From the above explanations on financing of PS in the two municipalities, both municipalities will have to improve their cost efficiency and effectiveness in developing and maintaining PS facilities. This will enable them derive the most benefit or value from their money especially since they both still depend heavily on national and provincial government subventions. In terms of individual municipal strategies, Dantumadiel will have adopt strategies such as community fundraising events as means of raising extra funds from the main sources of funding for PS projects. They will also have to start the use of volunteers especially on the maintenance of PS facilities in the municipalities. On the other hand, Zuidhorn must maintain and further encourage communities fundraising events and volunteering for work on PS project which have already been happening in the municipality. The municipal officials must also explore the possibility of getting private companies to operate some of the already built PS facilities. This will release money that is spent on the operation and maintenance of some of the PS facilities to be used in expanding and improving the quality of PS facilities in the municipality.
- The integrated projects already exist in both the municipalities. However, the current integrated programs and projects towards PS are mostly cooperated by the traditional sectoral system of organization. With the spatial planning, infrastructure or road department. We suggest the municipalities become more creative and break the present boundary in order to involve more interested departments such as the education, the health and welfare department. In another way, the investigation to the public edge could be an interesting idea. For example, the road borders can be maintained with the road. By accumulating these small but easy tasks from different projects, the public

space will receive a better maintenance. But such suggestions may fragment the project and can influence the quality of the projects and could be time consuming. Nevertheless, with its limitations and challenges executing projects in integrated way has significant benefits in pooling resources for the development and maintenance of PS. Thus, we recommend that upcoming projects and programs be reviewed in Zuidhorn in order to observe the possible integrations of policies towards PS.

- In Dantumadiel municipality more focus is given on internal cooperation and communication in comparison to external, we suggest enhancing and improving citizens' involvement as an approach to internal communication and cooperation. It would be a good idea to arrange activities such as 'Open Door Day' to encourage people to appreciate and participate in public space maintenance and development. Zuidhorn municipality focuses more on the cooperation with other municipalities in the region. In this regard, we would like to recommend the municipality to improve and strengthen their organizational structures to stimulate better internal coordination of departments in terms of planning and implementation of works.
- In general this research is the first in its kind for investigating the policy integration in the two municipalities. The study tried to explore several aspects that can affect integrated approach in PS. In its findings, it is recognized that the scope of PS is wider and incorporated in most aspect of development like infrastructure, housing, education, nature conservation and others. Giving wider concept to PS could be an advantage for its development because every sector can take responsibility, share resources and expertise. It could also be disaster when the responsibilities are shared among several parties. There is high possibility of failure to get full attention by all the parties. Even if we know the occurrence of policy integration, the wider scope on the definition of PS and positive motivation of policy makers and implementers in municipalities, still we do not have concrete and tangible indications how the integration is benefiting PS in budget allocation and access to other resources. So, here we would like to recommend for further research to investigate the direct and indirect influence of different aspects like politics, experience of the implementers financing mechanisms and opportunities. The study should go additional steps deeper to grasp a clear image of how the integrated approach will be beneficial in the financing of PS.

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Appendix 1 – Executive Summary in Dutch – Samenvatting

