

Between Rand & Ruhr

The missing pages

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Colophon

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Between Rand & Ruhr: The missing pages

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Preface

Born and raised in the region Achterhoek, the case was familiar for me. In order to shop, go to school or work I had to go to the municipality of Doetinchem. In 2007 I moved out of the region, and now I am back due to the internship granted to me.

I really enjoyed my time working at the municipality of Doetinchem. Everyone was nice and really helpful. Although I already had quite some experience on the work floor, this is the first time that I could actually applicate what I've learned in school to what I was doing.

With this masterthesis I will end my (many) years as a student. It is time to move on. This last part of my study-career was a though one. As they say; the last mile is the longest.

I would like to thank everyone for contributing to this research. In particular Klaartje Legtenberg and Albert Gerritsen, my supervisors from the municipality Doetinchem, for giving me space to do my research, helping me and showing me around the organization.

Furthermore the rest of the 'physical development' department of the municipality for giving me a wonderful time and helping me with everything.

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And last but not least, all the wonderful people who gave me their time, help, interviews, ideas and so on during my research.

Thank you.

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Doetinchem, 2014

*“Anyone can create scenarios.
But it will be much easier if you
are willing to encourage your
own imagination, novelty, and
even sense of the absurd—as
well as your sense of realism.”*

Peter Schwartz, cofounder of GBN

Abstract

This study is performed in order to strengthen the economy of municipality Doetinchem and to face future problems due to demographic changes. The municipality Doetinchem is seen as the capital of the region Achterhoek, and as such has a center-function. The region borders Germany on the eastside. The regions primary focus for cross-border cooperation is with Kreis Borken, although for Doetinchem Kreis Kleve, and in particular Stadt Emmerich am Rhein might be much more interesting. The Stadt Emmerich am Rhein has a large container terminal at the Rhine, which is very interesting and important for the many logistics companies situated close to the border. Furthermore the Stadt Emmerich has many similarities with the municipality Doetinchem. We can conclude that they both have to deal with the many challenges facing them and more specific the region in which they act. Doetinchem as well as Emmerich achieve better than the rest of their region, they both fulfill a center-function for the surrounding region, although Doetinchem is larger than Emmerich.

For facing uncertainties coming with the future it might be relevant to search if, why and how Doetinchem and Emmerich might both become better through cooperation. This study provides insights in the current status and the identity of both the municipalities. Continuing with insight in the regions and the actors involved in cross-border cooperation via the network theory. We conclude that after years of more networks, more integration, maybe time has come for less is more. Finally three scenarios for the future are developed for the cross-border cooperation between Doetinchem and Emmerich. The first scenario foresees a future when nothing really changes and things will go on the way they have been going for years now. The two cities will remain to primarily focus their attention on the regions in which they participate; meaning that Emmerich will have an eastward look towards the Ruhr area, Doetinchem will have a more westward look towards the Randstad and city-region Arnhem-Nijmegen. In the second scenario a future is described whereby we have to conclude that integrating borderareas is not a successful idea. Many years the European Union has tried to bring both sides of the border closer together and therefor more successful, hence less peripheral. However it has become clear that this idea was to ideological; the border regions remain peripheral, but this is not a bad thing. It offers space, and quietness. Nature and recreation can flourish, silence is bliss. In the last scenario the future is one which Manuel Castells encourages; a world of networks. The border and national governments have become less relevant. Regions, across borders, decide what is best locally.

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I Introduction

“Life begins at the edges of our comfort zone”, is a well-known quote. But is this not also true for the edges of nations? Although the edges might be peripheral they also mean new challenges and chances. Especially in economic and demographic uncertain times, chances are more than welcome. For the Netherlands as a nation depends on its relations with other countries to ensure both domestic and foreign socio-economic development.

1.1 Problem statement

The aging of the population is considered to be a big problem in the Western world. Some regions are more infected. In the Netherlands four regions may expect a shrinking number of potential workforces of more than 20% in the years to come (PBL, 2010). One of these shrinking areas is the Achterhoek. This region is a so-called ‘anticipating region’ which means that policy can still be established to deal with the consequences of demographic decline. However in July the regions request to be considered a shrinking-region has been declined by Minister Stef Blok for housing and civil services, which means that the region cannot benefit from money the national governments invests in these shrinking-regions (deGelderlander, 2014). The municipality Doetinchem is considered to be the capital of this region.

Not just aging of population, also the shrinkage of population is a major problem for the region. This could lead to a negative spiral. If the municipalities where shrinkage takes place, cannot change their position on the housing market, houses will become unsalable, investments and innovation stops, values decline and depravation sets in (Glaeser & Gyourko, 2005).

1.1.1 Research objective

The aim of this research is mapping actors involved and their perceptions towards increasing cross-border cooperation between Doetinchem and Emmerich am Rhein to enhance their economic position. By using these perceptions for formulating scenarios, insights are made clear in possible future development.

1.1.2 Research questions

On the basis of abovementioned problem statement and research objective we can define the key question for this research. This key question is the common theme of the research and needs to be answered in the conclusion.

What scenarios can we describe, which actors will be included and what will be most favorable for the Municipality Doetinchem and their cross-border cooperation with Stadt Emmerich am Rhein?

The key question is divided into several sub questions. First I will elaborate on the way this research is produced. In this research I will use different theories which need to be linked.

- *How can we link the theories, about cross-border cooperation, network theory and scenario planning, together?*

Cross-border cooperation concerns many actors in networks. But after a time of more and more it is also important to give attention to a new flow where less is more, leaving borderlands empty in borderscapes, strength of the weak-ties. Via network analysis I want to gain insight in the actors involved in the borderlands. Once this is established, we can continue and develop plausible scenarios for the future.

After explaining about how this research has come about it is important to look more closely in what is the current state in the cases chosen. Thus we will try to investigate what current problems and challenges facing Doetinchem and Emmerich am Rhein.

- *What is the current situation in Doetinchem and Emmerich am Rhein, their policies, governments, cooperation, economies and future plans?*

This question will be answered and described in the chapter 3. We have than established the cases, it is important to learn more about borders; since we are looking at a border region and all challenges coming with that.

- *What are borders, border-studies, cross-border cooperation and borderscapes?*

Once we have learned about border, cross-border cooperation and borderscapes we need to establish which actors are involved. When we look at cross-border cooperation many actors are involved thus a large network, while when we look at borderscapes, the network looks different. With this sub question a description will be given about network theories.

- *What is a network and network theory?*

In this research we will try to present plausible scenarios. There are several theories about how to correctly 'tell stories' about the future.

- *What is a scenario and scenario planning?*

How we can make scenarios in a scientific way will be described in chapter 6.

- *Which actors play a role with the development of enhanced cooperation between Doetinchem and Emmerich am Rhein?*

Abovementioned actors will be scrutinized in the network theory. Trends, certainties and uncertainties will be extracted from the network theory. This way we can develop representative scenarios.

- *What scenarios can be formulated with the knowledge gathered above?*

On the basis of this question three scenarios will be formulated. After presenting the scenarios, conclusions can be drawn and the key question can be answered.

1.2 Relevance

Relevance can be both societal; what does it mean for society, as scientifically; what does it contribute to theories.

1.2.1 Societal relevance

The decline of population in the western world is considered to be a major problem. This is also true for the Netherlands; in four regions in particular. The region Achterhoek is a so called 'anticipating-region', which is not the same as a shrinking-region. The region tried to be considered as a shrinkage-region so it can have financial benefits, but this request is declined by Minister Blok of housing and central government because of tightened criteria. The population still shrinks in the region, but this decline is less sharp than in other regions in the Netherlands, who are subsidized by the national government. But still, population shrinks, and moreover the population is aging. This presents different challenges for the region. The population of the municipality of Doetinchem is shrinking, but not as hard as neighboring municipalities in the region.

On the other side of the border, Kreis Kleve is also experiencing a decline in population, and a strong aging of population (Olbermann & Schönberg, 2010). Also, although Stadt Emmerich is affected by population decline, it is not as hard affected as neighboring municipalities. Stadt Emmerich is however affected by the aging of the population; in comparison to the rest of the 'Kreis' and also in comparison with the 'Bundesland'.

A possible way to tackle these problems is to face them together. The border presents challenges but also possibilities. How cooperation could, and if it is a desired solution, contributes to societal relevance.

1.2.2 Scientific relevance

The future is always full of uncertainties. By using scenarios we can try to reduce uncertainties. By also applying the network-theory to involved parties, we try to eliminate uncertainties about the network. Furthermore we look more closely into the concept of borders. A link is made about these three concepts. A link between network-theory and scenario-planning can also be found in Van der Linden (2013). But this research will also bring the concept of borders in the equation, by putting the uncertainty about borders (strong vs. weak globalization) in the scenario matrix.

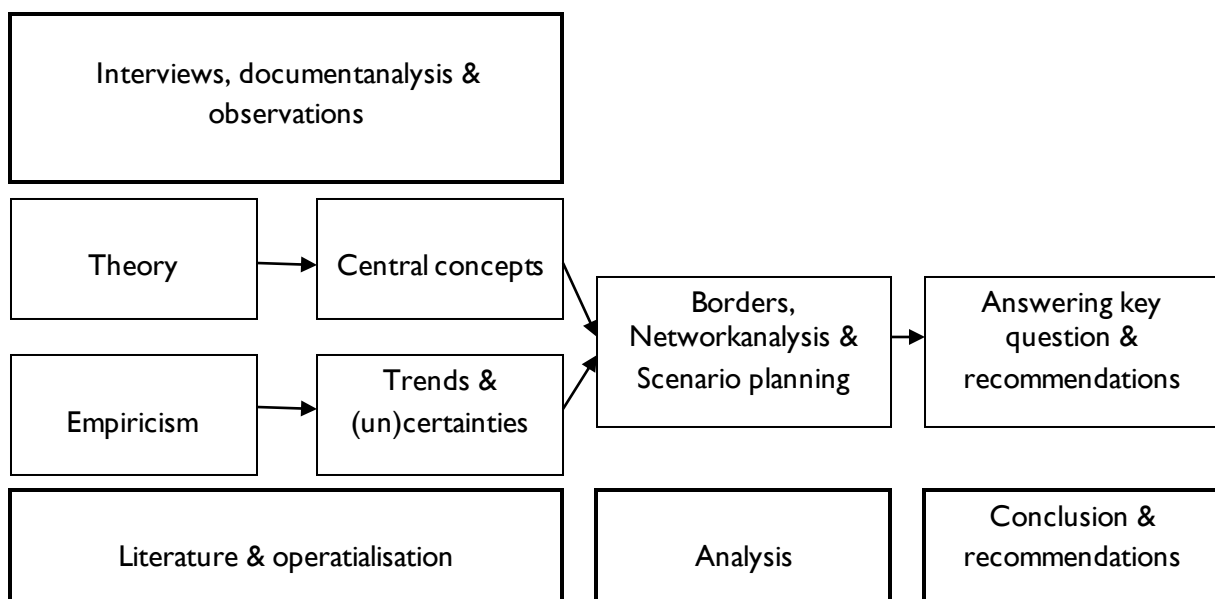
Scenarios about border regions are also presented before, in the book *Borderland* by Eker & Van Houtum (2013). This book will be the guideline for this thesis. The theories presented in the book will be applied to a small case. Which therefore can be seen as a valuable test for the theories and contribute to scientific relevance.

Examples in which borders and network analysis are combined are plentiful. Network analysis is used to identify relationships among actors and one of the major strengths is that it allows systematic analysis of relations at multiple levels and for easy visualization (Bilecen, 2013), ideal when we look across borders.

By combining three theoretical concepts I hope to contribute to border studies and how we can take a glimpse in the future.

1.3 Research outline

The different actors concerned with cross-border cooperation play a major role in this research. With a network analysis we try to reflect on their different perceptions, interest and dependencies. For the municipality Doetinchem, this step is very interesting since it gives an insight in their partners and their standpoints. This is one of the preparatory steps in this research. We survey the different actors and map their interest, perceptions and dependencies by conducting interviews and observations. The actors formulate the trends, certainties and uncertainties. This will form the basis of the scenarios. The uncertainty that will decide the creation of the scenarios is that of borders. Whether borders will remain barriers, or can be overcome is the basis of the formation of three scenarios.



1.4 Structure of the thesis

In the next chapter we start by explaining the way this research has been produced. The methodology used will give insight in the different concepts and theories. Next the research starts by the two major cases for this research, the municipalities of Doetinchem and Emmerich. When we have a clear view of the cases and problems existing we can continue by describing the phenomena of borders. What are borders? We will present different theories about the future of borders, cross-border cooperation and borderscapes. In the following chapter the network-theory is presented, followed by the theory about scenario-planning. In chapter 7 and 8 the theories will be applied. Continuing in chapter 9 with conclusions and recommendations, whereby, hopefully, an answer can be given to the main question.

2 Methodology

After the introduction it is important to give insight in the way this research has been done. In this chapter I will elaborate on the methodological approach that has been used. First I present the conceptual model used for this research. In paragraph 2 the research strategy is presented, followed by research methods and techniques in 2.3. Paragraph 4 researches the reliability and validity of this thesis. Finally, in paragraph 5 the operationalization is presented.

2.1 Conceptual model

First I elaborate about borders. Since we look at an area 'divided' by a border, it is important to learn more about borders and border-studies. Cross-border cooperation is an important part of this thesis and will be discussed and clarified followed by the concept of borderscapes, a relatively new view on borderlands.

Network-theory and scenario-planning both play a role in taking away insecurities in a network. The problems Doetinchem faces, with population change and decline and economic crisis, are diverse and complex. Koppenjan & Klijn (2004, p. 18) refer to these kind of problems as "wicked problems", whereby uncertainties exist about the problem as well as about the possible solutions. In the "Structuurvisie Doetinchem 2035" (GemeenteDoetinchem, 2013) some possible solutions are presented. Doetinchems main goal is to create a sustainable vital region.

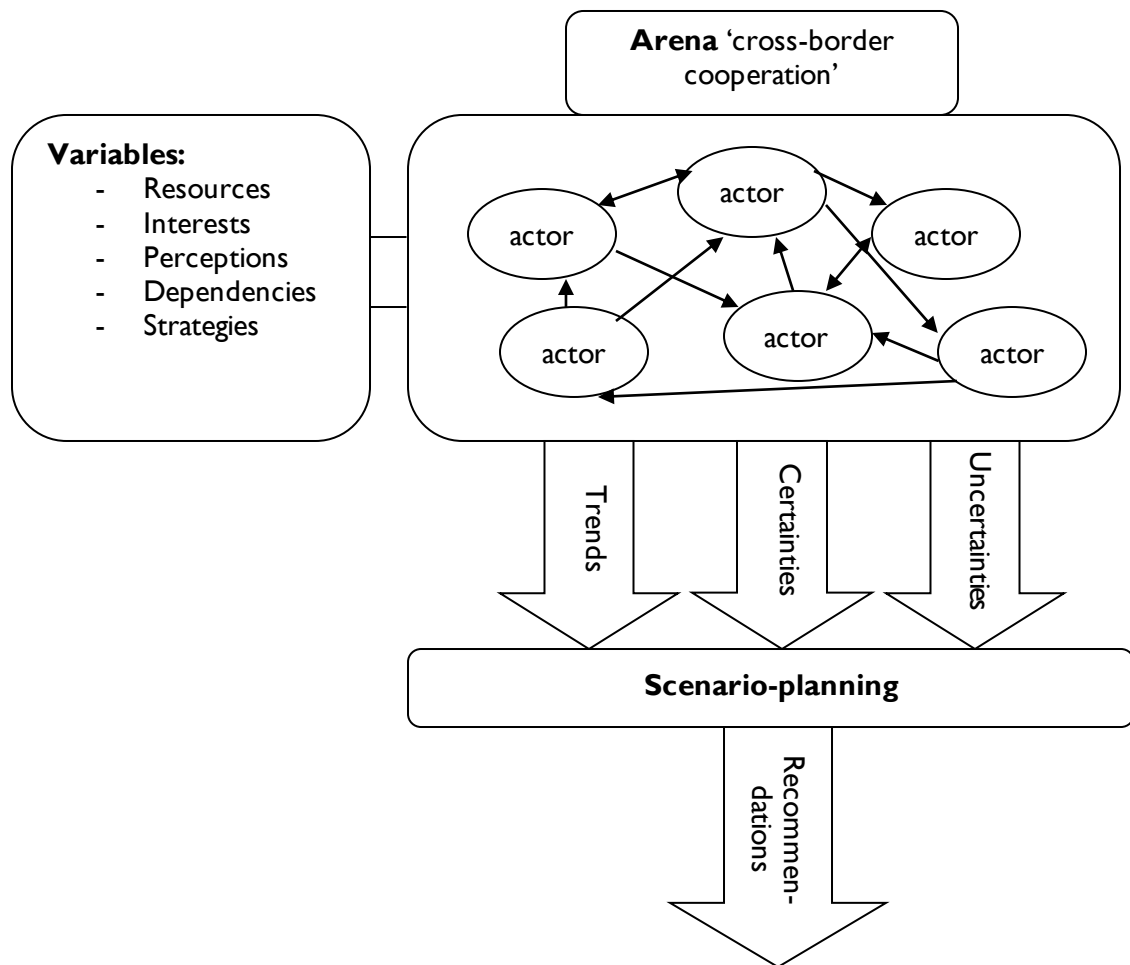
It is impossible to achieve this alone. Therefore Doetinchem needs to cooperate with several actors at several levels. Actors are mutual dependents of each other's means, knowledge and expertise. Dependence will lead to uncertainties, as explained in chapter 4. By creating a network analysis it is possible to map these uncertainties. According to Koppenjan & Klijn (2004) a network analysis is a suitable method for the so called "wicked problem". Because the network analysis has a systematic character it suits the other theory of scenario planning. Via the network analysis we have insights in current uncertainties. By making scenarios we can also map future uncertainties. Scenarios help change the current situation by giving insights in possible future changes (Van der Linden, 2013).

