Innovative redevelopment projects for agricultural vacancy?

Opportunities and constraints on innovative redevelopment purposes for vacant agricultural building plots in region Achterhoek

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Master thesis – Human Geography
2016
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Master thesis Human Geography
Urban and Cultural Geography
Nijmegen School of Management
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July 2016

Radboud Universiteit Nijmegen
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Preface

I proudly present you my master thesis ‘Innovative redevelopment projects for agricultural vacancy?’ This research was the last challenge to complete the Human Geography master at Radboud University Nijmegen.

Raised on the edge of a small town, I have been exploring the countryside since I was a little girl. The contrast of a spacious, peaceful environment and dynamic rural processes intrigue me. In recent years I have become aware that rural areas are increasingly under pressure: existing agricultural firms are expanding due to scale enlargements, while other farms become vacant in the same area. This suspicion was confirmed in the summer of 2014 due to a sudden abundance of media attention regarding an expected ‘explosive’ increase of agricultural vacancy in the near future. Since there was also an emergency call for innovative redevelopment opportunities for these vacant buildings as they are often unsuitable for conversion to mainstream economic activities, I found a topic for my thesis. I also discovered that due to demographic shrinkage and geographical location region Achterhoek has little potential for regular re-use of former agricultural firms. In previous studies, such as my bachelor thesis, I already concluded that this region is very entrepreneurial with many initiatives relating the physical environment and management of public space. It made me curious how this region would deal with increasing agricultural vacancy and attempts for (innovative) redevelopment projects.

While conducting this study I photographed many vacant agricultural buildings, which now decorate this thesis, to underline the relevance of this study.

Throughout the writing process several people helped me to reach my goal. First, I would like to thank Rianne van Melik who was my supervisor during the entire research process. Although writing my master thesis did not always go the way it was planned, I could always expect help by endless conversations, lots of advice and practical tips. I would also like to thank Hilbrand Faber for the fantastic internship at, ‘programma Ruimte’, province Gelderland. I learned a lot about the affairs of the province and (transformation) processes in rural areas. Thank you for introducing me to so many interesting people, taking me to excursions and the opportunity to contribute to the regional project ‘Zon op erf’. Furthermore, special thanks go to my respondents, without whom this thesis would not be written. Thank you for your willingness and patience to answer all my questions. Finally, I would like to thank my family and friends. You were always there for me to discuss the topic when I was in doubt and supported me to finish the work.

I hope you will enjoy reading and that this master thesis might be an inspiring contribution to the preservation of a vital countryside for both present and future generations.

Renate van Haaren

Oss, 29 July 2016
Executive summary

Research Institute Alterra Wageningen UR expects that within the coming twenty years an area of 32 million m² agricultural enterprises will lose their original function. Except historical farms, also large (cubical) sheds built since the 1970s are expected to become vacant soon. Since it will be difficult to find new destinations for these buildings, this agricultural vacancy might cause petrification and deprivation of the spatial quality of Dutch rural areas. Therefore, stimulated by the rapport of Alterra, province Gelderland asked for new business cases regarding the redevelopment of agricultural vacancy, in addition to the mainstream redevelopment projects.

Therefore, the central question of this study reads as follows:

*To what extent are current, innovative, redevelopment initiatives in region Achterhoek for vacant agricultural building plots influenced by several opportunities and constraints?*

After the demarcation of this study, a theoretical framework was established in chapter 2. The theoretical framework discussed the main concepts of this study, innovation related to rural transitions and the four dimensions of the policy arrangements approach, which resulted in a conceptual framework. Innovation related to rural transitions refers to vacant agricultural buildings which need to be deployed in innovative ways, to prevent deprivation of the countryside. Innovation can be distinguished in product, process, position and paradigm innovation. Within the policy arrangements approach regarding initiatives to redevelop vacant agricultural building plots both content and organisation of the policy domain are taken into account by means of four dimensions: ‘actors and coalitions’, ‘resources and power relations’, ‘rules of game’ and ‘discourses’. These interconnected and equivalent dimensions are assumed to have an influence on the progress of a redevelopment project, and thus revealing opportunities and constraints. Hence, in this study it is analysed to what extent innovative redevelopment projects are influenced by assumed innovation and the dimensions of the policy arrangements approach.

As a result, this research is conducted, during an internship at province Gelderland, on the basis of a single case study on innovative redevelopment initiatives in region Achterhoek. Within the single case study, two sub cases engaged in the execution of an innovative idea were selected. One case concerned project ‘Ni’je Naobers’ in municipality Winterswijk which concerned a project to redevelop vacant farms into several residential units for the rental sector. The other case, ‘NL Solarpark ‘de Kwekerij’’ in municipality Bronckhorst, concerned the development of a solar park on the ground of a former agricultural enterprise. In order to collect empirical data, the theoretical framework was operationalised and interview guides were prepared. By means of these interview guides semi-structured interviews were conducted. These interviews were transcribed and coded by means of both deductive and inductive coding. In addition, policy documents were analysed regarding the issue.

First, it was studied what elements the selected projects in region Achterhoek contain that could possibly influence the development process. It became clear that both initiatives were created by an innovative idea. Project ‘NL Solarpark ‘de Kwekerij’’ was initiated from a paradigm innovation concerning a change in mental models regarding sustainability and project ‘Ni’je Naobers’ was initiated through position innovation regarding their ideals of ‘naoberschap’. Regarding project ‘NL Solarpark ‘de Kwekerij’’ in municipality Bronckhorst the production innovation involves the aesthetic element of the park. If the project was a straightforward solar park, the project would already be constructed. Project ‘Ni’je Naobers’ in Winterswijk in contrast, four residential units will be developed in a farm by means of an all-new process. Instead of a top-down regulated project, the organisation of ‘Ni’je Naobers’ attempts to develop the financing, search for residence among
other things, on the basis of volunteers in several work groups. Hence, it was concluded that the process innovation in Winterswijk is more complex than the product innovation in municipality Bronckhorst. This is due to the degree of innovation of which the project consists, since many exploratory tasks must be completed which entail risks regarding an (un)successful ending of the initiative.

Then, it was studied to what extent the selected redevelopment projects are influenced by prevailing legislation and discourses from local authorities. It was discovered that provincial and regional policies regarding redevelopment of vacant agricultural building plots have much in common. Moreover, these local authorities are willing to facilitate redevelopment projects if this leads to an improvement of the spatial quality. Based on these provincial and regional policy documents, both municipalities Bronckhorst and Winterswijk are willing to facilitate the selected projects ‘NL Solarpark ‘de Kwekerij’” and ‘Ni’je Naobers’, by means of customisation. This means that both municipalities want to deviate from the prevailing zoning plan in order to enable the project. Their motivation for facilitating the project is that they state that the vitality of the countryside is under pressure due to the increasing agricultural vacancy. All other municipalities in region Achterhoek do not see the agricultural vacancy as an urgent problem yet and perceive vacancy in the centre of villages as more pressing.

In addition, it was studied to what extent organisational factors could influence the redevelopment projects. It became clear that formal authorities could influence the initiative by facilitating in ‘compulsory’ procedures. However, the project also encountered negative influences from the local authorities. Both in municipality Winterswijk and Bronckhorst regulations hinder the development of the project regarding production and financial resources. Moreover, province Gelderland does not facilitate in project ‘NL Solarpark ‘de Kwekerij’”, as they have no experience with such a project. Furthermore, a sense of urgency and a stabilisation of actors are necessary for the progress of the initiative. Short communication lines are essential so that all involved actors have a clear picture of the state of affairs of the development process. If the communication is not clear to some actors or the progress is too slow, it seems as if the sense of urgency to develop the project disappears. This might be a direct link with owning or acquiring expertise. If actors can contribute expertise to the process or have an (professional) network with a lot of expertise, this might influence the (speed of the) accomplishment of financial or production aspects. Furthermore, due to expertise of involved and hired external actors there might be a certain view on realisation since ways can be found to develop certain aspects of a project. As came forward in this chapter, it is impossible to develop all your own expertise. By reinventing the wheel, the process might take too long, so the involved actors become demoralised and quit the project.

In conclusion it became clear that degree of innovation, facilitating by formal authorities, sense of urgency, stabilisation among actors and expertise might influence the opportunities and constraints of innovative redevelopment projects.
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Chapter 1
Research introduction
Chapter 1 Research introduction

‘Silent revolution on the countryside’ (Havermans 2014, translated from Dutch).

1.1 Project framework

From the second half of the twentieth century the number of farms in the Netherlands has decreased by more than 80 percent (CBS, 2014). Research Institute Alterra Wageningen UR expects that another 16,000 to 24,000 Dutch agricultural enterprises, covering an area of 32 million m², will lose their original function within the coming twenty years. Hence, it is estimated that this vacancy will transcend the expected Dutch vacancy in m² of offices, retail and industrial premises combined. Depicted in figure 1.1 (Gies, Nieuwenhuizen, Smidt & Beun, 2014) the absolute data shows that the expected agricultural vacancy differs strongly by municipality. In particular municipalities the eastern part of the Netherlands, including the province of Gelderland, are expected to be confronted with vacancy of agricultural premises.

The decrease of farms is the result of an ongoing trend of various political, economic and technological developments in rural regions in Western Europe since the 1950s (Van der Vaart, 2005). The demands of ongoing scale enlargements and modernizations in agriculture are causes for this agrarian vacancy. Furthermore, this is affected by farmers of old age who often lack a successor, financial problems and complex legislation (Verhoeve, De Roo & Rogge, 2012). According to Gies et al. (2014), the discourse regarding agricultural vacancy is particularly focused on redevelopment to new functions related to the socio-economic vitality of Dutch rural regions. For decennia Dutch spatial policies determined that only the main functions of agriculture, nature and recreation belonged to the countryside. Therefore, redevelopment of vacant farms to exclusively residence or non-agricultural economies was not permitted (Van der Vaart, 2005). Provinces and municipalities feared possible negative impacts of these new purposes, such as traffic congestion, noise- and pollution problems (Daalhuizen, Van Dam & Goetgeluk, 2003). However, today, they see redevelopment of agricultural vacancy increasingly as an opportunity for revitalization of rural areas. Hence redevelopment to residence and non-agrarian economies is now allowed due to current frameworks defined in spatial policies (Gies et al., 2014). For instance the policy for rural homes (‘wet plattelandswoningen’) and the ‘space-for-space’ arrangement (‘ruimte-voor-ruimte’ regeling) which allows demolition for redevelopment (Beun, 2014). As a result, Dutch rural areas have increasingly become multifunctional spaces rather than only spaces of agricultural production (Woods, 2011).
However, due to the financial crisis there are both less dwellers and entrepreneurs who wish to settle in rural regions (Platform31, 2014). Therefore, an oversupply of vacant farms exists at non-market prices and redevelopment is complicated by difficult financing and prospects to recover the investment (Gies et al., 2014). Moreover, agricultural buildings containing large cubical sheds, built in the period 1970-2000, will become vacant soon (Verhoeve et al., 2012). Built in a period of strong rationalization and scale enlargements, these buildings are largely unsuitable for other uses. Yet, they are too outdated to be purchased by other farmers for scale enlargements (Markantoni, Koster, Strijker & Woolvin, 2012). Redevelopment of these building plots is complicated by asbestos which is often incorporated in the walls and roofs of the buildings (Bahk, Yeyong, Lim & Paek, 2013). Furthermore, according to the Netherlands Environmental Assessment Agency (PBL), spatial policies regarding agricultural vacancy provide insufficient space for innovative redevelopments and solutions from society and private sector (Beun, 2014). Lack of knowledge of the problems and opportunities related to non-agricultural redevelopment hinders municipalities to create an active policy on this matter (Gies et al., 2014). While local authorities are working on their spatial policies for redevelopment, innovation often occurs through regional initiatives. However, often ‘these initiatives come up against a glass ceiling of regulations and procedures’ (Horlings, 2010, p.17).

New redevelopment opportunities to sustainable and societal functions become more significant. Especially, since increasing agricultural vacancy might cause petrifaction and deprivation of the spatial quality of Dutch rural areas (Meraner, Heijman, Kuhlman & Finger, 2015). Yet, it is unclear how goals regarding agricultural vacancy redevelopment can be accomplished with an assumed lack of initiators and financial resources. The challenge for provinces and municipalities is to adequately respond to the described issues. As Platform31 (2014) state, regional and local governments should not only check the permit conditions regarding redevelopment. Instead, new forms of governance should be studied, since this society is no longer a public sector’ stronghold that determines the direction (Murray, 2010). Actors from the private sector and civil society are increasingly involved as well (Markantoni et al., 2012). Hence, in this contemporary network society there is an increasing search for multi-actor and multi-level governance between several actors, regimes and discourses (Hajer in Arts & Leroy, 2003).

The policy arrangements approach is based on this interplay between traditional policy making and -steering and innovative governance (Wiering & Arts, 2006). The arrangement brings together content and process of policy- and decision making related to the institutional context (Boonstra, 2004). Therefore, by means of this policy arrangements approach this study will analyse the content and process of innovative redevelopment projects for agricultural vacancy in the Achterhoek. In this region it is estimated that 50 percent of the vacant agricultural buildings cannot be redeveloped into new functions (Gies, Smidt, Van Och & Vleemingh, 2015). However, despite described events, there currently are innovative redevelopment initiatives in progress in the Achterhoek, province Gelderland (Lekkerkerker & De Vries, 2014). Understanding of the opportunities and barriers about the development of these projects might provide knowledge on how the initiatives are affected by legislation, collaboration of actors, (mutual) power relations and discourses by which they operate.

Today the idea that ‘the government’ should solve spatial problems makes room for the extent where the government becomes a partner (Janssen, Luiten, Renes & Rouwendal, 2014). This illustrates a fascinating search for a new relationship between government, public sector and civil society which might be a stepping stone towards a new long term direction for innovative redevelopment opportunities to decrease agricultural vacancy.
1.2 Research objective and central question

In the project framework it became evident that new or additional strategies regarding redevelopment of vacant agricultural building plots are necessary to prevent petrifaction and maintain spatial quality (Gies et al., 2014). Also, ‘given the scale and complexity of the problems regarding vacant agricultural buildings, actors from governments, businesses and civil society need to take up the challenge together’ (Gies, et al., 2015, p.1, translated from Dutch).

As Horlings (2010) states currently several governmental layers are working on facilitation of their spatial policies regarding redevelopment processes. Moreover, in present society, actors are highly connected, sharing their experiences and resources. Through this co-creation new capabilities might be developed, which may lead to innovative redevelopment opportunities (Pike, Rodríguez-Pose & Tomaney, 2006). But according to Suurmond, Rutgers and Geerse (2015) there are still obstacles in the sphere of funding, regulation and cooperation between state, market and civil actors regarding redevelopment processes. It is therefore important to provide insight in these processes regarding innovative redevelopment projects for vacant agricultural building plots. Hence the research objective reads as follows:

To contribute to knowledge concerning redevelopment of vacant agricultural building plots by conducting an analysis to current innovative redevelopment opportunities in region Achterhoek.

In response to the project framework and research objective, the central question reads:

To what extent are current, innovative, redevelopment initiatives in region Achterhoek for vacant agricultural building plots influenced by several opportunities and constraints?

According to Woods (2011) there is currently a shift from the notion of rural space as ‘preserved countryside’ to a ‘new rural development’ paradigm aimed at rural transformations. Woods (2011) notes that ‘the mode of delivery for rural development has also shifted from a top-down approach to a bottom-up model. Whereas rural modernization was led by the state and involved significant direct state intervention, the new rural development paradigm sees the state as facilitating rural development that is led by rural communities themselves’ (p.141). Hence, the processes of redevelopment initiatives might be influenced by several governmental layers with their legislation and discourses, but, in contemporary society, also by the organisation of the project itself.

In addition, the nature of the project might also influence the redevelopment process. As Bessant and Tidd (2015) argue, in particular innovative projects are essential to maintain a vital countryside that is increasingly faced by economic, demographic and agricultural challenges. However, one can distinguish innovation in various types and degrees. This might affect the time span and success of innovative redevelopment projects, since all types and degrees of innovation require different processes, tasks and activities.

Hence, in order to answer the central question, three sub questions are established:

What innovative elements do the selected projects in region Achterhoek contain that could possibly influence the development process?

To what extent are the selected redevelopment initiatives influenced by the prevailing rules of game and discourses?

To what extent are the selected redevelopment initiatives influenced by organisational factors?
1.3 Societal relevance

The issue of increasing agricultural vacancy in the Netherlands is mostly driven by neoliberal thinking regarding maximizing the food production (Rosin, Stock & Campbell, 2012), capitalist thoughts about scale enlargements (Woods, 2011) and demographic decline. Although the issue of agricultural vacancy is not a new societal problem, recently the report of Research Institute Alterra Wageningen UR caused an abundance of media attention. They expect an ‘explosive’ increase of agricultural vacancy in the near future. Except the historical farms, also large (cubical) sheds built since the 1970s are expected to become vacant soon. For these buildings it will be difficult to find a new (economic) destination (Gies et al., 2014). Therefore, it will be essential to investigate innovative solutions for redevelopment, in addition to the usual redevelopment ideas.

Inspired by this Alterra report, in July 2014 a resolution\(^1\) was adopted by province Gelderland which requested new business cases and funding regarding redevelopment and demolition of vacant agricultural buildings plots. Furthermore, regional and local governments see vacant agricultural locations increasingly as a change for revitalizing the countryside to counteract possible deprivation. Especially, since there is a need to remediate 100 million m\(^2\) asbestos from agrarian buildings before 2024. However, possibilities for them to act accordingly are troublesome due to legislation and finances (Beun, 2014). Also, until now many municipalities make little use of the policy for rural homes (‘wet plattelandswoningen’), which allowing vacant agricultural buildings to be redeveloped into residence (NVM, 2014).

Moreover, it is assumed by Horlings (2010) that vital coalitions between actors from state, public sector and civil society might yield sustainable and affordable projects. Hence, today, in the Netherlands there is already a growing interest in initiatives and active involvement of actors from the public sector or civil society. The (un)conscious idea that the government should help an initiative up front, is changing in to what extent the government, as a partner, is needed to make an initiative a success (Lekkerkerker & De Vries, 2014). Minister Schulz – Van Haegen (infrastructure and environment) even puts the primary responsibility of provinces and municipalities to compromise between co-creation and facilitating (Platform31, 2014). However, only few municipalities offer a vision on how to deal with initiatives from other actors than the state or in cooperation with other actors (Meraner et al., 2015). As Janssen et al. (2014) notice ‘responsibility for the quality of life and the contribution of heritage will come to rest with new public-private partnerships whose success will not always be guaranteed from the outset’ (p.16). These arguments demonstrate the urgency of this matter. In addition, in order to keep vacant agricultural building of benefit for man and environment, it is essential to respond to current developments (Beun, 2014) and to increase this awareness among governments.

Hence, the aim of this research is providing recommendations to province Gelderland and (municipalities of) region Achterhoek regarding facilitating, innovative, redevelopment projects by means of cooperation with actors from the market sector and civil society. By gaining knowledge regarding current redevelopment processes this study might be a stepping stone for provincial, regional and local governments to counteract against agricultural vacancy and maintain spatial quality on the countryside.

\(^1\) Motie (art 37 RvO) Agrarische bebouwing. Nr: 14M46
1.4 Scientific relevance

This study regarding new redevelopment opportunities for vacant agricultural buildings is not only relevant for society, but also for science. Conversion of traditional farms to non-agricultural (side)activities has already been long of interest in scientific studies. For instance, the research of Daalhuizen et al. (2003) concerning the redevelopment of former agricultural buildings by non-agrarian entrepreneurs. Markantoni et al. (2012) studied the impact of (side)activities on rural development and Verhoeve et al. (2012) presented a measuring tool to document and analyse rural economic diversification. All articles agree that redevelopment of vacant agricultural building plots is an opportunity to preserve the countryside and give continuity to the traditional buildings. In addition, Verhoeve et al. (2012) is calling for further research regarding diversification initiatives in rural areas studied from different perspectives to reveal opportunities and threats regarding these projects. This study will answer the call of Verhoeve et al. (2012) and attempt to contribute to science by studying the elements which might influence the development of these projects both for traditional farms and large sheds on vacant agricultural building plots (‘other buildings’ as referred to in Verhoeve et al. (2012)). The latter is still scarcely discussed in scientific literature as this problem is ‘expected’ in the near future (see societal relevance).

Moreover, contemporary society can be seen as a network society where actors from state, market and civil society can be included or excluded in a process (‘network’) based on added value (Castells, 2004). As a consequence, there is currently a search for a new dividing line between responsibilities and roles of different actors (Hajer in Arts & Leroy, 2003; Lekkerkerker & De Vries (2014). This refers to level and control of resource allocation and involvement of an actor in (redevelopment) initiatives. Since this search regarding interaction patterns among actors is ongoing, it is far from clear on how actors can collaborate to establish successful projects. However, it is assumed that this ‘complexity of issues and actors is difficult to manage for current policy institutions’ which ‘hampers the capacity to act’ (Horlings, 2012, p.121 in Sotarauta, Horlings & Liddle, 2012). Hence, in order to maintain rural spatial quality, insight is needed in interaction patterns and cooperation structures between actors concerning initiatives for redevelopment of agricultural vacancy.

This study is scientifically relevant as well, because of the modified use of the policy arrangements approach. This approach contains multiple dimensions that exert their influence on policy making and implementation. According to Van Tatenhove, Arts & Leroy (2000) the policy arrangements approach has originally been developed to analytically map the environmental politic domain in content and organisation at certain points in time. But they argue that ‘new cases should be studied to enrich the policy arrangement approach. One could think here of policy domains which have not been covered [...] as about other types of arrangements’ (p.213). Therefore, this study focuses on the policy domain regarding (innovative) redevelopment of vacant agricultural building plots. Moreover, inspired by the study of Arts, Bruns, Leroy, Liefferink and Van Tatenhove (2001) instead of mapping the policy domain, the approach will be applied to an analytical analysis regarding opportunities and constraints in current redevelopment processes.

Furthermore, Arts et al. (2001) states that ongoing transitions are a precondition for a sustainable society. In addition, Woods (2011) adds that ‘rural change occurs by modifying the individual components in rural configurations, substituting them for different components, or rearranging existing components in new ways’ (p.291). Hence, by means of this study to innovative redevelopment projects for agricultural vacancy it can be explored if we are on the threshold of a pre-development stage regarding a transition to maintain a vital and sustainable countryside. Even though this is not the main objective of the study, the result might certainly contribute to the discussion.
1.5 Research model

According to the research model, depicted in figure 1.2, the steps of this research are presented.

![Research model diagram]

Figure 1.2: Research model

The research model can be expressed in an argumentation: (A) By conducting a scientific study to literature and theories regarding transition of the countryside; (expected) agricultural vacancy, innovative redevelopment project and policy arrangements on the countryside, (B) a theoretical framework is provided. Within this theoretical framework, innovation regarding rural transitions and the four dimensions of the policy arrangements approach are elaborated (C) resulting in a conceptual framework. Subsequently this research is conducted, during an internship at province Gelderland, on the basis of a single case study on innovative redevelopment initiatives in region Achterhoek. Within the single case study, two sub cases engaged in the execution of an innovative idea to redevelop vacant agricultural building plots are confronted to the conceptual framework. One sub case concerns redevelopment to residence, the other redevelopment to renewable energy generation. (D) Then the results of the confrontation between the case study in region Achterhoek and the conceptual framework are analysed (E) resulting in a conclusion which acquires knowledge regarding innovative redevelopment opportunities in region Achterhoek.

