

The project procedure from the Environmental Act in the GGA-GB in North Brabant

An explorative case study analysis about the expected discrepancies based on the legal participation criteria from the project procedure and the hindering and facilitating factors within the area processes of the GGA-GB in the province of North Brabant

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Summary

The Province of North Brabant has started an area-based approach called GGA-GB. This is a project for the recovery of habitats around the N2000 areas, based on an area process. In this project, governmental organisations such as the provinces, the Department of Public Works, the Forestry Commission, water boards and municipalities work together with interest groups such as the southern agricultural and horticultural organisation, Brabant Environmental Federation and similar organisations. At the moment, the cooperation is mainly voluntary, but in order to have a legal foundation a administrative decision must be taken.

This raises questions, since this decision is expected to be taken as soon as the Environmental Act enters into force and must therefore be complied with that law. The project decision under the Environmental Act seems to be a suitable instrument to take this decision. However, this requires a project procedure with an intensive participation process in the first three phases (notification of intention, notification of participation and the exploration) of the procedure. Many authorities are wondering how this participation process should be carried out and how the current working methods in the area processes can lead to possible discrepancies in order to prevent those discrepancies. This has led to the following main question: *"In what way does stakeholder participation have to be implemented in phases 1-3 in the project procedure for the area processes of the Ulvenhoutse Bos, Strabrechtse Heide and the Peelvenen of the GGA-GB of the Province of North Brabant according to the new Environmental Act and what discrepancies are expected considering the hindering and facilitating factors for stakeholder participation in these area processes?"*.

In order to investigate this main question, a qualitative research method was carried out in which, by means of document analysis and expert interviews, the legal participation criteria of the project procedure were determined. Subsequently, 18 different actors from the three selected cases were interviewed by means of semi-structured interviews in order to make collect the needed data of the facilitating and hindering factors of the area processes on the participation process. Based on a comparative analysis using the legal criteria for participation from the project procedure and the facilitating and hindering factors from the area processes, the expected discrepancies emerged.

Based on the results, it can be stated that the project procedure has relatively few criteria' for participation. There are few criteria for motivating stakeholders, which only requires that stakeholders should be asked to participate and should be able to exert sufficient influence. Furthermore, the law sets process criteria that require sufficient legitimacy and equality during the process. In addition, the input of participants must be valued. And it is especially important that good governance takes place, since the legislator has given much freedom in the participation criteria but it is expected that the administrative judge will make this freedom concrete.

Furthermore, within the area processes there is the will to commit to these legal criteria, but research results show an expectation that the participation criteria will potentially not be met. Area processes are too complex and therefore lack clarity and transparency. There are not sufficient resources leading to unequal power relations and wrong expectations among participants. The power relations are not only effected by unbalanced resources but also due to power positions over law and policy. And at last, there is a lack of effective leadership due to a waiting culture in order to have more clarity from the State causing a lost in control in the area processes.

Keywords

Stakeholder participation, Project procedure, Environmental act, Area based development, Discrepancies, expectations, Case study

Preface

In front of you lies my master's thesis, "*The project procedure from the Environment Act in the GGA-GB in North Brabant*". Looking at the participation demands of the Environmental Act, these demands seem to lack relevance because they are taken for granted. However, when looking at the working method in the area processes of the GGA-GB, nothing seems less true. Through the project procedure, the competent authority is constantly asked the question "*How would I like to be involved as a stakeholder?*", which appears to be necessary. For me, this thesis is the culmination of my academic study as a student in several respects. First of all, it marks the end of my educational trajectory in which I had the pleasure of studying the Environment Act and the broader policy arena of the GGA-GB, which enriched my knowledge, but which above all taught me what I want to do after my graduation. Secondly, the process to arrive at this thesis has challenged me positively on several occasions. By choosing my own topic and combining this with an internship at the Province of North Brabant, I sometimes made it difficult for myself. However, I made the best of it, as the detours are often the most enjoyable ones, and this was also the case in these instances.

Writing this thesis made me appreciate the Environmental Act more. Not as a law, but mainly as a change in discourse. Beforehand, I was relatively sceptical about the Environmental Act, thinking that it would not bring about any change. Currently, I look at this law with the same thought, but by writing this thesis, I have also discovered the potential of this law. Many of the criteria 's for participation in the Environment Act seem self-evident, but when you look at the reality, this self-evidence seems absent. The most important lesson I would like to give everyone when designing a participatory process and dealing with participants is always to ask yourself: "*How would I like to be involved as a stakeholder?*".

I would like to thank Paulien Feijman of the Province of North Brabant for giving me the opportunity to do an internship and for the opportunity to be part of the most interesting project I have ever been involved in during an internship. During a search for the right focus for the research, a not always convenient writing process and a period in which I was mainly working on transcriptions behind my screen, your practical tips have helped me enormously in dealing with the work more efficiently.

In special, I would like to thank Pascal Beckers for guiding my thesis from beginning to end. Your critical attitude, complemented by feedback that was constructive at all times, has been extremely helpful. You have reminded me more than once of the saying "*The only time success comes before work is in the dictionary*". This has led to a final product that I am proud of.

I would also like to thank all the respondents for their cooperation and openness during the interviews. And also all my colleagues at the Province of North Brabant for the way I was able to learn from you and spar with you

Finally, I would like to thank Emmie for her moral support and being the one I always could reach out with my questions. My parents who have always done everything to support me in my studies. And my friends, who made sure I could let go of the thesis at times.

Ad Mutsaers
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List of Abbreviations

BMF	Brabant Environmental Federation (Brabantse Milieufederatie)
GGA-GB	Area-based Approach Green Blue (Gebiedsgerichte aanpak Groen Blauw)
PAS	Action Programme Nitrogen (Programma Aanpak Stikstof)
ZLTO	Southern Agricultural and Horticultural Organisation (Zuidelijke land- en tuinbouworganisatie)

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1. Introduction

1.1. Research problem statement

On May 29th 2019 the Action Programme Nitrogen (PAS) was nullified by the Council of State. Due to the fact that permissions were granted for economic developments, without a limitation on nitrogen emission, despite the well-known harmful effects. Hence, before May 29, 2019, economic developments were made at the expense of nature reserves. The Council of State's ruling meant that economic- and social projects could no longer be implemented, as the government stopped granting permits (Raad van State, 2019).

The State is currently working with the Provinces on measures to reduce nitrogen, restore nature and enable economic development. For the short term, the State took measures in spring 2020 to create nitrogen space for housing projects and a number of large infrastructure projects. In addition, the State was also working on a structural approach whereby investments are made to strengthen nature. Besides, further source measures are taken to offer prospects for starting up licensing for spatial projects. To this end, in April 2020 the Government announced the framework for the structural approach to nitrogen, followed by the bill on Nitrogen Reduction and Nature Improvement. This proposal gives Provinces a legal obligation to ensure that nature is enhanced and nitrogen emissions reduced (Provincie Noord-Brabant, 2020).

In order to achieve this legal obligations, the Province of North-Brabant created the Area-based Approach (GGA-GB). This GGA-GB has an integral and a sectoral part. The integral part has been set up on a province-wide basis, with a province-wide approach consisting of various tracks which provide for the development of an integral management of the GGA-GB sub-areas (Province of Noord-Brabant, 2021). These sub-areas are the result of connecting the goals which cross borders. The sectoral GGA-GB is based on the sub-areas which are mostly situated in and around the N-2000 areas. In these sub-areas, the area process is carried out through partnerships. A large number of different parties are involved in this approach such as fellow government bodies, entrepreneurs, farmers, site- and nature managers and also branch organisations. This increases the support for the plans in the area, but also complicates the mechanism of objectives. This complexity arises from the large number of different views of goals, the way in which the involved parties steer towards these goals within the processes, collaborations between the parties involved, resources at their disposal and also the different rules that a party must adhere to (Province of Noord-Brabant, 2021a).

When the area processes are to be realised, it is important that an administrative decision is made in order to have a legal basis. Since the Environmental Act will soon enter into force, expected on the first of January, it is necessary to the criteria according to the Environmental Act (Ministry of the Interior and Kingdom Relations, 2022). The Environmental Act comes with six new key instruments to replace old procedures and the Project Decision is one of these six core instruments. The project decision plays an important role within the GGA-GB in reaching an administrative decision as it seems to be the instrument that fits the GGA-GB the best due to its decentralised and bottom up character. This instrument enables Water Boards, Provinces and the State to carry out complex projects in the physical living environment with a public interest, such as the GGA-GB (Wensink, 2018). The Project Decision is the final phase in the project procedure, and requires at least three procedural steps in order to come to a Project Decision (Figure 1).

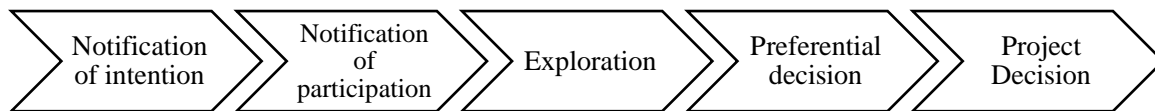


Figure 1 Visualisation of the project procedure (Based on Wensink, 2018).