In this research the three methods, border-studies, network-theory and scenario planning, will be linked together. The first part of this research has a more inventorying character. Information about borders and actors is gathered from observation, conversation and document analysis. The second part has a design character whereby the information is used to

create scenarios. When we link the theories we first take the preparing step. Lindgren & Bandhold (2003, p. 48) claim that preparation is key to formulating good scenarios. By presenting a complete image of the current state and the actors (and their ideas, interest, perceptions) involved we can better predict future changes. The preparation stage of Lindgren & Bandhold will, in this research, be redundant since we have already done that in the network analysis. Koppenjan & Klijn (2004) describe systematic how actors and their relationships should be investigated; this leads to a complete picture of structures and interests. Uncertainties will become visible and can then be used in scenario-planning.

At last the theories and their methods will be linked in editing the scenarios. The scenario theory of Eker & Van Houtum is used. These authors have done severe research in borderlands and –scapes, and therefore the choice to follow their analysis is a logical one. In their book 'Borderland' three scenarios are formulated; the status quo, a scenario whereby the border is wiped out and the third scenario where we see an increased interest in the border with a prolonged relevance. Since we want to look at improving borderlands, we need to know the influence the border has. In chapter 4 different ways to look at the future of borders are presented. We can have weak globalization whereby some borders will remain barriers and others transform into permeable sites of interaction or we can have strong globalization whereby borders will no longer be relevant.

Abovementioned information has been put in a model:



2.2 Research strategy

In this research we use a case-study. Case-study research can be defined as a detailed investigation with data collected over a period of time within their context (Hartley, 2004, p. 323). The case-study is suited to research questions which require a detailed understanding of social and/ or organizational processes because of the rich data collected in context (Hartley, 2004). Since this study is done at the municipality of Doetinchem, the choice for a case study is a reasonable choice.

Case-study research is commonly used in exploratory and explanatory research. Exploratory research is a way to investigate what is happening. Exploratory research can be done with a literature study, observation and interviewing experts. Explanatory research is research that searches for links between variables.

Yin in (Saunders, 2006) discusses four different types of case-studies. First there is the distinction between holistic and embedded. And second there is a distinction between single

case versus multiple case. For this research I will use the single case, because of the unique character of the case (Scholz & Tietje, 2013).

Ways to collect data are via interviews, document analysis, observations and questionnaires (Saunders, 2006). For this research I had the ability to do an internship at the municipality Doetinchem which contributes to my knowledge about the case.

2.3 Research methods and techniques

The research for this thesis was done between June 2014 and June 2015. During the first four months I also worked as an intern at the Municipality Doetinchem.

2.3.1 Internship

The main part of this research is done while I had an internship at the municipality Doetinchem. For almost four months I had the ability to see how the municipality operates and had various opportunities to participate in meetings. At the municipality I have had many conversations with different staff members on different sectors involved in cross-border cooperation and cooperation in the region and within the EU-region. Much information is gathered by documents of the municipality and conversations during my internship.

2.3.2 Interviews

For this research it was essential to get to know the involved actors and their views. I therefore chose to collect information via interviews. These interviews were semi-structured. This means that I used an interview-guide to form the bases of the interview. The questions from this interview-guide are based on the operationalization of central concepts (§ 6.5). When conducting the interviews, I also made use of the 'interview checklist' from Janssen et al. (2004). The summaries of these interviews can be found in the annexes.

2.3.3 Document-analysis

Another method used in this research is that of document-analysis. To get a good insight in which actors might be of influence it was essential to study documents existing about the subject. Furthermore to get to know more about the theories used in this research, I could not go without studying documents.

But since I did my research during an internship, I also had access to documents that have not been published, so-called primary material (Van Thiel, 2007, p. 115).

I started out by looking at other mastertheses in order to get more feeling with the writing of a thesis. Continuing by gathering more knowledge about the region, the main participants in possible cross-border cooperation and their perceptions and standpoints. This included many documents presented by different actors in the Netherlands as well as in Germany. During the internship I had the possibility to gain background information to the documents by the municipality, region, province and national government. After getting an insight in the actors via document-analysis I needed to learn more about the theories. I started out by looking at articles that combine the theories I also wanted to link together.

2.3.4 Observation

The main part of the observation consisted of my internship at the municipality. During the internship I was supervised by Klaartje Legtenberg and Albert Gerritsen, who told me about the ins and outs of the cross-border cooperation, and took me along with meetings about the subject.

Another part was actually going to the borderland. By going to the border area I want to get a feeling of the borderland. I grew up around Doetinchem so the area is quite familiar, however with this research I had to look through a different lens. Where I usually just cross the border without really experiencing the border, now I fully realized what the border meant. The way the roads, houses, nature, culture and other things change when crossing the border. Observation gives me more insight in the borderland.

2.3.5 Scenario-planning

The information obtained from the interviews and document-analysis will be used in three scenarios; by doing so we get insight in long term views. As mentioned before scenario-planning is used to learn about possible futures and uncertainties that might play a role. In this research I used the book 'Borderland' from Eker & Van Houtum as a guideline for constructing the scenarios. In the book the authors develop three possible scenarios about the future of borderlands. The first scenario considers the status quo; no drastic changes will emerge in the near future. The second scenario is based on the possibility that borders are not just a barrier but might also give new possibilities. The border in this scenario has regained its relevance.

The last scenario presents a case whereby the national borders are no longer relevant. The world has become a world of networks and regions, decisions are made locally for what is best for the region.

2.4 Reliability and validity

In this research information will be collected via internship, interviews, observation and document analysis. I use triangulation (Van Thiel, 2007) which increases validity and reliability, because I can check results from the internships and interviews with the results collected from document analysis, and vice versa. Furthermore the observation gives a visible insight in differences across the border.

In this research many different terms and concepts are presented. In order to have a clear understanding of the way I use these concepts, operationalization is an important step. First a definition will be presented (indicator). I will indicate how to use this concept in this research and present interview questions including these concepts.

Second all steps followed in this research are denoted transparent, which gives the opportunity to redo the research. Interviews are done in the same manner, which will give me the opportunity to compare results from different respondents. Unfortunately the internship results are less clear. During my four month at the municipality I have seen many things, learned many things and spoken to various different people. It is impossible to mention all the aspects and feelings I had when I did my internship. This reduces the transparency of this research. Furthermore it is important to remark that people might change opinions over time due to changed insights/ knowledge/ experiences.

Another way to create reliability is by the method of scenario planning. This scientific method leads to systematic organized data.

There are two kinds of validity; external and internal validity. Internal validity is about whether the researcher measures what needs to be measured. The quality of operationalization plays a major role, theoretic constructs need to be unambiguous and exclusive (Van Thiel, 2007, p. 56). Internal validity of this research is increased by the usage of different techniques.

External validity is about generalizing. Whether results from this research are also applicable on other researches. Unfortunately for this particular research generalizing is difficult, because of the unique character of the casus.

2.5 Operationalization

Before presenting a table with the different concepts used in this research, there are two more concepts that need further clarification; demographic change and the economic crisis. Both play a major role in this research, and are of major importance to the municipality Doetinchem. These concepts are important since they are the basis for this research. Due to demographic change and the economic crisis the municipality tries to look for alternative ways to enhance their socio-economic position.

2.5.1 Economic crisis

A crisis can be defined as a period whereby things are worse than normal. It can affect a person or more people. In the case of an economic crisis it affects entire nations (InfoNu, 2014).

The worldwide economy is experiencing troubles since 2008. Thing became apparent when the housing-bubble collapsed in the United States. Americans could no longer pay their mortgage and this resulted in the bankruptcy of banks like Fannie Mae and Freddie Mac. This trend soon spreads towards Europe and Asia.

In Europe this crisis meant a decline of the economy, rise in unemployment and bankruptcies of banks. Just when things started to look up new troubles arise with the 'Euro-crisis'. Trust in the currency declined when national problems became clear (EuropaNu, 2014).

For the Netherlands this crisis became clear in 2008, with the 'housing-bubble'. Housing values rose and mortgages were too high. Banks were experiencing trouble and the government needed to rescue these banks (InfoNu, 2014). Companies could no longer get loans from the banks and they themselves got into trouble. Unemployment rates increased, and pensions values declined. Incomes also decline while costs rise (ANP, 2013). According to the 'Arbeidsmarktschets' of the UWV (2012) this is especially true for the region Achterhoek. The number of jobs declines and the number of people seeking work is increasing (UWV, 2012).

2.5.2 Demographic changes

In a globalizing world one of the main factors is the mobility of people, not only international, but mainly interregional (Van Dam, Galjaard, Harkink, McCann, & Van Wissen, 2010). This has many consequences for regions, not just in population numbers but also in population composition. According to van Dam et al. (2010) many well-educated leave regions for knowledge-intensive locations. This means that the regions they left tend to see a severe aging of population, but also decline of well-educated and highly skilled, resulting in a negative mix of aging, declining level of education, income and prosperity. Other locations see an incline of population and moreover a rejuvenation of population. This is not always positive since it can lead to traffic jams, high land prices and high rents. According to Aalbers, Heutinck & Visschedijk (2011) the causes of demographic decline in the Netherlands are both social-cultural as economical. The increase in emancipation together with the increase in birth control has led to a decline in birth rates. Combined with selective migration and deindustrialization has left some regions in the dark (Aalbers, Heutinck, & Visschedijk, 2011).

As we mentioned before, the region Achterhoek is experiencing population decline and ageing of the population. Young people leave the region, and the population left is ageing. This brings several problems. But what are we really talking about? First let's look more into the decline of the population. The UN speaks of demographic transit which is 'historical shift of birth and death rates from high to low levels in a population' (PRB, 2014). We can see this in the region and the municipality in the way that less people are having children and people are getting older, due to medical improvements. This is one reason for another demographic change, what we call the 'ageing of the population'. The Population Reference Bureau (2014) defines this as a process in which the proportions of adults and elderly increase in a population, while the proportions of children and adolescents decrease; resulting in a rise of the median age of the population. A last definition to be giving hangs together with the decrease of adolescents. Most young people flee the region and/or city because of lack of opportunities and facilities. We call this brain-drain.

2.5.3 Operationalization table

In the table below different concepts from this research are made measurable. First is the central concept, followed by a definition. Then an indication of how the concept can be used in this research is presented. In the last column possible interview questions including this concept are presented (Van der Linden, 2013, p. 33). These interview questions will be questioned to the respondents and will form a basis for the ‘small talks’ with different people participating in cross-border cooperation.

Concept	Definition	Indicator	Interviewquestions
<i>Economic crisis</i>	Period whereby economics are worse than normal		How does the economic crisis influences your organization?
<i>Demographic change</i>	The changes in human populations		Do demographic changes influence your organization?
	Demographic transit	Shift of birth and death rates from high to low levels	How can you see demographic transit as a problem/challenge for your organization?
	Ageing of the population	Increase in the median age of the population	How is the ageing of the population a problem to your organization?
	Brain-drain	Emigration of young, educated people	Does your organization experience problems due to the brain-drain?
<i>Borders</i>	The barrier between two areas		How does the border limit your organization?
	Weak globalization	Future whereby some borders become permeable, others more barriers	Do you believe that the relevance of borders might be changing? What would that mean for your organization?
	Strong globalization	Future whereby the relevance of borders disappears	Do you believe that the relevance of borders disappears? What would that mean for your organization?
<i>Cross-border cooperation</i>	Collaboration between sub-national authorities across national borders		What benefits do you think cross-border cooperation can have?
<i>Borderscapes</i>	Border region which can be created, shaped, constructed and recreated		Do you see potential in alternative ways of dealing with the border? Instead of more and more, less is more?
<i>Actor</i>	Participant in action		Which parties play, according to you, a role in cross-border cooperation?
	Relevant actor	Participant in action who has crucial resources to reach goals	Which resources are according to you crucial to reach goals? Do you have these resources?

	Un-relevant actor	Participant in action who resources not crucial to reach goals	Which resources are of less importance? Do you have these resources?
<i>Resources</i>	Formal and informal resources actors can use to reach their goals		What resources do you have to reach your goals?
	Financial resources	Money	Which actors have the necessary means?
	Production resources	Physical resources or services to visualize policy	Which actors have important physical resources to complete the project?
	Competencies	Formal or juridical authority to make decisions	Who has, according to you, de formal authority to decide about future plans?
	Knowledge	Information in documents or experiences of actors	What knowledge is important with the development of the project?
	Legitimacy	Extent of authority of actor	Who gives, according to you, authority to decision taken around the project?
<i>Dependencies</i>	The ways in which actors rely on each other for resources to reach their goals		Of which actors are you dependent?
	Mutual dependency	Interchange of resources is necessary to reach goals	Are there any actors you are depending on, who are also depending on you? Who?
	One-way dependency	Actor A depends on actor B, not the other way round	Are there any actors you are depending on, but who are not depending on you? Who?
	Independency	Actors do not have to interchange resources to reach goals	Are there any actors who are not necessary to reach your goals?
<i>Interests</i>	Values of actors		What interest do you have with cross-border cooperation?
<i>Perceptions</i>	A view or opinion of the situation which actors see as the truth		How do you see the future of cross-border cooperation? How do you see the future of your organization?
	Problem perception	A view or opinion of the problem	What problems are there according to you? What is the problem why your organization has trouble with working together?
	Solution perceptions	A view or opinion of possible solutions?	How can cross-border cooperation be a solution to the problem? What way can cross-border cooperation be better?
	Environment perceptions	A view or opinion of the surroundings of the actors workplace	What actors play a role, according to you, with the problems and/or solutions?

<i>Goals</i>	Things actors like to achieve	What would you like to achieve with cross-border cooperation?
<i>Strategies</i>	Actions or intentions to influence other parties/ content of the problem or solution/ development of the process.	In what ways do you try to reach your goals? Do you use other parties to reach your goals?
<i>Trends</i>	Course over a longer period in a certain direction	What are according to you, important development for your organization? What solutions do you see for the demographic changes and economic difficulties? What are according to you important developments in European policy/ cross-border cooperation?
<i>Certainty</i>	Relative clearness about how things will develop in the future	What are according to you important certainties for your organization? What are certainties for the future for your organization when considering economic and demographic changes? What certainties are there with cross-border cooperation and European policies?
<i>Uncertainty</i>	Unclearness about how things will develop in the future	What worries you for the future of your organization? What worries you about the future considering economic and demographic changes? What worries you about cross-border cooperation and European policy?