1.6 Reading guide

The structure of this study is as follows. In this chapter the research topic was demarcated and the research objective and central question were addressed. In next chapter the theoretical framework is elaborated which focuses on two subjects: innovation in relation to rural transitions and the dimensions of the policy arrangements approach. This theoretical framework results in a conceptual model (section 2.3). In the third chapter the methodology for this research is elaborated and the selection for the single case study on innovative redevelopment initiatives in region Achterhoek is addressed. In chapter 4 the analysis of this research begins by discussing to what extent the selected redevelopment processes are influenced by their innovative elements. Furthermore, since local authorities have the capacity to influence the appearance of the rural, chapter 5 discusses to what extent the projects are affected by prevailing legislation from local authorities and their discourses. Chapter 6 discusses to what extent the selected redevelopment initiatives are affected by organisational factors and chapter 7 provides a reflection on the redevelopment projects. Finally, in chapter 8 the central question of this study will be answered, recommendations are done both for further research and (policy) practice and a reflection regarding the research process will be provided.
Chapter 2

Theoretical grounding: Policy arrangements approach concerning innovative redevelopment projects
Chapter 2 Theoretical grounding: Policy arrangements approach concerning innovative redevelopment projects

As Arts et al. (2001) state, rural transitions are needed for changes in society for the benefit of people and planet. Innovative ideas may lead to these transitions. Therefore, due to recent and expected developments there is a need of innovation concerning redevelopment of vacant agricultural building plots. In order to discuss to what extent redevelopment projects are influenced by their innovative elements this concept will be elaborated in section 2.1, in the context of the continuing rural transitions.

The policy arrangements approach refers to the way a certain policy domain, such as redevelopment of agricultural vacancy, is arranged in terms of content and organisation, against a background of political modernisation (Liefferink, 2006). This approach was applied for this study in order to explain the opportunities and constraints on, innovative, redevelopment initiatives for vacant agricultural building plots. Therefore, in this chapter the four dimensions of the policy arrangements approach were discussed individually and adapted to this study. Section 2.3 contains a conceptual framework in order to explain the research content in more detail.

2.1 Innovation in relation to rural transitions

The issue regarding an increasing number of vacant agricultural buildings on the countryside is not a new phenomenon. In the period after the Second World War, Europe experienced major intensification and specialisation in the agricultural sector. This was driven by a political emphasis on a successful 'productivist' model on maximizing the food production: ‘the function of farming was singularly conceived as the production of food and fibre, increasing agricultural production over all other considerations’ (Woods, 2011, p.67). This caused both scale enlargements and agricultural vacancy, since not all firms could maintain these developments (Woods, 2011). Furthermore, industrialisation of the agricultural sector strongly reduced employment and contributed to differentiation between the successes of agricultural regions. Consequently, in the late 1970s there were national budgetary constraints and overproduction against market demand in several commodities. By means of artificial market control mechanisms, such as a milk quota, this overproduction was limited (Verhoeve et al., 2012). Hence, quality of farming within a broader context of sustainable rural development became the central focus. This included encouraging replacement of agricultural activities by new non-agrarian economies (Markantoni et al., 2012), which signifies the emergence of the 'post-productivist phase'.

Nevertheless, today, productivist models and scale enlargements still strongly apply to agricultural firms (Sharpley & Vass, 2006) since the liberalisation of the sector and technological developments are logical, continuing processes. These scale enlargements are also facilitated agricultural vacancy, allowing other agrarian firms to take over the farmland Beun (2014).

2.1.1 Innovative redevelopment projects

Due to an increasing vacancy rate in European rural areas, restructuring, transformation and demolition of vacant agricultural buildings is inevitable (Woods (2011). So, in order to generate more income than those agricultural buildings earn in their present use, they need to be deployed in other ways than agricultural production (Sharpley & Vass, 2006). Therefore, innovation to additional redevelopment opportunities is essential to prevent deprivation of the countryside.

According to Vidal, Lapedra and Chiva (2006), ‘innovation’ is a process which is strongly applied to success. For instance, if firms offer products adjusted to the needs of their customers they are
in a better position to create sustainable competitive advantage. This suggests that even though the agricultural vacancy might become a problem, it provides opportunity for new ideas which can contribute to the described rural transition in previous section (Smith, 2015). Lately, innovation has become one of the central ideas in explaining and understanding local and regional development (Pike et al., 2011). This also applies to a transition towards a sustainable, multifunctional, countryside.

The concept, however, is problematic to define. The Oslo manual (guidelines for collecting and interpreting innovation data) provides the most commonly used definition of innovation: ‘An innovation is the implementation of a new or significantly improved product (good or a service), or process, a new marketing method or a new organization method in business practice, workplace organization of external relations’ (Gault, 2013, p.48). Branson (1998, in Bessant & Tidd, 2015) adds the prequisite of thinking ‘outside the box’ in combination with motivated staff and understanding of what the customer wants. Thus, innovation is not only about new ideas, but it also concerns enhancing established ideas.

As described above ‘innovation’ is an umbrella concept which consists of various types, degrees and phases. Therefore, the measurement of innovation regarding redevelopment projects calls for further specifications. Bessant and Tidd (2015) distinguish four concrete categories of innovation, presented in table 2.1, which might be suitable for studying innovative elements in redevelopment projects for agricultural vacancy.

<table>
<thead>
<tr>
<th>Categories</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Product</td>
<td>Changes in the product or service</td>
</tr>
<tr>
<td>Process</td>
<td>Changes in the way products/services are created and delivered</td>
</tr>
<tr>
<td>Position</td>
<td>Changes in the context in which the products are perceived symbolically and used in practice</td>
</tr>
<tr>
<td>Paradigm</td>
<td>Changes in the underlying mental models which frame what the organisation does</td>
</tr>
</tbody>
</table>

Table 2.1: Categories of innovation (Bessant & Tidd, 2015)

In practice the presented types of innovation are often blurred (Smith, 2015). For instance, contemporary transitions on the countryside may be the result of process innovation, since more emphasis is put on bottom-up initiatives instead of top-down regulated projects. In addition, paradigm innovation can play a role as well. Especially, since new redevelopment opportunities to sustainability become more important to combat deprivation of the countryside. Not all innovation types are equally easy to develop. For instance, it is assumed that product innovation is less complex than process innovation, due to the different development processes, tasks and activities that are required. In addition, it is assumed that innovation types where existing ideas are adjusted or improved are less difficult and risky to achieve than radical innovations where for instance an entirely new product or process is developed (Bessant & Tidd, 2015)

2.2 Policy arrangements approach on rural development

The general aim to rural development is simple: ‘bringing rural areas up to national standards of development, ensuring that rural regions are attractive places to live and able to contribute positively to the national economy’ (Woods, 2011, p.131). Rural initiatives to redevelop redundant building plots can be understood as actions by several actors for rural development. There is a complex interplay between these rural transformation processes and policy efforts; often when spatial policies regarding redevelopment are leading, they are taken over by events again (Boonstra, 2004). Therefore, an analytical approach is needed to provide a solid foundation to
research these initiatives for rural development; for instance, the policy arrangements approach which combines both ‘discursive shifts and institutional change’ (Wiering & Arts, 2006, p.328).

The policy arrangements approach refers to a ‘temporary stabilisation of the organisation and substance of a policy domain at a specific level of policy making’ (Van Tatenhove et al., 2000, p.54). The approach is grounded on multi-actor policy models. However, as Wiering and Arts (2006) state this policy arrangements approach, different than other models, focuses on the institutional context, the substance of policy making and power relations between involved actors in daily processes as well.

In addition, ‘stabilisation of a policy domain’ in a period of time refers to certain procedures, habits and views which may become ‘institutionalised’ and ‘patterned’ in everyday policy practice. However, simultaneously a policy domain is highly dynamic (Wiering & Immink, 2006), since an arrangement is under constant influence of processes of political modernisation. This is the process of change through a variety of social, economic and political processes (Arts et al., 2001), such as by specific discourses on governance and entanglements between state, market and civil society (Van Tatenhove in Arts & Leroy, 2003). Political modernisation occurs in all policy domains and is referred to as the innovator of policy arrangements (Arts et al., 2001).

Within a policy arrangement regarding initiatives to redevelop vacant agricultural building plots both content and organisation of the policy domain are taken into account by means of four analytical dimensions: ‘actors and coalitions’, ‘resources and power relations’, ‘rules of game’ and ‘discourses’ (Van Tatenhove et al., 2000). Actors and resources refer to organisational aspects of a policy arrangement, whereas discourses refer to the content of a policy domain. Furthermore, in this study the dimension rules refer both to content (legislation) and organisation (procedures and decision making) of a policy domain. All dimensions, depicted in figure 2.1, are assumed to be equivalent and interconnected, allowing a comprehensive analysis to be made. A change in one of the dimensions can directly influence the other dimensions as well (Liefferink, 2006).

Rural landscapes are highly dynamic, since they are always undergoing processes of change caused by social, economic and technical developments. Currently, planners become increasingly aware of the role of actors engaged in bottom-up initiatives regarding rural development (Claval, 2011). The entry of these actors in a policy domain might influence the policy arrangement, since they might bring new discourses or resources in the arrangement. Furthermore, the policy arrangement might also be influenced by exogenous factors: such as discourses on the preservation of the countryside and attitude to innovative ideas for vacant building plots.

As explained the policy arrangement approach consists of four analytical dimensions. In the following sections these dimensions will be elaborated regarding rural development and innovative redevelopment projects for agricultural vacancy.
2.2.1 Discourses regarding, innovative, redevelopment initiatives

Following the vision of Foucault, the dimension ‘discourses’ refers to ‘a set of ideas, concepts, word choices and stories combined that give meaning to a certain phenomenon in the world’ (Hajer, 1995 in Wiering & Arts, 2006, p.329). Discourses are based on subjective frames of actors in the way they interpret certain issues, formulate problem definitions and find solutions in a particular policy domain (Boonstra, 2004). Moreover, discourses determine policy programs to reach the desired situation (Arts & Van Tatenhove, 2004).

As Woods (2011) states currently several discourses exist on rural development, especially since the rural is undergoing a dynamic transition. The notion of rural space as ‘preserved countryside’ is a prevalent model in Europe. This discourse argues that the traditional countryside is superior to both urban and contemporary rural space, where rural production serves the urban market and urbanization might be a threat to the rural essence.

However, as Hoggart, Black and Buller (2014) state ‘the urban-rural manufacturing shift, counterurbanization and changing patterns of consumption, is contributing to a fundamental redefinition of the role and function of rural space’ (p.229). Demographic retreat from the farming sector, land abandonment and agricultural modernization are altering the relationship of farmers to the space they live in and their role in society as a whole as well. Hence, in order to contribute to the general aim of rural development, the ‘new rural development paradigm’ is increasingly becoming a dominant model aimed at transformation of the countryside. Especially rural areas where food production is no longer the primary sector are developed into sustainable ‘consumption landscapes’ (Horlings & Marsden, 2014).

In various literatures three types of discourses are distinguished:

- Ontological paradigms or ‘world views’ of actors and problem definitions
- Normative statements about desirability, values at stake and set goals
- Strategic discourses reflect ideas and possible options for reaching the desirable situation (Wiering & Arts, 2006).

If a certain discourse is broadly supported by several actors, a discourse coalition might be formed; also referred to as ‘a coalition of likeminded’. The dominant discourse is prevailing and determines the (policy) process. However, dominant discourses are often challenged by competing discourses, both determined by the policy content (Van Tatenhove et al., 2000).

Moreover, according to Boonstra (2004) discourses are not always explicitly present in a policy process or mentioned in (spatial) policies, but may still exert influence on the establishment and content of these policies. For instance, even though the new rural development paradigm is never explicitly mentioned, it is frequently seen as a method to prevent the rural from deprivation.

2.2.2 The prevailing rules of game

According to Woods (2011) the rural is regulated by the formulation and -implementation of several rural policies. In a time with a common pursuit for sustainable development rural policies have ceased to be mainly focused on preservation of the countryside. Yet, nowadays they try to facilitate multifunctional activities in rural areas (Claval, 2011). Hence, ‘planning is the process of preparing a set of decisions for actions in the future, directed at achieving goals by preferable means’ (Murray, 2010, p.6).

The rules of game are another dimension of the policy arrangement approach and consists of ‘legislation’, ‘procedures’ and ‘political culture’ (Wiering & Arts, 2006). As Liefferink (2006) states ‘rules are mutually agreed formal procedures and informal routines of interaction within institutions’ (p.56). The rules are ‘guidelines’, influenced by discourses, that create a framework for formulation and implementation of policies. This dimension is related to the
dimensions ‘actors’ (see section 2.2.3) since the rules determine which actors can (not) participate in the development processes and which coalitions can be formed.

Legislation and procedures refer to the defined formal rules of a policy domain, established in documents and texts, by which compliance is achieved in the form of juridical measures (Van Tatenhove et al., 2000). Legislation refers to the formulation and conversion of policy discourses in law. While legislation is about the content of policies, policy procedures are of organisational nature. It comprises on how political participation and decision-making processes are defined in rules (Wiering & Immink, 2006). In addition, an important aspect of formal rules is institutional change: changes in the prevailing discourses are reflected in changes in legislation (Van Tatenhove et al., 2000). By means of the formal rules the state has the capacity to influence the aesthetic, social and economic aspects of the rural landscape (Claval, 2011).

Moreover, rural policy-making occasionally proceeds by negotiation with involved actors (Beun, 2014). This refers to the informal rules which are related to the political culture and emerge from certain habits or traditions. The political culture refers to the way in which policies are created. For instance the Dutch ‘polder model’ as a negotiation culture.

### 2.2.3 Involved actors and coalitions

In the new rural development paradigm, the method for development processes has shifted from exclusively a top-down model to a bottom-up approach. For this reason, in current society the this rural paradigm sees the state more as facilitating redevelopment projects instead of regulated by the state (Woods, 2011). Hence, various social, economic and institutional actors play an increasing role in the dynamics of diverse rural development processes (Esparcia, 2014).

The dimension ‘actors and coalitions’ consists of ‘actor constellation’, ‘interaction patterns’ and ‘coalitions and oppositions’ (Wiering & Arts, 2006). Actor constellation refers to Actor constellation refers to the involved actors in a policy domain. As Liefferink (2006, p.50) states ‘it is only through them that our other analytical categories, i.e. resources/power, rules and discourses, materialise’. One can distinguish four different types of actors: state, market, expert system and civil society (also referred to as ‘interests’, this includes the local population, interest groups and non-profit organisations). In addition, as depicted in figure 2.2, one can distinguish different degrees of involvement of actors in a policy domain. Centre actors (often initiators as well) are leading the process. Medium involved actors have an intermediate position. Periphery actors are laterally or barely involved in the rural development process and cannot always control over the course of the process (Liefferink, 2006).

Moreover, between involved actors interaction patterns exist. Today’s leading perspective on this interaction between actors comes from Manuel Castells. He described the shift from late twentieth century’s society to present as a transition from a material culture to an era of information technology (Castells, 2004) with the emergence of networks. Networks consist of a set of connected actors, ‘nodes’. New nodes can be added as long as they have the ability to communicate with the network. A network is open, dynamic and

Figure 2.2: Degree of involvement of actors (Liefferink, 2006)
sensitive to innovation, due to its capacity to decentralise performance along a network of autonomous components (Castells & Cardoso, 2005). Hence, today’s society is seen as a network society in which wealth, power and knowledge are important regarding their ability to develop and maintain society.

Co-creation is seen as a reflection of this emerging network society. It has become a familiar term to describe ‘a shift in thinking from the organisation as a definer of value to a more participative process where people and organizations together generate and develop meaning’ (Ind & Coates, 2013, p.86). Interaction between actors regarding process management involves their roles, responsibilities and tasks in a process. Several roles are distinguished for actors: developing policies, supervision, implementation, supporting, counselling, information and coordination. Hence, interaction by co-creation might lead to more relevant and sustainable products, while reducing risks (Ind & Coates, 2013). This implies a certain willingness to engage with different actors, mutual trust in knowledge sharing and incorporation of suggestions for the benefit of end-users and organisation. Moreover, short communication lines and transparency facilitate co-creation and equal dialogue for knowledge sharing (Murray, 2010).

According to Wiering and Arts (2006) as an outcome of the interaction patterns new coalitions or oppositions might emerge. A coalition consists of a lasting cooperation between at least two actors who share resources or interpretations in the context of the prevailing rules of game (Van Tatenhove et al., 2000). These coalitions might lead to innovation by combining for instance resources or existing ideas at different stages of the processes to redevelop agricultural vacancy. We distinguish either strategic or institutional coalitions. Strategic coalitions are characterised by the efforts of actors to increase influence by reaching consensus. Institutional coalitions are formed due to a certain political model and contain structural processes of social and political change as a basis. Assumed by Hajer (in Arts & Leroy, 2003) none of the involved actors is capable to dominate the process. Yet, they might try to stimulate or block the process.

### 2.2.4 Distribution of resources and power relations among involved actors

According to the policy arrangements approach, resources are means or instruments that are intended to be deployed and distributed among actors to send a policy process in the desired direction (Arts & Van Tatenhove, 2004). As elaborated in previous section, the new rural development paradigm emphasizes a bottom-up approach where several actors play an increasing role in rural development processes. Moreover, there is a revaluation of the deployment of several local resources submitted by these actors. Think of local communication patterns, personal interest and skills, local buildings and financial resources (Esparcia, 2014; Woods, 2011). As Boonstra (2004) states, the philosophy is that the strength of rural development processes are more robust when using local resources.

The dimension ‘resources’ consists of ‘resource constellation’ and ‘power relations’. Resource constellation concerns the types of resources actors have at their disposal: formal authority, expertise, finances, human- and production resources (Wiering & Arts, 2006). For instance, private parties often have land properties, expertise and finances at their disposal, while governments are responsible for spatial development policies (Esparcia, 2014).

According to Claval (2011) ‘the distribution of power is changing in contemporary societies; instead of a unique power centre, there is now a plurality of actors who are considered legitimate’ (p.471). As Liefferink (2006) asserts, actors use their resources to determine their power and influence in rural development processes. The power (and influence) of an actor is determined by the amount of resources he owns and to what extent these assets are needed for the realisation
of a process. Hence, the core idea is that there is always an imbalanced distribution of these assets. Actors cannot exert equal influence on a process which may lead to unilateral or mutual dependence among actors (Van Tatenhove et al., 2000). A consequence of these unequal power relations is that extensive negotiation and consultation are necessary for actors to achieve their goal. In addition, so-called resource coalitions may occur when certain actors share resources or complement each other (Wiering & Immink, 2006). According to Esparcia (2014), especially for innovative rural development projects, these coalitions among actors are essential, since ‘innovations occur if actors combine knowledge they have at their disposal or if they use knowledge they gather from other resources’ (p.2) by mutual interaction. However, as Wiering and Arts (2006) note, it should be acknowledged that these unequal power relations are highly dynamic in time and space.

As Flyvbjerg (in Boonstra, 2004, p.21) asserts: *power is not only something one appropriates, but also something one re-appropriates and exercises in a constant back-and-forth movement in relations of strength, tactics and strategies*. An actor may choose to mobilise his resources in order to share their assets and reach a (common) solution. Yet, actors may decide as well not to use their resources. For instance, when his own interest is at risk or wants to create a better negotiation position by building barriers. The latter is only possible, to a certain extent, if the asset is essential for the aim to be achieved (Van Tatenhove et al., 2000). Furthermore, it is also possible that an actor mobilises his resources, but fails to achieve a certain desired outcome. Thus, *although intrinsically related, there is no one-to-one relationship between power and influence* (Wiering & Arts, 2006, p.330).

In summary, the policy arrangements approach concerning innovative redevelopment projects consists of four analytical dimensions. Also, each dimension consists of several variables, as presented in table 2.2:

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Aspect in policy domain</th>
<th>Variables</th>
</tr>
</thead>
<tbody>
<tr>
<td>Discourse</td>
<td>content</td>
<td>ontological, normative &amp; strategic</td>
</tr>
<tr>
<td>Rules of game</td>
<td>content and organisation</td>
<td>legislation, procedures &amp; political culture</td>
</tr>
<tr>
<td>Actors and coalitions</td>
<td>Organisation</td>
<td>actor constellation, degree of involvement, interaction patterns (co-creation) &amp; coalitions and oppositions</td>
</tr>
<tr>
<td>Resources and power relations</td>
<td>Organisation</td>
<td>resource constellation &amp; power relations</td>
</tr>
</tbody>
</table>

Table 2.2: Schematic representation of the policy arrangements approach

### 2.3 Conceptual framework

The causal relations that are assumed for this study are visualised in the conceptual framework which is shown in figure 2.3 on the next page.

As presented in the conceptual framework, the dependent variable of this study is ‘Innovative redevelopment opportunities for agricultural vacancy’. As elaborated in the research introduction, chapter 1, within the coming twenty years an ‘explosive’ increase of agricultural vacancy is expected. Except the historical farms, large (cubical) sheds built since the 1970s will become vacant. This might cause deprivation of the countryside. Therefore, innovative solutions for redevelopment to sustainable and societal functions are essential, in addition to the usual redevelopment projects. The success or development of these innovative redevelopment projects might be influenced by several opportunities and constraints, the independent variables.
Figure 2.3: Conceptual framework

First, innovation itself might influence the success or time span of redevelopment projects for vacant agricultural building plots. The different types of innovation (as distinguished in section 2.1.1) all require different processes, tasks and activities in order to achieve a successful innovation project. Moreover, it is assumed that innovation types where some adjustments need to be made in existing ideas, such as product innovation, are easier to achieve than radical innovations where entirely new products, paradigms or processes are developed.

Second, the four analytical dimensions of the policy arrangements approach refer to the way the policy domain regarding redevelopment of agricultural vacancy is arranged in terms of content and organisation. Within this policy domain the, interconnected and equivalent, dimensions are ‘institutionalised’, also referred to as ‘patterned’, in everyday policy practice in a certain period of time. As visualised in the conceptual framework, within this institutionalisation, each dimension might individually influence the development of innovative redevelopment projects for vacant agricultural building plots. Each involved actor has its own discourse regarding (possible) problems in rural areas, desirable solutions to redevelop agricultural vacancy and ways to reach this desirable situation. An innovative redevelopment project might also be influenced by the prevailing rules of game. These are the ‘guidelines’, influenced by discourses, regarding the formulation and implementation of policies. Furthermore, various social, economic and institutional actors play an increasing role in rural development processes. As an outcome of interaction patterns between these actors, coalitions emerge which might try to stimulate or hinder the process. Moreover, an actor can also influence the redevelopment process by the amount of resources he owns. The power of actors is also determined by his decision (not) to mobilise these resources and to what extent these assets are needed in the redevelopment process.