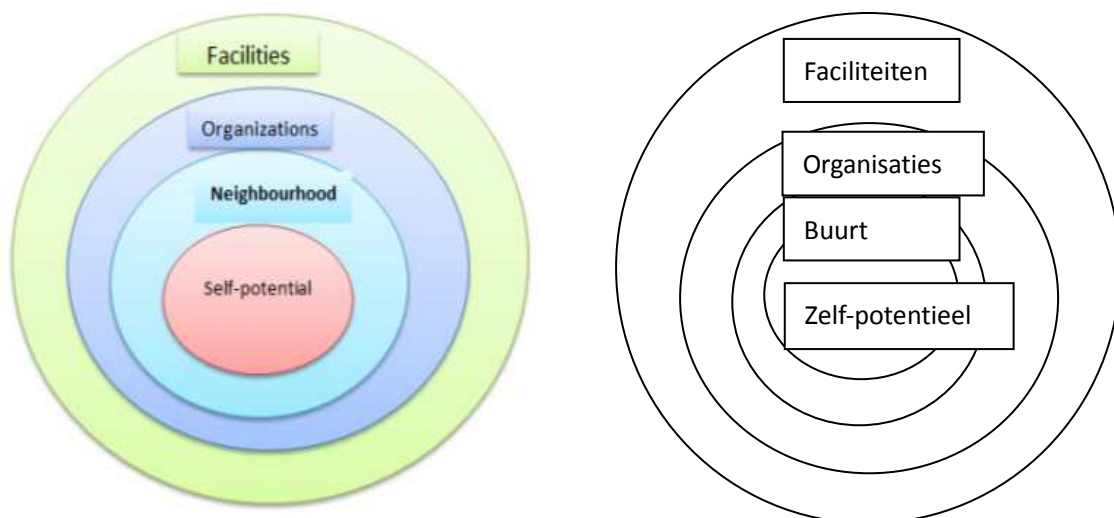
Een geïntegreerde beleidsaanpak is op grote schaal erkend als een efficiënt gebruik van middelen in elke instelling. De recente financiële crisis heeft geleid tot een hernieuwde nadruk op gemeenten om meer geïntegreerd beleid na te streven. Dit onderzoek kreeg de opdracht om het huidige niveau van de integratie van het beleid te beoordelen met betrekking tot de openbare ruimtes tussen de afdelingen in de gemeenten Dantumadiel en Zuidhorn. De studie zal hopelijk inzicht verschaffen over hoe de beleidsmakers en uitvoerders de coördinatie, planning en programmering van hun activiteiten kunnen verbeteren. Tegelijkertijd beveelt de studie mogelijke manieren aan om de verschillende beleidsvisies te integreren naar het onderhoud en ontwikkeling van de openbare ruimtes. Het nastreven van meer geïntegreerd beleid zal naar verwachting helpen bij het realiseren van multi-functionele openbare ruimtes omdat de opinies van verschillende afdelingen en deskundigen zullen worden overwogen. Dit zal uiteindelijk ten goede komen in de bundeling van middelen, waardoor de kosten dalen en de werk efficiëntie vergroot.

De studie begon met een overzicht van de literatuur over de integratie van het beleid en de openbare ruimtes. Met deze achtergrond werd een relevante lijst van onderwerpen onderworpen om de betrokkenen te interviewen. Op basis van de interviewgegevens en de relevantie van onze hoofddoelstelling werden zes belangrijke onderwerpen geselecteerd voor analyse en discussie. De zes belangrijkste onderwerpen zijn de beleving, visie en doelstelling ten aanzien van publieke ruimtes en geïntegreerde beleidsaanpak, de afdeling en hun systemen, het beleid en de regelingen, de huidige programma's en projecten, de financieringsmechanismen en de mate van de betrokkenheid van de burger met betrekking tot onderhoud en ontwikkeling van openbare ruimtes. Informatie werd verzameld uit interviews met ambtenaren en maatschappelijke organisaties, maar ook door middel van een inhoudelijke analyse van gemeentelijke documenten voor beide gemeenten. Vervolgens werden de bevindingen voor elk onderwerp, hun relevantie en implicaties naar de integratie van het beleid geanalyseerd. De gegevens die gebruikt werden in onze analyse onthult interessante bevindingen die zijn toegelicht in het rapport. Verder werd een workshop georganiseerd met de geïnterviewde stakeholders over de bevindingen en aanbevelingen. Daarom is het advies en reflectie van de deelnemers aan de workshops over bevindingen en aanbevelingen ook geïntegreerd in deze studie. Hieronder zijn korte samenvattingen van de belangrijkste bevindingen en de gevolgen daarvan naar integratie van het beleid beschreven.