Tabel I operationalization table

3 Case study

The region Doetinchem-Emmerich lies outside the main urban conglomerations of the Randstad and Ruhr regions. However, from these two urban centers of gravity it is a mere one-to-two hours' drive to Doetinchem-Emmerich. The centre of the Netherlands is displayed as being the Randstad; east, south and north Netherlands are therefore periphery areas. These areas feel as if being undervalued. According to Jacobs (2012) periphery now equals economic disadvantage.

The region Achterhoek stands out because of its tranquil appearance. Many tourists from the Netherlands come here to experience the silence and nature. According to CBS (2012) 24.701 daytrips had the region as destination. The 'Achterhoekers' have a 'less is more' mentality. Changes and innovation are slow but steadily; when something is decided it usually follows through. Cooperation within the region is good, and many parties are involved.

According to Marlet and van Woerkens (2013) the Achterhoek actually consists of two subregions; Doetinchem and surroundings and Winterswijk and surrounding. The study shows where to draw the line with the focus on Doetinchem or Winterswijk (or in the case of Berkelland; Enschede) (Marlet & van Woerkens, 2013). We can see that we can draw half a circle/horseshoe (Drenth, 2014), although somewhat edgy, around Doetinchem, see picture on the right, with the city as centre, and the state-border as lower boundary. Within this horseshoe are the places which perceive the city as center and have their



focus on Doetinchem. The outer parts of the horseshoe, although part of municipalities closely working together with Doetinchem (Montferland, Bronckhorst, Oude IJsselstreek), see other

places as their centre (Zevenaar/Arnhem, Zutphen, Winterswijk). According to Drenth (2014) the places in the horseshoe could maybe one day in the future belong to one municipality. However in this research it is interesting to learn how we can turn this horseshoe into a full circle, with a lower boundary at the Rhein, or maybe even further south, Cleves. For this we have to learn more about the main cities. In paragraph 1 the municipality of Doetinchem is presented. In paragraph 2 the municipality, or Stadt, Emmerich am Rhein and the last paragraph will make a comparison between both areas. For pictorial material see annexes.

3.1 Doetinchem

	Gemeente Doetinchem
Population	56.414 (2014)
Area	79,66 km ²
Region	Achterhoek
Province	Gelderland
Country	Netherlands
Euregio	Euregio (Enschede-Gronau)
Villages	Gaanderen, Wehl, Nieuw-Wehl, Wijnbergen, Dichteren, Ijzevoorde & Langerak
Main city	Doetinchem
Population	43.800
Percentage over 65	18,4%
Bron: CBS Statline	

Doetinchem has created a vision of its future in “Structuurvisie Doetinchem 2035” (GemeenteDoetinchem, Structuurvisie Doetinchem 2035, 2013). In this vision, projects, trends, desired states, responsibilities and actions are presented. The main trend and moreover the main problem, is that of population decline, aging and dereliction.

3.1.1 Mobility

The municipality of Doetinchem has an important role as being the centre of the region. Therefore accessibility is key. In the “Structuurvisie Doetinchem 2035” (GemeenteDoetinchem, 2013) it is considered that the city has a relative good accessibility due to its position to the highway A18, railway and the river ‘Oude IJssel’. Furthermore Doetinchem is accessible via the provincial roads N314, N315, N316 and N317.

The railroad still has a single rail, which leads to more delays and less trains. Prorail, the Dutch manager of the railroads is working to establish double rail between Arnhem and Doetinchem.

3.1.2 Population

Since 2005 the population growth stagnated for the region Achterhoek. Although Doetinchem is used to demographic changes, this reverse curve is new. After a period of more and more, Doetinchem now faces economic crises and population decline. In 2005 1 in 7 inhabitants reached the age of 65, in 2030 this will be 1 in 4. The workforce will decline with 14%. Furthermore the population of 4 till 12 year olds will also decline with 15%. This combination has huge consequences for job opportunities, education, housing market, health and further social affairs (GemeenteDoetinchem, 2013). As mentioned before, the region Achterhoek is considered to be an 'anticipating region' which means that policy can still be established to deal with the consequences of demographic change and decline. The region negotiates with the national government and other regions how to deal with, and fight these consequences. One outcome which has been reached already is that of "Achterhoek 2020" whereby all the municipalities of the region join together to reverse the negative consequences. This has led to a positive development in the quality of life (Rigo, 2013).

3.1.3 Economy

Doetinchem is the heart of the region Achterhoek. As such it provides labor for 35.000 people, has a functioning city center serving 200.000 people, seven business areas, and several places for offices. The municipality invests in physical space, accessibility, technological potential, employment and a vital economy. Maintaining jobs is key and therefore main goal of the municipality (GemeenteDoetinchem, 2013). Because of the crisis many jobs are lost and bankruptcies occur. The region can hardly influence these developments (Gemeente Doetinchem, 2013). The municipality Doetinchem targets opportunities that come with these changes. According to Gemeente Doetinchem (2013) this will enhance the cooperation within the region and with other parties. By anticipating on developments, new paths can be followed and opportunities are created.

The largest employer in the city is the hospital 'Slingeland'. Other main employers are Senefelder Misset, the 'Doetinchemse' paperfactory, Rabelink and Esbro.

The "Structuurvisie Doetinchem" states that the economic basis of the municipality is sufficient and deserves dedication and maintenance. Traditional sectors as manufacturing and healthcare

still have sufficient employment. The other traditional sector in the region, construction, is in trouble. Then again, this is not a problem which occurs only in Doetinchem.

The municipality acknowledges the fact that it cannot solve problems alone. In order to use its opportunities it needs to cooperate and participate in different networks. The municipality admits that it can no longer operate via hierarchic structures with central leadership, planning and budgets. Gemeente Doetinchem (2013) calls for chemistry between horizontal cooperation and hierarchic government guidance.

Higher education possibilities are limited; there is an Intermediate Vocational Education (MBO) 'Het Graafschapcollege' and a Teacher Education for Primary school 'Iselinge'. For further higher education students are forced out of the region.

3.1.4 Interesting places

Doetinchem is an interesting place for the people and corporations in Doetinchem and Emmerich since it has a few unique things to offer. First of all the city Doetinchem has a vibrant nightlife with a cinema, theater and several nightclubs and restaurants. Furthermore the city has a wide range of different shops where Germans love to shop. Especially the Tuesday market is favorable with our neighbors. Of course, German tourists also travel across the border to make use of the characteristic Dutch 'coffeeshops'; Doetinchem has three.

The surroundings of Doetinchem consist of the for the Achterhoek characteristic bocage. Grasslands, with small waterways and ribbons of trees make this landscape attractive to tourists.

Companies find the area particular interesting for its logistic qualities. Many large distribution firms have settled their business in the area close to the border. Business parks are plentiful and consist for the main part of logistic giants as Rabelink, Wim Bosman, Brutra, Rotra and many more.

3.2 Emmerich am Rhein

	Stadt Emmerich am Rhein
Population	29.711 (2014)
Area	80,4 km ²
Kreis	Kleve
Region	Niederrhein
Bundesland	Nordrhein-Westfalen
Country	Germany
Euregio	Euregio Rhine-waal
Villages	Borghees, Dornick, Elten, Hüthum, Klein-Netterden, Praest, Vrasselt
Main city	Emmerich
Population	18.360
Percentage over 60	25,4%
Bron: Landesdatenbank NRW	

Emmerich am Rhein is a city on the Rhine, close to the Dutch border. In its “Leitbild”, Emmerich presents itself to be a city with a future. It claims to be in the center of the European Core. Unfortunately, the last vision on Emmerichs policy dates back to 2006. That of course is before the economic crises took over the Western world. However, since this paper is the last known with plans and visions for the future, this thesis will handle it as if not much has changed in the plans and visions.

Emmerich am Rhein lies in the Bundesland of Nordrhein Westfalen. This Bundesland lies in the heart of Europe, has 18 million inhabitants and is the most densely populated of Germany. Since the Ruhr-area is part of this Bundesland it is one of the most economic active of Europe. Nordrhein Westfalen has 120 ports, of which the largest inner port of Europe, Duisburg. Furthermore there are three international airports and 700 rail-stations, guaranteeing mobility in the region. It has the highest density of rail, transporting around 500 million people and 120 million tons of goods per year.

Just like in the rest of the Western World, Nordrhein-Westfalen experiences major changes. Globalization, climate change, resource scarcity, deregulation of markets and demographic changes. These changes ask for different actions.

3.2.1 Mobility

Emmerich accessibility is considered to be quite well. According to the folder of Nettpark (2014) the city is accessible via water (Rhine), rail and road. The Bundesautobahn A3 from the

Netherlands to Ruhrarea and further is the main road. Emmerich now has one connection to this highway, but another one is planned (Netterdenschestrassse), mainly for improving accessibility of the port Rhein-Waal terminal (Nettpark, 2014). Emmerich also has connection to the German trunk roads B8, B67 and B220 (RheinWaalTerminal, 2014).

In Niederrhein is the railway Emmerich-Oberhausen. This double rail connects Oberhausen to the Netherlands, especially to the Dutch port of Rotterdam, via the Betuwe-line. Because of the segregation of slow and fast traffic more trains can use this rail; in particular the transport of goods profit from this segregation. The program for realizing the segregation has started (DeutscheBahn, 2008).

3.2.2 Population

In Kreis Kleve population stagnated as well. This is true for the entire Kreis, but not so much for the municipality. However the aging of the population is a big problem in the Kreis and especially for Emmerich. Emmerich am Rhein has 30.716 inhabitants, with 7.555 over the age of 60. This 25,4% of the population, which is a larger percentage than in the rest of the Kreis (23,5%) and the Bundesland (25%) (Olbermann & Schönberg, 2010). Again this will have large consequences for many things such as, education, housing, healthcare etc.

In the 'Demografiekonzept für den Kreis Kleve', Olbermann & Schönberg (2010) expect that the population in the municipality will increase very light, and that the percentage of inhabitants over 60 will increase to 32%. Many things are already being prepared to deal with this problem, such as the creation of places and cafes where older people can meet and changes in the housing market. However if we look at the 'Demografiekompas Niederrhein 2030' we learn that the expectation for Emmerich am Rhein are more positive than the expectations for the rest of the Kreis. Emmerich will see an incline in population till 2030, and the median age in 2030 is expected to rise to 48,4, for the rest of the Kreis that will be 50 years old in 2030 (Rüttgers, 2009).

3.2.3 Economy

The quality of the area around Emmerich is marked by the relaxedness of its urbanization. Emmerich lies in North-Rhine-Westphalia, a federal state the size of the Netherlands. The urbanization here is concentrated in the Ruhr area and not around Emmerich. Reichswald is one of the many forests in this state. By German standards it is a relatively small woodland,

and by Dutch ones a very empty one. The zone along the Rhine is used as farmland but is for the most part a Naturschutzgebiet (nature reserve) which means that the present situation is to remain fixed.

The region around Emmerich has various establishments for healthcare and wellness. The landscape is also exploited as recreational space, though on a modest scale. (Emmerich was once part of the roman empire, Doetinchem not). What is attractive in Germany for the Dutch is that one is able to build one's own home there, since land is cheaper and there are no meddlesome aesthetics committees (NIHK, 2012).

Emmerich is a small town with a lot of employment for unskilled workers. There is already an economic shift taking place from industrial activities towards container transfer and services. The construction of a new large-scale container terminal could give the town another economic boost, enabling Emmerich to reorganize and upgrade itself further, creating more diverse employment opportunities and investing in new, attractive housing environments.

The main employers in the city are sweets-producer 'Katja', Gimborn and a factory of Brother. The hospital is also a main employer and also provides its services in Dutch.

There is a lot of vacancy in Emmerichs city center (Kruse & Völker, 2011). The city center functions as a middle-center with its catchment area concerning mostly of the rest of the municipality. It experiences concurrence from other middle centers like Kleve, Goch and Bocholt. On the Dutch side of the border concurrence comes from Arnhem and Nijmegen (Kruse & Völker, 2011).

3.2.4 Interesting places

For the people and companies Emmerich can be an interesting place. First and foremost is the Rhein Waal Terminal, giving containerships access to the Rhein. This terminal is very interesting for the surrounding areas and their many logistic companies.

Another point of interest, especially for tourist, is the bridge Rheinbrücke and the Rheinpromenade. Many restaurants are located here. Since prices for eating out are lower and portions are bigger in Germany than in the Netherlands, this is particularly interesting for Dutch visitors. Restaurants respond and many restaurants have Dutch names ('*onder de poort*', '*het oude posthuis*' and '*hof van Holland*'). When talking to Doetinchemmers this is what brings them across the border; on a sunny day they stroll down the Rheinpromenade which offers a view of the Rheinbrücke and later sit down in one of the many restaurants Emmerich has to

offer. However, many also mention the increased vacancy in the city center. Someone said; 'If you want to feel really depressed, go to Emmerich on a rainy Sunday'.

3.3 Doetinchem – Emmerich

There are many reasons why it might be relevant for Doetinchem and Emmerich to cooperate and develop approaches to cope with future challenges. Apart from the similarities which can be found in abovementioned case studies, there are more things that make a cross-borders cooperation between Doetinchem and Emmerich a logical step.

In the introduction of this chapter it has become clear that the location is an important reason for the municipalities to cooperate. Visually speaking we can see a horseshoe with potential to become a circle. Doetinchem now primarily looks westward when it comes to cooperation, because there is the main point of the Netherlands, the Randstad. For Emmerich this is true in the other direction, eastwards, because in the east is the main focus of Germany (Berlin, Ruhr-area).

But there are also reasons for Doetinchem and Emmerich to cooperate if we look at the history. From 1902 till 1954 there was a tramway going from Zutphen via Doetinchem to Emmerich. This was a lucrative tramway due to the connection with the ports of Zutphen and Emmerich. However due to the world wars and the gradual replacement of tram with autobuses the tramway was dissolved (Van der Gragt, 1968).

Furthermore there are financial advantages with cooperation. Not just because the sum is worth more than its parts, but also because of the subsidies coming from the INTERREG funds with cross border cooperation.

At last there is a growing awareness that an international view is necessary for the future. More and more decisions come from Brussels instead of Amsterdam or Berlin.

We can conclude that the similarities, location, history, financial-economic situation and the awareness of an international orientation are main points of focus and make the choice of cooperation between Doetinchem and Emmerich a very logical choice.

4 Borders

Before going into details about what network-theory is and how we can correctly do scenario-planning it is important to take a closer look in to the concept of borders. Since we investigate cross-border cooperation, and look at an area where the border plays a major role we cannot continue before explaining more about the border.

Borders are everywhere. When we draw a line on a blank paper, a border is already established. We create something that separates one side from another side. But also in the color we see a border. When we put just a simple dot on a blank paper; there is a border between the white blank paper and the colored dot. There is a difference, one versus the other. Lines on a map define the border, the here and there. But in real life these borders are not visible. American artist Dennis Oppenheim created these lines in nature; with a snowmobile he followed the border between the United States and Canada. By drawing this line Oppenheim defined an area. Van Kampen (2013) states by feeling the presence of the border in real life it becomes clear that border are because of human action. Humans created the border, and borders remain because of our action. Or in the words of Bijsterbosch (2007) borders are no longer seen as territorial lines at a certain place in space but we have learned that they are also symbols of processes of social binding and exclusion that are constructed in society (Bijsterbosch, 2007).

Borders and borderlands are human creations. In the Roman Empire there was a border between barbarism and civilization. The borders served as a way to organize the hierarchy of the Roman Empire, settlements, cities, provinces and regions. During the Middle Ages, vague borderlands existed, but the feudal system was more concerned with control over cities and territories (Brunet-Jailly, 2009). Geographers made it possible for rulers to have a spatial view of their possessions. According to Brunet-Jailly (2009) what originally were borderlands or borderregions became boundaries and frontiers.