As shown in figure 1 the notification of intention must first take place in which the competent authority announces that a project procedure will be started in which an exploration of the possible solution for a societal complex problem will take place. The second step, which can be carried out simultaneously with the notification of the intention, is the notification of participation. In this notification, the competent authority states how citizens, companies, social organisations and administrative bodies will be involved in the participation process. The third step is the exploration where all necessary information is gathered about the solution options for the task. This also includes solution options put forward by third parties in response to the notification of intention. In certain cases, a preferential decision must then be taken to create internal coordination, which is the first step towards decision-making (Van den Heuvel, 2019). However, this is not the case with the GGA-GB and, after the exploratory study, the project decision can be taken. Thus, it can be said that the first three phases to be completed in the project procedure form the process of the procedure while the last two phases are focused on desilting the process to an administrative decision.

This process of the project procedure provides a stimulus for participation at an early stage of the process. However, governments are wondering how they have to implement stakeholder participation according to the first three phases of the project procedure in order to comply with the project procedure of the Environmental Act. This is a result of the freedom and possibilities for customization in the project procedure causing uncertainty among governments if they meet the participation criteria according to the Environmental Act. This is also the case in the area processes of the GGA-GB where this concern is a common topic of discussion.

In addition is the GGA-GB and it's area processes filled with complexities that impact the implementation of the participation criteria in the area processes. These complexities are created in the policy arrangement by the involved parties in the area processes and can have a facilitating or hindering factor in the implementation of the participation criteria (Ottens & Edelenbos, 2018). If these factors are too hindering, then possible discrepancies may arise between the way in which the future participation process is carried out and the legal participation criteria 's of the project procedure.

1.2. Research aim and research questions

The purpose of the thesis is to show how stakeholder participation should be designed, according to the first three phases of the project procedure, within the area processes of the Ulvenhoutse Bos, the Vitale Peel and the Strabrechtse Heide and what the hindering and facilitating factors are for this stakeholder participation. With this knowledge insight will be created in the participation criteria 's of the project

procedure and the way to design stakeholder participation within the three area processes. Answering this question will remove a great deal of uncertainty for the Province of North-Brabant about how they should organise stakeholder participation within these three area processes.

In addition, the policy arrangement will be analysed in order to give insight in the hindering and facilitating factors on the implementation of stakeholder participation in the three area processes and their possible discrepancies. This is of importance in order to overcome expected discrepancies in an early stage and prevent failure in the project procedure. With this aim of repairing and preventing possible discrepancies within the three area processes the following main question emerged:

"In what way does stakeholder participation have to be implemented in phases 1-3 in the project procedure for the area processes of the Ulvenhousse Bos, Strabrechtse Heide and the Peelvenen of the GGA-GB of the Province of North Brabant according to the new Environmental Act and what discrepancies are expected by the hindering and facilitating factors for stakeholder participation in these area processes?"

To answer this main question, the following sub-questions have been formulated:

1. *"What are the criteria for stakeholder participation in phases 1-3 of the project procedure as described in the Environmental Act?"*
2. *"How is the policy arrangement in the area processes designed and what factors facilitate or hinder the participation of stakeholders?"*
3. *"What discrepancies are expected between the criteria for participation in the project procedure of the Environmental Act and the future implementation in the three area processes of the GGA-GB?"*

Relevance

Scientific relevance

The aim of this study is to contribute to the scientific knowledge on the project procedure in practice. In doing so, this research establishes a relationship between the participation criteria in the project procedure and the way in which the working methods in comparable area processes have an hindering or facilitating factor on fulfilling the participation criteria of the project procedure.

There is ample literature on the design of participation (Arnstein, 1969; Hermsen, et al., 2008; van Houwelingen, et al., 2014; Geurtz & van de Wijdeven, 2010; Kettelarij, 2012; Leyenaar, 2009; Messink, 2014; Michels, 2006; Quick & Bryson, 2016; Court of Auditors West-Brabant, 2012; Schuilenburg, 2016; van de Wijdeven, et al., 2013). This literature focuses on the design of successful participation, also known as the conditions for good participation. In the scientific literature, the translation to legal participation criteria however based on old procedures (Holster & Migchels, 2020; Van Loon-Steensma, 2009; Ottow, et al., 2012; Arts, et al., 2013; Ellenbroek, 2018). However, there is still little scientific literature on the legal participation criteria of the Environment Act, let alone of the project procedure. In this study, this literature is supplemented by making a connection between the design of participation to achieve successful participation and the legal criteria of the project procedure. This has resulted in practical participation criteria that must be met.

In addition, this research contributes to broadening the application of the Policy Arrangement Approach. The Policy Arrangement Approach is often applied as a theoretical concept to better understand the processes in area processes (Immink, 2005; Veenman, et al., 2009; Ahebwa, et al., 2012). However, an application of the theoretical concept to legal participation criteria of the project procedure has not yet been done.

Thus, this study fills a knowledge gap with insights into the legal participation criteria, the hindering and facilitating factors of the policy arrangement in area processes on stakeholder participation and possible discrepancies that may arise from this.

Societal relevance

This research also contributes to solving a wicked problem in real life. For example, the Environmental Act turns out to be a major issue for the many actors involved in the GGA-GB of the Province of North

Brabant. Especially when it comes to taking decisions such as the project decision, the authorities have great uncertainty about how to implement the procedures. This can lead to incorrectly completed procedures, later resulting in repairs or objection procedures.

This research clarifies the participation criteria of the project procedure for the actors involved. As a result, they know what they have to comply with before and during the participation process. It also takes a critical look at how the area processes work and how these can affect the future participation process of the project procedure. This leads to expected discrepancies with the participation criteria of the project procedure. By recognising and addressing these at an early stage, incorrect procedures can be avoided.

This research does not only help the Province of North Brabant, but also other authorities such as other provinces, water boards and the State, since these are also authorised to take a project decision (Wensink, 2018). These authorities have also indicated that they are searching for a way to give shape to the participation process in the project procedure.

Finally, this study leads to awareness of how to incorporate the spirit of the Environment Act in the organisation's resources. It appears that many organisations are not aware of the Environmental Act and lack knowledge about the Environmental Act working methods. Because of this, the power of the citizen is not yet appreciated.

2. Theoretical framework

In this chapter, the core elements of the research are elaborated upon and at last structured in a conceptual framework. First, a conceptual definition of participation is given, followed by two theoretical concepts to examine successful participation. The CLEAR-model and the process criteria of Quick and Bryson (2016). Next, the Policy Arrangement Approach is described as a theoretical concept with which to examine the policy arrangement in area processes. And finally, the three concepts are structured in the conceptual model.

2.1. Concept definition of participation in policy and decision-making processes

Participation is a diffuse concept in the scientific literature where no unambiguous definition can be found. The definition of participation is broad by some scholars, while others cover it more narrowly. By combining the most important definitions from the scientific literature that correspond to this research, it has been possible to provide a conceptual definition of participation.

The National Ombudsman (Van Helden, et al., 2009) uses the following definition of participation: *“the involvement of citizens in general or stakeholders in particular in municipal policy”*. This definition excludes the involvement of citizens or stakeholders in the decision-making process.

Edelenbos, et al. (2006) use a broader definition of participation that includes the decision-making process. According to them, participation is: *“the participation of citizens in the political decision-making process and the creation of policy”*. Companies, other authorities or interest groups are not included in this definition. If they are involved in the policy, this falls, according to them, under interactive policy-making.

The definition of participation in the Environment Act does include the other actors. The Environment Act defines participation as *“the early involvement of stakeholders (citizens, businesses, civil society organisations and administrative bodies) in the process of decision-making on a project or activity”* (Dieperink, 2016). Early cooperation means that the actors are already involved in the preparation of a project or activity. It does not address forms or ways in which this should happen. The Ministry of Infrastructure and the Environment (I&M, 2017) deliberately chose this option, because participation must be fleshed out according to the situation. It must be possible to provide tailor-made solutions. Dieperink (2016) counters this by saying that instructions and standards are indeed needed to arrive at this 'new' way of working with participation in the various project phases. In the area processes of the GGA-GB, there is still too much uncertainty about what participation entails and how participation criteria should be interpreted.

These definitions are too narrow for this research as. The definitions of the National Ombudsman and the Environmental Act, for instance, do not include the development of policy as the objective of participation. Edelenbos et al (2006), on the other hand, limits himself to the citizen as participant while this group of interested parties is much larger. By combining the above mentioned definitions, the following definition of participation has been created: *“Participation is the early involvement of interested citizens, companies, civil society organisations and administrative bodies in policy and decision-making processes.”*

Based on this definition provision, it can be said that participation is twofold . Stakeholders should be involved at an early stage, which involves motivating stakeholders. And stakeholders should be involved in policy and decision making processes, which means facilitating a participation process. For this reason, further literature research has been done into motivation and process criteria for successful participation.

2.2. Motivation criteria for successful participation

Participants are needed for a successful participation process and these participants need a certain motivation in order to transform from stakeholders in to participants. To be able to categorise the reasons why stakeholders participate in a participation process, several models have been developed. For example, there is the 'Civic Voluntarism Model' by Verba et al. (1995) and the more extensive, more often used 'CLEAR-model' by Lowndes et al. (2006). In addition to these models, many articles provide one or more explanations of why stakeholders participate (Arnstein, 1969; van den Brink, 2002; Dezeure et al., 2008; van Eijk & Steen, 2016; van Houwelingen et al., 2014; Lowndes et al., 2006; Michels & De Graaf, 2017; Passchier & Schalk, 2016; Quick & Bryson, 2016; Tyler, 2003; van de Wijdeven et al.,

2013). The 'Civic Voluntarism Model' and the loose explanations found are all incorporated in the 'CLEAR model'. This model consists of five categories: can do, like to, enabled to, asked to and responded to. On the basis of this model, a basis is created that can be used to investigate what criteria the project procedure imposes in order to motivate stakeholders to participate. The 'CLEAR model' is elaborated on below.