De twee gemeenten deelden gelijkaardige meningen over de openbare ruimtes en hadden maar enkele verschillen. De stakeholders van beide gemeenten steunden het standpunt dat de geïntegreerde aanpak van het onderhoud en de ontwikkeling van de openbare ruimtes gunstig zou zijn voor hun gemeenten. De voordelen kunnen worden gerealiseerd op het gebied van de collectieve financiering van projecten en de

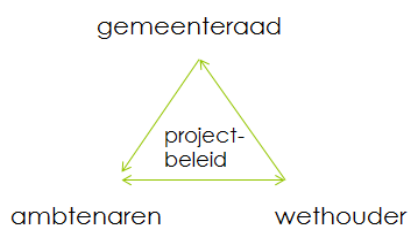
betrokkenheid van de burgers. Het betrekken van burgers zal leiden tot meer eigen verantwoordelijkheid bij het handhaven van hun ruimtes en het zal de gemeenten ten goede komen op het gebied van het verlagen van de onderhoudskosten en de versterking van hun samenwerking. Geïntegreerd beleid garandeert geen direct succes bij de beleidsplanning en de uitvoering, want het heeft vele uitdagingen. Zo zou er vertraging in de uitvoering van het beleid kunnen optreden door de invloed van een aantal belanghebbenden, conflicten over ideeën of wanneer de noden van de burgers niet worden tegemoet gekomen door de beleidsmakers. Een positieve houding ten opzichte van de openbare ruimtes is een kans op zichzelf om de betrokkenheid van de burgers voor het onderhoud van openbare ruimtes aan te wakkeren. De burger's betrokkenheid kan de samenwerking en communicatie met de gemeenten verbeteren. Hierdoor krijgt de gemeente de kans om ideeën te krijgen van burgers met betrekking tot de mogelijkheden van de ontwikkeling van collectieve projecten en programma's en het integreren van beleid.

In termen van visie en doel als een individu, zouden geïnterviewde personen van de gemeente Dantumadiel hun gemeente graag zien als een groene gemeente met een goed onderhouden natuur, ruimte voor de algemene bevolking, met overal bomen in het landschap. Dit doel kan worden bereikt door het rechtstreeks betrekken van de burgers bij het handhaven van hun eigen ruimte, dat betekent dus meer communicatie en samenwerking met de burgers en de gemeente. Een dergelijk doel zal de gemeente steunen naar het vinden en bereiken van middelen om de burgers op een innovatieve manier te betrekken. Uiteindelijk zal het bijdragen aan de versterking van communicatie en samenwerking tussen beleidsmakers en burgers die rechtstreeks bijdragen aan de integratie van beleid ten aanzien van de openbare ruimtes. In Zuidhorn wordt de visie op OR (openbare ruimtes) verbonden aan verschillende doelen, zoals openbare ruimte en sociaal welzijn. Dit kan worden bereikt door het comfortabel maken van hun leefruimte, door het verstrekken van alle faciliteiten mensen nodig hebben om te socialiseren en het behoud van een goede gezondheid (Figuur 1). Het erkennen en faciliteren van de verschillende diensten die de burgers nodig hebben draagt bij aan de integratie van het beleid door het ontstaan van ideeën met betrekking tot verschillende diensten.



Figuur 1. Zelfhulp-mechanisme (ontwikkeld op basis van informatie van een ambtenaar)