In this chapter we start with the evolution of border-studies (3.1), than take a closer look in the future of borders (3.2). In paragraph 3 a view is presented on cross-border cooperation. The last paragraph consists of the relatively new idea of borderscapes.

4.1 Evolution of border-studies

The Treaty of Westphalia of 1648 by the Spanish and Dutch served as the beginning of an era of nation states and nationalism, which would be explained by historians and geographers in the 19th and 20th century (Brunet-Jailly, 2009). The Treaty of Paris reviewed the borders of most states at the end of the First World War (Brunet-Jailly, 2009). Margaret Macmillan (2003) in the book *Paris 1919*, emphasized on the negotiations following the First World War. She states that the representatives of states and nations would use aggrandized maps that serve the purposes but not actually the depictions of territories and people. These are the first signs that borderstudies could benefit a specific purpose.

The first and second World Wars and the following decolonization led to the first attempt to study borders (Diener & Hagen, 2009). Geographers tried to describe, locate and classify borders. Others focused on empirical research. Both however presumed that borders functioned as 'passive lines demarcating spaces of territorial sovereignty in the modern state system' (Diener & Hagen, 2009, p. 1199). Systematic studies of borders focused on both natural and man-made borders. Ellen Churchill Semple (1911) argued that natural geographic frontiers where humans cannot settle are ideal boundaries. These views gave way to a debate about the functions of borders. Albert Brigham (1919) stated that borders should provide economic equilibrium. Withernmore Boggs (1940) suggested that borders should have specific functions that vary in time and space. Spykman (1942) continued by suggesting that the territory surrounding a border is central to understand power relation across the border. The transformation of borderlands into buffer zones is eminent in the literature. According to Brunet-Jailly (2009) the borderlands of European states turned into military practice grounds. At the end of the 1950s the accepted view was that changes in border functions might lessen border tension across borderlands (Brunet-Jailly, 2009).

The bipolar geopolitical structure of the Cold War give way to a western hegemony in which trans-border flows of people, materials, information and technology established a global organization that transcended traditional state borders and sovereignty (Diener & Hagen, 2009). Borders are no longer passive things to be described and categorized but they are now active forces and processes impacting domestic and international concerns. Anssi Paasi (1999) argued that borders are institutional constructs; borders resulted from international agreements by mutual understandings between states. Complex and intermeshed networks of

government policies interact in the formation of international borders delineating sovereign spaces (Brunet-Jailly, 2009, p. 3).

According to Anderson, Sharma & Wright (2011) no border study can start without the recognition that borders are ideological. Sometimes borders are presented as filters, sorting people; us and others (Paasi, 2002), desirable and undesirable, skilled and unskilled, wife, worker, refugee (Anderson, Sharma, & Wright, 2011). Borders are also the mark of a kind of relationship, based on divisions and inequalities between people with different national statuses. Anderson, Sharma & Wright (2011) explain borders as not being fixed, although borders are all about fixing and categorizing.

Van Houtum and Van der Velde (2003) discuss that people have an urge to belong and create their own space. The nation-state functions as what people see as their own space. The borders of this nation-state demarcate us from them. According to Van Houtum (1999) the borders thus *"produce an imagined mental nearness to the members of one's nation and an exclusion of and mental distance to non-members"* (Van Houtum & Van der Velde, 2003, p. 104). So although the border may be physically near, it is perceived as distant, far away, the other side. Van Houtum and Van der Velde (2003) continue that despite or even because the urge to integrate, national political sensitivity and practices of bordering have been fiercely put on the agenda (Van Houtum & Van der Velde, 2004). National governments are in a process of encouraging nationalism, via emphasizing on national and regional advantages compared to other places (Van Houtum & Van der Velde, 2003).

4.2 Future of borders

The way in which the views on future border evolution differ, lies in territorial sovereignty. Some argue that borders will lose their relevance. Nation state systems collapse and so will the significance of borders. Diener & Hagen (2009) refer to this as 'strong globalization'. Proponents are most economists, information scientists, business leaders, and journalists; 'the world is flat'.

Most geographers (and political scientists, anthropologists, socialists) foresee a weaker form: 'weak globalization'. Some borders will remain barriers, and others will transform into

“permeable sites of interaction or bridge borders” (Diener & Hagen, 2009). The power of borders is manifest.

We can see this in how NATO and the EU require states seeking membership to settle their external borders. Although EU’s internal borders become increasingly permeable, external borders become harder and harder. All borders are being transformed in meaning and function by the combination of global economic exchange and fears created by global security issues (Diener & Hagen, 2009).

Now globalization will have profound implications for international borders and state sovereignty. Yet how these state borders will evolve differs from view to view (Diener & Hagen, 2009). There are cases of barrier removal in order to promote transnational trade, and there are cases of creating new barriers due to security matters. During the state of shifting spatiality, borders embody contradiction (Diener & Hagen, 2009).

4.3 Cross-border cooperation

When we look into how the municipality of Doetinchem and Stadt Emmerich can work closer together, we talk about cross-border cooperation (CBC). Cross-border cooperation is defined in accordance with the definition used by the association of European Border Regions, as ‘Neighbourly cooperation in all areas of life between regional and local authorities along the border and involving all actors (Martinos & Mahnkopf, 1999). Van der Walle (2000) defines CBC as the “co-operation of decentralized authorities across the border. It concerns neighboring areas, that have a common border and they are part of different countries” (Van der Walle, 2000). Perkmann defines CBC as a “*more or less institutionalized collaboration between contiguous subnational authorities across national borders*” (Perkmann, 2003, p. 3). Not only the functioning of an area is the main target of CBC but also the creation or improvement of necessary linkages between involved actors, markets, politics and necessary institutional and legal bases (Gerfert, 2009). The fact that CBC deals with decentralized authorities is important, because these decentralized authorities are the coordinators of CBC, private initiatives, companies and non-profit organizations can also be involved (Van der Walle, 2000).

European CBC at regional levels was developed after World War II. The intensive cooperation involved municipalities, universities, consultative committees of central and local

government and private business interest (Järviö, 2011). After the fall of the Berlin Wall in 1989 Europe had the chance to renew itself. The European Union wanted to bring “the abstraction of Europe closer to the European citizen” (Kramsch, 2007) and therefore institutions should become more visible and relevant for European citizens (Kramsch, 2007). Inner borders became softer and actions were taken to increase the integration of the Europeans. From the beginning of the EU, cross-border mobility and governance was encouraged and stimulated (Van Houtum & Van der Velde, 2003). Many scholars state that the EU has been and will be a laboratory for supranational and transnational institution building. This laboratory has as goal to reach a united European Union (Van der Velde & Van Houtum, 2003). The EU encourages, stimulates and governs CBC and cross border mobility of goods, money and information (Van Houtum & Van der Velde, 2004). Already in the 1960s informal agreements existed for cross-border cooperation between Germany and the Netherlands. It took until the last decade for the EU regions to become official policy of the European Commission (Kramsch, 2007).

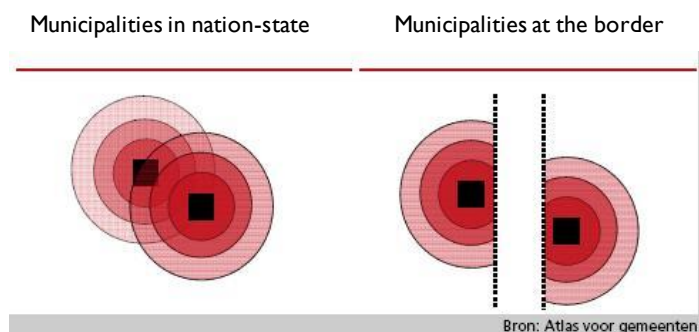
Since then the European Commission tried to transform borderlands that used to be peripheral and marginal in national politics and economics to more laboratories of European integration. According to Kramsch (2007) borderlands are meant to serve as a conduit for EU-funds.

Several projects are funded by the EU in order to promote cross-border cooperation. One of those projects is ULYSSES; ‘using applied research results from ESPON¹ as a yardstick for cross-border spatial development planning’. ULYSSES is supported by 18 European border and cross-border areas. This project researches these border areas, among them the Euregion (Gronau), in order to present diagnosis and analysis for future challenges and opportunities. This project describes borders as being synonymous for political, demographic and economic remoteness and they behave as functional and territorial discontinuities (ESPON, 2012). This description explains why border areas tend to experience an inferior status in relation to central areas. Economic activities do not concentrate close to national borders and public institutions have limited interest in investing in these areas. But ESPON sees great potential for these border areas with the growing integration of European regions, whereby border regions could exploit their formerly hindered potential (ESPON, 2012).

¹ European Observation Network Territorial Development and Cohesion

Traditionally, borders between states have been perceived as obstacles. As mentioned before, border regions are often peripheral because contacts across the border are limited. The need for the European Union (EU) to develop these regions is clear. The EU is considered to be a laboratory for supranational and transnational institution building (Van der Velde & Van Houtum, 2003).

Another downside of the border-area is the fact that these areas cannot use agglomeration advantages to the fullest. In non-border-regions it is possible for inhabitants of the city to use facilities in the city and enjoy nature outside the city, and vice versa for inhabitants of agricultural regions. In the border area there is a barrier, see figure on the right. This barrier makes that municipalities cannot profit to the fullest from jobs and facilities on the other side of the border (Ponds, Marlet, & van Woerkens, 2013).



The goal of cross-border cooperation is to gain advantages for the region. According to Reichenbach, Spoormans and Korsten (1999), motives for cross-border cooperation are in origin historical and economic. Reichenbach et al. (1999) claim this historical motive has been overruled by national governments. Economic motives are because of border regions are usually periphery areas, with unfavorable economic positions (Reichenbach, Spoormans, & Korsten, 1999). However the major motive for cross-border cooperation is an increased awareness that problems and challenges don't stop at the border (Ten Hoeve, 2011). Due to the shrinking of the population it is suggested that cooperation is not only positive but essential for policy successes (SER, 2011).

4.4 Borderscapes

'Scapes' is a term originated from the Dutch/German 'scheppen/schaffen' meaning creating or establishing. This meaning makes clear that borders shape or create places. But creating also means that new things, challenges arise due to this border. The interaction of people from one side to the other side could be seen as a positive aspect of the border (Agora, 2012).

Arjun Appadurai (2003) proposed to use the term *scapes* as 'building blocks of the new transnational imagined possibilities in modern society' (Eker & Van Houtum, 2013, p. 406). There are many kinds of *scapes*, like 'technoscapes', 'financescapes', 'mediascapes' and 'ideoscapes which can flow into each other'. Your perspective decides the different uses of the *scapes*. Since we talk about the border and the different communities that exist in the border we can talk about *borderscapes*. It can be created, shaped and constructed and also be recreated (Eker & Van Houtum, 2013).

Borderscapes are 'shifting and conflictual' zones in which 'different temporalities and overlapping emplacements as well as emergent spatial organizations' take shape (Neilson, 2011). Jacobs (2012) concludes that the most literal definition of the *borderscape* would be there where the nation borders are in the middle instead of the boundary of an area. Borders play a role in the way they can include and exclude 'others'. They are seen as places where things end, demarcation. Borders are artificial, political constructions which have social and cultural consequences for the people living in border areas (Bouwmeester, 2008). Borders create barriers, whereby contact between people is more difficult. This and national uniformation of time, language, regulations, laws and education, created homogeneous nations with social-cultural differences (Uijlen, 1999).

However, borders cannot always define people. In the municipality of Emmerich there is a small village called 'Elten'. After World War 2, the Dutch wanted to have some kind of repayment for the destruction the Germans created. Since payments weren't an option, they suggested shifting the national border eastwards. This meant that Elten (as well as Tudderren) were no longer German but now Dutch. Cats (2001) shows in his documentary 'Eisch Duitschen Grond' that the Germans still living in Elten, never felt Dutch, even though they now lived under Dutch law, probably lived in typical Dutch terrace houses and are separated from their former homeland Germany. However, in 1963 the villages of Elten and Tudderren were given back to Germany.

By adopting the term *borderscape* we also want to look at the attractiveness of borders. Border can be a beginning, a way to open your mind about possibilities (Agora, 2012). To perceive borders in a positive way we can see opportunities instead of just barriers. Maybe this means that the borderland purposely should be left free; creating cultural value of the border.

5 Networktheory

For Doetinchem to strengthen its economic axes along the line of Emmerich (A3) to Zutphen (A1), it needs several parties to cooperate. The network-theory can be used when we want to gather more insight in which parties and actors are involved in the cross-border cooperation. After a period of more and more, just as in borderstudies, maybe it is time to revalue the strength of weak-ties. As mentioned in the previous chapter, cross-border cooperation focuses on more integration and the barrier function of borders. In network theory we can see a similar trend. In order to strengthen regions it is considered to be essential to have many networks. But this tangled web of networks and actors can also be difficult; maybe the time has come to opt for fewer networks.

In this chapter we will present the network-theory as presented by Klijn & Koppenjan (2004). We can use this theory to investigate the different interests and involvement of actors.

We will start presenting the theory in paragraph 5.1, followed by the relevant aspects of the network. In paragraph 5.3 we will look into the network-analysis.

5.1 Evolution of the networktheory

When actors want to achieve their goals and interests, it is essential to have knowledge and expertise of different actors at their disposal. Every actor involved has his own knowledge and expertise which might be relevant for other actors. Governments, businesses and civil society are unable to tackle complex problems by themselves. The complexity of these problems gave rise to arenas of interactions, in which actors are forced to work in networks (Koppenjan & Klijn, 2004). According to Hoogerwerf & Herweijer (2008) networks are social systems in which actors develop interaction- and communication patterns that are sustainable and are focused on government problems and programs (Hoogerwerf & Herweijer, 2008, p. 236).

Cooperation is well known in Dutch government. The tradition of cooperation in the Netherlands probably relates to the battle against water. Only by cooperation between different parties the threat of floods could be handled. Cooperation increased after the Second World War when the country had to rebuild itself (Hoogerwerf & Herweijer, 2008, p. 301).

Cooperation consists from the acknowledgement of mutual dependency. One actor cannot reach his goals without cooperation from another actor (Hoogerwerf & Herweijer, 2008). The mutual dependency of actors has increased due to four major developments (Koppenjan & Klijn, 2004). The nation state borders are no longer as important as they used to be due to globalizations. Actors have to think in international context. Then there is an increase in so called 'wicked problems', which means that problems are complex and solutions are diverse (Korsten, 2000). Furthermore public and private parties are more interconnected. As last major development we can see the development in information-technology. This development resulted in an easier way for actors to cooperate. The borders and barriers between the different organization fade which leads to a somewhat network-society (De Bruyn & Ten Heuvelhof, 2007). Society is now interconnected through several networks. The role of government has changed, no longer can they govern top-down (Van der Linden, 2013).

Increased mutual interdependence gave rise to the network society. Society is characterized by networks that are linked together. And many of the problems society faces are so called 'network-problems' in which many parties are involved, with different values, visions and interests, with fragmented power and responsibility, without one actor who can single handedly come to a solution (Van der Steen, Peeters & Van Twist, 2010). Furthermore, the question of 'what is the problem' is answered differently and contradictory (Van der Steen, Peeters & Van Twist, 2010).

So how do networks develop? Social networks are about relationships among entities and the patterns and implications of these relationships (Wasserman & Faust, 1999, p. 4).

There are three ways in which networks can develop (Koppenjan & Klijn, 2004). First, when governments force cooperation between different actors. Another way of network-development is if there exists a common problem definition, or a shared ideal solution. Actors will then look for each other to cooperate. At last there is voluntary cooperation, in which actors see an increased chance to reach goals by cooperating in a network (Koppenjan & Klijn, 2004, p. 83).