Hence, in this study it is analysed to what extent, innovative, redevelopment projects in region Achterhoek are influenced by assumed innovation and the dimensions of the policy arrangements approach. In order to make the concepts from the conceptual framework suitable for empirical qualitative research they are operationalised in appendix 1. The methodology for conducting the empirical part of this study will be explained in next chapter.
Chapter 3

Methodology
Chapter 3 Methodology

In order to conduct this qualitative research eloquently, this chapter will explain the research methodology. This study has been conducted, during an internship at province Gelderland, by means of a single case study on innovative redevelopment initiatives in region Achterhoek. Within this single case study, two extreme sub cases were selected. These were actual, innovative, redevelopment projects in municipalities Bronckhorst and Winterswijk (region Achterhoek). In order to collect the empirical data fourteen qualitative semi-structured interviews were conducted with involved actors of the sub cases and municipalities of region Achterhoek (appendix 2) by means of interview guides (appendix 3 and 4). The names of the respondents have been anonymised and they had the chance to ‘member check’ the study. There was one non-response, which answered the questions shortly via email. Moreover, policy documents from province Gelderland, region Achterhoek and municipalities Bronckhorst and Winterswijk were analysed and scientific literature was used to support the study. The data analysis has been done by means of a content analysis for the policy documents and attended meetings. In addition, the conducted interviews were transcribed and coded by means of both deductive and inductive coding. To ensure the reliability and validity of the research, a codebook is provided in appendix 5 and a list of Dutch quotes which were translated in English is provided in appendix 6.

After this brief introduction to the used methods for conducting this study, the subject will be discussed in more detail. First, the chosen research strategy will be explained. Then, in section 3.2, the case selection is elaborated. Subsequently, in order to repeat the study, the research material and data collection will be described. Finally, in section 3.4 the data analysis will be explained in order to provide knowledge regarding the research objective.

3.1 Research strategy

In order to answer the central question and research objective, this in depth qualitative study is done on the basis of a single case study regarding innovative redevelopment initiatives in region Achterhoek. In the context of agricultural vacancy, it was essential to study to what extent these innovative redevelopment projects were influenced by factors concerning their prevailing rules of game, organisational factors and their innovative elements (as discussed previous chapters).

As Yin (2003, p.13) states ‘a case study is an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident’. Typical for a case study is that research units are studied intensively, on the basis of a variety of variables and data sources. This research is done by means of a single case study, as it was focused on understanding the opportunities and constraints regarding development of innovative redevelopment projects, specifically in region Achterhoek. Starting point were the projects and its involved actors in their local context, while the researcher had little control over the events. In addition, the single case study could be considered as a unique case, as solely two projects were in progress in region Achterhoek regarding, innovative, redevelopment of agricultural vacancy when the study was conducted. Therefore, within the single case study to innovative redevelopment projects, these two concrete projects were selected as sub case. This case selection will be elaborated in section 3.2.

In order to collect the empirical data for this study, semi-structured interviews were conducted with involved actors and all municipalities of region Achterhoek. Relevant policy documents and (scientific) literature were used to analyse the research subject as well. In addition, meetings were attended regarding the selected redevelopment initiatives. By using
these multiple sources there was both case of resource- and method triangulation (Flick, 2011). Section 3.3 will discuss the used research materials in more detail.

Prior to the empirical research the conducted insights gained from meetings, documents and respondents were not predefined. It was not evident which factors could influence the execution of redevelopment projects and to what extent. Hence, the open character of qualitative research was of advantage for this study (Flick, 2011). The conducted insights could be adjusted at any moment in the process and additional questions could be requested.

There were a few concerns regarding qualitative research and case studies in particular. One major concern is that there might be case of ‘observer bias’ when the researcher is too subjective. This is prevented by means of resource- and method triangulation (as elaborated in detail in section 3.3) and member check with the respondents after the data analysis. Moreover, according to Yin (2003) another concern is that qualitative research, and particularly single case studies, provide little basis for scientific generalisation. However, generalisation of this in depth study to all Dutch regions was not the aim for this research, since redevelopment initiatives in other regions might be developed within a different context. Yet, new, detailed knowledge was provided regarding innovative redevelopment opportunities and collaboration between actors in region Achterhoek. This might provide a theoretical basis for (policy) practice for both other redevelopment projects (in the region or elsewhere) and further research on the subject though.

Quantitative research would not be suitable for this study, as it is dedicated to questions that can be expressed in quantity, patterns and universal laws (Flick, 2011). This study however focuses on the development process (including underlying thoughts and actions) of innovative redevelopment projects, where each project is being developed in a different context. Therefore, qualitative research is the most suitable method for conducting this study.

3.2 Case selection

On the basis of several criteria the single case study ‘innovative redevelopment initiatives in region Achterhoek’ has been selected for this research. In addition, both sub cases within this single case study in region Achterhoek had to fulfil some criteria as well in order to be selected. These selected sub cases were project ‘NL Solarpark de Kwekerij’ in municipality Bronckhorst and project ‘Ni’je Naobers’ in municipality Winterswijk.

As mentioned in the project framework (section 1.1) especially the eastern part of the Netherlands is expected to be confronted with a lot of agricultural vacancy. For instance, within province Gelderland it is expected that in the coming 15 years circa 5000 agricultural firms will be terminated (6.3 million m², which is 30% of current volume). Stimulated by this rapport, in a resolution province Gelderland asked for new business cases regarding redevelopment of agricultural vacancy (Gies et al., 2015). Moreover, taking into account an internship at province Gelderland these are legitimate arguments to select a single case study in this province.

As depicted in figure 3.1 province Gelderland consists of six regions: Rivierenland, FoodValley, Stadsregio Arnhem-Nijmegen, Stedendriehoek, Noord-Veluwe and Achterhoek. Within the Joint Regulations Act (‘Wet gemeenschappelijke regelingen’) these regions consist of cooperative associations between regional municipalities. As stated ‘where municipalities – of course – focus on their own residents, we look across municipal borders to the interest of a region as a whole and bear its responsibility’ (Regio Achterhoek, 2016, translated from Dutch). Therefore, due to regional differences regarding societal issues and individual identity, concerning policy implementation province Gelderland is committed to a regional approach in cooperation with all six regions.
Region Achterhoek has been selected for the single case study, since the region is defined as a shrinking region, the volume of expected vacant agricultural building plots, and absence for customary redevelopment projects and possible opportunities for innovation. These arguments will be explained: According to Gies et al. (2015) within province Gelderland the highest agricultural vacancy rates are expected in Rivierenland (1,54 million m²), FoodValley (1,37 million m²) and Achterhoek (1,34 million m²). Although the expected vacancy rate is higher in regions FoodValley and Rivierenland, for this study region Achterhoek is selected due to lack of redevelopment opportunities. Redevelopment possibilities are more promising in, densely populated, areas close to the city instead of in distant rural areas. This is based on the distance between agricultural buildings and residential areas with more than 20,000 inhabitants and zoning around access- and exit ramps of main roads in Gelderland. Taking this in account, possibilities for redevelopment projects are the least promising in region Achterhoek. Moreover, region Achterhoek contains a particular entrepreneurial identity: a high work ethic ‘d’ran’ (‘just do it’) and large mutual commitment within a local community (‘naoberschap’); shared responsibility and mutual trust are unwritten rules. According to Suurmond et al. (2015) motivated by demographic shrinkage this identity might provide excellent opportunities for innovations.

Within the single case study innovative redevelopment initiatives in region Achterhoek, two sub cases are selected. The location of these sub cases is depicted in figure 3.2.
In Winterswijk, project group ‘residence’ of Neighborhood Association Winterswijk is working on a project called ‘Ni’je Naobers’, in collaboration with the municipality and Vereniging Kleine Kernen Gelderland. Despite demographic shrinkage, project group ‘residence’ distilled from the local community the demand for living and working in the municipal rural areas. But as most, vacant, farms in municipality Winterswijk are too large and expensive to redevelop them into one household. Therefore, the idea is to redevelop the buildings into several residential units for the rental sector by means of collective private commissions (Werkgroep ‘wonen’, 2015).

In the meanwhile in municipality Bronckhorst project ‘NL Solarpark de Kwekerij’ is being developed by market actors in cooperation with the municipality. In the framework of sustainability a solar park of 7 hectares, which is completely integrated in the landscape, will be developed on the ground of a former tree arboricultural. Originally, the land was purchased by the municipality for a new residential area. However, these plans were abandoned due to demographic shrinkage. The purpose of the park is to produce renewable energy for circa 600 municipal households and providing opportunities for recreation for the local community (Bronckhorst, 2015).

The empirical research was conducted from January until August 2015. The above-described sub cases were selected for this study, since they were practically the only initiatives regarding redevelopment of vacant agricultural buildings plots in region Achterhoek in that period. In addition, both projects in municipalities Bronckhorst and Winterswijk were the only initiatives which contained innovative aspects regarding new business cases for agricultural vacancy as requested by province Gelderland.

Furthermore, the sub cases were selected as implementation agenda Achterhoek 2020 called for new initiatives regarding their policy programs ‘work, residence and accessibility’ and ‘innovation and sustainability’. Both selected sub cases satisfy these themes as the project in Winterswijk aims at developing a new way for residence in an attractive environment and the project in Bronckhorst aims at a contribution towards energy neutrality. In addition, both projects are developed through collaboration of actors from state, market and civil society. This was also an ambition of region Achterhoek to develop projects by means of a bottom-up model instead of the usual top-down processes (Spies, Kok, Kiefmann & Shkolnik, 2014).

3.3 Research material and data collection

In order to conduct this study, empirical data was collected by means of: (scientific) literature, semi-structured interviews, meetings and policy documents. This section elaborates the research materials and data collection in detail.

During the research preparation, the primary concern was (scientific) literature study. Several journals and newspapers wrote about the expected problems caused by an increasing agricultural vacancy rate, the need for redevelopment projects (where the state cooperates with market actors and civil society) and the impact of these new (side)activities on the countryside. By means of this scientific literature the research topic was defined and the research objective was formulated. Also in the theoretical framework a particular perspective was established, regarding innovation related to rural transitions and the policy arrangements approach, through which the topic could be examined. Moreover, during the research preparation an internship was obtained at province Gelderland. They provided useful information, articles, (policy) documents and contacts for empirical data collection.

After the research preparation, this study was devoted to empirical research. By means of the theoretical framework (chapter 2) the main concepts regarding innovation and the policy
arrangements approach could be operationalised. This made the main concepts measurable for data analysis. Appendix 1 shows this operationalisation of the concepts. Operationalisation was important so the outcome of the study would be valid. Subsequently, the empirical data was collected by means of policy documents, semi-structured interviews and attendance of meetings.

Policy documents of province Gelderland, region Achterhoek and municipalities Bronckhorst and Winterswijk were analysed in order to understand how the redevelopment processes were affected by prevailing legislation. Dutch national policies were disregarded, since provinces, regions and municipalities implement national policies in their own legislation and are allowed to make independent decisions on certain issues. As Wolff (2004, in Flick, 2011) states, ‘documents represent a specific version of realities constructed for specific purposes. Rather than using them as ‘information containers’ they should be seen and analysed as methodologically created communicative terms in a construction version of events’ (p.259). Hence, policy documents are relevant for this study, because they might communicate their influence on innovative redevelopment projects for vacant agricultural buildings. Section 3.4 will describe the data analysis of these policy documents. However, this research material was rather limited as no additional information was provided regarding perspectives on specific redevelopment projects and opportunities for deviation of the regulations were missing. Moreover, information regarding influences on the redevelopment projects by organizational factors, such as involved actors, their interaction patterns and resources needed in the process, cannot be collected through analysis of policy documents.

Therefore, semi-structured interviews were another research method for data collection. These interviews were held with all involved actors of the studied innovative redevelopment projects in region Achterhoek. The actors were selected as they might have an influence on the development of the projects and could provide useful information regarding opportunities and constraints in the process. Since the degree of involvement of the actors in the redevelopment processes was not clear prior to the empirical data collection, the whole population was selected. Moreover, interviews were held with all municipalities involved in the mutual collaboration of region Achterhoek regarding their prevailing legislation and discourses on the selected redevelopment projects. This is done to study their possible influence on the development of the selected projects and to assess whether similar projects might be developed (and successful) throughout region Achterhoek. The respondents were found with help of employees of province Gelderland and municipality Bronckhorst. Jan Zegveld (province Gelderland) provided contacts for the municipalities of the Achterhoek, while Christa Jakobs (province Gelderland) provided contacts for ‘Ni’je Naobers’ in Winterswijk. Moreover, Erik Mol (municipality Bronckhorst) provided contacts for the ‘NL Solarpark de Kwekerij’ in Bronckhorst. Hence, fifteen respondents were selected for a semi-structured interview. The full list of respondents is included in appendix 2. All respondents were contacted by email or phone. There was one non-response, but this was solved because the questions were briefly answered by email.

An advantage of semi-structure interview is their clear structure, due to a structured interview guide, allowing the interviewer to actively interfere and control a conversation. By means of the operationalisation of the theoretical framework three interview guides were established (appendix 3 and 4). The first interview guide was made for all involved actors in the selected redevelopment processes. The second interview guide was established regarding interview with all municipalities in region Achterhoek, as explained above. By means of these guides the interviews were (semi) structured, allowing additional questions and a clear structure for analysis. A disadvantage of these interviews is that questions could be misunderstood or that the respondent was influenced by the interviewee. Therefore, it was important to ask questions as neutral as possible, formulated clearly, and to provide an introduction to each part of questions.

Finally, in the framework of ‘Year of space: who makes the Netherlands?’ (Jaar van de Ruimte: Wie maakt Nederland?) a farmer was visited who was interested in solar panels
on his agrarian building plot, based on the project ‘NL Solarpark ‘de Kwekerij’’. Although the course of the conversation could not be influenced, this meeting provided useful information regarding the perspective of the farmer regarding the project.

By the end of the research in April 2016, emails were sent to the centre actors of the redevelopment projects in order to gain information about current state of affairs of the projects. This was relevant, as much time has passed since the semi-structured interviews were conducted while both selected projects were still in development. One actor, Neighbourhood association Winterswijk, invited me for an open interview in order to explain the state of affairs and progress of the project ‘Ni’je Naobers’.

In order to answer the central question, three sub questions were established in section 1.2. Per sub question the used research materials and the data collection will be described:

To what extent are the selected redevelopment initiatives influenced by the prevailing rules of game and discourses?

In order to understand the possible influence of spatial policies on the selected redevelopment initiatives in the Achterhoek, policy documents were analysed regarding spatial policies from province Gelderland, region Achterhoek, and municipalities Bronckhorst and Winterswijk. Moreover, semi-structured interviews were held with all municipalities of region Achterhoek, to obtain information regarding the implementation of their spatial policies and their perspectives on the issue.

Which innovative elements do the selected projects in region Achterhoek contain?

In particular literature study, containing articles from newspapers, magazines and brochures, provided data collection for this chapter. Furthermore, semi-structured interviews with direct involved stakeholders of the sub cases provided information regarding state of affairs and the innovative elements of the cases as well.

To what extent are the selected redevelopment initiatives influenced by organisational factors?

Semi-structured interviews were conducted with stakeholders in the sub cases, since might they affect the redevelopment process of the cases with their discourses, coalitions and by (not) deploying their resources and power. Moreover, (scientific) literature study was done and attended meetings (as described above) were analysed for additional information.

After the data collection, the empirical data was analysed. The method for this data analysis is described in next section. Not only was the empirical data scientifically analysed, but also linked back to existing (scientific) literature. Eventually, the analysis of the collected data resulted in the conclusion of this study.
3.4 Data analysis

As explained in previous section the empirical data was collected by means of policy documents, semi-structured interview and attendance of meetings regarding the subject. The analysis of this empirical data was a highly iterative process due to a strong interplay of empirical data collection, data analysis and reflection.

Regarding the semi-structured interviews, the audio recordings had to be transcribed first. This was essential to prepare the recorded information for data analysis. Then, by means of the operationalisation of the concepts of the policy arrangements approach and innovation, codes were added to the documents. As shown in appendix 1 to keep the overview each dimension of the policy arrangements approach and innovation was coded in a different colour. Some codes were added in an inductive way, since it was clear which codes belonged to the established indicators. For instance, the codes concerning the degree of involvement actors were clearly defined. However, other codes regarding discourse and resources were added in a deductive way, as these coded could not thoroughly be defined by means of the established indicators prior to the analysis of the data. All codes were noted in a notebook (appendix 5). The interview guides simplified coding of the empirical data, since all interviews were basically structured in the same pattern the answers of the respondents were sorted and interpreted per theme (the dimensions of the policy arrangements approach and innovation). This provided new insights in different categories of responses with regard to the research objective and central question.

The policy documents and attended meeting were analysed by content analysis, a tool to scientifically construct what content these documents contain. The goal of the data analysis was not only to study and analyse the content of the meetings and spatial policies, but also to distract the general discourse hidden in the documents. This was done in the same way as the data analysis of the semi-structured interviews. Codes, linked to the operationalisation, were added in the documents. Since using colours to the codes was not possible in policy documents, this was solved by first specifying by theme (the just discussed dimensions of the policy arrangements approach and innovation) before the code was added. The codes were added in a deductive way, since it was not clear prior to data analysis which codes were needed regarding discourse and legislation for instance. Hence, by means of the added codes, information was distracted from the attended meetings and the policy documents.

The entire data analysis was supported by available (scientific) literature, to support the study. To ensure reliability of this research, except for a codebook in appendix 5, all Dutch quotes from the empirical data, which were translated in English in the thesis are highlighted in the interviews with blue marker. Moreover, appendix 6 contains the quotes from Dutch secondary data sources which were also translated to English in this study. Concerning the data analysis, all respondents had the chance to read the entire draft version of the thesis and to respond to the results by means of ‘member check’ (Flick, 2011). Finally, as this study is often based on confidential information regarding discourses, collaboration among actors and resources, in the list of respondents (appendix 2) the actual names of these respondents are not published. Instead, solely the names of the municipalities, companies or organisations are used as a reference for obtained information, statements and opinions. Regarding the reliability of this study, a complete list of respondents, including the names of the respondents, can be requested from the author.
Chapter 4

Innovative redevelopment initiatives in the Achterhoek
Chapter 4 Innovative redevelopment initiatives in the Achterhoek

In the Alterra rapport (Gies et al., 2014) new or additional business cases for redevelopment of vacant agricultural building plots are requested, since an ‘explosive’ increase of this vacancy rate is expected in the Netherlands. As explained in section 3.2, within province Gelderland, region Achterhoek is not only expecting a high vacancy rate of 1.34 million m$^2$ (1070 firms), but only a few vacant agricultural properties have favourable development potential to other functions due to geographical location as well (Gies et al., 2015).

However, region Achterhoek possesses great qualities and values such as a large mutual commitment, ‘naoberschap’, and a high work ethic ‘d’ran’. The region applied for the most patents for innovations in the Netherlands, for instance (Neighbourhood association Winterswijk, personal communication). According to province Gelderland ‘these qualities and values make up the capital for developments and innovations that are mainly caused by profound demographic shrinkage and economic developments’ (2015b, p.19, translated from Dutch), for a rural transition in order to maintain a vital countryside. It is therefore not surprising that, despite the expected vacancy and limited redevelopment opportunities, innovative ideas emerge in the Achterhoek for redevelopment of these vacant agricultural building plots.

Innovation is essential to maintain a strong, vital, countryside which is increasingly being defined by economic, demographic and agricultural challenges. As argued in the theoretical framework different types of innovation might affect the time span and success of a redevelopment project, since they require different processes, tasks and activities (Bessant & Tidd, 2015; Woods, 2011). Therefore, this chapter discusses the, assumed, innovative elements of the selected redevelopment projects ‘Ni’je Naobers’ and ‘NL Solarpark ‘de Kwekerij’’ and how these elements could influence the development process.

During the period March up to and including the empirical data collection in August 2015, both initiatives were still in progress. Therefore, it is important to describe the state of affairs of the projects during that period first (next section) before analysing the, assumed, innovative aspects of these projects in section 4.2. As the content and innovative elements of the selected projects might have changed after the empirical data collection, chapter 7 will discuss current status of the studied redevelopment projects.

4.1 State of affairs of the selected redevelopment projects

Redevelopment projects for vacant agricultural building plots are not developed in just one day. As Watt (2014, p.28) states: ‘Every project has a beginning, a middle period during which activities move the project toward completion, and an ending (either successful or unsuccessful)’. The development of each individual project is an iterative process which goes through four major phases: initiation, planning, implementation and closure (Watt, 2014).

During the data collection it became evident that the project ‘NL Solarpark ‘de Kwekerij’’ was already more advanced than ‘Ni’je Naobers’. The project development of the latter was engaged in the planning phase ‘where the project solution is further developed in as much detail as possible and the steps necessary to meet the project’s objective are planned’ (Watt, 2014, p.21). In contrast, project ‘NL Solarpark ‘de Kwekerij’’ was almost ready for the implementation phase, where the solar park will be constructed. This section will discuss the development process and state of affairs during the data collection up to and until August 2015.

Even though the project in municipality Bronckhorst is more advanced, the plan for the project in Winterswijk is much older. Already in the 1980s the municipality was, in collaboration with
province Gelderland working on a project called ‘farm scission’, to split farms in two homes. Then, in 2013 they wrote a notion called ‘Krimp biedt kansen’ (Shrinkage offers changes), in which increasing agricultural vacancy was an important theme. In this notion the issues written in the vision of 2010 were explicitly converted into goals. Currently, project group ‘residence’ is now actively developing one of these goals: realisation of several apartments and workspaces in a vacant farm (Neighbourhood association Winterswijk, personal communication). To make this financially possible, the farm is located in a cooperative where the residents are shareholders and pay rent for their house. In September 2014 there has been an information meeting for this project, as VKK Gelderland states, which was attended by 120 people. The goal of this meeting was to see if people were interested in buying a farm collectively, creating a cooperative, and if there were farmers who wished to sell their farm to the project. Moreover, during the information meeting people could sign up to help in the organisation of the project. This resulted in circa 20 people who expressed the intention to participate actively in a work group to develop the project (personal communication).

Regarding the project in municipality Bronckhorst: the idea for a solar park which is integrated in nature already exists for a few years, as the initiators (IQ-Solar and NL Greenlabel) wished to give solar energy a friendlier appearance. Therefore, they developed a ‘mini garden’ for the Floriade, a World Horticultural Exposition, in 2012, as depicted below.