2.2.1. Can do

The first reason for stakeholders to participate in a participation process is that the stakeholders have sufficient time, knowledge and/or capacities to engage in participation (van Eijk & Steen, 2016; Lowndes et al., 2006; Passchier & Schalk, 2016; Quick & Bryson, 2016; Tyler, 2003; Verba et al., 1995; van de Wijdeven et al., 2013). Citizens must therefore be self-reliant to a certain extent in order to participate. Research shows that it is mainly highly educated middle-aged men with a higher income who participate (van den Brink, 2002; van Houwelingen et al., 2014; Michels & De Graaf, 2017; van de Wijdeven et al., 2013). This group of men generally appears to have the time, resources and competences needed to participate and therefore they can participate (van de Wijdeven et al., 2013).

In general, citizens do not have enough time to participate in every subject and will therefore have to make choices to spend their time in specific participation processes. Citizens are more likely to choose a subject they find important than a subject they have no interest in (van Eijk & Steen, 2016). Time is therefore an important motivating factor.

The competences that citizens must possess in order to participate are referred to as 'civic skills' by Verba et al. (1995). These 'civic skills' are communication skills and other skills required to be able to participate. It is not a question of educational attainment or numeracy skills, but of the degree of 'doing capacity' possessed by the citizen: the non-cognitive mental abilities. Citizens must know how to deal with stressful situations and know how to suppress dominance in order to promote cooperation. And on the other hand they must also be able to think rationally and be somewhat optimistic. Not every citizen possesses these characteristics, nor can they be trained to do so, so that everyone ends up possessing these civic skills equally.

2.2.2. Like to

Lowndes et al. (2006) describe like-to as the degree to which citizens feel involved in the focus group and the degree to which they attach importance to this focus group. The idea behind this is that if you feel part of the group, you are more likely to participate. And therefore a stakeholder has a will to participate because a stakeholder feels involved in the initiative or the group.

However, Lowndes et al. (2006) also indicate that this is not really a predictive factor for whether citizens participate. There are, in fact, also citizens who find it more pleasant if others participate for them, because they consider other participants more suitable. This does not have to mean that they do not feel involved in society. In earlier work (see Lowndes et al., 2001) they called this phenomenon 'social exclusion'. In fact, it keeps some citizens from participating. This should be taken into account in the research as it may lead to a decrease in diversity of participants.

2.2.3. Enabled to

Enabled to means that citizens are given the opportunity to participate (Lowndes et al., 2006; Verba et al., 1995). The chance of participation is greater if the citizen is part of a larger organised group. Participation requires motivated people who want to achieve something together. Determinants and connectors (networkers) are needed to bring about participation (van Eijk & Steen, 2016; Lowndes et al., 2001; van de Wijdeven et al., 2013). Citizens must also possess social capital in order to be able to cooperate. This social capital can be increased during the process by learning how to interact with each other (van de Wijdeven et al., 2013). The initiators are the ones who lead the participation. The connectors or networkers are the people who bring citizens together to participate and create a network with them. However, this may lead to the same citizens being questioned again and again because they are in this network. Therefore, efforts should also be made to connect citizens outside the existing networks.

2.2.4. Asked to

An important factor for whether citizens participate appears to be being asked to participate (van Eijk & Steen, 2016; Lowndes et al., 2006; Verba et al., 1995; van de Wijdeven et al., 2013). This can be a literal invitation, but also an inviting attitude of the municipality (van de Wijdeven et al., 2013). The challenge for the government is to involve the right people and interests (Quick & Bryson, 2016).

A citizen may also participate for the incentives it can provide (Lowndes et al., 2006). For example, there may be a material incentive (van Eijk & Steen, 2016). For example, a citizen may participate in a municipal participation process if he or she knows that his or her neighbourhood will get a playground that he or she can help design. A citizen with children may see this as a motivation to participate in a participation process. Participation can also lead to a new network. For citizens, this can be a reason to participate, so that they become members of that network (van Eijk & Steen, 2016). Economic interests can also play a role here.

2.2.5. Responded to

Responded to means that the citizen was listened to to a certain extent and that the government did something with the input provided by the citizen (Lowndes et al., 2006). A citizen is more likely to participate if he or she believes that a real difference can be made and he or she can influence the process (Arnstein, 1969; van Eijk & Steen, 2016; van de Wijdeven et al., 2013). Thus, there should be no symbol participation (van Oenen, 2016). In doing so, citizens make a cost-benefit analysis in the sense that they weigh up whether the effort to participate outweighs the result of the participation (van Eijk & Steen, 2016).

2.3. Process criteria for successful participation

The fact that people participate in a participation process does not mean that it immediately leads to successful participation. In the scientific literature, many criteria are mentioned which can lead to a successful participation process. Quick and Bryson (2016) have tried to make a distinction in this multitude of criteria. They have divided the criteria that make a participation process successful into three main themes: legitimacy, diversity and inclusion, and expertise and participation.

2.3.1. Legitimacy

The potential benefits of participation are realized when the process works, which is often not the case. There are many examples of failure to participate despite much practical knowledge and research. Legitimacy is one of the most controversial features of civic participation, usually involving the adequacy of participation or representation, the technical or political feasibility of the outcome of decisions, and the procedural fairness of the process. It is expressed in terms of severity. If public participation is not seen as legitimate, it can alienate the public from government and disrupt the implementation of policy decisions. (Innes and Booher 2004).

A legitimate participation process meets the following five criteria: procedural clarity, information exchange, clear roles, procedural justification and enough time. Procedural clarity is achieved when the process is transparent for both the participating and non-participating stakeholders (van den Broek et al., 2016; Michels & De Graaf, 2017; Rowe & Frewer, 2000). Information exchange occurs when there is a transparent exchange of information between the government and the stakeholder (Chess & Purcell, 1999). Clear roles provide clarity about the role and input of the government and the stakeholder (van den Broek et al., 2016; van Buuren & Edelenbos, 2008; Pröpper, 2013; Rowe & Frewer, 2000; Tyler, 2003). In addition, procedural justification provides for an evaluation of whether the process has proceeded according to the predefined rules (van den Broek et al., 2016; Chess & Purcell, 1999; Koers & Bröring, 2017). And finally, there should be enough time, meaning that the problem does not have to be solved immediately, so that there is sufficient time to engage in participation (Pröpper, 2013).

2.3.2. Diversity and inclusion

The exclusion of the public from decision-making is an example of the tensions associated with governance inclusion and exclusion. A major challenge with participation is ensuring that the appropriate range of interests are included in the process, including those who are normally excluded

from decision-making by institutionalized fraud (Abers 2000; Schlozman & Brady 2012).). Often, what seems to be a participatory process ends up with the usual suspects: people who are easy to recruit, articulate their language and logic in making decisions, and are reasonably comfortable in public. In fact, public participation is largely non-inclusive. It does not require deliberation or co-creation of new understandings, but is intended to gather information by consulting the public or simply to allow people to express different points of view. (Innes and Booher 2004).

A diverse and inclusive participation process meets the following four criteria: constructive relationship, representativeness, equality and inclusion. A constructive relationship exists between the citizen(s) and the government when there is cooperation and differences of opinion can be bridged (van den Broek et al, 2016; Koers & Bröring, 2017; Passchier & Schalk, 2016; Pröpper, 2013; Tyler, 2003) A representative process occurs when the stakeholder participating in the participation is representative of the stakeholder as a whole (Bryson & Quick, 2016; Michels & De Graaf, 2017; Rowe & Frewer, 2000; Tyler, 2003). In an equal process, everyone is an equal participant in the process(van den Broek et al., 2016; Edelenbos & Klijn, 2005; Koers & Bröring, 2017; van Oenen, 2016; Passchier & Schalk, 2016; Pröpper, 2013; Tyler, 2003). And finally, in an inclusive process, no one is excluded and everyone gets the chance to participate (van Buuren & Edelenbos, 2008; Michels & De Graaf, 2017; Pröpper, Litjens & Weststeijn, 2006; Tyler, 2003).

2.3.3. Expertise and participation

Incorporating different perspectives into participatory decision-making often raises concerns about whether rational results can be achieved and justified in nature. For example, involving local residents in deciding how to address the problem of traffic congestion can reveal options that civil engineers consider unsafe, technically infeasible, or too costly. Citizen participation provides a platform for well-resourced “*not in your backyard*” advocates to oppose policies and programs that the public needs, for example affordable housing or windmills (King et al., 1998). Nonetheless, it is important to recognize that empathic and experiential understanding expressed through public participation brings important knowledge and value to the decision-making process (Feldman et al. 2006; Thatcher 2009; Innes & Booher 2010) and can be an important tool for citizenship learning (Ansell 2011).

A participatory process build on expertise and participation meets the following two criteria: extra value and expertise. There should be extra value in the participation process for both the stakeholder and the government (Pröpper, 2013; Rowe & Frewer, 2000). Finally, expertise means that the input provided by the stakeholder should be seen by the government as (local) expertise (Pröpper, 2013).