Networks are characterized by continuing interaction between the different actors (Van der Linden, 2013). Another characteristic is that of pluralism. In networks all actors are diverse and have diverse knowledge and expertise, which can be shared to strengthen the network. A third characteristic is that of interdependence. Actors depend on each other to reach their

goals. In networks the principle of give and take exists, when actors don't contribute they might be deleted of the network (De Bruyn & Ten Heuvelhof, 2007). At last we can mention the dynamic character of a network, which means the structure of the network, where positions change and new actors can enter and others may leave (Van der Linden, 2013).

5.2 Network aspects

5.2.1 Actors

In order to strengthen the economic ax of Doetinchem, it is of major importance that multiple parties cooperate. These parties are actors and each has its own goals and strategies. We can identify actors if they have *sources* that are essential to the network, *contribute* to the network (knowledge, insights) and they have *power* to block or accept decisions (Van der Linden, 2013).

5.2.2 Sources

According to Koppenjan & Klijn (2004, p.144) there are five types of sources.

- Financial resources: For development money is essential.
- Means of production: Owners of these means are dependent on initiatives and decisions before actual use of these means.
- Competencies: Formal/ legal authorities from government to make decisions.
- Knowledge: this can be knowledge by experience or in documents.
- Legitimacy: give decisions legitimacy to resolve cases.

5.2.3 Interests

These interests are in contrast to goals not directly linked to the (problem) situation. Interests are close to the identity and perceptions of an actor. Interests are the answer to the question; why does this actor want to achieve this goal? The goal behind the goal can be detected (Koppenjan & Klijn, 2004, p. 48).

5.2.4 Perceptions

Everybody has a certain view of his surrounding, and whether there are changes or problems in their environment. These views are perceptions. The goals of actors are made up via these

perceptions. Goals are the concrete version of perceptions, on the basis of perceptions actors choose which goals they want to reach (Koppenjan & Klijn, 2004, p. 48).

There are different kinds of perceptions (Van der Linden, 2013, p. 19).

- Problem-perception: The nature, meaning and significance play a central role.
- Solution-perception: Actors pro's and con's to solutions.
- Actor-perception: Actors view on other actors in the network, and their goals, sources and strategies.
- Environment-perception: Actors view on the environment of the network, and the developments that might influence the situation (Koppenjan & Klijn, 2004).

Perceptions differ from actor to actor. These differences can be both positive and negative. Positive as the network reaches its final form, negative if it blocks the network, where opinions and goals are too different from each other (Zaagsma, 2009).

5.2.5 Strategies

A perception is a display of the situation which actors see as the truth. On this basis actors will act, according to Thomas theorem: "If men define situations as real, they are real in their consequences" (Thomas, 1928). Because this is true for actors they develop strategies to reach their goals. Strategies are actions or intentions with the goals of influencing other actors, problem-statement or solutions. There are five types of strategies (Koppenjan & Klijn, 2004, pp. 49-50)

1. Go-alone strategy: In this strategy the actor chooses to, despite all dependencies of other actors, come with a solution by itself. This strategy is sensitive for conflicts and resistance.
2. Conflictual strategy: In this strategy actors choose to block or prevent solutions of other actors.
3. Avoidance strategy: In this strategy actors choose a passive attitude, actors don't oppose to ideas and solutions of other actors.
4. Cooperative strategy: In this strategy actors acknowledge dependencies and try to do everything possible to interest other actors in their ideas.
5. Facilitating strategy: In this strategy actors see that cooperation is essential to reach common goals. This strategy brings actors together and mediates in conflicts.

5.2.6 Arena

Abovementioned come together in an arena. In this arena actors meet, strategies are presented, perceptions of problems and solutions are shared. The strategies used play a role in the flow of events in an arena. It could lead to stagnation or better cooperation.

5.2.7 Rounds

Interaction plays a major role in networks. Through communication actors meet in arenas. One of the actors in a network takes initiative, which implies the first round. Other actors react, which leads to discussions and negotiations. The round ends with a crucial decision; something is about to change (Koppenjan & Klijn, 2004, p. 60). This change could be; change in number of actors, change in the contents of the arena or the nature of interactions (Van der Linden, 2013).

5.3 Network-analysis

In this paragraph the actual network-analysis will be done. For a network-analysis we need to follow some steps:

First of all it is important to identify the relevant actors in a network. Which actors play a role to strengthen the economic ax of Doetinchem? Continuing we need to establish which sources these actors possess. At last we need to distinguish the positions of the actors; whether they are dependent on the sources of other actors (Van der Linden, 2013).

Now we have a vision of the relevant actors, their resources and their dependencies. This makes it possible to focus on the interaction of the network. Which ties exist between the different actors in the network, which actors play a central role (Van der Linden, 2013). The frequency and variation of the interaction needs to be determined. Perceptions are also relevant; these determine the strategy of actors.

With a network-analysis we can collect and investigate the interactions and relations of the different actors (Koppenjan & Klijn, 2004, p. 145).

It is really import to look at the form of a network, because this regulates positions and contribution of the actors. Form and content clarify power and decision-making processes. The formation decides who is in the network and who is not (Boonstra, 2007).

6 Scenario planning

Following the book 'Borderland', we will now continue with the theory of scenario planning. First I want to give a brief introduction in the scenario-planning. Second I want to present the ways in which the theory will later be applied on the cases.

6.1 The evolution of scenario planning

When we talk about scenarios, we want to have an insight in the future. But the future is uncertain, "terra incognita": we may be able to guess the outcome of events but it is full of uncertainties. Scenario planning is a way when to look at possible futures, so that we can make decisions today. In the words of Shell; it is impossible to map the future, but we might explore the possibilities that support the way in which we might make decisions (Shell-International, 2008).

According to Mietzner & Reger (2004) a scenario is "a fuzzy concept that is used and misused, with various shades of meaning" (Mietzner & Reger, 2004, p. 50). Michael Porter (1985) defines a scenario as "an internally consistent view of what the future might turn out to be – not a forecast, but one possible future outcome" (Porter, 1985). Hermann Kahn was the pioneer of future-now thinking. Kahn worked at Rand Cooperation² in the 1950s (deWaal, 2012). The term scenario was given by writer Leo Rosten, who came up with the name based on Hollywood terminology, Kahn adopted the term because he liked the emphasis it gave, creating a story or myth (Ringland, 1998). Other corporations started using the term as a method to plan and anticipate the future of their businesses. Most well-known user of scenarios is the company Shell (deWaal, 2012). Royal Dutch Shell contributed to a more formalized approach to scenarios, what could then be linked to strategic planning (Fahey & Randall, 1998).

A scenario is defined as; a description of a possible future situation (conceptual future) and includes paths of development which may lead to that future situation (Kosow & Gassner, 2008). Since the future is always uncertain, a scenario is a function to direct attention to one

² Rand Cooperation, which is non-profit, "helps improve policy and decision making through research and analysis" (RandCorporation, 2014).

or more specific segments of reality (Kosow & Gassner, 2008). Some factors and events are included and others are excluded. Some are considered to be relevant and others are ignored. Uncertainties are there when problems exist. According to the business-dictionary we can define a problem by a “perceived gap between the existing state and a desired state, or a deviation from a norm, standard or status quo”. When there are many actors involved, problems arise and uncertainties increase. According to Koppenjan & Klijn (2004) there are three kinds of uncertainties. First is substantial uncertainty, which has to do with the nature of a complex problem. Information might not be available when needed. As has become clear from the previous chapter; actors involved have many different perceptions, which influences the way they look at a situation. Another uncertainty is strategic uncertainty; actors have different ideas about the desired state. Their ideas follow from a frame of reference which includes facts, interests and values of reality and the position of actors. Because the actors interact the frame of reference changes constantly and therefore their strategy changes. This uncertainty following interaction results in the complex character of a network. First two uncertainties are about the current situation. The final uncertainty is about the future (Koppenjan & Klijn, 2004).

In scenario planning these uncertainties are accepted and worked out into different ‘futures’ (Lindgren & Bandhold, 2003). A scenario is neither a vision nor a desired future. It is a vivid description of plausible futures. Visions or forecast tend to conceal risks, while scenario planning makes risk-management possible (Lindgren & Bandhold, 2003, p. 21). Scenarios are intended to form a basis for strategic conversation (Shell-International, 2008, p. 8). They provide a common language and a shared basis for exploring future uncertainties, which can lead to making more successful decisions (Shell-International, 2008).

Furthermore strategic policy knows great uncertainties but also great consequences. This may lead to big investments and radical effects, but it remains uncertain what effects precisely (Dammers, Van 't Klooster, De Wit, Hilderink, Petersen, & Tuinstra, 2013). These effects are not just influenced by policy but are also social and physical. Therefore strategic policy brings the risks of being a failure. Scenarios may help reduce the risks of complexity and uncertainty of strategic policy (Dammers et al., 2013).

Scenarios give insights in the future, support communication about the future and increase engagement in future policy. In preparing and implementing strategic policy, actors need each

other because of their knowledge, decisions they make and actions they take. However, many different actors speak many different languages; have many different ideas, interests and wishes. Dammers et al. (2013) refers to complex communication. When creating scenarios, interests and perceptions about the future of all parties involved are discussed. This leads to different alternative futures. In this case all actors find something of their own in the scenarios (Dammers et al., 2013). Furthermore strategic policy needs a certain degree of engagement.

6.2 Scenarios in Borderland

As mentioned before I will use the book 'Borderland' as a guide for this thesis. Borderland presents three different futures for the borderland. Eker & Van Houtum (2013) consider three possibilities for the future of the borderland, and the way we consider the border. The possibilities are exaggerated, caricatural enhanced or removed, in order to project the scenarios (Wulf, Brands, & Meissner, 2011).

In the first scenario, **Autonomous Development**, the status quo is maintained. The scenario presents a future for the border landscape whereby national policies and cross-border cooperation funded by the European Union remain somewhat the same. The authors foresee a future whereby the EU-regions evolve into institutions, who want to maintain the status quo. Although both sides of the border want to cooperate, the funds they receive will mostly be spent in ways which benefits themselves. Eker & Van Houtum (2013) consider cooperation between both sides will remain limited and focused on issues like "*recreational infrastructure, regional promotion, education, healthcare, culture, water management and the construction and upgrading of infrastructure*" (Eker & Van Houtum, 2013, p. 293). Furthermore differences between us and them will persist; us on one side of the border and them, the others, on the other side of the border.

The second scenario the authors consider is what they refer to as '**Community**' (Eker & Van Houtum, 2013); whereby the importance of the regions in Europe grows and national borders fade. The European Union invests in the development of regions, via various programs. The Union will continue to invest resulting in the increased presence of influential regions. Therefore the national borders will become less meaningful. The differences between both sides will have little to do with national characteristics, interests and policies (Eker & Van Houtum, 2013). Regions now have the power and assets to make their own decisions, and

decide what is best for the region and then are revised with national policies and plans. This will result in optimization of allocation. Police regions and health care will be aligned and infrastructure will connect. According to Eker & Van Houtum (2013, p. 293) the housing and employment markets are the first to become fully integrated. Rules and regulation will be tuned and spatial planning becomes increasingly coordinated. In this scenario the regions will take responsibility and handle physical planning. The Euregions will primarily focus on improving economic and natural infrastructure. Eker & Van Houtum (2013) forecast that cultural differences remain but these are cherished and appreciated. They are part of the borderland but no longer influence planning.

The third scenario is '**Longing**', a desire; the 'longing' to travel, to different cultures and landscapes. In this scenario the border will be enhanced. This possible future foresees that there is a prolonged desire to remain different, and that it might be a good thing. Differences on both sides are enhanced because they might be interesting as a cultural showpiece. Years of experimenting in the borderland has taught us that there is no such thing as a collective identity across the border. Therefore we should embrace the differences in our culture and the specifics of the borderland. Euregions are guardians of differences in this scenario. They emphasize on the different, the other of the others, across the border. In this scenario the difference is good, differences makes us learn, surprise and challenge each other and ourselves.

7 Network analysis of the region

In this chapter the empirical past begins with the network analysis of actors involved in CBC. First the current international policy of the municipality of Doetinchem is presented. In paragraph 2 the network will be drawn. Paragraph 3 presents the actor analysis, with the involved actors their resources, interests, perceptions and strategies. The last paragraph (7.4) presents a graphic display of the network analysis.

7.1 International policy of Doetinchem

The municipality of Doetinchem is involved in different international networks. These can be wide (Euregion) or more specific on one policy-domain (biogas infrastructure). The network can either focus on lobbying or development aid. A network can also exist in order to find partners for European subsidies or develop from a European project (Interreg). The municipality Doetinchem is involved in international activities in several ways:

- Relation with twinning cities
- Regional and provincial collaboration
- European projects
- Millennium municipality.

The municipality of Doetinchem has relations with La Libertad (Nicaragua), Pardubice (Czech Republic) and Raesfeld (Germany). However the concept of twinning cities is somewhat questionable. The current state is far from postwar ideas about reconciliation between east and west. However the European Union still encourages partnerships between cities who advocate for active European citizenship.

Apart from bilateral contacts and cooperation the municipality of Doetinchem also participates in different regional- and provincial cooperation's. The province of Gelderland has as core task to stimulate regional cooperation. Also the cross-border cooperation with Germany should be optimal to create changes. Furthermore the cooperation in NUTS I: East-Netherlands for European Funding. The project of GO (gebundelde innovatiekracht Gelderland & Overijssel) flowed from this cooperation. The municipality of Doetinchem also works in the Euregion and participates in different European projects. Then there is the cooperation within the region Achterhoek, with 8 other municipalities. A more specific cooperation is that of west-

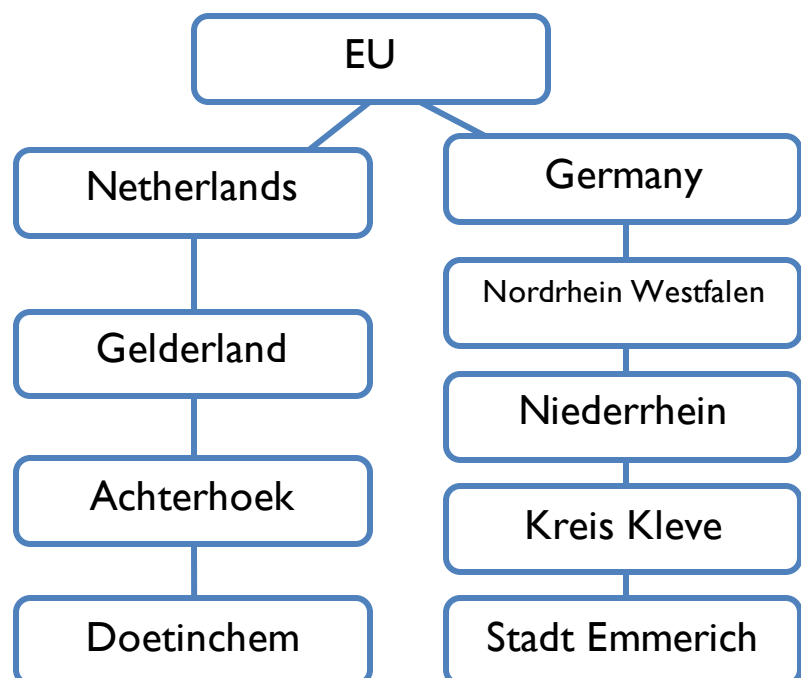
Achterhoek with the municipalities Bronckhorst, Oude IJsselstreek, Montferland and occasionally Emmerich am Rhein. Furthermore the municipality closely cooperates with businesses and organization in EOD (Economisch Overleg Doetinchem), IG&D (Vereniging Industrie, Groothandel en Dienstverlening), park management, business club Kleve, Rhein-Waal Terminal Emmerich and the Rhine-Waal University of Kleve. At last the municipality also cooperates as Millennium municipality to enhance education for all children and equal economic development.

The municipality of Doetinchem wishes to contribute to a sustainable enhancement of the quality of society, here and across the border, with international contact.