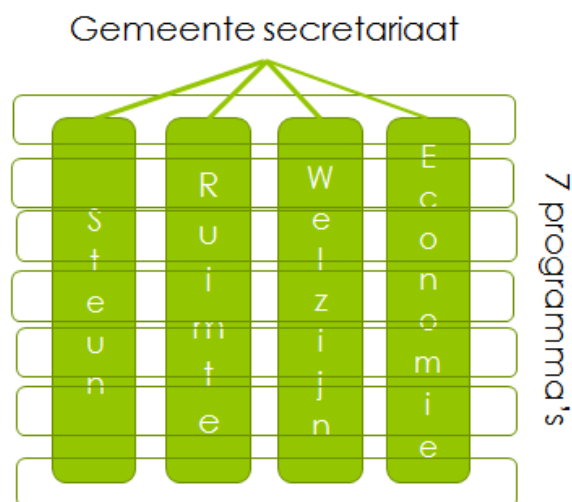
Onze bevinding voor afdelingen en systemen laat zien dat beide gemeenten officieel worden geleid door een burgemeester. De gemeente secretaris houdt toezicht op de functies van de wethouders, ambtenaren, gemeentesecretaris en de gemeenteraad. Beleid en projecten worden gemaakt en uitgevoerd door ambtenaren en wethouders en goedgekeurd of afgewezen door de gemeenteraad. Dit systeem is weergegeven in Figuur 2. Ondanks beide gemeenten vier afdelingen hebben in Dantumadiel en vijf in Zuidhorn, verschillen de systemen maar licht. In de gemeente Dantumadiel, onderhoud van de openbare ruimte (Gemeentelijk Behear) staat in voor de openbare ruimte, terwijl in Zuidhorn, het geïntegreerd is met het welzijnsdienst (Openbare Werken). Beide gemeenten hebben een fundamentele basis voor de uitvoering van geïntegreerd beleid. Het bestaan van een beleidsafdeling in Zuidhorn kan de beleidsmakers in staat stellen om het beleid van bij de start te integreren voor het bereiken van de uitvoerende afdelingen. Dantumadiel heeft een duidelijke en gestructureerd management die een vlot verloop van de integratie van beleid het mogelijk maakt.



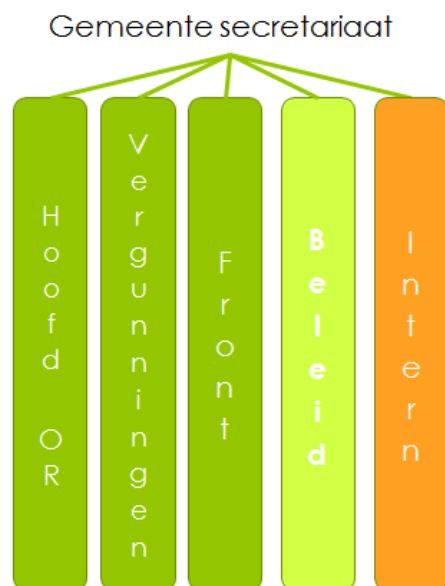
Figuur 2: Het systeem van beleid -en project-uitvoering in de gemeenten

In termen van visies voor de gemeenten, wordt Dantumadiel geleid door de 'Toekomstvisie 2030' en Zuidhorn door de 'Raadsvisie 2018'. Deze visiedocumenten worden verder vertaald in beleid en programma's. Integratie van het beleid is een van de

belangrijkste doelstellingen in de gemeente Dantumadiel en in overeenstemming met hun visie. De zeven programma's van de gemeente hebben verwevenheid op vlak van het beleid van de vier afdelingen en ze werken gezamenlijk aan projecten met betrekking tot openbare ruimte. Het beleid wordt voorgesteld door de ambtenaren in overleg met de wethouder en daarna aan de gemeenteraad. Het interne systeem van de gemeente Dantumadiel is voorgesteld in Figuur 3. Dit proces kan leiden tot iets meer grondig plan, maar het kan ook veel tijd in beslag nemen. Integratie van beleid lijkt te werken in Dantumadiel en wordt gerealiseerd in termen van een aantal geïntegreerde projecten. In het geval van Zuidhorn hebben ze een aparte beleidsafdeling die het beleid voor alle andere afdelingen voorbereidt. De andere afdelingen focussen vooral op de uitvoering van de plannen en programma's van de beleidsafdeling. Het interne systeem van de gemeente Zuidhorn is voorgesteld in Figuur 4. Deze benadering kan tijdsefficiënt zijn en de mogelijkheid van integratie van het beleid is vanaf het begin zeer hoog. Deze aanpak heeft de sterke afhankelijkheid van de beleidsafdeling voor de integratie van het departementaal beleid als uitdaging. De integratie van het beleid ten aanzien van de openbare ruimte wordt op dit moment echter overwogen.



Figuur 3: Het interne systeem in de gemeentehal van Dantumadiel: Alle vier de afdelingen nemen deel aan beleidsvorming en uitvoeringsprocessen. De zeven programma's worden geïntegreerd in de vier afdelingen. 'Economie' is het departement van Economische Zaken en Algemene Zaken.