2.4. Institutional context influencing the participation process

This research makes use of Leroy & Arts' (2006) Policy Arrangement Approach to analyse hindering and facilitating factors on the participation process due to the policy arrangement in the area processes in the GGA-GB. This framework provides insight into the actors involved, the legal framework, available resources and the reasons and norms that move the actors. Thus, the Policy Arrangement Approach distinguishes between the following four dimensions (Leroy & Arts, 2006):

1. The actors involved in the policy arrangement, and their coalitions
2. The division of resources between these actors, leading to differences in power and influence
3. The rules of the game within the arrangement, either in terms of formal procedures or as informal rules and routines of interaction
4. The policy discourse, entailing the norms and values, the problem definitions and approaches to the solution of the actors involved

2.4.1. Actors

The actors dimension of the Policy Arrangement Approach gives information about the actors that are involved in the policy arrangement. Actors can be described as coalitions and opponents of individuals, groups, and organizations involved in decision-making and implementation of policy issues. Actors are often part of coalitions or opposition parties pursuing the same goals and having the same problem reality. Coalitions and oppositions are often formed by actors who use the same framework of

interpretation and can arise because they share the same resources and have the same norms and values (Wiering & Arts, 2006).

Actors in the policy arrangement can be, for example, the state, the municipality, a company, and the civil society. Coalitions consist of multiple actors that occur when they want to achieve a common goal by allocating resources in a particular way and agreeing on the same norms and values (Van Tatenhove et al., 2006). By bringing these actors with their coalitions and oppositions into focus, it becomes possible to determine how they can influence the policy process (Lieverink, 2006). In this way, it is possible to gain insight into the facilitating and restricting factors caused by the actors in the policy arrangement on participation in the area processes.

2.4.2. Resources/power

A second aspect of policy arrangement are the resources and power that can be used to achieve policy goals. Resources can be defined as the means that actors have at their disposal or can mobilize to realize their ambitions (Veenman et al., 2009). These resources include financial resources, human capacity, knowledge and expertise. Actors can mobilize their resources to achieve policy goals, but resources are almost always not evenly distributed among actors causing unequal power positions.

Not all actors have equal access to resources, and the actors involved depend on each other's resources to varying degrees (Veenman et al., 2009). The distribution of resources among actors thus determines the balance of power in the policy arrangements (Arts & Leroy, 2006). Some actors wield influence through their ability to shape resources as they wish, thereby determining policy outcomes (Arts & Leroy, 2003). In the policy arrangement, therefore, the unequal distribution of resources and power among actors leads to a situation in which not all actors have the same capacity to achieve policy goals (Wiering & Arts 2006). This work therefore focuses on how policy arrangement through resources and power result in hindering and facilitating factors on participation in the area processes of the GGA-GB.

2.4.3. Rules

The third dimension focuses on the rules. Giddens (1984) defines the rules as the "externally" determined characteristics of political content and organization in the policy arrangement. In other words, the laws, procedures and political culture relevant to a particular policy arrangement. According to Giddens (1984), laws and regulations can be of a substantial and organizational nature.

The rules determine the legal framework within which actors can operate (Veenman et al., 2009). Indicative legislation aims to provide insight into the substantive procedures and rules that apply to policy areas. A procedure is a decision-making process bounded by rules (Wiering & Arts, 2006). These rules set the legal context as formal rules or political culture as informal rules in which actors may or may not have a chance to participate in the policy arrangement (Giddens, 1984). This work examines these formal and informal rules in the policy arrangement of the area processes in the GGA-GB in order to create insight in their hindering or facilitating factors on participation.

2.4.4. Discourses

The term discourse refers to the political content and the way actors give meaning to that content. Mattijssen et al. (2015, p.23) defines discourse as follows. "*Specific set of ideas, concepts, and categorizations that are produced, reproduced, transformed, in a particular set of practices and through which meaning is given to social and physical realities*". Thereby referring to narratives and how they are constructed and embedded in social and institutional practices (Mattijssen et al., 2015). Discourse can include problem definitions of social and political issues (van Tatenhove, 2017). Discourse can also refer to causes, possible solutions like strategies and policy programs, and clarification of specific goals (Lieverink, 2006). According to van Tatenhove (2017), dominant discourses can construct rules and resources for shaping the policy arrangement to the actors discourse. However, alternative discourses can challenge and eventually supersede dominant discourses, which can lead to new coalitions, rules, and resources, thus leading to alternative policy arrangements.

Overall, in discourse he has three types. Paradigm's in which statements about reality are made, utopia's that reflect statements about desirability, and policy programmes that reflect possible transitions from reality to desirability (Wiering & Immink, 2009). By analysing these three dimensions of

discourses in the area processes of the GGA-GB it is possible to create insight in the hindering and facilitating factors of the discourses on participation.

2.5. Conceptual model

In the conceptual model below, the three concepts discussed above are linked to each other and placed within the framework of the project procedure and the area processes. This project procedure is subdivided into two different concepts that were discussed in the theoretical framework. The first is the CLEAR-model, which can be used to determine the criteria in the project procedure for motivating stakeholders to participate. And secondly, the theory of Bryson and Quick (2016) is used to determine the criteria for the participation process in the project procedure. Both models can be used to examine successful participation in the broadest sense, making it possible to sharpen the multitude of criteria within these two models into a set of criteria that should be legally met within the project procedure. Finally, the Policy Arrangement Approach was used to examine the facilitating and limiting factors in the system context of the three area processes studied. These factors determine whether or not the participation criteria of the project procedure are met.

By means of the CLEAR-model used, it is possible to determine what criteria there are to motivate the stakeholder as government to participate in the participation process. This is examined on the basis of four categories which represent the design of the motivation of stakeholders.

Using the process criteria of Quick and Bryson (2016), it is possible to determine what criteria there are in the participation process of the project procedure. Three categories are used which, when met, ensure a successful participation process.

With the use of the policy arrangement, it is possible to determine the facilitating and hindering factors in relation to participation. These have an hindering or facilitating factor, as indicated by the black arrows, on achieving the legal participation criteria of the project procedure. When these criteria cannot be met, they lead to discrepancies. In this way, in the conceptual model, the links between the theoretical concepts used are highlighted as shown in Figure 2.

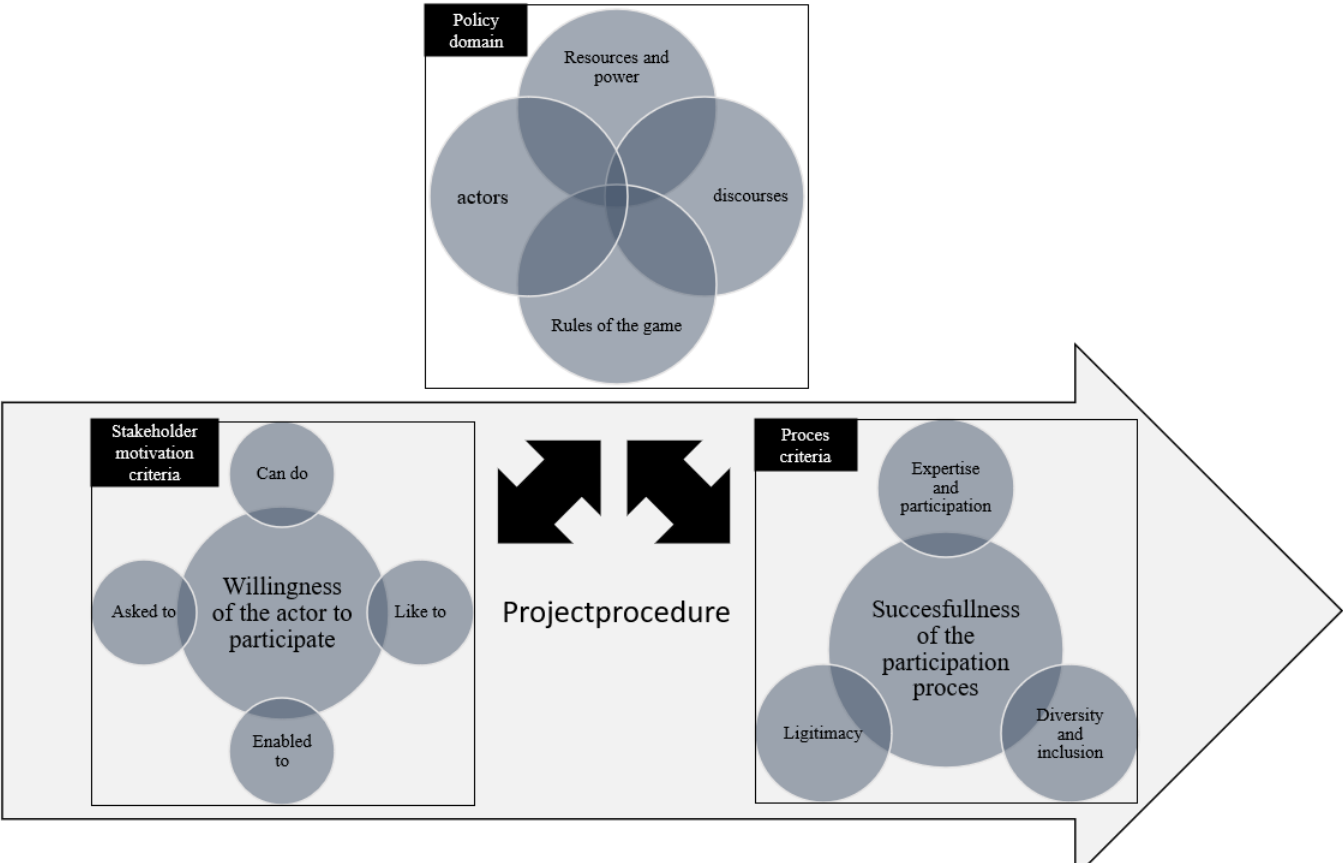


Figure 2 Conceptual framework

3. Method

In this chapter, the methodological framework for the conducted research is discussed. Firstly, the research philosophy is discussed, followed by the case selection and case description. . Afterwards, the research strategy, data collection, operationalisation, data analysis elaborated on. And at last the validity and reliability of the research is discussed..