The international position of the municipality of Doetinchem, and the region, is quite good between the Randstad area and the Ruhr area in Germany. Zooming in we can see somewhat of half a circle with Doetinchem in the center. For the international position, it should be a full circle.

For this research we will look more closely into how we can reinforce the economy of the municipality Doetinchem. By doing this we try to link Doetinchem to the municipality (Stadt) Emmerich am Rhein (Emmerich) in Germany.

Before going further it is important to get a closer look into the Dutch and German control for both municipalities. See figure below (Figure 2).

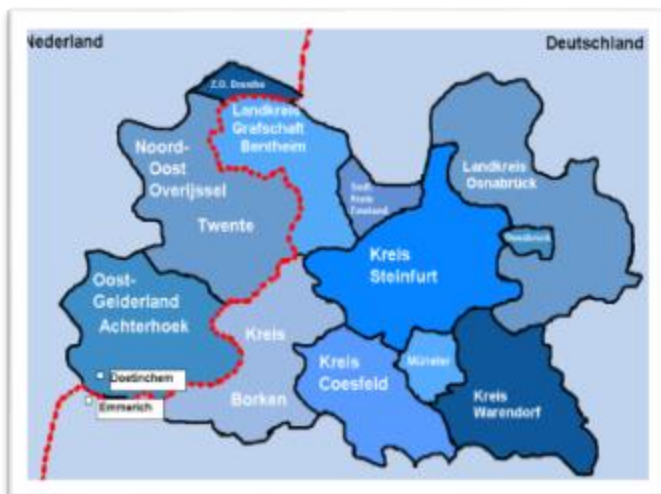


We can see many 'boxes'. It is impossible for a municipality to make decisions themselves because much of the money and rules and regulations are made up levels above. These are not the only boxes, for Doetinchem and Emmerich it is also true that they are in two different EUregions. Doetinchem in the

oldest EUregion, based in Gronau (Germany), Emmerich in the EUregion Rhine-Waal. Both municipalities are in the edges of the EUregions. EUregion Gronau focuses on Twente and Osnabrück/Münster, EUregion Rhine-Waal on Arnhem-Nijmegen and Kleve. See figures (3 & 4) below.

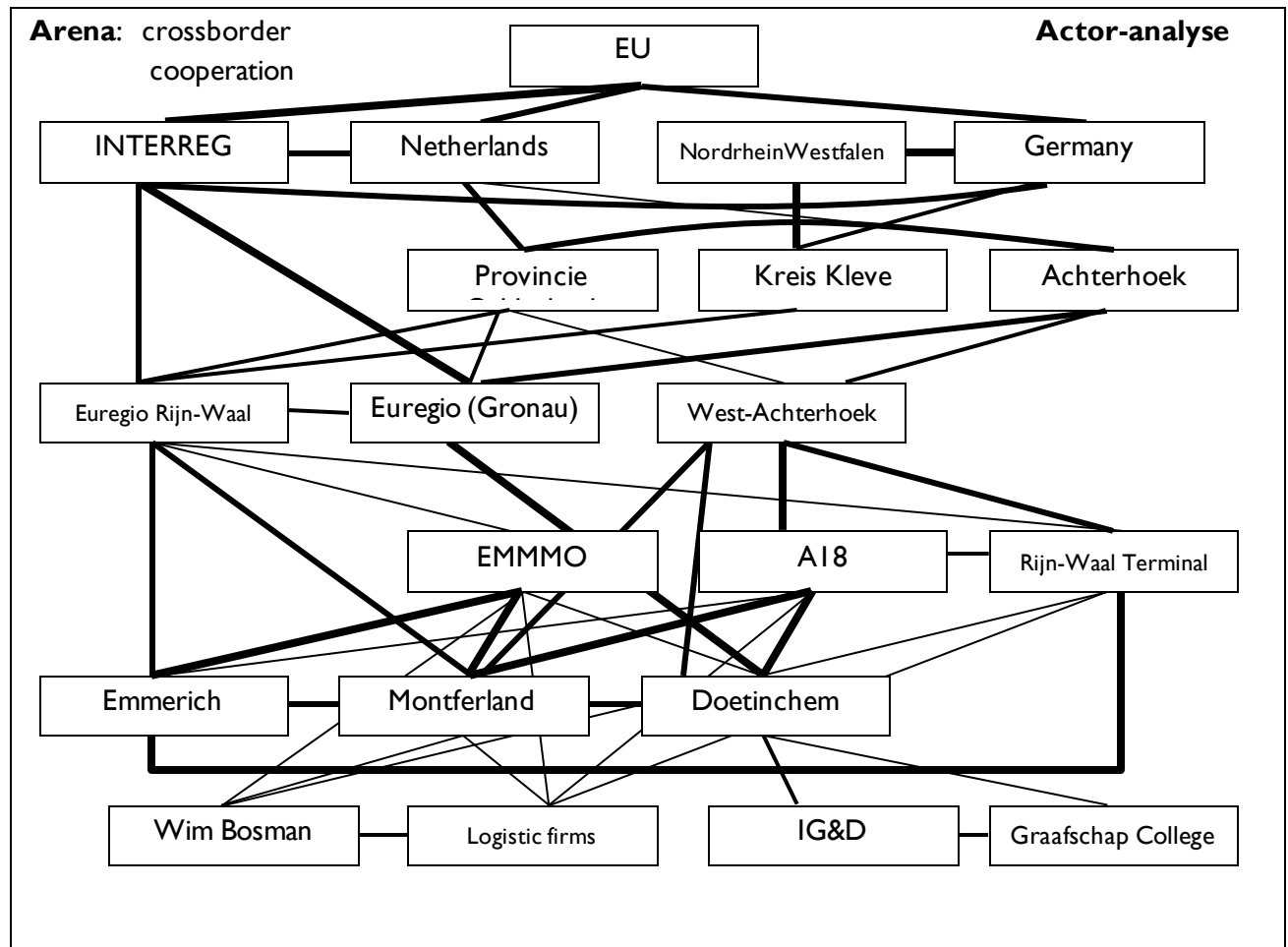


Euregio Rhine-Waal



EUREGIO (Gronau)

7.2 Actors



In the figure above the network is drawn. It becomes clear that there is a tangled web of many different actors with more or less influence and relevance. The different actors are now being described.

First and foremost actor is the municipality Doetinchem. The reason for this thesis was to research in what ways and why Doetinchem should cooperate more in the axes Doetinchem – Emmerich.

The municipality **Doetinchem** describes in the 'Structuurvisie' that chances could be sought across the border in order to strengthen the economy. The interest of Doetinchem in Emmerich is partly because of the accessibility and close proximity. Emmerich has a cross-border railroad, the 'bundesautobahn' A3 and a large container-port. For Doetinchem these

aspects are quite relevant when we look at the marketing of parcels of new-build industrial sites (Gerritsen, 2014). A good connection and mutual recommendation could play a major role in the selling of these parcels. This connection will mainly consist of roads; public transport is not on the agenda. Cornelissen (2014) states that a public transport line between Doetinchem and Emmerich will not be profitable. Apart from connection a good cooperation and tight links between the two cities might be attractive for new companies trying to settle in the 'new (logistic) corridor' between Randstad and Ruhrgebiet.

Second we need to look into the interests of Stadt **Emmerich am Rhein**. To come to a strengthening of the economy of Doetinchem the viewpoint of Emmerich should become clear. In the 'Leitbild' (2006) of the city Emmerich states multiple times that cross-border cooperation is key for its development. The intention declaration signed by the 'Western-Achterhoek³' municipalities, Rhein-Waal Terminal and the municipality Emmerich is the first real attempt for the cities to come closer together. In this intention declaration all parties sign to recommend the specific features of the parties involved with the entry of new businesses in their organization (Berenbak, 2014). The major of Emmerich, Johannes Diks, sees a great potential in cross-border cooperation. Over the intention declaration he states; "The operational area works as a real unit, with the port of Emmerich and industrial parks of Emmerich and across the border in the Netherlands (Diks, 2014)". This makes the major optimistic about the economic situation in the region. If you read between the lines, it becomes clear that the major of Emmerich is very much in favor of a broader cooperation between the different municipalities close to the border (Tepass, 2014). This also shows in the "Leitbild Emmerich am Rhein" (2006).

Then there is the municipality of **Montferland**; In order to get from Doetinchem to Emmerich you need to go through this municipality. Although most of the municipality is more focused on the "Liemers⁴", the town of 's Heerenberg is more focused on Doetinchem. The 'border' of this municipality focus can be found in the "Montferland", a foresty hill (Van Dinter, 2014). Since the municipal re-division a larger municipality was born.

The municipality Montferland already works closely together with Emmerich in the EMMMO project. EMMMO is "unique cooperation" focused on attracting logistic parties. The major of Montferland, Ina Leppink-Schuitema, encourages more cooperation. According to Werner van

³ Doetinchem, Bronckhorst, Montferland and Oude IJsselstreek

⁴ Region bordering the Achterhoek

Dinter (2014), we should not just be looking at a small region, like the Western-Achterhoek, but we need to broaden our view (van Dinter, 2014).

The region **Achterhoek** is an important actor; both the municipalities of Doetinchem and Montferland (and 6 other municipalities⁵) participate in the region. The mayor of Doetinchem Niels Joosten is the current chairman of the region. With cross-border cooperation the main focus of the region is on Kreis Borken; which is a logical choice. However for Doetinchem Kreis Kleve is in closer proximity and due to the connection also more relevant. Emaus (2014) states that since Doetinchem participates in the region Achterhoek the main focus should be on Kreis Borken. However the connection with Emmerich is being enhanced (Emaus, 2014).

Cross-border cooperation traditionally takes place in the **Euregions**. The Euregions try to increase cooperation between both sides of the border and make border areas less 'peripheral'. Grants for projects also come from these agencies. As mentioned before Doetinchem participates mainly in the Euregio, based in Gronau; Emmerich mainly in the Euregio Rijn-Waal. Both take part in the Interreg program IVA Nederland-Deutschland. The main focus of this program is to enhance economic cooperation. In order to achieve a better cooperation, investments should be made in strengthening of social-cultural and territorial cohesion in the border area (Interreg, 2014). Interreg wants to continue with successful cross-border cooperation partnerships, but also wants to invest in new impulses and initiatives for cross-border cooperation. Especially this last notion is important for the potential (enhanced) partnership between Doetinchem and Emmerich. Interreg further notices that problems facing regions with a declining population could better be taken care of in cooperation. Interreg addresses the problems with demographic changes in the newest program (Spaargaren, 2014).

The province of **Gelderland** is an actor where both the municipality Doetinchem and the Achterhoek have to deal with. The province (in partnership with the East-Dutch province of Overijssel) receives money from the European Regional Development Fund. When the money is received several projects can be sponsored from this (Provincie Gelderland, 2013).

The province is also responsible for the development and construction of provincial roads, like the N317 ('the missing link'). When this road is established the accessibility of Doetinchem

⁵ Aalten, Berkelland, Bronckhorst, Oost-Gelre, Oude IJsselstreek en Winterswijk

towards Emmerich, and vice versa, will significantly increase (Gerritsen, 2014; Cornelissen, 2014).

Apart from public authorities, companies also have much to gain from cross-border cooperation. The municipality Doetinchem cooperates intensively with the business sector in the so-called Economic Consult Doetinchem (Economisch Overleg Doetinchem, EOD). The chamber of commerce (Kamer van Koophandel, KvK), Cooperation Industry, Wholesale and Services (Industrie, Groothandel en Dienstverlening, IG&D), entrepreneurs of city center and center management (Berenbak, 2014; Legtenberg, 2014).

Furthermore the municipality participates in parkmanagement-organisations, businessclub Kleve, the 'West-Achterhoekse' cooperation 'development Businessareas', the Achterhoekse lobby towards The Hague, cooperation with the Rhein-Waal Terminal and higher education Kleve (Rhein-Waal Hochschule) (Gerritsen, 2014; Berenbak, 2014).

When we take a closer look at the business sector, there is special attention for the logistic sector. First and foremost is the company Wim Bosman, nowadays part of Mainfreight, is a very large business with its headquarters in 's Heerenberg. Most of the Euregional Business Area (EBT) consists of Bosman. Apart from Bosman there are other large logistical firms with their base in the area. Cooperation across the border is of great importance. For transshipment of products accessibility is essential; not only via road, but also via rail, water and air transport (Van Londen, 2014). The proximity of the Rhein-Waal Terminal, Bundesautobahn A3 and the German railroad network are of main importance for these companies.

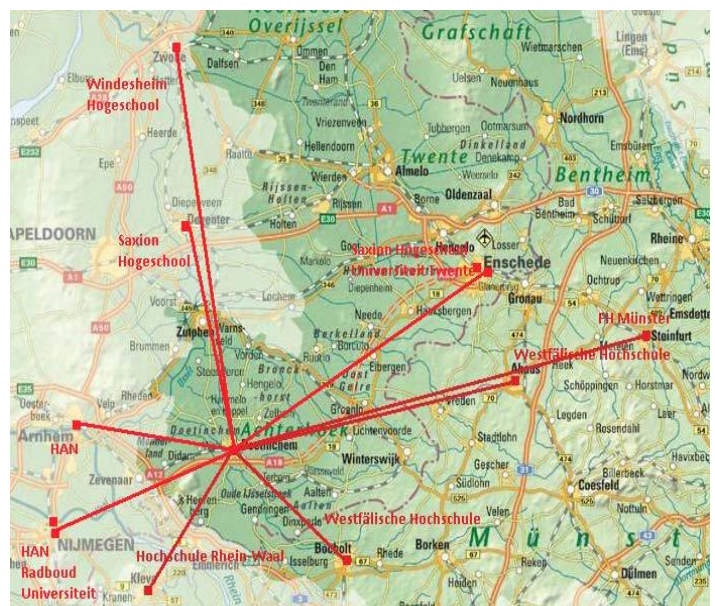
For the municipality and their West-Achterhoekse partners it is important that the sites on the new established business park A18 are being sold. Again, accessibility is essential; the rapid transit via A18/A12 and Bundesautobahn A3 towards Dutch and German centers is of great importance (Berenbak, 2014).

The business park A18 is managed by the four municipalities of West-Achterhoek (Bronckhorst, Doetinchem, Oude IJsselstreek and Montferland). The partnership is expanded with an intention statement that has been signed by Rhein-Waal Terminal and Stadt Emmerich (Berenbak, 2014). The intention statement consists of cooperation between the partners in the promotion of locations. When firms show an interest in the Rhein-Waal Terminal, the

Terminal will point out different locations, for instance Business Park A18 or EBT, which could be also of interest to these firms (Van Dinter, 2014).

Finally education plays a part. Via education cross-border cooperation could become more important. Language barriers could be overcome via bilingual education programs. Furthermore the acceptance of diplomas could be promoted and students could learn the procedures in the other country.

The region Achterhoek has no higher education facilities, apart from Vocational and Technical Education and Teacher Education for Primary School, which forces young talent out of the area. However, across the border there are possibilities to study at a university (Kleve and Bocholt). Studying nearby in Germany should be promoted since it does not only benefit the local economy but also the students themselves (gaining intercultural competencies) (Legtenberg, 2014).



I Position of higher education from Doetinchem

German students are plentiful in Dutch border universities, but vice versa the number is low. Dutch students show a lack of interest in Germany; the excellent reputation of German education is unknown, limited cross-border public transport and language barriers are the cause (Euregio, 2014). Students from the Achterhoek could benefit; it enhances their future possibilities and they can maintain their social network and weekend-jobs. Firms in the region benefit from students with German language skills, contacts across the border and German diplomas (Euregio, 2014).

8 Scenarios for the region

In this chapter I will present the different scenarios. First I want to look at some of the main uncertainties concerning the cross-border cooperation between Doetinchem and Emmerich. Continuing with the presentation of the three scenarios; first one where cooperation between the two cities will continue in the same manner, second where the border is becoming of less importance and we can see the establishment of a 'circle' region, and finally a scenario where the border is intentionally strengthen.