Figuur 4: Het interne systeem in de plaats in de gemeente hal van Zuidhorn: Drie afdelingen voeren het beleid uit (grasgroen). Een afdeling (licht groen) maakt het beleid. Een interne afdeling is in het oranje. 'Public w' is de afdeling Openbare Werken. 'Rules' is de afdeling Regels en Veiligheid. 'Contact' is de afdeling Contact en Services.

De twee gemeenten hebben verschillende programma's en projecten die momenteel in uitvoering zijn. In Dantumadiel hebben ze zeven programma's die met verbonden zijn met de vier afdelingen van de gemeente. Daaruit blijkt de integratie van het beleid. Dit kan echter wel worden versterkt om tot een meer geïntegreerd beleid te komen. In Zuidhorn zijn de projecten met betrekking tot de openbare ruimtes ondergebracht in verschillende hoofdprojecten. Deze scheiding van projecten voor de openbare ruimtes kan de kans om projecten en programma's te integreren verminderen. Daarom wordt aanbevolen om projecten en programma's te herbekijken om zo de mogelijkheden van de integratie van projecten en programma's, die zullen leiden tot verhoging van de efficiëntie van het werk en het stroomlijnen van de financiën, te controleren.

We hebben de communicatie in de gemeenten geclassificeerd in twee groepen: intern en extern. Aan de ene kant, interne communicatie, waarbij de communicatie tussen gemeentelijke ambtenaren in Dantumadiel meer uitgesproken is dan in Zuidhorn. Terwijl aan de andere kant, de externe communicatie, waarbij de interactie met de stakeholders buiten de gemeenten meer uitgesproken is in Zuidhorn dan in Dantumadiel. Om een effectief geïntegreerd beleid te kunnen voeren, zal Dantumadiel hun communicatie met de externe stakeholders moeten versterken, terwijl Zuidhorn hun interne communicatie-processen en kanalen zal moeten stroomlijnen. Uit de verzamelde gegevens blijken de burgers in de gemeente Zuidhorn meer betrokken en te zijn, terwijl dit minder het geval is in Dantumadiel. Daarom wordt de gemeente Dantumadiel aanbevolen de betrokkenheid en engagement van de burgers naar onderhoud en de ontwikkeling in de openbare ruimte toe te bevorderen. De gemeente Zuidhorn wordt

echter voorgesteld om hun interne departementale structuren en organisaties te prioriteren. Goede communicatie en samenwerking kan een goede basis bieden voor burgers om hun geest te openen, waarbij hun ideeën kunnen worden gebruikt om in het beleid te integreren. De burger het beste begrijpen met wat ze worden geconfronteerd in de realiteit kunnen dus praktische oplossingen bieden voor collectieve problemen.

Uit de studie blijkt dat er veel steun bestaat voor de voortzetting van geïntegreerd beleid ten aanzien van het onderhoud en de ontwikkeling van openbare ruimtes in beide gemeentes. De bevindingen wijzen erop dat er voldoende structuur aanwezig is om geïntegreerd beleid te formuleren en uit te voeren in beide gemeentes. Met het oog op het realiseren van het doel van integraal beleid ten aanzien van de openbare ruimtes zal elke gemeente hun sterke punten moeten benutten en de effecten van hun nadelen minimaliseren. Wij raden verder onderzoek naar integraal beleid ten aanzien van het onderhoud en de ontwikkeling van openbare ruimtes aan om zo een sterkere basis te leggen voor het nastreven van geïntegreerd beleid.