3.1. Research philosophy

Epistemology, ontology, and methodology together constitute a “*basic belief system or worldview that guides the investigator in a social research*” (Guba & Lincoln, 1994, p108). Epistemological stance is an assumption of the nature of knowledge, while ontological stance is an assumption of the form and nature of reality. Methodology, as a strategy method for inquirer, is grounded in the two former positions. In this study, an interpretivist epistemological stance and a social constructivist ontological stance are adopted.

As stated by Bryman, (2012, p300), the interpretative *paradigm* “*respects the differences between people and the objects of the natural sciences and therefore requires the social scientist to grasp the subjective meaning of social action*”. Due to the perceived gap in the literature on the participation criteria in the project procedure, resulting in insufficient depth of understanding, this orthodoxy is necessary as it gives the opportunity to fill this gap. By interpreting the participation criteria based on the interpretations of experts it is possible to build on subjective meanings and social constructions within the law. The same applies for the subjective meanings and social constructions of the actors in the area processes of the GGA-GB which influence the implementation of the participation criteria in the way of working.

Regarding to the ontology of this research a social constructionism stance is used as a foundation for this research. According to the statement of Bryman (2012, p33), constructionism stance implies that “*social phenomena and their meaning are continually being accomplished by social actors*”, which affirms the relationship between the social phenomena and social entities. Given that the project procedure has few concrete criteria for the way in which stakeholder participation should be organised in the area processes, it can be stated that from this research paradigm there is no single truth about the interpreted participation criteria. The same applies for the line of reasoning among actors in the area processes of the GGA-GB on the implementation of the participation criteria. The actual implementation has not yet taken place, so the expected implementation is highly dependent on the social context at hand. And therefore also strongly dependent on the actor's constructed reality. This stance, which accepts the subjectivity posited by interpretative paradigm, and rejects search for absolute facts, is needed for this study.

3.2. Research approach

This research uses the practice of abduction as a creative search process in order to explain the results that can explain expected causal relation based on the literature that is not yet proven. The abductive practise has two, contrasting, characteristics. First, in this research approach it is needed to loosen up thoughts, and by doing so be creative (Timmermans & Tavory, 2012). And contractionary, there has to be an awareness and control of these creative thoughts by constantly comparing the thoughts and their causal relation of influencing each other. A kind of interplay between control and creativity is required, that throughout the whole research is continued. This approach is in line with to the hermeneutic circle that relates to the social constructivist paradigm from which this research is conducted. It involves “*going back and forth between analysis and collection of, and confrontation with 'data'*” (Boeije, 2005), and thus the analysis of the observed and new phenomena is constantly being compared to be able to find out whether there are any exceptions (Verschuren & Doorewaard, 2016, p.193). Any exceptions are examined whether it confirms or contradicts the rules. An important feature of this hermeneutic cycle is that the researcher ‘abducts’ those explanations that do not seem plausible. In order to do so, the researcher needs to delve into the patterns of the, not-yet well-known, phenomena. It is important to note that it is not possible to have all the required data needed, and so uncertainties arise. This is why the creativity is important in this research approach. Through creative thinking, it might be possible to connect the dots and to break with the limitations of deduction and induction (Taylor et al., 2018). Information obtained during the research is used as evidence at hand in trying to explain the phenomena.

Accordingly, the methodology is consistent with above positions and the choice of research methodology is based on the type and features of the research problem (Noor, 2008). In view of the aim of the study, the focus is placed on "words", rather than "numbers" (Bryman, 2012, p380). A qualitative strategy is thus chosen, consistent with interpretivist, constructivist position and the abductive practice of research. There are several advantages of qualitative approaches, compared with quantitative approaches.

Both the interpretation of participation criteria as well as the context form the area processes in which the participation criteria need to be implemented in are filled with complexities. Therefore, the qualitative approach can be used as a more powerful tool to explore those complexities as they allow a grasp of the individual's own explanations of a decision-making process, attitudes and perceptions, rather than a sole focus on causation (Beirão & Sarsfield Cabral, 2007; Clifton & Handy, 2003). As stated by Taylor (2005, p101), qualitative approaches allow studying things "in their natural settings, attempting to make sense of, or interpret, phenomena in terms of the meaning people bring to them". So the selection of qualitative approaches can produce a wealth of detailed qualitative data on a small number of individuals

This study has a multiple-case study design in order to gain profound insight into the expected discrepancies between the participation criteria of the project procedure and the implementation of these criteria in the area processes of the GGA-GB. A case study, defined as a preferred strategy for doing research when it involves an empirical investigation of a particular contemporary phenomenon within the real-life context (Yin, 2003), meanwhile, provides several advantages.

Given that contextual conditions (e.g. policy environment, nature environment, etc.) are highly pertinent to the phenomenon of study (e.g. the influence of policy culture on the transparency of information), a single case study allows a discussion of the finding from a small sample within its contextual setting. As argued by Yin (2003, p2), other methods, such as surveys and experiments, are not able to investigate both "phenomenon and context" at the same time. On the contrary, focusing on multiple cases for instance, a case study approach enables the researcher to deal with intricacies of the complex social situation. Secondly, through focusing in particular multiple local plans, a meaningful and unique insight into a real-life phenomenon can be gained and compared to each other to create more generalizable outcomes. Although case studies are easier to be challenged towards the credibility of generalizations made from the findings (Denscombe, 2010), this still provides possibility to inform the similar cases and contribute the knowledge in this area.

3.3. Research strategy

3.3.1. Desk research

An important element of doing research is choosing which research strategy to apply (Thiel, 2014). In many research strategies, researchers collect data themselves through a case study. An alternative approach is to use data that already exists. The research strategy that uses existing data sources is called desk research. Data sources that already contain existing information that has been produced for a purpose other than conducting research, but can be used for conducting research (Thiel, 2014). This includes different types of documents such as legal texts, handbooks but also scientific documents that are the subject of analysis in this study. Moreover, desk research can be conducted independently without the help of others unless access to non-digital documents and archives needs to be obtained. (Miller & Yang, 2008).

The advantage of using existing data sources is that they are easier to obtain compared to other methods involving respondents. However, there are also disadvantages. For instance, existing data sources are prone to deliberate distortion or omission, which can affect the reliability of the data. In addition, desk research does not allow for further questioning to get a better picture (Miller & Yang, 2008).

Van Thiel (2014) distinguishes between primary data sources and secondary data sources. Primary data sources consist of information collected by the researcher himself and not produced for research purposes or not previously used for research. These may include written or printed sources such as legal texts and handbooks. These sources can be used as input for research. Secondary data, on the other hand, are data that already exist or have previously been part of research. This study uses primary

and secondary data sources. Where secondary data sources are scientific studies of legal origin. This is with the aim of better interpreting the primary data

3.3.2. Comparative multiple case study

To fully understand the way in which participation criteria are expected to be implemented in the area processes of the GGA-GB, this research applies a comparative holistic multiple case study approach. Case study research involves examining cases in a real-life contemporary context or setting (Ying, 2014). A case can be referred to as an entity such as an organisation, an individual and a group. But a case can also be less specific such as a relationship, community, decision making process or specific project. It is considered as strategy but also more of a choice of what is to be studied rather than a method of research (Cresswell & Poth, 2018).

The case study approach of this study is appropriate as it lends itself well to study real-life, contemporary limited systems (cases) at one point of measure through detailed in depth data collection involving multiple sources of information. It is considered a suitable approach for both quantitative and qualitative approaches and can include explanatory, exploratory and descriptive case studies. Therefore, it provides a suitable method for studying the implementation of participation criteria in the area processes of the GGA-GB. When considering case study research designs it is important for cases that they are clearly bounded in their setting (Creswell & Poth, 2018). This applies to the area processes of the GGA-GB as they are clearly bounded geographically (land-based) and subject to selected group of actors involved in the policy arrangement. Due to the fact that area processes differentiate, it is important to recognise that outcomes can be different based on context of the area process. In order to give insight in these different perspectives this research adopts a multiple case study analysis to show these different perspectives on the expected implementation of participation criteria (Creswell & Poth, 2018).

The results of qualitative case studies tend to be generalised with restraint. This is because the contexts of case studies are specific to the context in which they are placed. In order to generalise the findings of this study to some extent, it is important to select representative cases (Creswell & Poth, 2018). It is also questioned to what extent the findings of qualitative research are relevant and reliable. However, there are also other voices stating, "*the social sciences have failed to produce general context-independent theory and therefore have nothing but context-dependent knowledge to offer*" (Flyvbjerg, 2006, p. 223). And that is exactly what the case study approach has to offer.

3.3.3. Case selection

The selection process was carried out in three steps. Step 1 is to draw up criteria for the selection of the case. This was done by using the three criteria described above to conduct the research properly. These criteria are: 1) It has to be an area process of the GGA-GB 2) the process has to be in the vision creation stage and 3) a developed core group has to be established in the area process. It turned out that all five area processes that are in the vision creation phase have an established core group. This resulted in a selection of five cases as shown in appendix 1.