8.1 Uncertainties

As we have learned in chapter 3, borders can be viewed in different ways. Also the future of borders is yet unclear. There are those who believe that the border will eventually disappear, at least its relevance. Supporters of this theory believe in "strong globalization".

Others, including most of the geographers, believe that some borders might become less relevant, like in the EU, with the EU promoting integration of economic markets. But on the other side, there are also borders that become more significant. In a world where there is an increasing fear of terrorism and 'tsunamis of immigrants' border security increases and the border is very much relevant again. An example of these borders can also be found at the EU, on the outer borders; fences and sharpened rules and regulations results in a firm preservation of the border.

Not just policymakers attitude towards the border, but also the attitude of the people is an uncertainty. As mentioned in chapter 4, people perceive the border when they look for schools or jobs. The land across the border is 'far away' even though it might be physically nearby. So to say, policymakers can decide whatever, if the attitude of the people remains the same it is unlikely that people will search for jobs or education across the border.

Another uncertainty can be found in the question: 'Who is responsible for future developments?' With a scaling down of the government and more responsibilities for the private sector this question seems to be a logical one. As Dicken (2005) rightly states, 'the state does really matter' (Dicken, 2005, p. 169). Lejour (2003) has a similar mindset and for the creation of his scenario analysis for Europe he uses the responsibility-question on the x-ax. For Lejour (2003) this is an important question since it is uncertain how governments will react to

developments that put the public sector under pressure, like ageing, divide between low and high-skilled labour and individualization. What is clear is that the national governments are unable to continue on the old footing (Lejour, 2003).

And although capitalist state that the role of the state should be minimized it is very unlikely that the role of the state will disappear. For instance look what happened with the worldwide economic crisis, many of the banks had to come running back to the state and ask for help. Furthermore things like education and health-care will always be the predominant role for states.

8.2 Scenario ‘Logistic corridor’

When the municipality Doetinchem and Stadt Emmerich, or more broader speaking the cooperation between Germany and the Netherlands in this region will remain somewhat the same, the status quo, what will then be the future?

Nowadays the region Achterhoek focuses on Kreis Borken. Since Doetinchem is part of the Achterhoek and Emmerich part of another Kreis, namely Kreis Kleve, the cooperation between the two cities will consist of only small projects. Emmerich separately cooperates with the municipality Montferland, in the partnership EMMMO, and this will continually be the case. Doetinchem feels left out; there is no ‘D’ in EMMMO. Although there are some partnerships with Emmerich; the intention-statement of the Rhein-Waal Terminal and business park A18 being the most relevant one. There won’t be any public transport lines directly from Doetinchem towards Emmerich, since this is not viable according to the municipality. The only way to use public transport from Doetinchem to Emmerich includes a step-over in ‘s Heerenberg.

Cooperation across the border between corporate lives, however, sees a boost. As Manuel Castells already foresees; the political class is the most outmoded group in society (Oosterbaan, 1997). Logistic companies find each other, and the Rhein-Waal Terminal, and this will eventually lead to a Logistic Corridor. The regions around Doetinchem/Emmerich develop in to a logistic corridor, perfectly located between the main ports of Europe; the harbor of Rotterdam and the Ruhr area. With lots of place to expand further businesses and leading to an increase in employment.

8.3 Scenario ‘Made in Holland’

In this scenario the border is relevant. The scenario is based on the scenario ‘Longing’ of the book *Borderland* by Eker & Van Houtum (2013). As mentioned in chapter 6 this scenario will serve as a guideline for the scenario ‘Made in Holland’.

After years and years of experimenting cross-border community building, we must conclude that it is not working. Germans will consider themselves Germans, and Dutch will consider them to be Dutch. The differences between the countries are no longer considered as a barrier or something that needs to be overcome. There can be a united European Union, with all differences and borders maintained. The inhabitants of borderlands appreciate the role of the border, since it can have several advantages. In the case of Doetinchem, many of the Doetinchemmers will go grocery shopping and, particularly, alcohol-shopping across the border. Also the prices for gas are lower on the German side of the border. The Rheinpromenade with the restaurants and bars serves as a kind of holiday-experience. Doetinchemmers come to enjoy large meals for low prices. People consider it to be a day out, when they cross the border. Emmerichers will continue to come to Doetinchem, especially on the monthly Sunday opening of the city center and the market on Tuesday mornings.

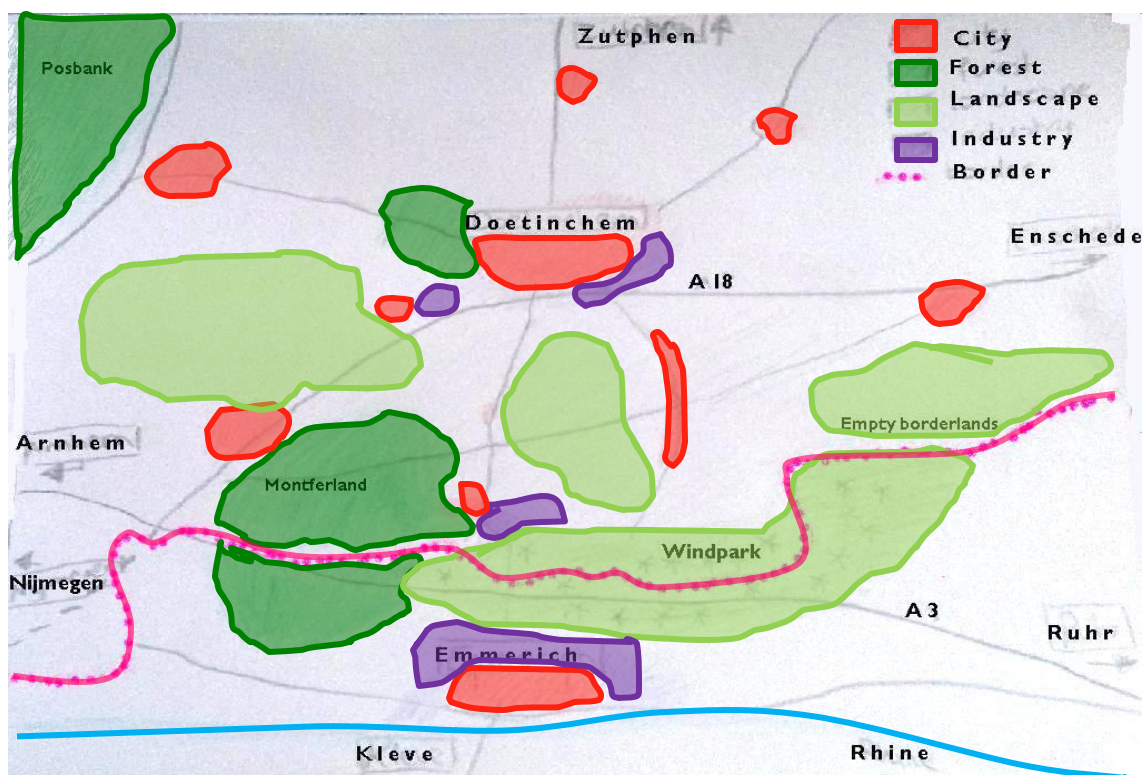
There is a different atmosphere, a different culture across the border. The houses look different from what they are used to; the language, with a few exceptional dialects, differ. This contributes to the feeling of being a day out. The container terminal at Emmerich will boost economic development, though for the time being only on the German side. In order to make the container terminal more accessible, the two motorways (A3/E35 and A57/E31) towards the Ruhr area will be linked, enhancing accessibility towards Germany’s centers of gravity.

There will still be Dutch people moving across the border, the prices in Germany are lower and there are less rules and regulations. However, the lives of these people will predominantly take place in the Netherlands; Dutch enclaves amidst Germany (Eker & Van Houtum, 2013). On government levels cooperation is limited. Both regions particularly turn away from each other, keeping the main focus on national centers of gravity. The region used in this study will therefore remain peripheral. The population will decline even further, leading to drastic measures as the demolition of existing houses. The regions will use the silence and quietness as a marketing point for the region. Recreation and tourism will be the main benefits for the regions.

On the borderland opportunities open up to build a large windpark, that will benefit the region Achterhoek as well as the Kreis Kleve and Borken. There has been much complaining recently towards the building of windmills close to the border. On the German side, many windmills have been built in order to foresee in sustainable energy. The region Achterhoek and the municipalities state in their future plans that they want to be a green region. When the borderland is left empty, room opens up to place windmills on the Dutch side of the border as well; resulting in a cross-border windpark, demarcating the borderland.

The forest of Montferland will have room to expand. The border is made visible in this forest as a cultural point of interest. The cross-border forest also has historical 'border' value, since the town of Hoch-Elten once was Dutch. In this forest you can experience the border.

The power of the nation-state is clear again. Both countries do what they do best; resulting in clever marketing slogans, we can already observe on our televisions now, like that of Persil 'German Quality' or Opel 'It's a German' or 'real Dutch cheese'.



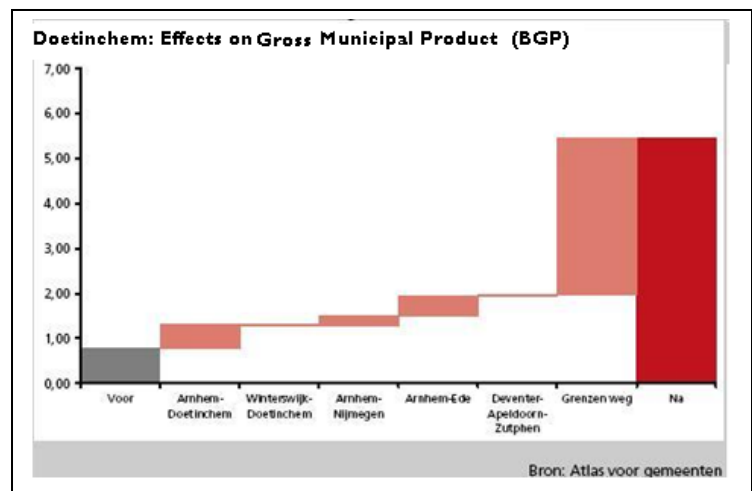
8.4 Scenario 'Doetinchem am Rhein'

In this scenario the border will lose its barrier function. The scenario is based on the scenario 'Community' of the book *Borderland* by Eker & Van Houtum (2003).

The European Union has been proven successful in the way they tried to involve the borderlands in national politics. The borderlands become regions of their own, with more influence in what is happening locally. The EU seeks to guarantee free movement of people, goods, services and capital. These are known as the 'four freedoms' for the EU internal market (Europadecentraal, 2006). Two parallel and related processes have emerged. One is regionalism, the other globalization; instead of working through national capitals, European regions are linking themselves directly to the global economy (Newhouse, 1997).

Institutions like municipalities, regions, provinces and the Euregions remain responsible for cooperation across the border, although the border has lost its relevance. Governments implemented rules and regulations that exist on both sides of the border, making it easier for workers and border region-inhabitants to work and live across the border.

The 'circle' around Doetinchem and Emmerich is considered to be full in this scenario. The two cities now form a close community, with both doing what they do best. According to research done by Marlet, Ponds & Van Woerkens (2013) proves that Doetinchem will benefit most if the border is removed; the second one from the right represents the effects on Gross Municipal Product (BGP).



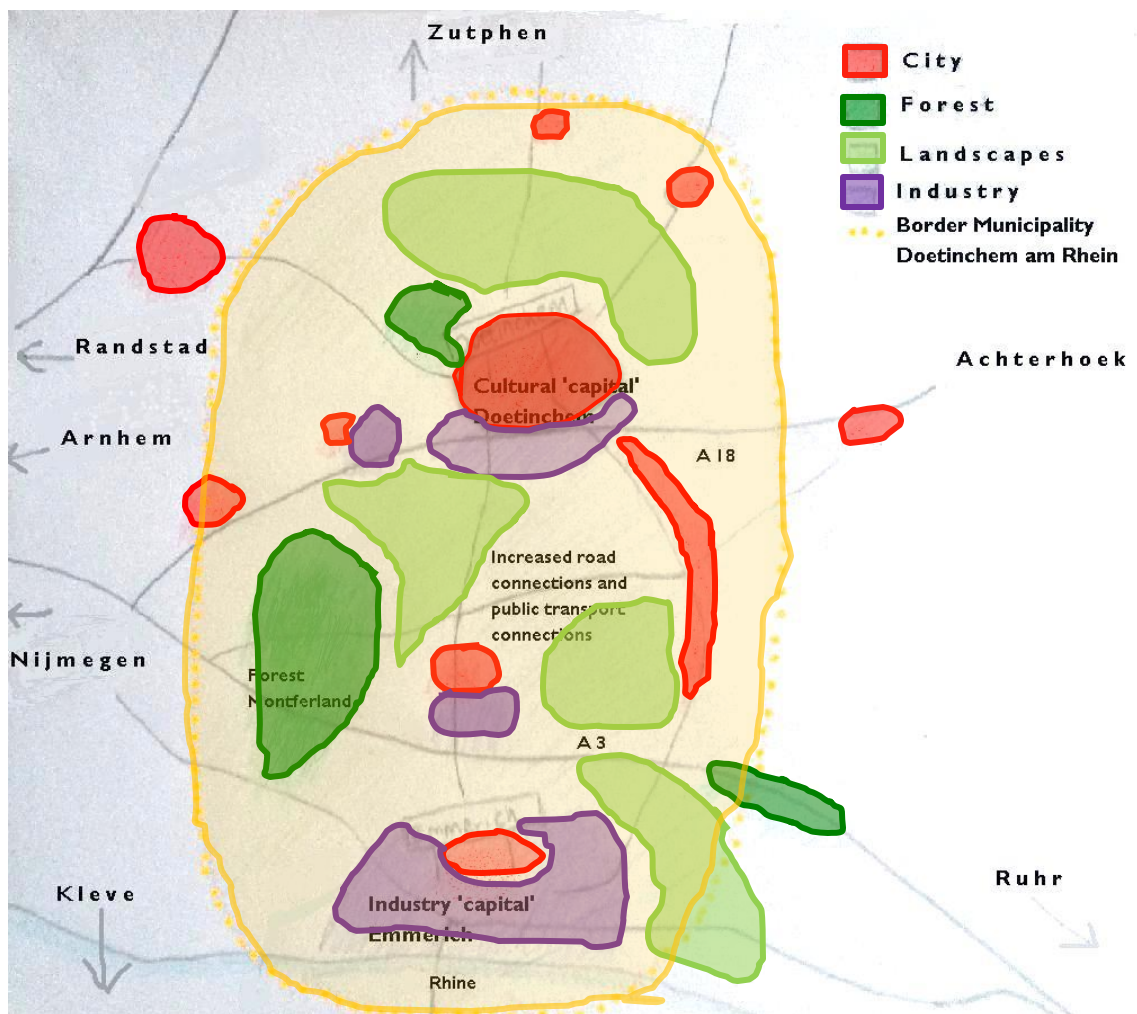
Emmerich is not known for its cozy city center. The center is surrounded by several industrial plants, giving the center a gloomy character. Since the two cities now cooperate in one region, and therefore decide what is best for their own; Doetinchem will develop its center further with a nice mixture of shops and hospitality services, Emmerich will develop its more industrial site. Logistical sectors and heavier industry therefore move away from the surroundings of Doetinchem towards Emmerich since there they can profit from the availability of the Rhein-

Waal Terminal, the international railroads and the Bundesautobahn A3. The businessparks surrounding 's Heerenberg and Emmerich will increase. Doetinchems businessparks will serve more of the service sector, providing a boom for the region since it brings higher educated workers to the region.

The small villages and emptiness of the region will bring tourists, here they can enjoy their rest, walk along the Montferland area and the Eltense Mountain, but can still enjoy the vibrant city that Doetinchem now is.

Education is bilingual, given the inhabitants of the region an advantage over their neighboring regions. Furthermore it will slowly remove cultural barriers that are still prominent between the two former municipalities. Students are introduced in the procedures of the different countries. Higher education is still limited in the region, but education in the, for the region important, sectors is excellent.