Appendix 2 – Questionnaires

Questions for Members of Council

1. What are your main responsibilities?
 - What does public space mean to you as an individual and as a member of council?
2. How do you work regarding public space?
 - What are the current policies/agreements?
 - How they are implemented? What is actually happening in reality?
3. Who participates in your decision making process and how influential are they?
 - Inside or outside the municipality?
 - How easy is it to consult or engage them?
 - What are benefits and challenges from their participation?
4. How do you monitor and evaluate the policies and decisions made for public space management in the municipality?
 - How often do you discuss issues of public space policy?
 - Achievements? Is there any future plan?
5. How can you improve the engagement of departments, stakeholders/partners for green space management in the municipality?
 - Can you share with us some cases where policies were implemented and what actually happened?
6. How is the public space projects/plans funded?
 - Who is responsible to procure funds?
 - Who is responsible for allocating budget? (the first two, focus on the mechanism behind)
 - How much or what % is set for green space development from total municipal budget? Is the budget fixed or is there some possibility to change it during the project?
 - What is major program for green space in the budget?
 - Are your financiers influential in your decision making?
7. What are your visions, dreams regarding green space development and integration of policies for green space among the relevant departments in your municipality?

Questions for Civil Servants

1. What are your roles and responsibilities connected to public space?
 - What does public space mean to you?
 - What are the different departments and offices in your municipality?
2. How do you carry out your works regarding public space?
 - What are the current policies/agreements/plans?
 - How they are implemented? What is actually happening in reality?
3. Who do you cooperate with?
 - Inside (departments) or outside (NGO, farmers) the municipality?
 - How easy is it to consult or engage them?
4. What are the current projects on green space in your municipality?
 - In which programs regarding green space are you and the municipality involved?
 - Which projects are planned for the future? How long?
5. How has the trend/level of internal communication, cooperation, or resources influenced the green space management within your municipality? What has worked?
 - What has not worked?
 - Can you tell us about some cases which succeeded/failed?
6. How can you improve the engagement of different departments, stakeholders/partners for green space development within your municipality?
 - What could be a possible challenge from such cooperation?
 - What benefits can you foresee?
7. How are the projects/plans, on which you are working, financed?
 - Who is responsible for procuring funds?
 - Who is responsible for distributing the funds? (the first two, focus on the mechanism behind)
 - How much fund do you receive for GS management? Is the budget fixed or is there some possibility to change it during the project?
 - Are your funders influential in your decision making?
8. What are your visions, dreams regarding the maintenance and development of green space in your municipality?

Questions for Alderman

1. What are your main responsibilities regarding public space?
 - What does the public space means to you? (Especially green public space...)
2. How do you perform you responsibilities?
 - Rules, agreements, interactions ...
 - How do you decide on what to implement?
3. Who do you cooperate with?
 - Departments? Others?
 - Whose ideas do you work with?
4. What are the plans for public space?
 - Current projects
 - Future plans
 - Vision?
5. What are the challenges and prospects of cooperating with the partners?What would you like to change in future?
 - Cases that succeeded or failed
6. What do you think about internal cooperation between departments regarding PS? Benefits, disadvantages. What is working/not working? What would you like to change?
7. How do you fund the public space projects?(Mechanism of finance)
 - Where the money come from?
 - How do you disburse the money?
 - What is the main item in the budget of public space?
 - What percentage (figures) of total budget is for public space?
8. What would YOU personally like to do?
 - What do you dream about (ideal case according to you)?

Questions for NGO

1. Please explain what your organization and you are doing on the topic of green space?

- What are your responsibilities?
- What does Green Space mean to you as an individual?
- What is your organizations vision for green space?

2. With whom are you working on GS? For example governments, other NGO's, stakeholders, citizens?

- What is your experience working with partners in cooperation?
 - Can you tell us about successful experiences?
 - Some challenges in cooperating with partners and why these happen?
 - How do you interact with municipality departments? Formally or informally?
 - How do you feel about the cooperation?
3. What do you think about the internal institution for GS in the municipality?
- What internal rules do you know about GS they follow?
 - Are manoeuvring of the rules possible?

4. What is the existing and planned program related to the GS? Rules and regulations

• With regards to GS projects, what processes are you taking and how are they progressing?

- Which GS rules are you following from the municipality?
- How do the municipal rules affect your processes and projects?
- Do you have specific agreements with the municipality?
- How do the agreements affect your internal guidelines and action plans for GS?

5. How does communication, cooperation or resources influence green space project with the municipality? What has worked? Did conflicts arise, if yes what and why?