‘This idea has been received very well: solar could be beautiful apparently’ (NL Solarpark de Kwekerij BV, personal communication). Due to this mini garden at the Floriade the idea was born to develop a solar park in municipality Bronckhorst. This municipality had bought fallow land for a new residential area, but due to demographic shrinkage and regional agreements fewer houses will be built than planned for the next decennia. Therefore, the municipality decided to make the remaining fallow land available for solar energy (NL Greenlabel, personal communication). However, since all initiators were busy with other projects as well, the plan was not further developed. But when the daughter of one of the initiators became involved in the project in 2014, both soil studies were done very quickly and they applied for an environmental permit (NL Solarpark de Kwekerij BV, personal communication). An environmental permit is needed spatial interventions concerning environment, nature, (re)construction and demolition (Rijksoverheid, 2016). At the end of October 2014, ‘after a long process of many weeks’ in which a lot of information had to be supplied, the environmental permit was granted by municipality Bronckhorst. Since this permit was granted, the SDE+ subsidy could be requested (just before the deadline). This subsidy is necessary in order to install and exploit solar panels, as explained in the box below. In March 2015 the SDE+ subsidy was granted to the project (NL Solarpark de Kwekerij BV, personal communication).
During the empirical data collection, the project in Winterswijk was in a phase where ‘wishes and dreams need to be developed further’. Hence, a farm was chosen ‘as most suitable for this initiative. […] The farm is seen by municipal specialists as characteristic that should be preserved’ (municipality Winterswijk, personal communication). The owner of farm Einink (figure 4.2), located in neighbourhood Miste, ‘was widowed last year and wishes to move to western Netherlands, since her children live there’. Given that the farm was already been converted to a bed & breakfast, reconstruction to four apartments and a work-location must be easy (Neighbourhood association Winterswijk, personal communication). However, the farm could only be bought if a rental agreement was signed by all future residents, which was not yet the case (VKK Gelderland, personal communication).

As a result of the meeting in September 2014 several future residents signed up for the project: ‘two families, each with three or four children, a bachelor and a young couple’. In spring 2015 they were trying to make arrangements for reconstruction of the farm and garden together. This was not an easy process: ‘One wants to spend a lot of money on the project, while the other does not want to’ (Neighbourhood association Winterswijk, personal communication). Further state of affairs was that the organisation of the project formed a location, communication and financial-juridical project group. These project groups were working on a SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats) and the elaboration of various aspects of the project (Platform31, personal communication). According to municipality Winterswijk (personal communication) ‘they are still very much searching and shaping the process of how to achieve this in a cooperative’. Moreover, the project was chosen as a pilot in the context of the experiment program of knowledge- and network organisation Platform31: ‘New opportunities for housing cooperatives’ (‘Nieuwe kansen voor de wooncoöperatie’). Due to this, funding for further research on the fiscal and financial aspects of the project became available.

While project ‘Ni’je Naobers’ was still engaged in the planning phase of the project, project ‘NL Solarpark ‘de Kwekerij’’ in municipality Bronckhorst was ‘at a point where we actually

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**SDE+ subsidy in 2014**

Annually SDE+ subsidies are granted to companies and (non-profit) institutions for sustainable energy generation. It reimburses differences between the cost prices of grey energy and renewable energy over a period ranging from 5 to 15 years. This is necessary, due to the higher cost price of renewable energy compared to grey energy. Therefore, renewable energy is not always cost-effective. The SDE+ subsidy has a budget for different categories renewable energy. In 2014, 3.5 million Euros was available to support a project, in 6 phases, if requested before 18 December 2014. Each phase had a maximum basic amount of subsidy ranging from 7 ct/kWh in phase 1 to 15 ct/kWh in phase 6. How much subsidy could be obtained fully depended on the technology and amount of renewable energy produced (Rijksdienst voor ondernemend Nederland, 2014).
are going to develop the project’ (NL Solarpark de Kwekerij BV, personal communication). According to municipality Bronckhorst (personal communication) the solar energy was ready to construct since a company was found which could supply and place the solar.

Even though a company was found for exploitation of the solar panels, in June 2015 there were still potatoes planted on the future location of the park as shown in figure 4.3. The construction of the solar park was not started yet, ‘because the green decoration is not funded yet’ (municipality Bronckhorst, personal communication). As NL Solarpark de Kwekerij BV (personal communication) stated ‘this is also the last challenge. We wish to make it pretty. A park, which is additional costs for the project. Nevertheless, the project must be profitable. That is our new challenge. We are for instance consulting province Gelderland is there are subsidies which could help to develop the park itself’. If just straightforward solar panels needed to be constructed, the project was already built. But ‘within the next year, year and a half, it [the solar park] is there’ (municipality Bronckhorst, personal communication).

4.2 Innovative aspects of the selected redevelopment projects

The theoretical framework (see section 2.1.1) discussed the concept innovation as ‘an organized process of turning bright ideas into successful realities’. Furthermore, four types of innovation were distinguished (which are frequently blurred in practice): ‘changing the offering (product/service), the ways it is created and delivered (process innovation), the context and the ways in which it is introduced to that context (position innovation) and the overall mental models for thinking about what we are doing (paradigm innovation)’ (Bessant & Tidd, 2015, p.46). It was argued that innovation is not only about new ideas with new components, it also concerns new ways of enhancing established ideas as well.

The described types of innovation can be found in both selected redevelopment projects in region Achterhoek. It might be assumed that due to the request for new or additional business cases for redevelopment of vacant agricultural building plots the primary concern is product innovation. However, the innovative elements in the selected projects express themselves in other types of innovation as well, such as paradigm innovation. For instance, concerning ‘NL Solarpark ‘de Kwekerij’, municipality Bronckhorst has a sustainability goal in the content of energy generation.
This is very ambitious, because around 2.5 million solar panels are required in the Achterhoek. This project features 7000 panels. So that is just a peanut, but 7000 are a lot of panels for us’ (personal communication). According to NL Solarpark de Kwekerij BV straightforward solar parks are ‘all very industrial, it looks almost dangerous, solar energy’. Often solar parks are enclosed by high fences and are viewed as ‘mirrors in the landscape’, such as on Ameland (as depicted in figure 4.4). The goal of the project in municipality Bronckhorst is therefore to make solar energy friendlier and close to the people ‘so they will think it is quite normal to do something for sustainability’ (personal communication). Hence, this project is initiated from a paradigm innovation regarding a change in mental models regarding the method of energy generation and importance of sustainability.

The project in Winterswijk is a case of position innovation. Regarding the project ‘Ni’je Naobers’ research within the neighbourhoods of municipality Winterswijk has shown that there is a need for living in the countryside, yet most farms that become available are too large and expensive to be bought by one household (Neighbourhood association Winterswijk, personal communication). Therefore, the mission of the project is: ‘supporting the redevelopment of buildings and conservation of vacant agricultural real estate [...] and make them suitable for residence by several households at a social rent’ (VKK Gelderland, personal communication). By splitting the farm in several rental houses within a (still to be developed) cooperative, each with its own address, it becomes more affordable for young and old target groups to live on the countryside. Moreover, the idea is that in the context of traditional ‘naoberschap’ all these target groups can continue to live in rural areas. As Neighbourhood association Winterswijk states ‘the elderly can watch the youngsters. And when the elderly are sickly the young people can take care of them or go groceries shopping with them. I hope so. That is my goal’ (personal communication). As municipality Winterswijk adds: ‘It would be ideal if there is a kind of community that takes care of each other’ (personal communication). This project therefore constitutes position innovation, since both farm scission and naoberschap are no innovation in itself. Yet, by redeveloping the farm into several rental households and trying to create an internal ‘naober’ community the context of this process is certainly innovative.

As discussed the project ‘NL Solarpark de Kwekerij” was initiated from a paradigm innovation. But the innovative elements of the project caused by product innovation are literally visible in the landscape, as depicted in figure 4.5.
Solar parks are popping up like mushrooms all over the world, but the solar park in municipality Bronckhorst is unique. Apart from large scale renewable energy generation it will be an aesthetic accessible park. This kind of energy generation combined with landscape integration does not exist yet. That is ‘the unique selling point’ of this project. NL Solarpark de Kwekerij BV (personal communication) continues ‘so, it will be a park with flowers, bees, wadi’s’, solar panels that follow the contours of the landscape, flowered meadows and trees, including the ancient trees of the tree arboriculture being replanted (NL Greenlabel, personal communication). There is also room in the park for a flock of sheep and a butterfly garden. Essential for the project is ‘if you look from the residential area to the park, the solar panels are not visible, you only see a park’ (NL Solarpark de Kwekerij BV, personal communication). In addition, not only can the renewable energy be used by the local community (550 households) but the park will also function as a unique place for recreation for the community with playgrounds and strolling opportunities.

Moreover, there will be educational areas in the park there as well where playfully ‘anything and everything’ can be learned about nature and sustainable energy. As NL Greenlabel says, since the park is accessible the project is ‘therefore very cuddly. So children can learn from it in a very flat way and introduce them to a new sustainable world’. The park also offers opportunities for sustainable and innovative test gardens, in which new forms of energy and solar technologies are shown. For instance, ponds with floating solar panels and charging stations for electric cars. The solar park might also become a place for local businesses that provide sustainable products or services to promote their company (personal communication). Project ‘NL Solarpark ‘de Kwekerij’ thus consists of ‘product innovation’ since they are developing an accessible solar park which is integrated in the landscape and offers opportunities for sustainability, recreation, education and local entrepreneurs.

If the park would be a mainstream solar park, the project was already built by means of the SDE+ subsidy. The only innovative elements that could influence the development process, is the funding of the aesthetic element of the park (including accessibility and forms of education).
While the innovative elements regarding the project in Bronckhorst mainly consist of product innovation, this type of innovation is limited regarding project ‘Ni’je Naobers’ in Winterswijk. Here, product innovation is the redevelopment of a characteristic farm to four residential units instead of two. This is ‘an experiment regarding the legislation we [municipality Winterswijk] had or have’, as will be discussed in next chapter.

With regard to the project in municipality Winterswijk there is above all case of process innovation. First of all, instead of being a top-down regulated project, according to the municipality ‘the proposition of this plan came from the neighbourhoods, we attach a great importance to this’ (municipality Winterswijk, personal communication). The organisation of the project, containing three different work groups, therefore mainly consists of participants from civil society. Second, the idea is to develop the project by means of CPO-H, collective private commissions for tenants. This is a variant on regular CPO regulations, as explained in the box below.

**Collective private commission**

Province Gelderland provides both advice and funding to collectives or households who wish to build their own homes together. The collective can receive one-time grant for a construction project of at least three houses concerning guidance in the process and for building design, provided that no building permit is issued. It concerns a maximum of €5,000 per house to a maximum of €50,000 per CPO housing project if it concerns new buildings. If it concerns demolition or reconstruction of a building the grant might be higher since these processes are more complex: a maximum of €8,000 per house to a maximum of €80,000. This subsidy is only available for homes that fit within the regional housing program, the quantitative indication and received a positive recommendation of the municipality (Provincie Gelderland, 2015d).

‘The CPO regulation for tenants, it not known to the province yet. It is a new idea’ in particular concerning redevelopment of agricultural vacancy (VKK Gelderland, personal communication). As Platform31 (personal communication) states the idea to buy the farm by a (still to be developed) residential cooperative whose residents are co-shareholders. The (future) residents buy a share of the cooperative which give them the exclusive right on renting one of the residential units of the farm. Since the cooperative is not for profit, the rent can be kept as low as possible (municipality Winterswijk, personal communication). Thus, the members of the cooperative are the collective private commissions, the aspiring residents. Together they decide how the farm will be redeveloped.

Moreover, according to VKK Gelderland the organisation of the project has the idea to develop a fund called ‘naoberfonds’ in order to finance the project. This is ‘a system where people could buy certificates. For instance, if you buy a certificate of €1000 you will receive this €1000 back after 30 years. With interest’. These certificates will be bought by the future residents and for instance the vendor of the farm in order to finance the (re)development of the farm and to be developed cooperative. Among others via crowd funding external certificate holders are acquired as well (personal communication). The organisation of the project is still searching how to achieve this innovative ‘naoberfonds’ in order to finance the project. As municipality Winterswijk reported Platform31 is supporting ‘Ni’je Naobers’ concerning how they should elaborate the idea with the certificates to fund the project and the formation of the cooperative (personal communication). This is the major search for a successful process innovation. But as Platform31 states: ‘If you ask an expert to develop the project, then it is no longer yours. And that is the added value of the project even though this cases that the development takes longer sometimes’ (personal communication). The ultimate goal of the project is to develop a ‘blue print’ in order to develop more initiatives regarding redevelopment of agricultural vacancy by means of a residential cooperative (municipality Winterswijk, personal communication).

This explication indicates that quite a few innovative elements might influence the development process of ‘Ni’je Naobers’. Furthermore, not only is the project developed by means
of volunteers instead of specialised firms or local authorities, but they are also trying to develop an innovative way to fund the project.

4.3 Conclusion

This chapter discussed the state of affairs of the selected redevelopment projects up to and including August 2015 (end of the data collection). Moreover, the, assumed, innovative aspects of the projects were discussed as well, since different types of innovation might affect the time span and success of a project.

The state of affairs in August 2015 was that both initiatives were still in progress. In Winterswijk they were very much searching and shaping the process, by means of three project groups, on how to achieve this project in the form of a cooperative. Moreover, (aspiring) future residents and a farm were selected for the project. In Bronckhorst, on the other hand, the project was almost ready for execution. After the idea for a solar park was born at the Floriade 2012, municipality Bronckhorst proposed fallow land for this purpose. The environmental permit and a SDE+ subsidy have been assigned to the project. Only the green decoration, the integration of the solar panels in the landscape, was not been funded yet.

Findings in this chapter suggest that both redevelopment projects involve innovative elements. First of all, both initiatives are created by an innovative idea. Project ‘NL Solarpark ‘de Kwekerij’’ is initiated from a paradigm innovation concerning a change in mental models regarding the method of energy generation and importance of sustainability. Project ‘Ni’je Naobers’ on the other hand constitutes position innovation, since both farm scission and naoberschap are no innovation in itself. Yet, by redeveloping the farm into several rental households and trying to create an internal ‘naober’ community the context of this process is certainly innovative.

Second, the (imagined) execution of both projects is innovative as well. Project ‘NL Solarpark ‘de Kwekerij’’ mainly consists of product innovation. Apart from large scale renewable energy generation it will be an aesthetic accessible park, containing areas for educational elements. This kind of energy generation combined with landscape integration and education does not exist yet. In addition, regarding the development of project ‘Ni’je Naobers’ the main issue is process innovation. A project group, which mainly consists of participants from civil society, is trying to redevelop vacant farms to multiple households in the rental sector by means of an innovative CPO-H financing construction. This collective private commission for tenants is not known yet, in particular in relation to redevelopment of vacant agricultural building plots.

The discussed data in this chapter suggests that the project ‘Ni’je Naobers’ concerning process innovation might be more challenging regarding a successful ending than the development of ‘NL Solarpark ‘de Kwekerij’’. In this latter project there is, as mentioned, case of product innovation. Today, solar parks are popping up like mushrooms all over the world. If the project was a straightforward solar park, the project was already constructed since subsidy for renewable energy generation has been provided. Hence, the product innovation solely concerns the aesthetic element of the park (including accessibility and forms of education). The organisation of the project is trying to finance these elements, for instance by crowd funding or subsidies.

On the other hand, the project in Winterswijk will be developed by means of an all-new process. Instead of a top-down regulated project, the organisation of ‘Ni’je Naobers’ attempts to develop the different facets of the project on the basis of volunteers in several project groups. These facets include the search for (future) residents, a potential farm and the application for the CPO subsidy (for tenants). Moreover, the organisation of the project is studying on how to
achieve the formation of a cooperative where the (future) residents are shareholders and pay rent for their house. In order to finance the project they are studying on how to achieve an innovative 'naoberfonds' or a different profitable business case as well. Project ‘Ni’je Naobers’ thus contains a number of innovative elements, which might influence the success of the project due to the different development processes, tasks and activities that are required.

Hence, it can be concluded that the process of product innovation regarding ‘NL Solarpark ‘de Kwekerij’’ might be less complex to develop, than the process innovation concerning ‘Ni’je Naobers’. This is due to the degree of innovation of which the project consists since many exploratory tasks which must be completed which entails risks regarding an (un)successful ending of an innovative project.

This chapter, thus, studied the innovative elements of the selected redevelopment projects and how these might influence the progress of the development process. Next chapter discusses the influence of the prevailing legislation and discourses from local authorities on both projects. Since both projects contain innovative elements, it is likely that they do not fit in existing policies. It is interesting to examine how local authorities deal with this and what impact this might have on the selected projects. Furthermore, chapter 6 will discuss to what extent internal organisational factors might influence the success of the projects ‘NL Solarpark ‘de Kwekerij’’ and ‘Ni’je Naobers’. In addition, the chapter will further explain the immense complexity of the latter project on the basis of organisational factors such as involved actors and the resources they can(not) deploy.
Chapter 5

Influences on redevelopment projects by prevailing legislation from local authorities and their discourses
Chapter 5 Influences on redevelopment projects by prevailing legislation from local authorities and their discourses

The theoretical framework (chapter 2) discussed that discourses are based on subjective frames on how actors interpret the world, problem definitions and desirable situations (Boonstra, 2004). Governing the rural, therefore, inevitably starts with discursive processes of envisioning and documenting the countryside. Based on these discourses, policy programs are established which also determine possible space for innovative projects.

After previous chapter discussed the innovative elements of selected project ‘Ni’je Naobers’ and ‘NL Solarpark ‘de Kwekerij’’ and their possible influence on the development process, this chapter discusses to what extent these projects are affected by discourses regarding rural vacancy and redevelopment initiatives. Examination of governmental discourses and prevailing legislation is essential, because the state has the capacity to influence the appearance of the rural (Woods, 2011). Rural policies ceased to determine that only the main functions of agriculture, nature and recreation belonged to the countryside (Van der Vaart, 2005). Instead of preservation, they envisage developments which pay respect to the different functions of the countryside (Claval, 2011). However, governments will always try to represent interests of the society, economy and environment for which they are responsible (Woods, 2011).

Policy documents of province Gelderland, region Achterhoek and municipalities Winterswijk and Bronckhorst will be analysed regarding the issue. Dutch national policies will be disregarded, since local authorities implement national policies in their own legislation and are allowed to make independent decisions regarding certain issues. As stated by the Dutch Ministry of Infrastructure and Environment: ‘Trust in local authorities is the basis for determining responsibilities, regulations and state involvement. Through their mutual regional knowledge and partnerships, municipalities and provinces are able to address the challenges fully, effectively and with quality’ (Ministerie van Infrastructuur en Milieu, 2012, p.11, translated from Dutch). Furthermore, at the end of this chapter will be reflected from the discourses and prevailing legislation of the remaining municipalities to assess whether similar projects might be (successful) developed throughout region Achterhoek.

5.1 The province of Gelderland

Since both sub cases ‘Ni’je Naobers’ and ‘NL Solarpark ‘de Kwekerij’’ are located in province Gelderland, they need to comply to the provincial Strategic Environmental Agenda (‘Omgevingsvisie’) and corresponding Environmental Regulations (‘Omgevingsverordening’) [translation provided by the Council for the Environment and Infrastructure, the primary advisory board of the Dutch government regarding the physical environment and infrastructure (Rli, 2016). Established in 2014, the Strategic Environmental Agenda includes strategic choices to preserve and protect both the physical and living environment of Gelderland in which is less predetermined what is permitted and what is not. The strategic choices result from several societal issues, such as spatial quality, accessibility and strengthening the economic structure, which were appointed in equivalent discussions with governments, organisations and individuals. As elaborated in section 3.2 all strategic choices are discussed by region instead of the province on the whole, due to regional differences regarding societal issues and challenges but also because the province wants to cherish the unique identity of each region. This creates the need for dialogues with initiators of local ‘promising initiatives’ in order to facilitate them regarding development opportunities in rural areas (Provincie Gelderland, 2015a). For this reason, this
analysis will solely focus on important issues regarding redevelopment projects for agricultural vacancy in region Achterhoek.

The Environmental Regulations does not provide new policies, but is used as legal instrument for those parts where use of general rules is necessary (Provincie Gelderland, 2015c). The Strategic Environmental Agenda of province Gelderland contains two main objectives: ‘A sustainable economic structure and ensuring the quality and safety of the living environment’ (Provincie Gelderland, 2015a, p.8, translated from Dutch). In order to reach the objectives, the province wants to achieve ‘a vital countryside, where people adapt to major changes, where people are actively committed to their common future, a countryside with its own economic strength and a great natural and scenic value, where quality and vitality go together’ (Provincie Gelderland, 2015a, p.11, translated from Dutch).

The province of Gelderland thus feels responsible for an attractive, vital and powerful province. Currently, the main challenges for a vital countryside are transitions in agriculture, demographic transitions and accommodation of energy transition. Since these developments are deeply linked with landscape and environment quality the province wants to cooperate with municipalities to retain and improve this quality with current landscapes as a reference. Therefore, among other things province Gelderland is committed to addressing vacancy and redevelopment of vacant agricultural buildings. According to the province of Gelderland vacancy can be a problem because it might lead to impoverishments of rural areas, but it also offers opportunities for new activities. Nevertheless, the owners are always primarily responsible for the quality of these buildings. General principles for redevelopment of agricultural vacancy are:

- Whether or not replacement of buildings takes place
- Spatial quality gains resulting from demolition of buildings, landscape integration and any additional investment in spatial quality
- The new buildings are in proportion to the demolished surface
- The redevelopment appropriate in the rural area in terms of nature and scale

(Provincie Gelderland, 2015b, p.17, translated from Dutch).

In the Environmental Regulations, regarding redevelopment projects for vacant agricultural building plots, provisions are included so ensure the core qualities of the valuable outlying (rural) landscape. This is necessary as the province contains several Natura2000 areas, national landscapes and large rural areas. Province Gelderland is committed to a ‘no’ for spatial interventions affecting the (rural) landscape. For instance, new functions or (side)activities that might limit the development potential of surrounding agricultural firms. Here, (side)activities refer to activities which are subordinate in spatial and business matters to agricultural activities on building plots. Province Gelderland is also committed to a ‘no, unless’ for spatial interventions that do not affect the, rural, landscape directly but might possibly affect the quality of the countryside by environmental damage or attraction of traffic for instance (Provincie Gelderland, 2015c).

Small scale expansion or redevelopment of agricultural buildings within or adjacent to the building plot is permitted if ‘the new situation is appropriate in terms of nature and scale. I.e. that the new situation adapts silently in the character of the respective outer region’ (Provincie Gelderland, 2015b, p.16, translated from Dutch). According to province Gelderland, if the effect of the redevelopment project is inadequately mitigated, then ‘compensation’, such as demolition of redundant buildings, is an appropriate way to prevent deprivation of the countryside. The size of compensation depends on the nature and extent of the development and its impact on the countryside (Provincie Gelderland, 2015a).

The province of Gelderland fulfils a (limited) management role regarding living on the countryside, as ‘residential programming’ is a matter of provincial interest. Qualitative process frameworks are set regarding location choices. Quantitative frameworks are set in regional housing programs which municipalities have to mutually coordinate. Not only is the number of houses included in
these programs, but also planning of the construction of these houses to avoid competition between municipalities regarding attracting new residents. This allows province Gelderland to act as regions fail to reach regional agreements or if the agreements are not maintained.

Overcapacity in housing can result in unnecessary use of space, an increasing risk of vacancy, diminishing control of municipalities in site selection, financial risks and unprofitable investments. Currently, province Gelderland aims to balance supply and demand with strategic stock management which is focused on all properties within a municipality and is preferably aligned within the region. This is done by shifting the focus from new constructions to renovation of existing housing and by making houses suitable for different target groups. This is also intended by the project ‘Ni’je Naobers’. But as province Gelderland continuous ‘homes are only built to meet housing needs [to live in the countryside]. This also applies to homes that are being built as part of redevelopment’ of vacant agricultural buildings (2015b, p.17, translated from Dutch). Together with quantitative regional agreements regarding housing quota this housing need might negatively affect the project. Especially because it is not certain that there is sufficient housing quota and demand to live on the countryside in every municipality.