This one of kind region attracts many companies and therefor creates new job opportunities. Less young people will seek for jobs outside the region, since now their region is booming. This will lead to less population decline, although many of the inhabitants are still of age. The new generation will have a responsibility to reduce the mental distance of the different country of the older generation.



9 Conclusion

In the previous chapters the theory and research data have been discussed in order to answer the research question of this thesis. In the following and final part of this thesis the final results towards answering the research question will be discussed. After the introduction an overview will be given of the previous chapters, after which the research question will be answered and recommendations will be suggested. Finally, I will reflect on the research.

9.1 Conclusions

First we can positively state that there are many chances for the municipality Doetinchem across the border. This is not a new conclusion; a similar conclusion was drawn in the work of Marlet, Ponds & Van Woerkens, and policy makers. In the 'structuurvisie' just a single paragraph consisted of the future plans and benefits of cross-border cooperation. At the municipality it was already clear that more attention should be given to the possibilities on the other side of the border.

Both Doetinchem and Emmerich face an uncertain future, although some challenges are already in process. Demographic changes, the aging and decline of the inhabitants, have begun to cause problems. Furthermore the consequences from the global economic crisis are still noticeable. Unemployment has risen and several sectors experience difficulties (UWV, 2012). Moreover there are many similarities between both municipalities. Although the region points its arrows towards Kreis Borken, and both municipalities participate in different Euregions, there is much in favor of cooperation between Doetinchem and Emmerich. The proximity and accessibility makes Emmerich a more logical partner than cities in Kreis Borken. Both municipalities see the logistic sector as a solution to problems facing the lack of work for low-skilled workers, who are plentiful in both cities. Both parties are clear in their statements that cross-border cooperation is essential for the future.

But maybe, the municipalities could also benefit when the border is enhanced, the differences between rules and regulation in both countries can have benefits. The borderland is purposely left free and could function as cultural sights. Furthermore, with more attention given to sustainable energy, windparks already existing on the German side of the border could be expanded over the border and contribute to the green character of the region.

Now I want to present a short overview of the questions asked in the chapters before. As explained in the introduction the chapters will provide an answer to a key question. To summarize the previous chapters I will give a short answer to each of the sub questions.

What is the current situation in Doetinchem and Emmerich am Rhein, their policies, governments, cooperations, economies and interesting places? This question is answered in chapter 3. There are many similarities between the two municipalities, but the chapter also concludes that there are ways in which the two municipalities complement each other. For instance the city Emmerich has an excellent connection via rail and water, with the Rhein-Waal Terminal as most interesting place for the logistic companies surrounding Doetinchem.

What are borders, border-studies, borderscapes and cross-border cooperation?

This question is answered in chapter 4. It has given us insight in the many theories and ideas about borders and border regions. Cross-border cooperation is a method the European Union tries to promote, in order to make the border regions less peripheral.

What is a network and network-theory?

In chapter 5 this question is being answered. The theory of Koppenjan & Klijn (2004) is used in order to give us more insight in the actors involved and the way networks operate. Power relations and underlying perceptions need to be addressed to give a clear insight in the network.

What is a scenario and scenario planning?

Chapter 6 gives us more information about scenario-planning. The method used for this thesis is the one presented in the book 'Borderland' by Eker & Van Houtum (2013). The authors present three possible scenarios for the borderland; status quo, relevant borders in 'longing' and a scenario whereby the border is no longer seen as an obstacle – community.

Which actors play a role with the development of enhanced cooperation between Doetinchem and Emmerich am Rhein?

The network theory is applied to the case in chapter 7. In the chapter it becomes clear that there is a tangled web of actors participating in the arena of cross-border cooperation. Furthermore, all the actors have different perceptions, interests, strategies and sources.

What scenarios can be formulated with the knowledge gathered above?

In chapter 8 the scenarios are presented. Starting with an overview of uncertainties and trends, the three possible scenarios are introduced. First is the scenario of status quo, 'Logistic Corridor', whereby the governmental institutions continue on the same way as they are doing now, but businesses move closer to another, yet still experiencing difficulties with rules and regulations. The second scenario, 'Made in Holland', presents a future whereby the border becomes relevant again, but not just as an obstacle or barrier. It has become clear that cross-border integration is not working, but that it might have benefits. The ambition of the municipality to be green has much potential in this scenario. The last scenario, 'Doetinchem am Rhein', foresees a future of a local region. Doetinchem and Emmerich integrated in a common region, benefitting from the strengths they have combined.

Finally I will present an answer to the key question of this research.

What should the municipality Doetinchem do to enhance cross-border cooperation with Emmerich and could this cooperation face the challenges in the future?

We can draw two possible conclusions

- First that cooperation across the border can improve the economy of the municipality. Both between firms and on a governmental scale the barrier of the border can be reduced in order to profit from agglomeration benefits. From the horseshoe to a circle; a region of Doetinchem and Emmerich. Employment could also be found across the border; at the firms of Emmerich, or for the Germans in Doetinchem. The municipality could increase cross-border cooperation by making deals with the municipality Emmerich am Rhein. Certain rules and regulations need to be adapted, for instance the acceptance of diplomas. The language barrier could be overcome by investing in cooperation with the education sector. Bilingual, Dutch and German, education should be the norm. Local companies in the region benefit from students who manage the foreign language and are also aware of the procedures in both countries.
- Secondly, that cooperation could also be decreased. After years of trying to cooperate in the region, differences between culture, procedures, regulation, language and education seem to be too large to overcome. The municipality wants to be green and in this answer much room is open for becoming a more sustainable region. Windmills

are a well-known phenomenon at the border and a cross-border windpark contributes to the green character. The serenity of the region attracts tourist from both countries. In the Montferland-forest the border could be experienced as does the historical value of 'Hoch Elten'.

In the network theory it has become clear that there are many actors involved and they participate in a tangled network. All the actors are also part in other networks, have different policy areas and different perceptions, goals, interests and sources. To keep an overview of all these lines and arenas is a challenge. However, it is essential that knowledge and contacts from several networks are passed through. There should be one person responsible at the municipality to oversee all the different links and initiatives, and who could also function as central contact to connect the different actors, networks and initiatives. Furthermore this person could ensure that agreements and goals are act upon or if some policy domains require extra attention.

The scenario study provides us with information about the future. It is clear that cross-border cooperation cannot be achieved by one sector; when different layers of government, companies and education work together to reduce the barrier effect of the border, chances are optimal that cross-border cooperation becomes successful. It is important that consensus has been reached and sufficient popular support is needed. Research done by Marlet, Ponds & Van Woerkens (2013) proves that Doetinchem will benefit most if the border is removed, which provides motivation for this scenario. Then again, to become a green region there is also motivation to intentionally increase the border.

9.2 Reflection on research

Looking back on the research, there are some things I would have done differently, obviously looking back is always easier than looking forward. However, I would like to point out some things for others to learn from

9.2.1 Value network-theory

In this research we used the network-theory of Koppenjan and Klijn (2004). Using this theory we learn more about the actors and the background of the network. Perceptions, interests and strategies are often not made clear by communicating with actors; we can find these in the

way they behave and act, which leads to uncertainties in the network. Furthermore some actions that might be puzzling can be explained by the theory.

In this research underlying interest are tried to be identified. I tried to this by asking different questions and carefully analyzing answers given. It is, however, possible that interest are wrongly interpreted and that a distort image is created. Furthermore, most of the information gathered is done whilst doing an internship at the municipality Doetinchem, which could possibly has influenced my way of interpreting answers given by other actors.

9.2.2 Scenario-planning

Scenario-planning is a way to handle uncertainties about the future. First I used a well-known method for scenario-planning, whereby four scenarios are established in a matrix. However this resulted in a puzzling process over what should be the x and y-axes. I first tried to use borders on one axe, companies versus government on the other axe. But I soon realized that it is not that black and white. Companies cannot change rules, and government decisions are always of importance. Then I decided to use the theory as presented in the book 'Borderland', for the case this was a logical decision. The book presented ways in which the borderland could be seen in the future. But since we are still just speculating in the creation of scenarios this method is just a story. Scenarios might give uncertainties a place, but cannot take it away. Scenarios cannot predict the future; it can only give certain possibilities.

9.2.3 Used methods

For this research several methods have been used. First and foremost I followed a four months internship at the municipality Doetinchem. Most of the information used in this research is gathered during my stay there. Of course, this results in a bit of a one-sided view of the possible cross-border cooperation between Doetinchem and Emmerich, since I did not spend an equal amount of time at the municipality Emmerich am Rhein. My lens is thus colored in favor of Doetinchems efforts.

I have done an extended document analysis in order to get insight in the problems facing the municipality and the region. Unfortunately the main document used for the municipality Emmerich am Rhein dated back to 2006. This is the last 'Leitbild' that the municipality

presented, but does not elaborate on the problems after the economic crisis, since the crisis did not set in for another 2 years.

Also I have spoken to many actors involved in cross-border cooperation. However, for a more complete picture I would definitely had to do more in-depth interviews.

9.3 Recommendations

Considering the literature, the data and the conclusions that have been drawn, the following part of this thesis will contain recommendations for the municipality and for improvement.

9.3.1 Suggestion for the Municipality Doetinchem

- There should be one person who is responsible for maintaining and forming cross-border cooperation. Now different policy domains work with different policy domains across the border. There is no overview of who is doing what across the border. This person will remain an overview, is the central contact, generate links and communicate from the inside out.
- A link should be created with people in Emmerich, to establish direct contact.
- Known networks should be made transparent and comprehensible.
- The differences in systems should be made transparent and comprehensible; differences in information, certificating, diplomas and building- and milieu regulations.
- Differences in rules and regulations should be put into perspective.
- It should become clear what differences in culture and mentality exist in order to prevent inconveniences.
- Investments should be made in projects and programs to boost bilingual education.
- Dutch students should be stimulated to study in Germany. This will result in maintaining students in the region and boost local economy. Possibly masterclasses 'German culture and language' should be facilitated.
- When links are improved and more cross-border connections are made, new attention should be given to a public transport line between Doetinchem and Emmerich.
- The possibility of withdrawal from too much cross-border cooperation should be considered. The creation of an empty borderland and large windparks could also be a good alternative for future development.

9.3.2 Suggestion for improvement

This research could have been improved if an equal amount of time was spent at the municipality Emmerich am Rhein, to get a more detailed insight in the workings of the municipality, its standpoints and its views. Also the municipality Doetinchem had a quite colored view of the willingness of the municipality Montferland. According to many people I have spoken over the course of the internship I have heard several times that the municipality Montferland is only willing to participate in cooperation's if it will benefit their one municipality. Sometimes Montferland sits at the table with city-region Arnhem Nijmegen, sometimes with the Achterhoek. According to Gerritsen (2014) the municipality is not interested in putting in the work for improving the entire region. Van Dinter (2014), rightfully, states that it is not a point of willingness but of a short viewed eye. This is an example of how staying in one place can give a certain lens.

More in-depth interviews should be held in order to get more knowledge of the standpoints of all the actors involved. Now only three interviews have been held, apart from different 'small' conversations. When having more in-depth knowledge the scenarios could have been extended and probably be more accurate.

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Annexes

Annex I Interviews:

Interview with Jaap Berenbak

Function: Account manager, advisor Economic Affairs Municipality Doetinchem

Location: Town hall Doetinchem

Time: 28 August 2014 14.00

Before: After a short introduction in the research and a thanking for the cooperation in this interview the following conversation started;

Summary:

Jaap Berenbak is advisor for economic affairs and manages account for corporations. He also takes seat in the business-club of Kleve. First international policy of the Municipality Doetinchem focused on the town-twinning's with La Libertad - Nicaragua, Pardubice – Czech Republic and Raesfeld – Germany. However over the years less focus is giving to twinning's and more focus on regional cooperation.

Berenbak was personally involved in the Millennium municipality of Doetinchem. However when he received other tasks and had to delegate the tasks to someone who did not see this as a priority. Therefore not much is done with the concept of Millennium municipality.

With Emmerich am Rhein a letter of intent is signed, meaning that the municipalities will actively work together in promoting their locations. This letter of intent is signed by the municipalities of Bronckhorst, Doetinchem, Oude IJsselstreek, Montferland and Emmerich and also by the Rhein-Waal Terminal Emmerich. Whenever companies or organizations show interest in for example the Rhein-Waal Terminal, they will also learn about Business-park A18 or Euregional Bedrijventerrein.

The problem with cross-border cooperation is for the most part that of the language-barrier. Other problems, for instance problems in education-forms or rules and regulations could be conquered, according to Berenbak. On education-forms there is already progress made, the Dutch school of 'Graafschap College' works together with the German 'Rhein-Waal

Hochschule'. In cases whereby Dutch students obtain for work in Germany, a small 'Praktikum' or internship will be done in cooperation with the 'Hochschule' and vice versa. Continuing Berenbak speaks about an economic Euregion, somewhat a network-construction between different organizations in the region. The Chambers of Commerce withdrawal from these cross-border cooperation networks, and therefore a role for the municipalities and other governments as facilitator is required.

Interview with Werner van Dinter

Function: Account manager Companies municipality Montferland

Location: Town hall Doetinchem – telephone

Time: 29 August 2014 09.30

Before: After a short introduction in the research and a thanking for the cooperation in this interview the following conversation started;

Summary:

Werner van Dinter is manager over the account of companies at the municipality Montferland and as such closely related to cross-border cooperation. Many of the logistic companies in 's Heerenberg (Wim Bosman, JCL Logistics, Rabelink, Wincanton, HIT Starintex) chose the location due to its proximity to the German-border. These companies expect a close cooperation with the neighboring city and specific the Rhein-Waal Terminal.

Due to the concentration of logistic companies close to the border the region Liemers (located south-west of the Achterhoek) started the 'Logistiek Expertise Centrum (LEC)'. The idea was that the organizations involved could learn from each other and so enhance their companies. However three years past and it has become clear that the logistic centers were not so kind on showing their competitors what they have had in store.

When asked about the cooperation in the region and who not and to include, van Dinter was very clear. It is not about municipalities, he claims, but it is necessary to broaden the view. He

speaks about a delegation from Vietnam who recently visited the municipality and it was very clear that people from Vietnam don't care what municipality they engage with, but more in what area (West-Europe, close to Randstad and Ruhr).

Interview with Joke Emaus

Function: Manager external affairs Regio Achterhoek

Location: Town hall Doetinchem – Telephone

Time: 07 October 2014 10.00

Before: After a short introduction in the research and a thanking for the cooperation in this interview the following conversation started;

Summary:

Joke Emaus is responsible for the cross-border cooperation of the region Achterhoek. The region primarily focuses on its direct neighbor of Kreis Borken. However there are initiatives for more cooperation between Emmerich and Montferland and Kreis Kleve.

One of the main goals for the region is trying to stay attractive for young people. Especially higher educated people tend to move out of the region due to a lack of jobs and opportunities. This is also true for the region across the border. To tackle the problems arising from the demographic changes the region has set up many projects; CIVON, ICER, Achterhoeks Centrum voor Technologie, Fieldlabs, BICON, BIC, CJOOA, Achterhoek 2020 Jong. These projects all serve the goal of maintaining a viable region. There are also programs in cooperation with regions in Germany. The first one is with its partner Kreis Borken; Actieprogramma Regio Achterhoek-Kreis Borken 2014-2020. This project will look at opportunities to increase economic chances by cooperating with the region Borken. Emaus is hoping to intensify the cooperation and the eventual fading of the border. For this project money has been received from the ministry of interior affairs and Interreg V. Further financial assets are received by the cooperating municipalities, the regions and the province.

Another project consists in cooperation with Niedersachsen and Nordrhein Westfalen; to create cross border labor market and labor mobility.

Emaus states that cooperation in the European Union has its roots in the area. The region Achterhoek and Twente together with the German Rhein-Ems Kommunalgemeinschaft were the founding fathers of a trans-border parliament. Today the Euregion has parliament many members and staff and all are willing to cooperate, despite language barriers. With closer cooperation, the region will benefit and so will the municipalities.