6. Financial aspect:

• How is the budget allocation mechanism for green space? Is the budget fixed or flexible?

- Why do you allocate budget in this way?
- How do you cooperate or affiliate with the municipalities regarding budget?
- How do you feel about it? (Useful? Waste?) Examples?
- Cooperation (from whom do you get money and what do you finance)?

7. What do you think about the cooperation within the municipality, if there is a more integration of work within the municipality on GS?

- Are there some benefits, opportunities and threats for internal integration?

8. What are your visions, dreams regarding the maintenance and development of green space in your municipality

Appendix 3 – Summary table

		Dantumadiel	Zuidhorn
Perception		Awareness and Willingness to integrated projects and polity PS project on recreational area More on green infrastructure	Social-oriented mind social approach to policy implementation PS projects on community shared area More on grey infrastructure
Vision		Green municipality	Connection of public space and welfare Integrated budget Self-management citizens
Knowledge and Experience		workshop and Days of inspiration Several cooperated policies experience	knowledge of project base Low experience
System		policy making and implementation in three same departments four departments in the existing integrated policy system leading department in policy making existence of department manager Advisor to new ideas Restricted rules for budget change	One policy making department Three policy implementation department Individually join the project team Project rules Changing leadership Flexible budget change Unclear working process structure
Project		Clear program and project system Creative and new ideas Projects on long-term vision	Separated projects Experienced ideas Projects on short-term vision
communication	Internal (departments)	Often	Few
	External (stakeholders)	Few	Often

Cooperation	Internal (departments)	Frequent and smooth	Sometimes and difficult
	External (stakeholders)	Sometimes	Frequent
Citizen involvement		Sporadically citizen involved projects	Some citizen involved projects
Perception		Different views towards PS Volunteer requirement	
Communication and cooperation		Common projects with other municipalities Conflicting ideas from inside and outside Indirect internal communication Difficult to have external cooperation	
Funding		Less funding More interest to disciplinary projects from the funders Combined funding	
External influence		Interest of stakeholders Laws and regulation from higher authorities	
Citizens involvement		Suggestion to the policy making Not all people care about the policy making	

Appendix 4 – Methodology

The interpretive approach to research was used to investigate how public space policies are made and implemented in the municipalities of Dantumadiel and Zuidhorn (Yanow 2000). This approach suggests that social phenomena such policies and programs are perceived and understood differently by different actors. This is because there are multiple interpretations of social situations which are possible in the real world (Yanow 2000).

Data for this research were gathered through on search on municipalities' websites, semi-structure interviews, Focus Group Discussions (FDG) and observations. The research started with a search through the websites of the municipalities with intention to find out what projects have been done in the municipalities and how have they been undertaken. We also studied scientific literature to understand what studies have been conducted on the topic of public space in the areas of interest to us. These gave some insight and knowledge into the topic as well as data further analysis.

The team also conducted semi-structured interviews and FDG with relevant stakeholders based on a pre-planned topic list (questionnaire). The stakeholders' interviewed included aldermen, municipal council members, civil servants, citizens and civil society groups. These interviews which lasted between 1-1.5 hours were recorded with the permission of the interviewees. The interviews were coupled with observations of how things are done in the municipalities by the various stakeholders. The interview recordings and field notes were transcribed, coded and analyzed.

In analyzing the data gathered from the field work, team members read through the transcribed data several times and discussed the cross cutting issues. Similarities and differences in findings as they pertained to the municipalities were drawn out. A summary table prepared to analyze the strengths and challenges for municipalities. The findings and recommendations of this study will be discussed with relevant stakeholder.

Appendix 5 – List of the interviewees

Dantumadiel

Aatje Meekma
Andree Hofer
Bauke Schaat
Jacoba Talma
Ronald Dijksterhuis
Wim Oosterhuis

Zuidhorn

Alex Datema
A. R. (André) Hatzman
F. M. (Fred) Stol
Freek Nieuwenhuis
H. (Bert) Nederveen
Leo Dop
Mariëtte Leegwater
Peter Hoeksema
Wessel Landman