Regarding renewable energy, the ambition of province Gelderland is to be energy neutral in 2050. As clarified: ‘Innovations and distributed energy generation are important to Gelderland. Because of our responsibility to the environment, because of exhausting raw materials, a good use of space, the potential for the economy of province Gelderland and reduced dependence on other (unstable) energy-producing countries. Renewable energy is a measure of corporate social responsibility, also to reduce the risk of climate change worldwide’ (Provincie Gelderland, 2015b, p.58, translated from Dutch). Where fossil fuels are removed from the soil far from home, most renewable energy is generated on site above ground. Even though this requires a lot of space, province Gelderland believes that each sustainable potential should be used with a proper integration in the landscape. Small scale local initiatives are preferred to large scale energy generation projects. According to the province, the transition to energy neutrality requires (1) acceptance from civil society and (governmental) organisations for the installation of energy generation facilities, (2) connection of all partners needed to close ‘cycles’, (3) encouragement of innovations and (4) providing good examples (Provincie Gelderland, 2015a).

Given that solar and wind energy are available for everyone, province Gelderland sees power generation of this energy as an economic potential to both individuals and collectives. Thus far, solar energy is mainly applied on roofs. But just like is developed in the project ‘NL Solarpark ‘de Kwekerij’’, according to province Gelderland, large solar collectors on the ground are needed as well for a larger contribution to the energy transition. Therefore, at present, province Gelderland and its partners are studying the opportunities for such installations. For instance, integrated in the landscape on agricultural locations, since ‘decentralised energy generation might generate extra incomes for agricultural firms so they can survive the scale enlargements [...]. And sustainable energy generation could be an economic activity on vacant agricultural locations’ (Provincie Gelderland, 2015b, p.59, translated from Dutch).

It is important to notice that the Strategic Environmental Agenda is a dynamic document and adjustments of the policy framework might always be possible. Therefore, the province will focus on solutions for each specific situation that may lead to added value for the main provincial objectives instead of blocking new developments beforehand with rules and regulations. Since the aim of the province is connecting regional parties and encouraging local initiatives, the implementation of the Strategic Environmental Agenda mainly occurs through regional programs, regional discourses and mutual agreements with partners, including in region Achterhoek (Provincie Gelderland, 2015a). Next section will further discuss these discourses and regional agreements regarding agricultural vacancy and the selected redevelopment projects.
5.2 Region Achterhoek

As elaborated in section 3.2 province Gelderland consists of six regions. Within the Joint Regulations Act these regions, including region Achterhoek, consist of cooperative associations between regional municipalities. Except municipalities Winterswijk and Bronckhorst, region Achterhoek also represents the interests of municipalities Aalten, Berkelland, Doetinchem, Montferland, Oost-Gelre and Oude IJsselstreek (see figure 3.2 for an overview). On behalf of these municipalities, region Achterhoek represents the general interest of the region (Regio Achterhoek, 2016). Based on discourses regarding agricultural vacancy, region Achterhoek established regional agreements regarding spatial planning, including redevelopment of vacant agricultural building plots. This will be discussed in this section.

5.2.1 Discourses on agricultural vacancy

In this section the discourse of all regional municipalities regarding agricultural vacancy is discussed, since these discourses are on the basis for regional agreements regarding the topic.

Regarding vacant agricultural building plots, municipality Berkelland currently sees the vacancy with a great disquiet. It is ‘a degeneration of the landscape and we are worried about the attractiveness of the rural areas in the long term for tourists’ (personal communication). As municipality Winterswijk expects circa half of current agricultural firms will be terminated until 2030-2040. Circa half of these buildings will be redeveloped, while the other buildings remain vacant and must be demolished (personal communication).

In contrast municipality Aalten, so far, has no overview on how many buildings are currently vacant. But they think that it is certain that until 2020 will increase due to scale enlargements. Although ‘there are some clutter corners, the vacancy rate is still reasonable’. As municipality Oude IJsselstreek continues, ‘there is no case of all kinds of vacant farms which are collapsed’ (personal communication). Municipality Bronckhorst states that it is not doom and gloom in the rural, but it is a line to the near future. The aim of this municipality is to retain an agricultural function on the vacant agricultural building plots on the basis of land consolidation. ‘And if you look to the amount of what is currently empty, if a citizen comes and tries to buy the surrounding grounds, fine’. If this does not work, then they want to see if the empty buildings can be demolished (personal communication). In municipality Doetinchem (personal communication) agricultural vacancy is also not a problem, since a lot of these vacant buildings have already been demolished or redeveloped to housing. Despite some frustrating locations in the landscape, it does not affect spatial quality. According to municipality Montferland they currently have the majority of requests for redevelopment of agricultural vacancy. In this municipality several residents are highly active on the countryside in the field of spatial planning and consultancies. ‘It seems that they actively went on the road, so to speak, to see whether people were interested [in function change]. So we made many initiatives possible at that point from a policy perspective’. Little of these plans are actually developed though (personal communication).

Municipality Oost-Gelre indicates that the problem of agricultural vacancy is signalled and that they are working on policies regarding redevelopment of this vacancy for years. ‘If you look at square meters it is quite a problem in the Achterhoek’. However, as agreed by number of municipalities, ‘honestly think that an empty building in the centre, even if it is much smaller, has more impact [on spatial quality] than a vacant agricultural building’ (personal communication). Moreover, all respondents affirmed that agricultural vacancy is an ongoing process due to scale enlargements. As municipality Oude IJsselstreek states: ‘Now the milk quota has been abolished, the milk price is under pressure. Last year, farmers received 0,41 cents per litre and now they need to sell the milk below the cost price’. As a result, the municipality expects that a lot of farmers might come in trouble causing more vacancy (personal communication).
In order to keep the overview, the table below summarises the regional discourses regarding agricultural vacancy:

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Discourse</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aalten</td>
<td>No overview vacant buildings, but vacancy rate still reasonable</td>
</tr>
<tr>
<td>Berkeland</td>
<td>Sees vacancy with great disquiet</td>
</tr>
<tr>
<td>Bronckhorst</td>
<td>Not doom and gloom in the rural yet, but link to the near future</td>
</tr>
<tr>
<td>Doetinchem</td>
<td>Agricultural vacancy is not a problem</td>
</tr>
<tr>
<td>Montferland</td>
<td>Many requests for redevelopment initiatives</td>
</tr>
<tr>
<td>Oost-Gelre</td>
<td>Problem of agricultural vacancy is signalled</td>
</tr>
<tr>
<td>Oude-IJsselstreek</td>
<td>Agricultural vacancy ongoing process, but still reasonable</td>
</tr>
<tr>
<td>Winterswijk</td>
<td>Expects high vacancy rate in near future,</td>
</tr>
</tbody>
</table>

Table 5.1: Regional discourses agricultural vacancy

Just like province Gelderland, all regional municipalities agree that the owners of the vacant agricultural buildings are primarily responsible for redevelopment. Municipalities are willing to help an owner to redevelop the buildings, but are not capable to support them all financially. ‘It is an illusion that a government will find a solution for all those places. Some will just disappear’ (municipality Oost-Gelre, personal communication). Municipality Doetinchem has a directing model for handling with redevelopment initiatives for agricultural vacancy: ‘if someone comes up with a plan and it does not fit in the existing policy, then he will be assigned a director who will accompany him’ (personal communication). Moreover, all municipalities indicate that it is a municipal responsibility that certain (regional) frameworks are given for redevelopment in order to improve the rural spatial quality. Otherwise, ‘a problem could occur in the sense of sphere of enforcement. If you arrange nothing, activities take place itself’ (municipality Montferland, personal communication). These regional frameworks will be discussed in next section.

5.2.2 Formal regional agreements

Based on discourses about agricultural vacancy and redevelopment, with support of province Gelderland formal regional agreements are established regarding spatial planning, including conversion of vacant agricultural building plots. These agreements apply to all projects in region Achterhoek, including ‘Nije Naobers’ and ‘NL Solarpark ‘de Kwekerij’’. The regional aim is a vital and multifunctional countryside, where continuing firms can develop in agricultural activities and other side-activities, whereby land consolidation becomes essential, and redevelopment of terminated agricultural firms is facilitated.

Since farmers are the custodians of the landscape, the vitality of the countryside is under pressure due to increasing agricultural vacancy. But this vacancy also offers opportunities for quality of life and spatial quality if redevelopment is properly encouraged. According to the regional spatial development plan (Regio Achterhoek, 2012), all municipalities of region Achterhoek base their spatial policies regarding redevelopment of agricultural vacancy on the policy document ‘Functies zoeken plaatsen zoeken functies’ (Functions search sites search functions). The document is committed not to come up with standard solutions for redevelopment (and to accidentally invite non-desired developments), but customised solutions. Although each municipality can give their own interpretation on the subject within this policy, general principles for conversion of vacant agricultural building plots are:

- ‘Redevelopment only applies to existing, legal vacant buildings on the countryside
- Policy focuses on customisation, encouragement of new initiatives and strives for win-win situations
- Redevelopment must lead to a contribution to the spatial quality of the rural, areas
• Compensation is explicitly used as an instrument/condition to monitor the spatial quality
• The present functions in the countryside must not be disproportionately harmed, including unacceptable traffic generation and retail (excluding regional/local rural products)
• The new redevelopments should fit in the nature and scale of the area’ (REGA, 2006, p.10)

Within the regional agreements a graduated system is designed with a direct connection regarding the nature and extent of the redevelopment project, the type of area in which the redevelopment takes place and the associated contribution for spatial quality. Sometimes a redevelopment project is larger than allowed or less in accordance with the respective area. Then it is evident that the initiative must deliver compensation, which must be in proportion to the impact and desired improvements to the direct environment. Compensation could be spend on demolition of housing, integration in the landscape, building plot reduction, preservation of characteristic buildings et cetera.

According to the regional policy document, redevelopment of agricultural vacancy to housing, including farm scission, ensures an unique housing quality and is possible without compensation needed if the house is a maximum of 350m² (REGA, 2006). However, due to increasing agricultural vacancy this policy document ensures a difficult to manage increase of independent houses on the countryside. So, for quantitative reasons the municipalities of region Achterhoek established a regional Residential Vision Achterhoek 2010-2020², which anticipates demographic shrinkage. It operates as a framework for local residential visions with sufficient space to respond to local needs. Agreements have been made that the focus is no longer on the construction of houses as compensation for demolishing vacant stables, but on renovation of already existing housing. The housing market will be adjusted to local demand, as well, allowing relatively little quantitative addition. As shown in table 5.2 until 2020 maximum 5900 houses can be added to the housing stock, but 90% of these homes have already been built today. The focus will therefore be on plans regarding the centre of villages since they might contribute to a vital region (Boers, Fokkema & Rijswijk, 2010).

In regional agreements, redevelopment of vacant agricultural buildings to renewable energy is not explicitly mentioned. Yet, in the regional spatial development plan the ambition is expressed to reduce CO₂ reduction by 50% in 2020 and eventually be energy neutral. Region Achterhoek mainly want to achieve this through biogas and solar energy generation. In addition, together with province Gelderland concrete plans are made to achieve their aim, including redevelopment of agricultural vacancy to renewable energy generation (Regio Achterhoek, 2012).

Since region Achterhoek is no administrative body, the municipalities are responsible for execution and enforcement of above discussed regional agreements (Boers et al., 2010). Therefore, next section the municipal discourses and legislation will be discussed regarding the selected redevelopment projects.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Maximum addition of housing 2010-2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aalten</td>
<td>835</td>
</tr>
<tr>
<td>Berkelland</td>
<td>635</td>
</tr>
<tr>
<td>Bronckhorst</td>
<td>385</td>
</tr>
<tr>
<td>Doetinchem</td>
<td>2185</td>
</tr>
<tr>
<td>Oost Gelre</td>
<td>685</td>
</tr>
<tr>
<td>Oude IJsselstreek</td>
<td>685</td>
</tr>
<tr>
<td>Winterswijk</td>
<td>685</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>5900</strong></td>
</tr>
</tbody>
</table>

Table 5.2: Maximum addition of housing in region Achterhoek (Boers et al., 2010)

² Municipality Montferland is disregarded, because this municipality belongs to Stadsregio Arnhem-Nijmegen regarding the theme ‘residence’ due to geographic location.
5.3 Municipality Bronckhorst and Winterswijk

Within just discussed regional agreements, all municipalities are responsible for the design of their spatial policies. These municipal zoning plans consist of discourses on agricultural vacancy and redevelopment initiatives. Moreover, they include tools to facilitate, encourage or prohibit investments regarding redevelopment of agricultural vacancy (Provincie Gelderland, 2015a).

This section will specifically address the discourses and legislation of municipality Bronckhorst and Winterswijk regarding the selected innovative redevelopment projects.

5.3.1 ‘Ni’je Naobers’

Currently municipality Winterswijk is studying the possibilities for redevelopment of agricultural vacancy, particularly in the field of housing. Winterswijk is the only municipality in region Achterhoek who still allows farm splitting. The municipality already has started preparation for their new environment vision, where they will formulate new policy which is focused on how to keep the countryside liveable and economic viable. Today, however, current zoning plan applies to the selected projects (Municipality Winterswijk, personal communication).

Housing is seen as an economic driver of the countryside which might support the rural liveability. Therefore, opportunities for property division are expanded and now possible for agricultural firms too. In order to ‘finance the maintenance of relatively large buildings in the rural areas, sometimes it is desirable to split the property to several households’ (Gemeente Winterswijk, 2011, p.47, translated from Dutch). To restrict the increase in buildings, there are no possibilities for new construction sites. Furthermore, redevelopment of housing is only possible in characteristic farms. The council is authorised to establish a zoning amendment if the redevelopment project applies the following conditions: (1) No matter how many buildings are redeveloped on a location, solely 2 new residential units are allowed of at least 400m$^2$ per residential unit. (2) The redevelopment should not restrict nearby rural farms and (3) should be integrated in the specific type of landscape on site, since the municipality has been identified as national landscape. (4) After division of the property no further extension of the property is allowed. (5) If the surface of outbuildings is more than 150m$^2$ demolition of other buildings is mandatory to serve spatial quality, unless it concerns characteristic farms. If redevelopment to more houses than permitted is necessary, ‘customisation is needed, which cannot be provided in this generic zoning plan’ (Gemeente Winterswijk, 2011, p.57, translated from Dutch).

Within this zoning plan, the municipality is now working on an experiment, since they ‘might have to change course’ regarding the regulations. The municipality wishes to maintain the space-for-space regulation, so they can construct houses by demolishing buildings in order to improve the spatial situation. The farm selected by ‘Ni’je Naobers’ meets the characteristic- and solid contents criteria. ‘It is not a monument, it is also not referred to as cultural-historical in the zoning plan’. But the farm is seen as a ‘farm that is characteristic and should be preserved’. The council has consented to develop 4 residential units in the farm. The zoning plan must therefore be changed, but this only happens if the project is viable and the houses are not too small.

Municipality Winterswijk is aware that not all buildings in the countryside can be preserved, although there is still demand regarding division of properties. ‘We want to cooperate [to these projects] with customised solutions, but all buildings that are constructed must be absolutely in the rural style’ due to different landscape types, EHS and Natura200 areas. The municipality claims that it is nonsense to properly apply the rules with a crappy outcome. It is more important to see whether or not it adds something to the spatial quality and if it can be compensated. ‘It does not matter what constructions are used’. For instance, ‘Ni’je Naobers’ is an experiment so see if there is a need for policy regarding 4 households in a farm in the new environment vision (Municipality Winterswijk, personal communication)
5.3.2 ‘NL Solarpark ‘de Kwekerij’"

As municipality Bronckhorst indicates all kinds of real estate currently become vacant: farming, residential, social and religious functions. Although function change for such buildings remains possible as one of the redevelopment models, a solar park would be ‘a nice revenue model, which in fact also contributes to the desired energy neutrality’ (personal communication). It also fits in the Sustainability Agenda Bronckhorst 2013-2016, which aims to facilitate local initiatives.

On the location of ‘NL Solarpark ‘de Kwekerij’ it was planned to develop 200 houses. But due to demographic trends, this was reduced to 50 homes. Since the remaining hectares had the destination ‘agricultural’ one could not simply place solar panels. By deviation from the zoning plan an environmental permit was established changing the destination to ‘agricultural – solar park’. In this permit the following was determined: ‘In accordance with landscape policies, careful landscape integration is a condition for the extension of buildings and redevelopment. The solar park is largely incorporated within existing structures, patterns and elements present in the landscape. In addition, there is extra landscaping so the solar park fits in the environment and thus partly blocks the view on the solar panels for nearby residents’ (Gemeente Bronckhorst, 2014, translated from Dutch). It is determined that 70% can be used for solar panels and 30% for side-activities regarding recreation and education, such as a petting zoo. The dimensions of the buildings need to fit in the area and the height of the solar panels can be up to 3 meters. Rainwater will infiltrate the planning area and flow in wadi’s, so no connection is needed to the sewers. Moreover, a hedge should cover the fence, solely indigenous plants species are allowed and a focus on attracting bees and butterflies is needed. There should be no disproportionate interference for adjacent agricultural lands and interest of third parties such as the agricultural sector (Gemeente Bronckhorst, 2014). So this development is only allowed on (agricultural) buildings plots. ‘The agricultural firm is already said farewell so it does not comes at the expense of food production’.

In addition, the municipality thinks a solar power project might be a solution for the combination of vacancy, asbestos removal and demolition. ‘Regarding the new stables, you can place solar panels on roofs immediately. But it concerns the existing sheds with asbestos’. Bronckhorst wants to encourage demolition regional and then reuse the demolished material through a circular economy. However, ‘currently the dumping costs are high, so farmers say: ‘most of the building is not in my way, just leave it’’. Then these buildings impoverish and the demolition will become more expensive in the future. Therefore, municipality Bronckhorst believes that this project could encourage farmers to demolish the poor buildings, remove the asbestos and still generate income in the future by renewable energy generation. As noted, the municipality wants to facilitate these projects: ‘More daring and doing. Checking the prevailing rules, but also acting in the spirit of the law’. The development of a solar park must remain customisation and be regulated though, since municipality Bronckhorst does not want solar parks everywhere (personal communication).

Both municipalities are thus willing to cooperate in the innovative redevelopment projects, under certain conditions as elaborated in this section. Next section will discuss the main conclusions of this chapter.
5.4 Reflection on the selected redevelopment projects

Although the remaining municipalities in region Achterhoek cannot directly influence the selected redevelopment in municipality Bronckhorst and Winterswijk, they have to deal with increasing agricultural vacancy and the need for redevelopment as well. Therefore, this section will reflect from the discourses and prevailing legislation of the remaining municipalities to assess whether similar projects might be (successful) developed throughout region Achterhoek.

Regarding both ‘Ni’je Naobers’ and ‘NL Solarpark ‘de Kwekerij’’ the municipalities are curious about the developments and state that under certain conditions there is always possibility of ‘customisation’ if the projects do not fit in prevailing policies.

Redevelopment to housing is still seen as a good solution to vacancy, but this idea is already outdated due to current events in society (municipality Bronckhorst, personal communication). Therefore, project ‘Ni’je Naobers’ is seen as a fun experiment by the municipality. As municipality Berkelland states ‘because of demographic shrinkage, conversion to housing is no longer possible’ (personal communication). All municipalities indicate that due to the housing quota they want to focus on housing in villages ‘to make sure that in 10-15 years our villages still look beautiful’ (municipality Oude IJsselstreek, personal communication). In terms of regulations municipalities Oost-Gelre and Doetinchem still allow redevelopment to housing, since they have not reached the housing quota yet. But ‘we as civil servant are not happy, because the limited housing need should be filled at the most strategic locations’, in the centre of villages. Although municipality Doetinchem hardly received any other requests for redevelopment, ‘the problem is that if we uphold this policy, we still have an increase in the number of homes. [...] Well, the debate is, [...] do we need to make an exception for cultural and historical valuable buildings in the countryside?’ (personal communication).

Although region Achterhoek lacks policy regarding redevelopment of agricultural vacancy to solar parks, the region does have an ambition regarding energy neutrality. As municipality Doetinchem states specific requests will be ‘warmly received [...] if you say we demolish those sickening stables and place solar panels, in an acceptable way [...] then that is a good development’ (personal communication). Municipality Aalten requires that the plan is guaranteed to be ‘social and financial feasible’ in advance (personal communication). Redevelopment to solar parks will not yet be applied in municipality Berkelland and Montferland, partly because there is no explicit policy. However, possibilities will be discussed for each initiative (personal communication). Corresponding to regional agreements, the municipalities solely approve solar energy generation on existing roofs and building plots, since the characteristic landscape cannot become an energy landscape, ‘since developing solar parks on virgin agricultural land is one step too far regarding landscape quality’ (municipality Berkelland, personal communication). However, according to municipality Oost-Gelre if you develop a solar park on the building plot where buildings are demolished, the spatial impact is not immense since you rebuild what is already allowed in the zoning plan (personal communication). Furthermore, as municipality Oude-IJsselstreek states ‘everyone calls for renewable energy, but are going straight on the brakes if anyone would like to develop a hectare’ (personal communication).

Several municipalities question if the project ‘NL Solarpark ‘de Kwekerij’’ might be a solution for agricultural vacancy, since they are not convinced yet if there is much enthusiasm for solar parks (municipality Doetinchem, personal communication). Moreover, since it is uncertain if it fits in the character of the landscape and if solar energy generation is profitable compared with windmills (municipality Oude-IJsselstreek, personal communication), especially if redundant agricultural buildings have to be demolished first. ‘The problem is that governments counteract each other. Fiscal these things are not yet attractive. The ideal is that if a farmer quits he
demolishes his redundant stables as operating expenses. Then he eliminates the tax on the remaining value. But the bad thing is that this counts as a home and then it is worth more regarding the tax authorities than if it was a business’ (municipality Oost-Gelre, personal communication). Finally, municipality Aalten questions if it is technically possible, since not all farms are situated close enough to a power delivery point (personal communication).

In short, some municipalities are cautious regarding solar energy on the ground, while others take small steps towards realisation of such initiatives. As municipality Doetinchem states, they are very curious about the project ‘NL Solarpark ‘de Kwekerij’’ and want to keep an eye on the developments: ‘Of course it is no jewel in the landscape, but if we want to generate revenue from renewable energy and partly use this for landscape integration [...] everyone is happy’ (personal communication).

The municipalities mainly see both innovative projects as an experiment. According to municipality Berkelland ‘the last few years’ practice has shown that redevelopment of vacant agricultural properties is a drop in the ocean’ (personal communication). Moreover, municipality Oost-Gelre considers that both initiative can be solely a solution for 10-15% of the vacant buildings since the demand is too small.