In step 2, a selection of cases as diverse as possible was made based on the context of the 5 cases. The independent variables that follow from the stakeholder participation criteria of the project procedure, governance network and policy arrangement theories that are considered to influence the design of stakeholder participation are used as selection criteria. This results in the following independent variables: 1) Institutional background based on actors involved and 2) The accumulation of tasks in the area. This selection can be found in appendix 1 This was an attempt to make as diverse a selection as possible on the basis of underlying governance structures and policy arrangements that influence the way stakeholder participation is organised. These criteria have been discussed internally with the process managers of the area processes of the Province of North-Brabant who indicated that in the Ulvenhoutse bos, the Peelvenen and the Strabrechtse heide these criteria are the most diverse and they best meet the criteria of step 1.

Step 3 was to further study the available information on these cases. This revealed that sufficient information is available on all three cases. The most important sources of information were reports, publications and agreements within the core teams. Also, by participating as an intern in the core teams, it was assessed whether there are possibilities/preparedness to conduct interviews with the actors involved, which shows that there is interest in this.

Based on the maximum variation on independent variable in combination with practical considerations, the area processes Ulvenhoutse bos, Vitale peel and Strabrechtse Heide were chosen.

3.3.4. Case description

3.3.4.1. *Ulvenhoutse Bos*

The area-based approach Ulvenhoutse Bos focuses on the areas around the N-2000 area of Ulvenhoutse bos. This area has three different habitat types that are all of insufficient quality. This mainly concerns the water balance and the nitrogen load on the habitats. Prior to starting the area process of Ulvenhoutse bos, various plans have been realised in recent years to improve the quality of these habitats. There are also many other plans waiting to be realised. These are not only plans that increase the quality of the habitats. These include urban expansion, recreation and possible infrastructure projects.

The area process is led by an independent consultancy hired by the Province of North Brabant. The following actors are involved in this area process: Rijkswaterstaat, Staatsbosbeheer, Province of North Brabant, Waterboard Brabantse Delta, Municipality of Breda, Municipality of Alphen Chaam and ZLTO. Typical for this area process is the high urban pressure from the municipalities and Rijkswaterstaat on the area.

3.3.4.2. *Vitale Peel*

The area-based approach 'Vital Peel' focuses on the areas around the nature reserves Deurnsche Peel, Mariapeel and Groote Peel. In these areas water management will have to be optimised for both the future of agriculture and the strengthening of nature on the basis of legislation and regulations. The general picture is that the water levels in and around the nature areas need to be raised in order to achieve nature objectives. A different water management will lead to a new look at the (agricultural) use possibilities in the area. The goal of the GGA is to work towards a layout of the area around the nature areas which in terms of (agricultural) use and hydrology fits in with the water and nature goals to be achieved, gives a future-proof perspective to agriculture and contributes to a vital rural area.

In other words, the area will be confronted with major changes. With great changes come great uncertainties. The area process is about creating new opportunities and a new movement. This area process is pulled by an independent project leader appointed by the Province of North Brabant. And this area process consists of the following partners: Province of North Brabant, Province of Limburg, Waterschap Aa en Maas, Waterschap Limburg, Municipality of Deurne, Municipality of Asten, ZLTO, Staatsbosbeheer and BMF. This makes this area process characteristic by its border-crossing working method in which several Provinces are involved. In addition, this area is subject to very high social pressure as many plans have been rolled out over the past few years.

3.3.4.3. *Strabrechtse heide*

The area-specific approach Strabrechtse heide focuses on reducing nitrogen and making the N2000 area of the Strabrechtse heide more resilient. Nitrogen reduction is central to this area process, which also involves working on other area tasks and examining them in conjunction with each other, looking for improvements and arriving at sustainable solutions.

The area process is being led by Staatsbosbeheer in close cooperation with the Province of North Brabant. In addition, the area process consists of the following participants: Staatsbosbeheer (as independent initiator), Province of North Brabant (as independent initiator and participant), Rijkswaterstaat, Staatsbosbeheer, Waterschap Aa en Maas, Waterschap De Dommel, Municipality of Someren, Municipality of Heeze-Leenden, Municipality of Geldrop-Mierlo, Brabants Landschap, Bosgroep Zuid, ZLTO. Characteristic of this area process are the roles played by Staatsbosbeheer as the independent initiator and by the Province of North Brabant with a dual role. In addition, this area process is characterised by the higher degree of representation of actors with nature ideals, Staatsbosbeheer, Brabantslandschap and Bosgroep Zuid.

3.4. Data collection

Document analysis

Document analysis is one of the data collection methods that are used in order to answer sub-question 1: "What are the criteria for stakeholder participation in phases 1-3 of the project procedure as

described in the Environmental Act?" Bowen (2009, pp.33) describes the use of document analysis as the process of *"evaluating documents in such a way that empirical knowledge is produced and understanding is developed"* and is carried out in combination with other qualitative research methods as a means of triangulation, which allows for convergence and corroboration of data and findings across different methods. The method itself can also serve as the sole source of data for interpretive research or hermeneutic inquiry.

First, the documents were to be collected with which the document analysis was carried out. These documents were collected using a number of selection criteria based on Van Thiel (2014), being: content of the document, type of document, quality of the document and the author of the document. The content of the documents should contain the following terms *"Project procedure"* and *"Stakeholder participation"* or *"Participation"*. Given that the Environmental Act is a Dutch law, Dutch terms will be searched. Furthermore, an attempt was made to make a selection with a number of 2 legal texts, 2 policy documents and 1 scientific research. The quality of these documents was determined by the depth of the documents and usefulness of the results and conclusion. Furthermore, an effort is made to highlight different perspectives through a diversity of authors. Finally, it should be a paper written from 2019 to the present. In addition to the six selected documents, the other documents read are used as background information where they will not be analysed.

Expert interviews

In addition to document analysis, expert interviews were used to gather deeper data to answer sub-question 1: *"What are the criteria for stakeholder participation in phases 1-3 of the project procedure as described in the Environmental Act?"*. This in-depth data made it possible to uncover participation criteria that need to be interpreted and are not strictly defined by legislation. Expert interviews are a quick way to get specific information, allowing rapid access to new or unfamiliar research fields (Audenhove, 2013). Another reason to choose for expert interviews by doing so the reliability of facts reported in literature can be confirmed and interpret with experts. (Vennix, 2009). Van Audenhove (2013) divides expert interviews into three dimensions. The first dimension is explorative interviews. Data is gathered through collecting technical, specific and detailed knowledge in the field. Second are systematizing interviews. These interviews are conducted with experts that are directly involved to get more information about routines and specific interactions. The final dimension is theory generating expert interviews through collecting explanatory knowledge ideas and ideologies and subjective interpretations of relevance, rules and beliefs are obtained. In this research the theory generating expert interviews are used to get an idea of how to interpret the participation criteria of the project procedure.

Since these expert interviews provide many new insights, it was decided to first interview a lawyer specialised in the project decision from the Province of North Brabant to gather initial insights. Then, two experts from the help platform *"Aan de slag met de omgevingswet"* were interviewed to get a picture of these criteria in a more practical way. And finally, another lawyer from the Province of North Brabant who is also an expert on the project decision was interviewed in order to verify all findings once again. The list of respondents is attached in appendix 4 and the interview was based in the interview guide attached in appendix 2. This interview guide was based on the outcomes of the document analysis which needed further explanation.

Semi structured interviews

Semi-structured interviews were used to gather data within the case study. Through these collected data, it was possible to investigate how the participation criteria are expected to be implemented in the area processes and what facilitates or hinders this implementation. This way, we can answer sub-question 2: *"How is the policy arrangement in the area processes designed and what factors facilitate or hinder the participation of stakeholders?"*. Merriam's (1998) social constructivist approach to a case study does not prioritize a particular method for data collection, yet interviews are most commonly used for qualitative data collection (Merriam, 1998; Harrison, Birks, Franklin, & Mills, 2017). In order to collect data for the case study, semi-interviews are also the primary source for gathering information.

Obviously, every research technique has its own merits and demerits, while the key of methods selection is to better serve the research question. The semi-structured interview method is chosen in this study as a most appropriate method for the data collection within the case study. There are several

reasons behind this selection. Firstly, the flexibility of this method, compared to structured interviews, is able to produce all the intended data with the emerging of interesting and unexpected data (Flick, 2015). In other words, in the interview process, participants can react and give new directions to the discussion, which is particularly beneficial for this study to have an overall understanding of this research topic. Besides, compared with qualitative questionnaire survey, this method also allows interviewees to elaborate their opinions and also facilitates an in-depth account of a participant's beliefs and experiences (Ritchie and Lewis, 2003). Furthermore, while focus groups method has some intrinsic worth of expressing the opinions openly by the participants, semi-structured interview can also provide the same rich contextual response as focus group and meanwhile it can also reduce the group effects which are easy to lead the uncritical or shared views as interviewees are interviewed individually. Owing to this characterizes of the interview format, it allows a more intimate setting for discussion of personal matters behind the decision-making process so that the more detailed information about the individual or household circumstance can be elicited. Also, given the presence of the interviewer, there is an opportunity for further explanation and elaboration of question and responses in the data collection process.