5.5 Conclusion

This chapter discussed the influence of the prevailing legislation and discourses of province Gelderland, region Achterhoek and municipalities Winterswijk and Bronckhorst on the redevelopment of (innovative) redevelopment projects for vacant agricultural building plots.

This chapter discovered that the provincial and regional policies regarding redevelopment of vacant agricultural building plots have much in common. Redevelopment of agricultural vacancy is solely facilitated if the character of the area is not substantially affected in scale and nature, if other functions are not disproportionately harmed, if the development is integrated in the landscape or if there is compensation if necessary. In general, redevelopment of vacant agricultural buildings needs to lead to improvement of the spatial quality.

Regarding living on the countryside, qualitative and quantitative frameworks are set by province Gelderland. This is done in order to balance supply and demand of housing by regional residential programming. Region Achterhoek implemented this provincial regulation in their Residential Vision, by setting housing quota. As a result, the residential market will be adjusted to determined local demand allowing relatively little quantitative addition. This might negatively affect the project ‘Ni’je Naobers’, since it might be possible that the project cannot be developed everywhere on the countryside due to lack of housing need and because a municipality might have reached its housing quota. Especially since it is regionally determined that the focus is shifted from building new constructions to renovating existing buildings, as much as possible in the centre of villages instead of on the countryside.

With regards to ‘NL Solarpark ‘de Kwekerij’’, currently local initiatives regarding renewable energy generation, including, solar energy, are stimulated by province Gelderland under the condition of proper integration in the landscape. Moreover, possibilities are studied by province Gelderland for large solar installations on the ground. Since the project in municipality Bronckhorst also involves installing solar panels on the ground, this might have a positive influence on the execution of the project. In particular, because of the energy neutrality ambition of region Achterhoek. Therefore, the region wants to contribute to concrete plans for renewable energy generation.
Based on provincial and regional policy documents, both municipalities Bronckhorst and Winterswijk are willing to facilitate, by means of customisation, in the innovative redevelopment projects ‘NL Solarpark ‘de Kwekerij’’ and ‘Ni’je Naobers’. In addition, both municipalities want to deviate from the prevailing zoning plan in order to facilitate the projects (although municipality Winterswijk will only do this if it is a viable plan). Both municipalities think that the vitality of the countryside is under pressure due to increasing agricultural vacancy, but it also offers opportunities for innovative redevelopments. Municipality Winterswijk thinks that housing is the economic driver on the countryside regarding rural liveability and maintenance of the characteristic farms. Therefore, an opportunity for property division is expanded and is now also possible for agricultural firms. Since municipality Winterswijk has not reached the housing quota yet and notice a need for living on the countryside, they are now experimenting with legislation regarding development of 4 residential units in a characteristic farm. In contrast, municipality Bronckhorst thinks a solar park might be a solution and new revenue model for the combination of agricultural vacancy, asbestos removal and demolition of buildings. By deviation from the zoning plan an environmental permit was established for the solar park.

Many municipalities in region Achterhoek do not see the agricultural vacancy as an urgent problem yet and perceive vacancy in the centre of villages as more pressing. Moreover, although several municipalities are willing to facilitate in the selected redevelopment projects, they see some obstacles in the sphere of the housing quota (and little demand for living on the countryside) and negative influences on the landscape regarding renewable energy generation.

This chapter discussed to what extent prevailing legislations of local authorities and their discourses might influence the development process of the selected innovative projects. Next chapter will continue the analysis from the perspective of organisational influences.
Chapter 6

Influences on redevelopment projects by organisational factors: involved actors, resources and power relations
Chapter 6 Influences on redevelopment projects by organisational factors: involved actors, resources and power relations

In the foregoing chapters is determined that different types of innovation and prevailing legislation and discourses of local authorities actually have an influence on the development of the selected redevelopment projects ‘Ni’je Naobers’ and ‘NL Solarpark ‘de Kwekerij’’ in region Achterhoek. In contemporary society the success of, innovative, projects to redevelop agricultural vacancy does not only rely on a clear strategic direction and formal legislation. However, the success of an innovative redevelopment project also strongly depends on being able to manage the project from a preliminary idea or opportunity to a successful outcome (Bessant & Tidd, 2015). To provide an integral view on opportunities and constraints regarding innovative redevelopment purposes for vacant agricultural building plots it is therefore necessary to study the influences on the projects by organisational factors. As elaborated in the theoretical framework (chapter 2), the organisational factors of a project refer to the actors and resources involved. Each involved actors features certain discourses regarding redeveloping building plots, coalitions might emerge and regarding process management there is interaction among actors. In addition, actors use their resources to determine their power and influence in the rural development process.

This chapter will discuss these influences of organisational factors regarding the development processes of the selected redevelopment projects, during the period of empirical data collection from March up to and including August 2015. In doing so, the first paragraph starts with exploring what kind of actors are involved in the process and to what extent they are involved. Subsequently, their interaction patterns regarding process management will be analysed. Then after discussing the deployed and distributed resources among actors in section 6.3, this paragraph will be concluded in section 6.4.

6.1 Involved actors: involvement and coalitions

As an expression of a changing relationship between state, market and civil society the method for rural development processes have shifted from exclusively a top-down model to a bottom up approach (Woods, 2011). This causes that various social, economic and institutional actors play an increasing role in redevelopment projects for vacant agricultural building plots (Esparcia, 2014). This is confirmed in the studied projects ‘Ni’je Naobers’ and ‘NL Solarpark ‘de Kwekerij’’. In order to describe which stakeholder are involved in the redevelopment processes, this is visualised in figure 6.1 for project ‘NL Solarpark ‘de Kwekerij’’ and in figure 6.2 for project ‘Ni’je Naobers’. Each type of actors is visualised in a different colour:

- Blue: State
- Orange: Market
- Green: Civil society (local population, interests groups, non-profit organisations)
- Purple: Expert system

Moreover, section 2.2.3 in the theoretical framework made a distinction regarding different degrees of involvement of actors in a policy domain as well (Liefferink, 2006):

- Centre actors (often the initiators) are leading the process and are depicted in **bold**
- Medium involved actors have an intermediate position and are depicted in *italics*
- Periphery actors are laterally involved and are placed outside the black circle
As shown above in figure 6.1 the project to develop ‘NL Solarpark ‘de Kwekerij” consists of three centre actors: IQ-Solar, NL Greenlabel and municipality Bronckhorst (NL Greenlabel, 2015). IQ-Solar decided to engage in an exclusive partnership with NL Greenlabel and develop the park in the entity of NL Solarpark de Kwekerij BV. The idea to develop a solar park is simultaneously conceived by the involved actors. NL Greenlabel and IQ-Solar together developed a plan for a sustainable solar park integrated in the landscape. They wanted ‘to show the world that it can be done differently’ instead of large, industrial, solar fields (NL Solarpark de Kwekerij BV, personal communication) and to get rid of bad, vacant, buildings to the benefit of the landscape. According to NL Greenlabel (personal communication) ‘when we presented our plans to municipality Bronckhorst they were very enthusiastic’. As municipality Bronckhorst adds, since the residential area would not be developed due to demographic decline, on the purchased land of a former arboriculture, they wanted to offer the local community something else that did fit their sustainable ambitions. We wanted a solar park, but a little more than just an [industrial] solar park. By coincidence there happens to be a party which wanted to develop this’ (personal communication). For these reasons the involved actors have formed a strategic coalition.

Also shown in figure 6.1 the local community has been peripherally involved from the beginning of the project. ‘Yes’ as NL Solarpark de Kwekerij BV states, ‘I have put a lot of energy and attention into communication with the neighbourhood’. The plan was explained and agreements were made on the integration of the solar park in the landscape. ‘There were special information meetings, but I also visited people at home and we literally had coffee and cake.. and we just talked. I especially dispelled unrest. People had the image of these large German solar fields’. Furthermore, several market actors, such as Econnetic, have been hired regarding financial and juridical aspects of the project. Also, Weevers facilitated the website and other facets regarding communication. These actors are hired for their expertise and support, but not involved in the development of the project (personal communication).

One actor is not shown in the figure, because it is no longer involved in the project. The departed actor had it own discourse regarding developing a solar park which did not fit in the sustainable vision of the other actors (municipality Bronckhorst, personal communication). ‘And
then we just said, we end this collaboration. That is the benefit of hiring external actors’. In addition, a local Achterhoek company has been found regarding the installation of the solar park. This is not yet disclosed to that actor and therefore not visible in figure 6.1 (NL Solarpark de Kwekerij BV, personal communication).

Where project ‘NL Solarpark ‘de Kwekerij’ solely consists of three centre actors, the organisation structure of project ‘Ni’je Naobers’ is more complex. First of all, as shown in figure 6.2, project group ‘Ni’je Naobers’ consists of three centre actors: Vereniging Kleine Kernen Gelderland (VKK Gelderland) and project group ‘residence’ of neighbourhood Winterswijk initiated the project. They both came up with the idea and formed a strategic coalition regarding redeveloping vacant agricultural buildings to residence for all target groups in the municipality. As VKK Gelderland states ‘we often see that young people want to live in the area, but cannot find a place or do not have the money and leave Winterswijk [...] this increases depopulation’ and might also cause deprivation of authentic buildings on the countryside (personal communication). Neighbourhoods association Winterswijk adds ‘what we are doing is working on solutions and that is progress for the quality of life’ (personal communication). Furthermore, municipality Winterswijk is involved in the project group, since they see the project as an experiment and are willing to facilitate.

As explained in previous chapters the centre actors organised an information meeting for the local community. During this meeting, information was given regarding the project and it was
possible to sign up to help in ‘thinking of how we can structure and shape it [the project] and people who are really interested to be a future resident’ (municipality Winterswijk, personal communication). Circa 20 people (not necessarily aspiring residents) signed up to be involved in a workgroup regarding financial-juridical aspects, location and communication. ‘A coordination group is in charge of these workgroups which consists of one person of each workgroup’. These medium involved actors prepare all information about which decision can be taken by the centre actors of project group ‘Nije Naobers’ (VKK Gelderland, personal communication).

There are also several peripherally involved actors shown in figure 6.2, such as the civil society. For instance, many (ex)agrarians contacted the project group ‘Nije Naobers’ to offer their farm to the project. These agrarians are not involved in the project, but can make a contribution by selling their farm to the project. Also, it is important to note that not all candidate future residents are involved in a work group. Some future residents wait on the sidelines until the project is developed (VKK Gelderland, personal communication). Province Gelderland is laterally involved in the project, since they subsidised the starts of the project in the context of the generator for ideas to deal with shrinkage. As province Gelderland explains ‘we brought the actors together, but we remain very much on the sidelines’ (personal communication). Moreover, although Platform31 is not involved in the project, they support ‘Nije Naobers’ were necessary with expertise ‘regarding the establishment of housing cooperatives. The project in Winterswijk is one of the pioneers’ in their national pilot (personal communication).

What is noticeable in the figures is that in project ‘NL Solarpark ‘de Kwekerij’ solely actors from the market sector are involved together with the state, municipality Bronckhorst. However, in project ‘Nije Naobers’ no actors from the market sector are involved in the redevelopment process. Instead, the local community is strongly represented together with several societal and an organisation from the expert system, Platform31.

The actors regarding the project in Bronckhorst formed a strategic coalition because of their sustainability goals and since they had a concrete plan to develop a solar park for the local community. The actors in ‘Nije Naobers’ formed a strategic coalition due to an assumed need for housing on the countryside and to preserve characteristic, vacant, agricultural buildings.

Now in this section all involved actors and their degree of involvement are identified, next chapter will use this information in order to discuss the interaction patterns among actors regarding process management. This involves the tasks and responsibilities of all actors which might influence the development of the selected projects.

6.2 Interaction patterns

The centre actors of ‘NL Solarpark ‘de Kwekerij’ thus has a concrete plan from the beginning of the project, but also their own firm. In order to develop the project each actor has their own tasks and responsibilities from his own expertise. Therefore, the main decisions regarding the solar park are being done by IQ-Solar and the decisions regarding landscape integration of the solar park is done by NL Greenlabel. Moreover, ‘municipality Bronckhorst played a fantastic role. They did everything to support the project’ (NL Solarpark de Kwekerij BV, personal communication). As indicated by NL Greenlabel (personal communication) from the beginning of the project there were almost weekly meetings with the municipality to arrange everything. Municipality Bronckhorst adds ‘you need guts and courage to do this together. You have to communicate openly, say what you encounter’. The municipality has, except for the provision of the location of the solar park, no concrete role in the project. Yet, they try to stimulate and facilitate the project with legislation and procedures (personal communication).
The centre actors perceive their mutual cooperation as good, since all actors have the same concrete goal in mind, even though it is a lot of pioneering since there is no manual to develop the project. ‘Of course sometimes there is a difference in opinion. But since there are pretty short communication lines and we work with relatively few actors’ this is easily solved (NL Solarpark de Kwekerij BV, personal communication). NL Greenlabel adds that is beneficial for the project that solely 3 centre actors are involved with their own expertise. ‘The more parties, the vicious the process becomes’. Moreover, all actors note that they have a good feeling about the actors with whom they collaborate. As NL Greenlabel continues ‘I never sent a bill, I made costs, but we have done it all because of our main goal’ (personal communication). Since it is a small organisation, they needed to hire external actors to obtain the missing expertise. Most hired external actors came from their own professional network and the centre actors already worked with these external actors in different projects. The centre actors indicate that they see this external expertise as legitimate, although they have the ultimate responsibility. ‘If a communications agency tells us to communicate ‘red’ to the media or neighbourhood, then we do not communicate ‘green’ (NL Solarpark de Kwekerij BV, personal communication). This indicates that the actors trust each other (and the hired external actors), what is by themselves seen as a positive influence on the progress of the project.

The interaction patterns regarding the development of ‘Ni’je Naobers’. The decision-making is done by the entire project group ‘Ni’je Naobers’ during meetings, but VKK Gelderland is the process supervisor of the project (VKK Gelderland, personal communication). Province Gelderland subsidised €20.000 for this task (municipality Winterswijk, personal communication). As VKK Gelderland indicates he primarily has a supporting role, since the workgroup need to obtain information and develop the project, but occasionally initiates ideas to help the process. In addition, municipality Winterswijk is involved in the project to ‘guard public interest and stimulate public interest. And to see where it collides with existing policy and whether this policy should be adjusted’ (personal communication). Basically project group ‘Ni’je Naobers’ take all decisions under guidance of VKK Gelderland, while the workgroups prepare this topics for decision-making. Furthermore, as explained in previous section the project is involved in the national pilot of Platform31, which guides the project in a community practice group. ‘But they have their own project and we are thus not substantially involved’. The task of Platform31 is to advice ‘Ni’je Naobers’ regarding several aspects of developing a housing cooperative. ‘We try to boost the project, but every project is, of course, in their own world’ (personal communication).

All actors indicate that the mutual cooperation is good, because everyone has the same mission regarding housing in the rental sector, preservation of the countryside and characteristic farms. In addition, according to Neighbourhood Association Winterswijk the actors communicate open and transparent (personal communication). But as VKK Gelderland states, ‘in these processes it is logical that some are slightly more informed than others [...] some understand certain issues better than others’ (personal communication). Furthermore, the development process appears a difficult task, since it is difficult to gather information regarding aspects on how to develop the project. This requires lot energy of the involved volunteers in the workgroups. As municipality Winterswijk indicates ‘the workgroups are becoming smaller’. People quit the process even though they were enthusiastic in the beginning. This is due to the time aspect (personal communication) and since the workgroups need to figure out everything themselves regarding financial-juridical aspects, development of a cooperative et cetera. Platform31 considers this as a logic consequence, but states that ‘the project has its own dynamic. If a commercial developer would do it, the process would go much faster. These people do it in their spare time’ (personal communication).

As explained in this section, in both projects indeed ‘instead of a unique power centre, there is now a plurality of actors who are considered legitimate’ (Claval, 2011). Moreover, the way the
involved actors interact and become mutually associated has substantial consequences for the development process. According to Ind and Coates (2013) mutual interaction patterns among actors, which all have their own role and responsibilities, might lead to more successful products while reducing risks. Although both projects have a different organisational structure, all involved actors have their own tasks ranging from decision-making to gathering information. It became clear that mutual trust is important so actors feel free to share information and to depend on each other while performing tasks. Moreover, actors in both projects indicate that their mutual communication is open and transparent. However, short communication lines are essential to keep the project concrete and so all involved actors have a clear picture of the state of affairs of the development process. This confirms the statement of Murray (2010) that short communication lines and transparency are essential for co-creation and knowledge sharing.

This analysis regarding the interaction patterns among involved actors provided a foundation for discussing what resources can (not) be introduced in the development process.

6.3 Resources and power relations

As explained in the theoretical framework (section 2.2.4) according to the policy arrangements approach, resources are means or instruments intended to be deployed and distributed among actors to send a development process in the desired direction (Arts & Van Tatenhove, 2004). The following resources can be deployed in a development process: formal authority, expertise, finances, human- and production resources. By means of just discussed interaction patterns among the involved actors, resources are (not) introduced in the process. This section will discuss to what extent the selected redevelopment projects are influenced by (not) deploying and obtaining several resources.

Both project indicate that they are supported by formal authorities regarding the development of their projects. Concerning project ‘NL Solarpark ‘de Kwekerij’’ municipality Bronckhorst changed the destination of fallow land to ‘solar park’ which was initially intended for housing, by means of an environmental permit (personal communication). Moreover, municipality Bronckhorst arranged weekly meetings regarding formal procedures and financial aspects to develop the project, such as applying for the environmental permit and the required SDE+ subsidy for solar energy generation (NL Greenlabel, personal communication). As municipality Bronckhorst states if you have a sustainability ambition ‘you have to show a little courage’ (personal communication).

Municipality Winterswijk supports project ‘Nije Naobers’ where possible within prevailing policy, provided that the project involves a characteristic farm. ‘We hope that in this way the first farm will be developed for the rental sector’. The municipality is prepared to customise their prevailing regulations to the pilot. If the project succeeds they are willing to expand the regulations to regularly allow the redevelopment of four houses in a farm, instead of two (personal communication). Furthermore, project ‘Nije Naobers’ experienced a positive impact from province Gelderland, since the project received subsidy from the ideas generator shrinkage (‘ideeëngenerator krimp’): a subsidy fund for local initiatives to counter the adverse effects of demographic shrinkage. With this subsidy VKK Gelderland could be paid regarding supporting the process (as an expert) and the project could start with the establishment of a business case and the housing cooperative (VKK Gelderland, personal communication).

Unfortunately, both projects encounter obstacles from the formal authorities as well. Despite that municipality Bronckhorst strongly supports project ‘NL Solarpark ‘de Kwekerij’’ regarding the application for the environmental permit, handling fee had to be paid. ‘And the amount of handling fee was not aimed at a large-scale solar field’. Therefore, the handling fee was very high. ‘I think you counteract initiatives if you demand these high fees’. In addition, since
the municipality is the owner of the land on which the solar park will be developed, the project need to pay annual ground lease. This also involves annual costs which should be earned back (NL Solarpark de Kwekerij BV, personal communication). NL Greenlabel indicates that province Gelderland, perhaps unconsciously, hinders the project: ‘Well, thus far, the province has not been of value for the project […] even though they have experimental subsidies, innovation subsidies […] it is sad’. NL Greenlabel indicates that he is being sent from pillar to post, because the project does not fit within existing programs or subsidies, while he is not asking for money, but the right people which could help him with the project (personal communication).

Municipality Winterswijk has ‘legislation which determines that houses in a divided farm should be 400 cubic meters each’. Neighbourhood Association Winterswijk indicates that this legislation should be removed, in order to develop ‘Ni’je Naobers’ as ‘each house will be 150, 200, 250 cubic meters’ (personal communication). Moreover, different than in municipality Bronckhorst, the municipality in Winterswijk only thinks along with the project in terms of policy (adjustments). They leave the further development of the project to the three work groups (personal communication). Although this is not indicated in the conducted interviews, this could be an obstacle for the process, since the municipality possible has a large network with much expertise to stimulate the development of ‘Ni’je Naobers’.

Except from influences from formal authorities, the conducted interviews revealed that financial and production resources have an impact on the process as well.

Regarding funding of the projects, project group ‘Ni’je Naobers’ in Winterswijk is engaged to establish a ‘Naober funding’. This means ‘if someone buys a certificate […] of €1000, you get it back after 30 years with interest’. However, this business case is not yet established, because they have not found a Dutch bank who is interested in the project and the self-designed ‘naober fund’. But ‘if we manage to sell 100% of the certificate, you do not need a bank […] as you have to pay interest’ (VKK Gelderland, personal communication). Nevertheless, according to Neighbourhood Association Winterswijk the project is also looking for investors to contribute to ‘Ni’je Naobers’ (personal communication).

For project ‘NL Solarpark ‘de Kwekerij’” the business case regarding installation and exploitation of the solar energy is established due to the SDE+ subsidy, which could only be applied for if the environmental permit was granted by municipality Bronckhorst (NL Solarpark de Kwekerij BV, personal communication). As municipality Bronckhorst explains ‘yes, the funding has been a real bottleneck, if the SDE+ subsidy was not granted, then it was not possible to develop the project’ (personal communication). The business case regarding the park section is not yet established, but the involved actors are trying to fund this by subsidies or crowd funding.

It is important to take into consideration that no buildings were demolished for the project, although this will be the case if other agricultural vacancy is redeveloped to a solar park, (municipality Bronckhorst, personal communication) which involves extra funding, for instance provincial subsidies. As a farmer, who is interested in a solar park, indicates: ‘the asbestos regulations are not interesting, as you receive funding to remove the asbestos and then put a new roof on the building. Then there is a building with a new roof without destination. Therefore this project [NL Solarpark ‘de Kwekerij’] might be a good solution, provided that there is a healthy revenue model’ (personal communication).

Moreover, production resources affect the implementation of both projects. For instance, in municipality Bronckhorst firms must be attracted regarding the construction of the park and installation of the solar panels and a power supplier. Because the project contains durable quality requirements, this is a big search operation within the professional network of the involved centre actors (NL Solarpark de Kwekerij BV, personal communication). Regarding project ‘Ni’je
Naobers’, three work groups are engaged in the development of the project: how can a housing cooperative be formed, how can the farm be purchased and what is needed to transform the farm into several residential units? (Menting & VKK Gelderland, personal communication).

The interviews revealed that the financial and production resources are extremely influenced by owning or requiring expertise. For example, in project ‘NL Solarpark de Kwekerij’ all centre actors have their own company and use their own expertise (as regarding solar energy) and professional network to develop the project. They also hire external parties to outsource the things that they do not have the knowledge for, such as the establishment of the business case.

Regarding project ‘Ni’je Naobers’ in contrast, the work groups attempt to gather all expertise themselves, but ‘it takes a lot of energy to get the proper information together’ (Menting, personal communication). As municipality Winterswijk indicates the ‘daydreaming must be translated into realistic plans, which is difficult. But they have support from Platform31’ (personal communication). This is because ‘Ni’je Naobers’ is on the advice of province Gelderland selected in the national pilot of Platform31: ‘New opportunities for housing cooperatives’. According to Platform31 ‘at some point a professionalization is essential. They really need to hire expertise […] or ask someone to help them [with establishment of the housing cooperative or business case]. Because as a citizen, you cannot do everything yourself’ (personal communication). Province Gelderland continues that ‘there must be a certain view on realisation, because if the project takes too long without progress […] people quit’ (personal communication).