For this study the operationalisation of the Policy Arrangement Approach was used as a theoretical guidance in order to design the interview guide. The four main dimensions: (1) Discourses, (2) Rules, (3) Actors and (4) Resources are used with their indicators as a foundation for the interview questions. Finally resulting in the interview guide in appendix 3

From the involvement as a researcher in the area processes, it has been possible to involve the key actors in the study and thus also have a view on a good representation of respondents. These relevant actors are in every case the municipalities, interest groups such as ZLTO, the Waterboard and the Provinces. Various more incidental interviews have been conducted with e.g. RWS. It was decided to interview at least 5 respondents per case in order to have representative results. However, this is only the case for the Ulvenhoutse bos case, as 7 respondents were interviewed for the Vitale Peel case and 8 for the Strabrechtse Heide case. These are also respondents involved in multiple cases. A list of anonymised respondents is included in appendix 4

Finally, to answer sub-question 3: *“What discrepancies are expected between the criteria for participation in the project procedure of the Environmental Act and the future implementation in the three area processes of the GGA-GB?”* no separate data collection method is needed as all the necessary data is available. Thus, this question is answered by the outcomes from sub-question 1: *“What are the criteria for stakeholder participation in phases 1-3 of the project procedure as described in the Environmental Act?”* and sub-question 2: *“How is the policy arrangement in the area processes designed and what factors facilitate or hinder the participation of stakeholders?”* reflecting on each other. This provides a picture of which participation criteria would be expected not to be met due to the hindering factors in the area processes.

3.5. Operationalisation

In this study, the CLEAR-model of Lowndes et al. (2006) was used to examine the motivation criteria of the project procedure. The process criteria of Quick and Bryson (2016) are used to examine the process criteria of the project procedure. These two concepts together form the participation criteria for the project procedure. Leroy & Arts' (2006) Policy Arrangement Approach examines the way policy is arranged in the area processes of the GGA-GB in order to examine the hindering and facilitating factors on participation due to the policy arrangement in these area processes on. Finally, the three concepts are placed side by side according to the conceptual model whereby the possible discrepancies between the future participation process and the participation criteria of the project procedure emerge. In order to investigate this, the three concepts were first operationalised.

3.5.1. CLEAR-model

The CLEAR-model is used to investigate the motivational demands of the project procedure. First, the five dimensions of the Clear model are operationalised, being; can do, like to, enabled to, asked to and responded to. This was done by developing a diagnostic tool based on the CLEAR-model, as shown in Table 1. This model provides an investigative method from the ideal situation in which all these motivational demands are expressed. However, it can be assumed that this real life situation is not an

ideal situation and the legislator will have made a selection of these five motivation criteria. The operationalising questions based on this operational model are included in the interview guide for the interviews on participation criteria of the project procedure in appendix 2.

Table 1 Operationalisation CLEAR-model (Lowndes et al, 2006)

<i>Dimension</i>	<i>How it works</i>	<i>Policy targets</i>
Can do	The stakeholder has time, capacity and knowledge to participate in the participatory process	Capacity training, , leadership development, support of volunteers
Like to	The stakeholder feels involved in the spatial initiative	Citizenship, community building, social capital, civil renewal
Enabled to	The stakeholder is given the opportunity to participate by being present in a social context	Improving community networks, investing in channels of communication
Asked to	The stakeholder has been actively approached by the government to participate	Public participation schemes that are inclusive and representative
Responded to	The stakeholder participates because he or she can influence the process and the outcome of the participation process	Enough freedom for influence due to open agenda settings

3.5.2. Process criteria of Quick and Bryson

The process criteria of Quick and Bryson (2016) are used to examine the process criteria of the project procedure. First, the three dimensions of these process demands are operationalised, being; Legitimacy, Diversity & inclusion and Expertise & participation. This was done by developing a diagnostic tool based on these process criteria, as shown in table 2. Based on the literature of Quick and Bryson (2016) and discussed earlier in the theoretical framework, categories under the three dimensions were used. This model is also applied as an ideal situation in which it is assumed that the legislator will make a selection of these process criteria in the actual situation of the project procedure. The operationalising questions based on this operational model are included in the interview guide for the interviews on participation criteria of the project procedure in appendix 2

Table 2 Operationalisation Procescriteria Quick and Bryson (2016)

<i>Dimension</i>	<i>Categorie</i>	<i>How it works</i>
<i>Legitemacy</i>	Procedural clarity	The process must be clear to everyone. Also for those who do not participate
	Information exchange	Information should be exchanged between government and stakeholders in a transparent manner
	Clear roles	The role and input of everyone is clear at the beginning of the process
	Procedural justification	The process was carried out according to pre-established rules
	Enough time	The problem is not so urgent that there is no time for a participatory process
<i>Diversity & inclusion</i>	Constructive relationship	Everyone works together and overcomes differences of opinion to achieve a supported result
	Representativeness	Participants are representative of all interested parties
	Equality	Everyone is equal to each other
<i>Expertise and participation</i>	Inclusion	Everyone can participate
	Added value	The participation process is not an end in itself but serves to create added value
	Expertise	Participants' input is seen as local expertise

3.5.3. Policy Arrangement Approach

Finally, Leroy & Arts' (2006) Policy Arrangement Approach is used to examine the policy arrangement in the area processes in the GGA-GB. First, the four dimensions from this Policy Arrangement Approach were operationalised, being Discourses, Rules, Actors and Resources. This was done by developing a diagnostic tool based on the literature of Leroy & Arts (2006). The choice was made to split up the three dimensions into different categories, already discussed in the theoretical framework, as shown in table 3. Due to the lack of access to the administrators involved in the area processes and it is difficult to measure character, political influence is not included in this research. From these categories, it is possible to investigate according to how the policy arrangement in the various area processes come about and what kind of facilitating or hindering factors this has on participation. The operationalising questions based on this operational model are included in the interview guide for the interviews on the policy arrangement in the area processes, included in appendix 3

Table 3 Operationalisation Policy Arrangement Approach (Leroy & Arts, 2006)

<i>Dimensions</i>	<i>Categories</i>	<i>Definition</i>
<i>Discourses</i>	Paradigms	The views of the world by different actors
	Utopias	The ideals of different actors
	Policy programmes	The road map from the problem solution by different actors
<i>Rules</i>	Legislation	The formalisation and transport of policy discourses in to binding law
	Procedures	How political participation and decision-making processes are codified in the rules of the game
	Political culture	The way policies are shaped in a institution
<i>Actors</i>	Actor constellation	The set of policy actors in a certain policy arrangement
	Interaction patterns	The way the actors interact with each other
	Coalitions and Oppositions	Coalitions and oppositons based on the interactions between actors
<i>Resources</i>	Resource constellation	The division of assets which actors have or can mobilise to exercise power
	Power relations	The power positions actors have due to their assets

3.6. Data analysis

Thematic analysis, defined as “*a distinctive cluster of techniques*” (Bryman, 2012, p578), was employed in this study for data analysis. The expert interviews and semi structured interviews were digitally recorded and fully transcribed. Afterward, the analysis of the transcripts involved three stages: familiarization, thematic analysis, and interpretations.

Firstly, in order to ensure familiarity with the entire content of all transcripts, audio recordings of interviews were listened and transcripts were read line by line.

Secondly, an abductive category coding was conducted in Atlas.ti with a constant comparison process (namely constant comparative method, proposed by Glaser and Strauss, (1967), cited and used by Faulkner et al., (2010). It means whenever the text was selected to be analysed, it would be compared to all other set categories firstly and then be clustered into a category with similar themes based on the theoretical concepts. If there were no similar categories, a new label was given. In this process, the category identification was strongly linked to the data and constant comparison processes allowed a better capture in both unexpected themes and those who are initially informed by the theoretical framework.

Finally, based on the coding manual, the main concepts emerging from the data are linked in Atlas.ti networks, in an effort to uncovering influential factors hindering or facilitating the implementation of participation criteria. This was done by linking the open coding to the indicators and dimensions of the theoretical concepts in Atlas.ti. The Atlas.ti networks are shown in appendix 5 till 7

3.7. Validity and reliability

3.7.1. Construct validity

The description of the case selection in section 3.2 underpins the choice of the selected three area processes. This avoids subjectivity in the chosen cases and ensures that the cases fit well with the relevant realities that are appropriate to the purpose of the research (Yin, 2008). In addition, the operationalisation from section 3.6 provides the starting point for the operational questions for the interview guides. This is necessary as the explorative nature of this research opens a great number of doors. Therefore, the data collection and the formulation of results has been done on the basis of the operationalisation. This is to guard the construct validity at all times..

3.7.2. External validity

The external validity of the research has been assessed as low. This is because the results cannot be statically generalised as the three cases studied all have a unique context. As Van Thiel (2014) writes: “*the findings of a single case study will be valid only for the case in question, yet often findings can be regarded as representative for other situations in the same research domain, even when these have not actually been studied.*” (Van Thiel, 2014, p.89). Therefore, it can be said that this research can provide insights into the working methods in other area processes in the GGA-GB.

3.7.3. Internal validity

To ensure internal validity within the research, a variation in independent variable was used in the case selection. The cases have in common that the area processes are at a more advanced stage to be examined, however, the context of the area processes is very diverse in all cases. Because of this variation in the independent variables, the causal relationship can be established more directly and factors influencing success and failure can be determined with greater certainty (Van Thiel, 2014). Also, because these independent variables are known at an early stage, a higher internal validity arises. For example, it is known at an early stage how these independent variables manifest themselves and the theoretical framework can be focused on this context. This creates a good foundation for the research in which potential causal relationships resulting in discrepancies as well as the hindering and facilitating factors are examined.