Finally, also human resources affect both projects. In municipality Bronckhorst agreements have been made with the local community regarding the solar park. As NL Solarpark de Kwekerij BV states ‘people had images in their head of large German solar fields […] so by clarifying our project intentions, I took a lot of that anxiety away’ (personal communication). Due to this communication there have been zero objections regarding the environmental permit, which is unique in the Netherlands (municipality Bronckhorst, personal communication).

On the other hand, concerning project ‘Ni’je Naobers’ the human resources slightly complicate the process. First, according to VKK Gelderland more and more volunteers retreat the work groups, since they have no time to develop the project or do not want to be engaged in the project anymore (personal communication). As indicated by province Gelderland, it is hard to develop a whole project as a volunteer alongside a fulltime job. ‘You really need a drive, an aim to develop the project. Therefore, in that sense, it is important to have a professional process coach to take realistic steps’ (personal communication). But VKK Gelderland, the process coach, explains that he cannot continuously work on project ‘Ni’je Naobers’, since he has also other work to do (personal communication). In addition, the project group notes that the group formation of the aspiring future residents is not flawless. ‘People do not just form a group’ (VKK Gelderland, personal communication), because everyone has different living requirements. This sometimes leads to tensions and debates among the aspiring future residents (municipality Winterswijk, personal communication).

6.4 Conclusion

This chapter discussed the influence of organisational factors on the development process of the selected initiatives to redevelop vacant agricultural building plots. The organisational factors consisted of involved actors, their interaction patterns and their resources and power relations.

Regarding involved actors it became clear project that ‘NL Solarpark de Kwekerij’ solely consists of two market actors and municipality Bronckhorst, while in project ‘Ni’je Naobers’ the local
community is strongly represented alongside municipality Winterswijk, several societal and organisations from the expert system.

The interaction patterns regarding the development of both projects differ from each other. Although in both projects each actor has its own tasks and responsibilities the mutual communication among involved actors is different. Where project ‘NL Solarpark ‘de Kwekerij’’ consists of short communication lines – directly between the involved actors –, within project ‘Ni’je Naobers’ there is a hierarchy among the actors. The work groups of the project try to gather all information. Then, the decision-making regarding this information is done in the project group. Hence, in this chapter it became clear that short communication lines are essential to keep the project concrete and so that all involved actors have a clear picture of the state of affairs of the development process. This might influence the stabilisation of the actors in the process; if a process takes very long without real progress (for instance when is difficult to gather expertise), involved actors might retreat. Moreover, this might be a direct link with owning or acquiring expertise. If actors can contribute expertise to the process or have an (professional) network with a lot of expertise, this might influence the (speed of the) accomplishment of financial or production aspects. These financial and production aspects are essential for the execution of redevelopment projects for vacant agricultural building plots. Furthermore, due to expertise of involved and hired external actors there might be a certain view on realisation since ways can be found to develop certain aspects of a project. As came forward in this chapter, it is impossible to develop all your own expertise. By reinventing the wheel, the process might take too long, so the involved actors become demoralised and quit the project.

In addition, a certain sense of urgency might also influence the organisation project. In municipality Bronckhorst not only the centre actors were convinced of the need for renewable energy (and, indirectly, demolition of agricultural buildings with asbestos), but they could also convince the local community regarding the matter. Therefore, zero objections were submitted regarding the development of the solar park. Moreover, actors involved in the project ‘Ni’je Naobers’ also had a sense of urgency when they began the project regarding the demographic shrinkage. However, due to the slow development process, it seems as if the sense of urgency to develop the project disappears. This can then be linked back again to the expertise resource.

Finally, also the formal authorities can influence the process from an organisational perspective. As concluded in chapter 5, there are many possibilities in terms of formal policy: one speaks of facilitating and customisation. In this chapter it became clear that the municipalities also had a positive influence on the organisation of the process. Municipality Bronckhorst contributed to the project by means of environmental permit and regarding the business case. Municipality Winterswijk supported the project where possible within prevailing legislation and is prepared to customise their prevailing legislation to the project. However, the project also encountered negative influences from the local authorities. Both in municipality Winterswijk and Bronckhorst regulations hinder the development of the project regarding production and financial resources. Moreover, province Gelderland does not facilitate in project ‘NL Solarpark ‘de Kwekerij’’, as they have no experience with such a project. The centre actors of this project are being sent from pillar to post, instead of being helped to find the right expertise/financial resources.

This chapter discussed the organisational factors which might influence the redevelopment process of the selected innovative projects for agricultural vacancy. Next chapter will provide a reflection on the studied redevelopment projects, as an intermediate chapter, towards the conclusion.
Chapter 7

Reflection on the studied redevelopment projects
Chapter 7 Reflection on the studied redevelopment projects

Preceding chapters analysed to what extent innovation, prevailing legislation, discourses and organisational factors might influence the selected redevelopment projects. With regards to the conclusion this ‘chapter’ will reflect on both projects by means of current state of affairs, to study whether the findings of previous chapters are, partially, confirmed (or not). This might be interesting, since the projects are iterative and highly dynamic processes containing a beginning, a middle period and an (un)successful ending (Watt, 2014). Therefore, this chapter cannot be seen as a separate chapter, but a supplement to answer the established sub questions.

At the time of empirical research (until August 2015) the selected redevelopment initiatives were in development, as elaborated in chapter 4. Project ‘Ni’je Naobers’ intended to develop 4 houses in a characteristic farm and was ‘very much searching and shaping the process’ of how to achieve this project (Municipality Winterswijk, personal communication). In contrast project ‘NL Solarpark ‘de Kwekerij’ in municipality Bronckhorst was almost ready to be constructed. The last challenge for this project was the funding for the integration of the solar panels into the landscape (NL Solarpark de Kwekerij BV, personal communication). In December 2015 this aspect of the solar park was funded by means of subsidies awarded by province Gelderland and municipality Bronckhorst, so that the project could be constructed. After a festive launching of the project in March 2016, symbolically for sustainability two trees were planted (figure 7.1), currently large groundwork is being done and trees are grubbed, including conifers. But there will be beech trees planted back as well. As a matter of fact, just at the entrance of the park, because elsewhere the shadow of the trees would hamper the solar energy generation (Gelderlander, 2016). In addition, the enclosure of the farm is constructed in the form of a hawthorn hedge and a railing. After this is done they will work on the placement of the panels, the sowing of the green (in particular grass and flower mixtures), and the construction of the path structure (Bronckhorst, 2016). As confirmed in April 2016 by NL Greenlabel (personal communication) ‘by now the execution [of the park] is in full swing and the first sightlines are becoming visible and the first solar panels are installed’. It is scheduled that the solar energy can be generated and purchased by households in August 2016. But the park itself will be opened for public in the spring of 2017. This is caused by the innovative facilities, such as recreation and education (see chapter 5), which are not standard, which need additional tests in the field of safety aspects and to prevent vandalism as IQ-Solar states (Bronckhorst, 2016).

At the end of summer 2015 project ‘Ni’je Naobers’ came to ‘a standstill. As Neighbourhood Association Winterswijk states ‘we simply could not continue’. This had a number of reasons. First of all, the group aspiring residents fell apart due to lack of a common vision on how to live together and because owner-occupied houses are still preferred to rental housing. Since the project involves houses for rent, this was a massive setback. Second, there was lack of financial

Figure 7.1: Festive launching of the construction of ‘NL Solarpark ‘de Kwekerij’” (NLsolarparkdekwekerij.nl, 2016)
support, since Dutch banks did not want to participate in the project. In addition, the circa 20 volunteers who helped in the organisation of the project retreated. ‘One after another dropped out. That is the consequence if you are working with people who only participate in the project to reach a goal without affinity regarding the underlying ideas of what is happening on the countryside’. Eventually, only two volunteers remained involved in the project.

Project group ‘Ni’je Naobers’ then came to the conclusion that ‘you simply need professionals involved’ with expert knowledge. They called in a land agent, a lawyer and two real estate agents. These actors helped the project to get passed the standstill. For instance, the lawyer became engaged in the funding of the project and arranged that the German DLS Bank, which often invests in cohousing, is willing to provide 65% of the needed mortgage. Moreover, due to the contacts of the lawyer it appeared that many other associations were interested to financially contribute to ‘Ni’je Naobers’ as well. Furthermore, Housing Association Gelderland (Woningbouw Vereniging Gelderland), committed to cohousing, provided advice on how to select new aspiring residents. The ideal of ‘naoberschap’ was abandoned, one of the components of position innovation in section 5.2, since this ideal appeared impossible in practice due to disappointing interest and since not all residents wanted to take care for their neighbours. Moreover, it was pointed out that living agreements among the new residents is a process with negotiations and different phases of group formation.

As a result of the advice of Housing Association Gelderland, an already existing residential community the Brinkman group came forward. ‘This consists of 5 adults and 5 children who already live on a rented farm here in Winterswijk. And they wish to move to a farm in which they can construct five residential units. They want to start a care farm. A little care farm with a little agriculture’. We are now in dialogue with this group’. Hence, another, larger, characteristic farm is selected to develop the five residential units. Municipality Winterswijk must still approve this idea: ‘That is still under discussion, I think they cooperate’, grant permission, so ‘we can split the farm in 5 residential units instead of 4’. This discussion is related to the regional residential vision where each municipality is bound to a maximum housing quota, as explained in chapter 5. Municipality Winterswijk still has not reached this quota, but it is not evident whether they want to spend five houses on this project. Nevertheless, the municipality is still ‘positively engaged in the project’ from the beginning of the initiative. Based on his experience Neighbourhood Association Winterswijk suggests that all other governments simply ‘should dare experiment’, even though they do not know where it ends nor have all the information beforehand. The government often wishes to throw everything in a concrete foundation’, but ‘if there are opportunities, they have to view where they can connect with the idea’ and support initiatives.

The plan is to deliver the project mid 2017, but still many things have to be arranged as discussed. But ‘in any case we have discovered that you need a lot of expertise to achieve something. So now we are still very busy with the preparations. When all this is resolved, the project will go fairly quicker’ (Neighbourhood Association Winterswijk, personal communication).

In short, in chapter 4, it was concluded that the process of product innovation regarding ‘NL Solarpark ‘de Kwekerij’ might be less complex to develop, than the position and process innovation concerning ‘Ni’je Naobers’. This conclusion was confirmed in this chapter. Project ‘NL Solarpark ‘de Kwekerij’ established an innovative product and knew exactly what they needed to achieve this product (funding for the construction of the park). Project ‘Ni’je Naobers’ in contrast still is a very dynamic process with many facets affecting the progress of the project. For instance, the project came to a standstill since the group aspiring residents fell apart and the funding could not be arranged. Moreover, the project was developed by volunteers engaged in work groups. However, due to lack of expertise and since many volunteers retreated themselves from the organisation of the project this was a setback for the project. The remaining project group came therefore to the conclusion that they needed expert knowledge. Thus, even though
the project in Winterswijk is still developed by means of an all-new process, the innovative elements regarding the development process were changed in order to, hopefully, make the project viable again.

Due to these developments in both projects, the conclusion from chapter 6 is confirmed. It became clear that a stabilisation of the involved actors was necessary for the progress of the initiative. If certain actors retreat, then the project might come at a standstill as new resources have to be acquired. Moreover, the conclusion that expertise is a crucial resource is reconfirmed. Without actors who have certain expertise in their possession or have a network where they can get certain expertise from the process is slowed down. A certain sense of urgency is also necessary for involved actors to continue the development of the project, despite any setbacks or if takes a long time. In addition, it became evident that when new actors became involved in the project ‘Nij’e Naobers’ the resource constellation changed. Suddenly new knowledge, regarding financing and the housing cooperative, was acquired and new opportunities were explored to make the project a success. Hence, it can be concluded that if the actor constellation changes, this has also an influence on obtaining and the deployment of several resources.
Chapter 8
Conclusion, recommendations and reflection
Chapter 8 Conclusion, recommendations and reflection

The immediate cause for this study was the rapport of Research Institute Alterra Wageningen UR (Gies et al., 2014). In this rapport it is expected that another 16,000 to 24,000 Dutch agricultural enterprises will lose their original function within the coming twenty years. Moreover, except historical farms, also large (cubical) sheds built since the 1970s are expected to become vacant soon. For these buildings it will be difficult to find a new (economic) destination. Stimulated by the rapport of Alterra, in a resolution province Gelderland asked for new business cases regarding the redevelopment of agricultural vacancy, in addition to the mainstream redevelopment projects. As a result, this research is conducted, during an internship at province Gelderland, on the basis of a single case study on innovative redevelopment initiatives in region Achterhoek. Within the single case study, two sub cases engaged in the execution of an innovative idea were selected. One case concerned project ‘Ni’je Naobers’ which concerned a project to redevelop vacant farms into several residential units for the rental sector. The other case, ‘NL Solarpark ‘de Kwekerij’, concerned the development of a solar park on the ground of a former agricultural enterprise. Based on the question to what extent the selected, redevelopment projects in region Achterhoek are influenced by several opportunities and constraints, a theoretical framework was established regarding ‘innovation relating to rural transitions’ and the dimensions of the ‘policy arrangements approach’: ‘discourses’, ‘rules of game’, ‘actors and coalitions’ and ‘resources and power relations’. With regards to data analysis, the empirical data was collected by means of semi-structured interviews and policy document analysis. This concluding chapter is the final result of this data collection and provides an answer to the research objective and central question.

Apart from giving an answer to the central question, this chapter is also committed to provide recommendations for praxis. Finally, in section 8.3 there will be a critical reflection on the applied theories and methods of this research.

8.1 Conclusion

In this section a conclusion will be provided by answering the central question of this study:

*To what extent are current, innovative, redevelopment initiatives in region Achterhoek for vacant agricultural building plots influenced by several opportunities and constraints?*

In order to answer this question, three sub questions were established. By means of these sub questions it was studied to what extent the selected redevelopment projects were influenced by their innovative elements, prevailing legislation and discourses of formal authorities and organisation of the project.

Clearly, after reading this study, one should have become aware that each individual innovative redevelopment project for vacant agricultural building plots is developed with its own context. This is due to the influence the innovative elements on the selected project.

It has shown that in particular the degree of a certain innovation might be an opportunity or constraint for an (un)succesful ending of an innovative redevelopment project. For instance, if an initiator solely wants to add or change something to an already existing product (or process, paradigm, position), there is often already a goal in mind on how to achieve this. But this also means that when the intended innovation, partly, fails there are possibilities to adjust the innovative element of the redevelopment project or one can rely on an already existing project. If an initiator wishes to develop a project for agricultural vacancy by means of several innovative elements (such as a combination of an all new bottom-up process, innovative ways of financing
the project and product innovation), much more risks are involved. This is due to the many exploratory tasks which must be completed in order to achieve the innovation. The probability that one of these innovative elements is difficult to achieve is considerable which may delay the development progress of the project. Therefore, it can be concluded that the degree of innovation affects the context in which the process of a redevelopment project takes place.

Moreover, it can be concluded that whether a project can be developed is largely affected by the prevailing legislation and discourses of local authorities. It appeared that by means of ‘facilitating’ in provincial and regional policies innovative redevelopment projects for vacant agricultural building are allowed. Albeit under a ‘no, unless’ condition that the character of the area is not substantially affected in scale and nature, if other functions are not disproportionately harmed, if the development is integrated in the landscape or if there is compensation if necessary.

Based on these provincial and regional policy documents, all municipalities are responsible for the design of their spatial policies. As innovative redevelopment projects are not included in the prevailing zoning plans, the permission to develop such a project depends on the will of the local authority to ‘facilitate’. Facilitating in this case means to deviate from the prevailing zoning plan and thus provide ‘customisation’. However, it turned out that a municipality is easier convinced to facilitate the project by customisation if the municipality feels a certain sense of urgency and correspondingly a curiosity whether the project might be a new suitable solution for the redevelopment of agricultural vacancy.

In addition, local authorities might also influence the development process by (not) ‘facilitating’ in compulsory procedures, such as an environmental permit, or by providing contacts in order to provide knowledge or subsidies to develop a certain aspect of a project.

Last but not least, it can be concluded that the organisation of the project itself might affect the redevelopment process through several opportunities and constraints. It became evident that these projects are affected by a mutual interconnection of stability among actors and equal interaction patterns, expertise and a sense of urgency.

First of all, a certain sense of urgency is needed to start an innovative redevelopment project for agricultural vacancy. However, it became clear that (lack of) owning or acquiring expertise has the most influence on the progress of a redevelopment project. If actors can contribute expertise to the process or have an (professional) network with a lot of expertise, this influences the success and speed of the accomplishment of financial or production aspects. These financial and production aspects are essential for the execution of the project. Furthermore, due to expertise of involved and hired external actors during the process there might be constantly a certain view on realisation, since ways can be found to develop certain aspects of the project. As came forward in this study, expertise is essential since by reinventing the wheel the process might take too long or might experience many setbacks. It is important to keep in mind that bottom-up can lead the way, but there are tools (experts) to help you.

This is a direct link to the stabilisation of the actors in the process; if a process takes very long without real progress (for instance when it is difficult to gather expertise), involved actors might retreat. Hence, the stability of the involved actors influences the resource constellation, and thus the owned or possibly acquired expertise. For instance, if actors retreat, then the project might be slowed down as new resources have to be obtained. Furthermore, to ensure this stability of actors equal communication among actors by means of short communication lines is essential. This is necessary to keep the concrete goal of the project in mind and so that all involved actors have a clear picture of the current state of affairs. This can prevent that the sense of urgency of the redevelopment project disappears, actors become demotivated and retreat from the project.

Finally, this stabilisation of actors is also linked to a sense of urgency. If involved actors are really convinced of the urgency of the redevelopment project, they will continue the project.
despite any setbacks. Moreover, this sense of urgency might also influence the development process if actors can convince outsiders not to object against the project (for instance during formal procedures).

In conclusion, this study started with establishing a theoretical grounding on the policy arrangements approach concerning innovative redevelopment projects by means of the four interconnected dimensions of the policy arrangements approach, depicted in a tetrahedron of Liefferink (2006). This study concludes that degree of innovation, facilitating by formal authorities, sense of urgency, stabilisation among actors and expertise might influence the opportunities and constraints of innovative redevelopment projects. Therefore, the tetrahedron can be adjusted regarding the issue:

![Tetrahedron Diagram]

**Figure 8.1: Conclusion of this study**

### 8.2 Recommendations

The findings of this study might have some important recommendations for future (policy) practice. As elaborated in the societal relevance one of the targets of this study was providing recommendations to province Gelderland and the municipalities of region Achterhoek (local authorities) regarding facilitating innovative redevelopment projects by means of cooperation with actors from the market sector and civil society.

As became evident in this study is that spatial developments are no longer top-down regulated, but are achieved by responding to ideas developed in society. Market actors and actors from civil society provide ideas, take initiative and create support for their ideas. Concluded in previous chapter, whether a project can be developed is largely affected the willingness of local authorities to ‘facilitate’ these initiatives through ‘customisation’. But what does ‘facilitating’ actually mean?

Although province Gelderland developed a Strategic Environmental Agenda where solely the existing spatial situation and ambitions are listed from which initiatives can be facilitated, the prevailing zoning plans of the municipality is not suitable for innovative projects developed in society. Within this zoning plans, projects are included which must be realised within 10 years and are financially feasible. However, in contemporary society in the context of the retreating state, what projects are going to be developed is only clear if initiators present concrete plans to a municipality. The project is then facilitated by the municipality, by means of ‘customisation’ as a deviation to the zoning plan. In practice, this resembles a ‘no, unless’ attitude towards the initiator, due to the time path of formal procedures and price tag attached to this ‘customisation’,
which hampers the progress of the redevelopment projects. Within the government, thus, a change is essential from supply-driven to a demand-oriented approach, with an inviting culture that supports and encourages (experimental/innovative) projects from society. Not a ‘facilitator’, but a visionary government suits current societal issues.

In addition, this study pointed out that local authorities, sometimes have no idea how to deal with a certain project that does not fit into existing programs or policy structures. In this study it became evident that an initiator was being sent from pillar to post, instead of providing knowledge or contacts to help the project further. Therefore, a recommendation to all local authorities in region Achterhoek is, look at it from the perspective of a societal initiator and ask yourself; how can we facilitate the project and what can we offer? For instance, municipality Doetinchem can be taken as an example. This municipality has an agreement, that when an initiator comes up with a plan outside existing regulations and programs he will be assigned a director who accompanies the initiator regarding formal procedures, existing programs et cetera.

8.3 Reflection

While looking back on the research, this section will provide a critical reflection on the applied scientific theories and methods of this study. In addition, recommendations will be suggested for further scientific research.

This study used the policy arrangements approach to analyse the opportunities and constraints regarding the development of innovative projects as a solution for vacant agricultural building plots in a ‘stabilisation of time’. As expected prior to the empirical data collection, the dimensions of this scientific approach (actors and coalitions, resources and power relations, rules of game and discourses) provided a useful analytical framework allowing a comprehensive analysis to be made. The dimensions also offered a clear construction for the interview guides.

The regular objective of this approach is to analytically analyse environmental policy issues and to connect everyday policy practice and structural changes in society. However, in this research the approach was used regarding redevelopment projects as a solution for agricultural vacancy. Instead of being a top-down regulated project, actors from the market sector and civil society are involved as well. In the policy arrangement approach, interaction among actors regarding the formation of coalitions and regarding mobilisation of resources is discussed. But for an analysis regarding opportunities and constraints on redevelopment projects, the roles, responsibilities and tasks of actors involved in the process might also play a role. Therefore, based on scientific studies on co-creation, these different roles (and tasks and responsibilities) of actors regarding process management were added to the policy arrangements approach.

Moreover, the combination of the policy arrangements approach, increasing agricultural vacancy and innovation relating to rural transitions is unique until now. Especially regarding the two latter subjects little (scientific) information exists since the problem is now only slightly visible and will become a problem in the near future. The development of an own theoretical framework and methodology was therefore a renewing perspective on the existing policy arrangements approach and rural transitions due to agricultural vacancy. But conversely it was not clear prior to the empirical data collection on what aspects to focus in the research. The result is a qualitative, quite exploratory, single case study focusing on many relevant factors regarding the redevelopment of agricultural vacancy.

In addition, during the empirical data collection the two selected sub cases were still in progress. The cases were selected since it were the only two innovative projects in the region. This hampered the research a little as these redevelopment processes appeared to be highly
dynamic and iterative. The risk was that the content of the interviews would be outdated very quickly. This is solved by emphasizing that the analysis with regard to answering the main question would only be about the period of empirical data collection. Nevertheless, for further research it is recommended to select completed projects in order to study the influence of various factors on a (un)successful ending.

This study provided many possibilities for future research. First, as elaborated in the case selection (section 3.2) region Achterhoek is a region with demographic shrinkage, much expected agricultural vacancy and little possibilities for redevelopment, but also a region with a high work ethic and ‘naoberschap’ (neighbour care). It might be interesting to study the same research in another region of province Gelderland, such as in region FoodValley. Although more agricultural vacancy is expected than in region Achterhoek, in the urbanised region FoodValley there are probably more opportunities for redevelopment (Gies et al., 2015). Moreover, region FoodValley has no distinct identity such as region Achterhoek. It might therefore be interesting to conduct the same research in a different context, to study if this might lead to a different conclusion.

Second, prior to this study it was expected that asbestos had to be removed from the agricultural buildings, used in the selected projects, or that they had to be demolished prior to redevelopment to other functions. Although this was not the case in selected projects, this will be the case for the many large (cubical) sheds that will become vacant soon. Since, these factors might also have an immense influence on the redevelopment process due to high costs and health aspects, it is important to address this issue in a subsequent study. In addition, in this study the owners of the vacant agricultural buildings are also hardly discussed as these farmers had, unexpectedly, no role in the selected projects. However, farmers might have an important influence on redevelopment projects with their specific discourses on redevelopment to certain functions and resources, such as means for asbestos removal and demolition of the buildings.

Furthermore, the studied municipalities indicated that they shortly want to adjust their spatial policies to developments in rural areas, such as redevelopment opportunities for vacant agricultural buildings. After these spatial policies are adjusted it might be interesting to study if these local authorities might have a different influence on the development process.

Finally, in the conclusion a ‘sense of urgency’ from involved actors appeared to have a considerable influence regarding the rural transition to innovative redevelopment projects. Although in this study discourses in the media regarding innovative projects for agricultural vacancy have been omitted, the media might affect the sense of urgency of actors. For instance, if the media pays a lot of attention to increasing agricultural vacancy, a sense of urgency might be created for this issue and initiatives might emerge. Media attention regarding agricultural vacancy, caused by the publication of the Research Institute Alterra Wageningen UR rapport in summer 2014 (Gies et al., 2014) for instance was a direct cause for this study. And as noted by Gies in an article of Trouw in May 2016, due to media attention ‘the blind sport is disappearing. Actors come together to find solutions’ (Havermans, 2016, translated from Dutch). Also, thanks to this research in province Gelderland (spring/summer 2015), in the Rural Parliament a brainstorm session is held to generate new ideas for redeveloping agricultural vacancy. During this workshop the two projects from this study were used as an example (PlattelandsParlement, 2015). It may therefore be interesting to study whether attention for the issue, in the media or (scientific) studies, might influence the emergence and success of initiatives.

Also possibilities for broader research on the subject were provided in this study. During the empirical data collection, commissioned by province Gelderland, interviews were conducted with all municipalities of region Achterhoek, regarding their discourse and legislation on agricultural vacancy and (innovative) redevelopment projects. This is done in order to provide a complete picture regarding their sense of urgency on the issue and to assess whether similar projects might be developed (and be successful) throughout the region. Although that all other
municipalities (excluding municipality Bronckhorst and Winterswijk) is only briefly discussed in the study, the interview guide contained many questions to make sure that all relevant information was obtained. Therefore, detailed information regarding redevelopment projects, demolition of agricultural buildings and legislation has not been used. However, this information can be used in a self-contained research regarding discourses and legislation of all municipalities in region Achterhoek regarding, innovative, redevelopment projects for vacant agricultural building plots.

This research made clear that there are still many aspects to study concerning, innovative, redevelopment initiatives for vacant agricultural building plots. Especially, as is often appointed in this study, since current agricultural vacancy is just a so-called tip of the iceberg. Many more agricultural building plots will become vacant in the near future. New developed knowledge regarding social, economic and political aspects and (im)possibilities to redevelop these agricultural building plots might be essential in order to maintain a vital countryside in the Netherlands. Therefore, this study might be an inspiration for many more studies regarding this topic. Not just from a human geographic perspective, but scientific fields as planning, political sciences, civil engineering, environmental social sciences and economic fields of study as well.
References
References


Appendices
Appendices

Appendix 1: Operationalisation theoretical framework

In the theoretical framework (chapter 2) concepts of innovation regarding rural transitions and the policy arrangements approach were elaborated and discussed. In order to ensure validity and reliability of this research the concepts needed to be operationalised.

The dimensions of the policy arrangements approach were operationalised in table A1.1, since the approach was used in order to analyse to what extent current, innovative, redevelopment initiatives for vacant agricultural building plots were influenced by several factors.

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Variables</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Discourses</td>
<td>Ontological</td>
<td>World views of actors and problem definitions</td>
</tr>
<tr>
<td></td>
<td>Normative</td>
<td>Desirable situation</td>
</tr>
<tr>
<td></td>
<td>Strategic</td>
<td>Process in order to reach the desirable situation</td>
</tr>
<tr>
<td>Rules of game</td>
<td>Legislation</td>
<td>Formulation of policy discourses in law</td>
</tr>
<tr>
<td></td>
<td>Procedures</td>
<td>Political participation and decision-making defined in rules</td>
</tr>
<tr>
<td>Actors and coalitions</td>
<td>Actor constellation</td>
<td>State, market, expert system and interests</td>
</tr>
<tr>
<td></td>
<td>Degree of involvement</td>
<td>Centre actors, medium actors and periphery actors</td>
</tr>
<tr>
<td></td>
<td>Interaction patterns / co-creation</td>
<td>Developing, supervision, implementation, supporting, counselling, information and coordination</td>
</tr>
<tr>
<td></td>
<td>Coalitions and oppositions</td>
<td>Strategic and institutional of nature</td>
</tr>
<tr>
<td>Resources and power relations</td>
<td>Resource constellation</td>
<td>Formal authority, expertise, finances, human- and production resources</td>
</tr>
<tr>
<td></td>
<td>Power relations</td>
<td>Power - Dependent on the amount of resources of an actor has and the extent these assets are needed</td>
</tr>
</tbody>
</table>

Table A1.1: Operationalisation of the policy arrangements approach
Moreover, innovation needed to be operationalised, in order to measure the innovative elements of selected redevelopment initiatives (table A1.2). This was needed in order to outline the context in which the selected projects were developed.

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Variable</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Innovation</strong></td>
<td>Product innovation</td>
<td>Changes in the product or service</td>
</tr>
<tr>
<td></td>
<td>Process innovation</td>
<td>Changes in the way products/services are created and delivered</td>
</tr>
<tr>
<td></td>
<td>Position innovation</td>
<td>Changes in the context in which the products are perceived symbolically and used in practice</td>
</tr>
<tr>
<td></td>
<td>Paradigm innovation</td>
<td>Changes in the underlying mental models which frame the business of the organisation</td>
</tr>
</tbody>
</table>

Table A1.2: Operationalisation of innovation

By means of the operationalisation of both concepts interview guides, appendix 3 and 4, have been made in order to conduct the empirical part of the research.
Appendix 2: List of respondents

In order to collect the empirical data in depth interviews were held with involved actors concerning the selected redevelopment projects and the remaining municipalities of the Achterhoek. This appendix presents a list of interviewed respondents.

Regarding project 'NL Solarpark ‘de Kwekerij’' the following respondents were interviewed:

- Municipality Bronckhorst 28 May 2015 *
- NL Greenlabel 26 June 2015 *
- NL Solarpark de Kwekerij BV 2 June 2015

Interviewed respondents regarding project 'Ni’je Naobers':

- Municipality Winterswijk 28 May 2015
- Neighbourhood association Winterswijk 13 May 2015 and 21 April 2016 **
- Platform31 4 June 2015
- Province Gelderland 27 May 2015
- Vereniging Kleine Kernen Gelderland (VKK Gelderland) 21 May 2015

Hence, the other municipalities of the Achterhoek were interviewed as well regarding the redevelopment projects in Bronckhorst and Winterswijk:

- Aalten 7 July 2015
- Berkelland Email: June 2015
- Doetinchem 17 June 2015
- Montferland 2 July 2015
- Oost-Gelre 23 June 2015
- Oude IJsselstreek 23 June 2015

Also, a meeting with an agrarian who was interested in solar panels on his former agrarian building plot provided useful information:

- Agrarian 25 June 2015

* Contact by email in April 2016 as well regarding current state of affairs sub case 'NL Solarpark ‘de Kwekerij’'
** Open interview regarding current state of affairs of sub case 'Ni’je Naobers’
Appendix 3: Interview guides involved actors

This interview is held with all involved actors of the selected redevelopment projects. The goal of the in dept interview was to understand how involved actors perceived agricultural vacancy and redevelopment initiatives. It was also important to discuss how the redevelopment projects might be affected by spatial policies and regulations. Moreover, the interviews tried to understand to what extent all actors were involved in the projects, the collaboration between actors and the way they might influence the process by means of their discourse and resources which they have in their possession.

Interview guide direct betrokken actoren

Dit onderzoek probeert te verklaren in hoeverre huidige herontwikkeling processen met betrekking tot leegstaand agrarisch vastgoed in de Achterhoek, provincie Gelderland, wordt beïnvloed door discours, regelgeving, actoren en hun wederzijdse machtsrelaties tijdens de ontwikkeling van het project. Het doel van dit interview is om een beeld te krijgen over de betrokkenheid van de actoren, de samenwerking met andere actoren en op welke manier zij het proces beïnvloeden door middel van hun visie op het probleem/oplossing en welke middelen ze kunnen inzetten.

Algemene vragen herontwikkeling initiatief:

- In welke fase bevindt het initiatief zich momenteel?

Discours:

- Wat is het perspectief met betrekking tot agrarische leegstand en herontwikkeling?
  - Voelt u zich verantwoordelijk voor herontwikkeling?
- Wat is het perspectief op herontwikkeling van leegstaand agrarisch vastgoed naar zonneparken of door middel van collectief particulier opdrachtgeverschap?
- Zijn deze initiatieven een mogelijke oplossing voor agrarische leegstand?
- In welke mate is er sprake van een consensus tussen de actoren over het dominante discours? (stimulansen en knelpunten)
- Zijn deze opvattingen en ideeën veranderd of aangepast, naarmate het proces is gevorderd?
- Wat is uw standpunt betreffende de organisatie voor de ontwikkeling van het initiatief?

Regelgeving (formeel en informeel):

- Binnen wat voor regelkaders beweegt het beleid zich met betrekking tot herontwikkeling?
  - Welke formele regels en procedures dienen opgevolgd te worden?
  - In hoeverre wordt er in het beleid gebruik gemaakt van bestaande regelingen?
- Onder welke voorwaarden is er in het beleid ruimte voor herontwikkeling initiatieven?
  - Is er sprake van maatwerk?
- Hoe heeft het beleid (gemeente/regio/provincie) een positieve of negatieve invloed op het herontwikkeling proces?
- Welke stimulansen en knelpunten bemerkt u vanuit dit beleid?
- Op welke wijze werden actoren geselecteerd en betrokken bij dit initiatief?
- Door welke actoren vinden de belangrijkste besluitvorming plaats? (beleid en ontwikkelingsproces)
Actoren en coalities:

- Hoe bent u betrokken bij dit initiatief?
- In welke mate heeft u inspraak in de ontwikkeling van het initiatief? *(mate van betrokkenheid)*
- Met welke actoren werkt u samen en waar is deze samenwerking op gebaseerd?
  o Gebaseerd op: middelen, regelgeving, discours?
  o Was dit een incidentele of langdurige samenwerking?
- Hoe verloopt de samenwerking tussen de actoren en is dit tijdens het proces veranderd?
- Welke tegenstrijdige belangen of knelpunten spelen een rol?
- Zijn er actoren die u mist in het proces of wellicht een andere rol dienen te hebben?
- In hoeverre is er sprake van cocreatie tussen de actoren?
  o Hoe zijn de taken en verantwoordelijkheden verdeeld tijdens het proces? *(Welke taak heeft u?)*
  o In hoeverre is de samenwerking en communicatie transparant?

Middelen en machtsrelaties:

- Welke middelen brengt u in, tijdens het herontwikkeling proces?
  o Autoriteit, juridische middelen, kennis, expertise, draagvlak of andere sociale middelen, financiële middelen en kapitaal
- In hoeverre kunt u met deze middelen het herontwikkeling proces beïnvloeden?
- Welke middelen hebben andere actoren tot hun beschikking? *(verdeling, wederzijdse afhankelijkheid)*
- Welke middelen hebben een positieve of negatieve invloed op het proces?
- Is de verdeling van middelen tussen de actoren in de tussentijd veranderd?
- Welke middelen ontbreken in het proces?

Afsluiting:

- Wat zijn de succesfactoren van het proces?
- Tegen welke belemmeringen loopt u aan?
- Heeft u zelf nog vragen of opmerkingen?
Appendix 4: Interview guide municipalities region Achterhoek

This in depth interview is held with the other municipalities of the Achterhoek in order to understand their perception and legislation regarding agricultural vacancy and (innovative) redevelopment projects.

Interview gemeenten in de Achterhoek

Deze interview guide is opgesteld als middel om een goed beeld te krijgen van de gemeente in de Achterhoek met betrekking tot hun visie op het beleid voor agrarische leegstand en herontwikkeling initiatieven. Tevens is het van belang een beeld te krijgen hoe de initiatieven voor de herontwikkeling van leegstaand agrarisch vastgoed worden beïnvloed door het perspectief van de gemeente en vanuit het gemeentelijk ruimtelijk beleid en regelingen.

Discours:
- Hoe wordt agrarische leegstand momenteel vanuit het beleid ervaren met betrekking tot de ruimtelijke kwaliteit?
- Wat is het standpunt vanuit het beleid op herontwikkeling van leegstaande boerderijen?
- Naar welke functies wordt leegstaand agrarisch vastgoed momenteel herontwikkeld?
- Voelt de gemeente zich verantwoordelijk voor deze herontwikkeling?
- Hoe kijkt de gemeente tegen sloop van leegstaand agrarisch vastgoed aan (niet alleen perspectief, maar ook regelgeving)?
- Wat is vanuit het beleid het standpunt met betrekking tot herontwikkeling naar zonneparken en vrijkomende agrarische erven?

Regelgeving:
- Binnen wat voor regelkaders beweegt het beleid zich met betrekking tot herontwikkeling?
  - Welke formele regels en procedures dienen opgevolgd te worden?
  - In hoeverre wordt er in het beleid gebruik gemaakt van bestaande regelingen?
- Onder welke voorwaarden is er in het beleid ruimte voor herontwikkeling initiatieven?
  - Hoe zit dat met herontwikkeling naar zonneparken, zoals in gemeente Bronckhorst?
  - Hoe zit dat met herontwikkeling naar collectief particulier opdrachtgeverschap, zoals in gemeente Winterswijk?
  - Is er in het beleid een mogelijkheid tot maatwerk?
- In hoeverre kan de regelgeving een beperkende factor zijn?
  - Explicit ingaan op zonneparken en collectief particulier opdrachtgeverschap
- Zijn deze herontwikkeling initiatieven een mogelijke oplossing voor agrarische leegstand?
### Appendix 5: Codebook

<table>
<thead>
<tr>
<th>Variable</th>
<th>Used codes</th>
</tr>
</thead>
<tbody>
<tr>
<td>State of affairs</td>
<td>State of affairs, realised, working on, planned</td>
</tr>
<tr>
<td>Product innovation</td>
<td>Product innovation</td>
</tr>
<tr>
<td>Process innovation</td>
<td>Process innovation</td>
</tr>
<tr>
<td>Position innovation</td>
<td>Position innovation</td>
</tr>
<tr>
<td>Paradigm innovation</td>
<td>Paradigm innovation</td>
</tr>
<tr>
<td>Ontological discourse</td>
<td>Agrarische leegstand, sloop, droomfase, fossiele brandstoffen niet uitputtelijk, leegstand centrum, experiment, lef tonen*</td>
</tr>
<tr>
<td>Normative discourse</td>
<td>Maatwerk, functieverandering, kwaliteitsverbetering, beleid, verantwoordelijk, oplossing leegstand*, landbouwers stoppen, lokale patijen, ontwikkelingen zonne-energie, zonne-energie dicht bij mensen*, voorwaarden initiatieven*, integratie landscap, wonen naar behoeftie, missie, karakteristieke panden behouden</td>
</tr>
<tr>
<td>Strategic discourse</td>
<td>Hergebruik tbv vitaliteit*, herontwikkeling*, blauwdruk, duidelijkheid verschaffen, wonen, verdienmodel, energieneutraal, zonne-park, wonen</td>
</tr>
<tr>
<td>Rules of game: legislation</td>
<td>Uitgangspunten bestemmingsplan*, nee;tenzij, landschappelijke inpassing*, ruimtelijke ontwikkelingen*, functieverandering, functieverandering naar wonen*, woningsplitsing, karakteristieke bebouwing, wijziging bestemmingsplan*, regionale afspraken, lokaal niveau, omgevingsverordening, regelkaders, voorwaarden wonen, voorwaarden zonne-park, belemmering*, functieverandering zonne-park*, rood-voor-rood, faciliteren, 4 wooneenheden</td>
</tr>
<tr>
<td>Rules of game: procedures</td>
<td>Verevening*, omgevingsvergunning, lèges, woningvoorraad, subsidie, procedures, asbestregeling, omgevingsvergunning, compensatie, ruilverkaveling</td>
</tr>
<tr>
<td>Actor constellation</td>
<td>State, market, civil society, expert system</td>
</tr>
<tr>
<td>Degree of involvement</td>
<td>Centre, medium, periphery</td>
</tr>
<tr>
<td>Interaction patterns / co-creation</td>
<td>Developing, supervision, implementation, supporting, counselling, information and coordination, co-creation</td>
</tr>
<tr>
<td>Coalitions and oppositions</td>
<td>Strategic, institutional: vertrouwen</td>
</tr>
<tr>
<td>Power relations</td>
<td>Communicatie onderling, einddoel, taakverdeling, initiatiefnemer, trekker nodig, hiërarchie, algemeen belang, citizen power, besluiten*, samenwerking opzetten</td>
</tr>
</tbody>
</table>

* And similar
Appendix 6: Translations Dutch quotes to English

**Chapter 1:**

Page 2: Stille revolutie op het platteland (Havermans, 2014)

Page 4: Gezien de grote omvang en complexiteit van de problematiek met betrekking tot de vrijkomende agrarische bebouwingen dienen overheden, ondernemers en gebruikers samen de handschoen op te pakken (Gies, Smidt, Van Och & Vleemingh, 2015, p.1)

**Chapter 4:**

Page 26: Dit zijn kwaliteiten en waarden die het kapitaal vormen voor ontwikkelingen en innovaties [...] veroorzaakt door de ingrijpende demografische ontwikkelingen [...] en economische ontwikkelingen (Provincie Gelderland, 2015b, p.19)

**Chapter 5:**

Page 36: Vertrouwen in medeoverheden is de basis voor het bepalen van verantwoordelijkheden, regelgeving en rijkstebrokkenheid. Door hun regionale kennis en onderlinge samenwerkingsverbanden zijn gemeenten en provincies in staat om de opgaven integraal, doeltreffend en met kwaliteit aan te pakken (Ministerie van Infrastructuur en Milieu, 2012, p.11)

- **Section 5.1:**

Page 37: Een duurzame economische structuur [...] het borgen van de kwaliteit en veiligheid van onze leefomgeving (Provincie Gelderland, 2015a, p.8)

Page 37: Een vitaal platteland, waar mensen inspelen op grote veranderingen, waar inwoners zich actief inzetten voor hun gezamenlijke toekomst, een platteland met een eigen economische kracht en een grote natuurlijke en landschappelijke waarde waar kwaliteit en vitaliteit samen op gaan (Provincie Gelderland, 2015a, p.11)

Page 37:

- Al dan niet vervangende nieuwbouw plaatsvindt,
- Ruimtelijke kwaliteitswinst ontstaat door sloop van gebouwen, landschappelijke inpassing en eventueel aanvullende investeringen in ruimtelijke kwaliteit
- De vervangende nieuwbouw in verhouding staat tot het te slopen oppervlak
- De nieuwe functies qua aard en schaal passend zijn in het buitengebied (Provincie Gelderland, 2015b, p.17)

Page 37: Moet de vraag gesteld worden of de nieuwe situatie qua aard en schaal passend is. D.w.z. dat de nieuwe situatie zich geruisloos in het karakter van het betreffende buitengebied laat passen (Provincie Gelderland, 2015b, p.16)

Page 38: Woningen worden gebouwd om te voorzien in een woonbehoeften. Dat geldt ook voor woningen die gebouwd werden in het kader van functieverandering (Provincie Gelderland, 2015b, p.17)
Page 38: Innovaties en decentrale energieopwekking zijn voor Gelderland belangrijk. Vanwege de verantwoordelijkheid voor de leefomgeving, omwille van uitputtende grondstoffen, een goed ruimtegebruik, de potentië van de Gelderse economie en de verminderd afhankelijkheid van andere (instabiele) energieproducerende landen. Duurzame energie is een graadmeter voor maatschappelijk verantwoord ondernemen (Provincie Gelderland, 2015b, p.58)

Page 38: Het decentraal opwekken van energie zou agrarische bedrijven extra inkomsten kunnen opleveren zodat zij tegen de schaalvergroting in kunnen overleven [...]. En duurzaam opwekken van energie zou een economische activiteit kunnen zijn op vrijkomende agrarische bestemmingen (Provincie Gelderland, 2015b, p.59)

- **Section 5.2:**

Page 40/41:  
- Functieverandering is alleen van toepassing op fysiek bestaande, legale vrijgekomen [...] gebouwen die gelegen zijn in het buitengebied  
- [...] Het beleid richt zich op maatwerk waarbij wordt gestreefd naar win-win situaties  
- Functieverandering moet leiden tot een bijdrage aan de ruimtelijke kwaliteit en vitaliteit dan wel andere aan het buitengebied gebonden kwaliteiten  
- Verevening (kwaliteitsbijdrage) kan nadrukkelijk als instrument/voorwaarde worden ingezet om ruimtelijke kwaliteit te bewaken en of te bereiken. [...]  
- De in de omgeving aanwezige functies mogen niet onevenredig worden geschad  
- De nieuwe functies moeten binnen de aard en schaal van de omgeving passen (REGA, 2006, p.10)

- **Section 5.3:**

Page 42: Om het onderhoud van relatief grote panden in het buitengebied te kunnen financieren is het soms gewenst het pand te splitsen zodat meerdere huishoudens het als woning kunnen gebruiken (Gemeente Winterswijk, 2011, p.47)

Page 42: Hiervoor is maatwerk noodzakelijk, hetgeen niet in dit generieke bestemmingsplan kan worden geboden (Gemeente Winterswijk, 2011, p.57)

Page 43: Conform het landschapsbeleid geldt onder meer een zorgvuldige landschappelijke inpassing als voorwaarde voor onder meer uitbreidingen van bebouwing en bij functieverandering. [...] Het solarpark wordt grotendeels binnen de bestaande structuren, patronen en aanwezige elementen inpast in het landschap. Daarnaast worden er extra landschappelijke inpassingen verricht om het solarpark verder in de omgeving in te passen en zodoende het zicht van omwonenden op de zonnepanelen grotendeels te ontnemen (Gemeente Bronckhorst, 2014, p.?)

**Chapter 8:**

Page 66: De blinde vlek verdwijnt. Partijen zoeken elkaar op om naar oplossingen te zoeken (Havermans, 2016)