3.7.4. Reliability

This research was commissioned by the Province of North Brabant and focused on area processes of the GGA-GB. Because of this, the selection of cases was made from a portfolio provided by the Province

of North Brabant. This has led to the exclusion of area processes that would be more suitable but fall outside this portfolio. However, Van Thiel (2014) states; *"the selection of cases should preferably be guided by theoretical arguments. In reality, though, often a more pragmatic approach is needed. Practical issues such as having to gain access to cases or getting individuals or organizations to cooperate nearly always play a role."* (van Thiel, 2014, p90). Therefore, due to the purpose of the research to gain in-depth knowledge within the area processes in the GGA-GB of the Province of North Brabant, and the access to involved actors in these area processes, this consideration can be defended.

Furthermore, this study has one measurement point in which interviews were held with involved actors in the area processes over a period of one month. As Van Thiel (2014) states; *"success or failure is time-dependent: an initially successful change can turn out to be a failure in the long run, after the moment of measurement, and vice versa."* p.90 (van Thiel, 2014). Therefore, it is not possible to include the changes in the area processes in the results. When looking at the dependent variables, mainly of the Policy Arrangement Approach, they change weekly. Therefore, it is important to be careful with the results and conclusions of the research.

Finally, the study has a relatively small number of study units (n=3). This also affects the reliability of the study as it means that the results cannot be generalised to other area processes in the GGA-GB. However, the study provides a scientific basis for further research in which the number of study units can be extended by including other area processes in the GGA-GB. When reproducing the research, another measuring moment will be used, which may have an effect on the results. However, it is expected that the dependent variable will have changed only slightly. In addition, due to the interview guides, the anonymised list of respondents and the operationalisation of the study, the reproducibility of the study is high. This also makes it possible to remove errors and assumptions of the study with follow-up research.

3.7.5. Ethical considerations

When conducting social research, it is necessary to take the ethical issues into account. The four ethical principles in social research are listed by Bryman (2016): (1) whether there is harm to participants; (2) whether there is a lack of informed consent; (3) whether there is an invasion of privacy; and (4) whether deception is involved. So several important ethical aspects were considered in the beginning of the study and covered in the research process. Providing informed consent at all stages is a primary consideration in this study. Therefore, actors in the area processes of the GGA-GB are informed about the purpose of this study and if becoming respondent are requested of consent. Besides, in the beginning of all interviews, respondents have been informed of the purpose of the interview, how the data will be used and how the results will be disseminated. Also, they were noticed that the participate voluntary and the have the right to refuse or and the interview at any point. Finally, the recordings and transcripts are confidentially and anonymity was granted to all respondents.

4. Results

This chapter covers the results of the research. In the first section, the participation criteria in the first three phases of the project procedure are discussed in order to answer the first sub-question of this study. Firstly, the procedural phases that have to be gone through are discussed, followed by the motivation criteria and finally the process criteria. In the second section, the facilitating and hindering factors in relation to the implementation of participation criteria in the area processes are described. And at last in paragraph 3 the expected discrepancies based on the participation criteria and the hindering factors are discussed.

4.1. Participation criteria according to the first three phases in the project procedure
This paragraph the first sub-question is answered, being: *"What are the criteria for stakeholder participation in phases 1-3 of the project procedure as described in the Environmental Act?"*. In this paragraph the first three procedural steps that the project procedure prescribes are first described. Second, the motivation criteria are interpreted with the use of the CLEAR-model. And at last, the process criteria are interpreted with the use of the conditions for successful participation of Quick & Bryson (2016).

4.1.1. Procedural phases of the project procedure

In order to answer the first sub-question, the legal procedural phases of the project procedure as prescribed in the Environment Act are analysed first. As the study is framed, only the first three phases of the project procedure are described. First of all, the purpose of the procedural phase is described. Next, the content criteria for the document to be published are given. Finally, these content criteria are analysed. In this way, the first interpretation of the participation criteria of the project procedure is made.

4.1.1.1. Notification of intention

With the notification of intention, the competent authority indicates that it will conduct an exploration for an existing or future task in the physical living environment. Examples of these tasks from notifications are traffic jams around a junction, dyke reinforcements, sustainable heat networks, and so on. A number of content criteria have been laid down by law that must comprise a notification of intention (Ow, art 5.47; Ob, art 5.2):

- A description of the task for which the exploration is to be carried out;
- How the exploration will be carried out;
- Within which time frame the study will be carried out;
- Whether a preferential decision is taken before a project decision is taken;
- Within which term everyone can come up with possible solutions to the problem;
- The starting points for consideration of these solutions;
- Which administrative body is competent for the project procedure.

Looking at these legal criteria on the content of the notification, it is striking that the law has a strong steering effect on the legitimacy of the notification. First, all interested parties are informed of the information available on the project, which is described and made accessible by means of the notification. This ensures a transparent exchange of information between the government and the interested party. In addition, these content criteria ensure that the process to be followed is described in terms of how, within what period and on what basis solutions may be proposed. This can be seen as an obligation of procedural clarity towards the participation process. The roles of the various parties are highlighted, but very briefly. For example, the notification of the intention does indicate which administrative body is the competent authority, without indicating what roles other coalition parties or interested parties have.

Finally, regarding the legal criteria surrounding the notification of intent, it should be noted that it must be published by the competent authority in the Official Gazette for the administrative body (Article 12 of the Notification Act). In this way, too, the law ensures that interested parties are informed of the available information. However, it can be said that this is a summary obligation since it only has to be published in the Official Gazette.

4.1.1.2. *Notification of participation*

In the notification of participation, the competent authority indicates how it intends to involve all stakeholders in the exploration during the project procedure. For this document, too, the law imposes a number of content criteria, such as (Ob, art 5.3)

- Who will be involved;
- What they will be involved in;
- When they are involved;
- What is the role of the competent authority and the initiator in involving these parties;
- Where additional information is available or will become available during the course of the procedure. The competent authority must ensure that the necessary information is available in an accessible manner.

In this phase of the project procedure, too, the law requires the competent authority to think carefully about the legitimacy of the procedure. For example, the competent authority must be clear at an early stage about who it considers to be a stakeholder. In addition, the competent authority will draw up rules for itself on how it will shape the participation process. Finally, the way in which information is to be made available should be considered. The competent authority must also distribute the notification of participation in an efficient manner so as to reach as large an audience as possible. At this stage, the law requires the rules of the game to be drawn up in order to provide clarity about the procedure, so that a legitimate process can arise..

4.1.1.3. *Exploration*

During the exploration, the competent authority will gather all necessary information through a participation process that originated from the notification of intention and participation. This process reveals possible solutions for tackling the task at hand. In this phase, too, the law imposes content criteria on the exploration (Planning Act, Article 5.48):

- The nature of the task;
- The nature of the task; ;
- The possible solutions to the problem. Possible solutions may also include solutions put forward by third parties in response to the notification of intention.

The criteria for the content of the exploration do not impose any demands on the manner in which the exploration is carried out. The exploration must provide sufficient information to prepare a project decision or, if a preferential decision is taken, to take that decision. These content criteria also address the legitimacy of the procedure. For example, it is important that everyone, both the participants in the participation process and an external stakeholder, can follow the procedure.

4.1.2. Motivation criteria in the project procedure

Stakeholders can have different motivations for participating in a participatory process. In order to increase the participation of stakeholders in the participation process, it is plausible that the project procedure sets criteria for the motivation of stakeholders. In order to investigate the motivation criteria in the project procedure, the different motivation indicators are subdivided using the CLEAR-model with the indicators can do, like to, enabled to, asked to and responded to. Five documents and four expert interviews were used to analyse the motivation criteria. From this analysis, a Atlas.ti network emerged in which the results of the 5 indicators were processed. It was decided to only include the indicators with a legal or belonging to good governance in the results section.

4.1.2.1. *Asked to*

This motivation criteria means that the respondent was asked by the government to participate. In this case, asking for respondents means that the respondent was asked directly and not indirectly by means of, for example, a call in the newspaper. Looking at the Atlas.ti network, it is striking that asked to also only appears to a limited extent in the analysis.

When looking at the connections that were made in the Atlas.ti network of asked to, it is striking that especially the approach of stakeholders by governments is seen as important or as a criterion. One

respondent put the responsibility for involving stakeholders on the government. In addition, the guide to the project decision states that the competent authority should reach the stakeholders as well as possible. How they should do this, however, is not clarified but should be done as well as possible.

The guide to the project decision is not a legal text but serves to clarify the instrument. For example, it can be stated that asked to is certainly not a legal criteria. However, as the guide makes clear, the government should reach its stakeholders as well as possible. It can be said that when the government does not reach its stakeholders in the indirect way, it is forced to ask them in a more direct way. All this with the best intentions to govern in a reasonable way. Thus, asked to is a motivational criterion that the government must apply according to good governance.

4.1.2.2. *Responded to*

Responded to means that the stakeholder can influence the process and/or the results during the participation process. Looking at the Atlas.ti network, this is possibly the most important motivation criterion. Although responded to is only included in the documents, it is noteworthy that the characteristics of Responded to occur in all three explanatory documents.

When looking specifically in the Atlas.ti network at why responded to is so important as a motivation criterion, one quickly arrives at the reason why one participates in the first place. A stakeholder wants to be able to exert influence and for this there needs to be room in the process and/or result. What the motivation criteria enforce is that the government gives the stakeholder influence and also leaves room for them to exert influence.

Responded to as a motivation criterion is, as a legal criterion, not literally described but is indirectly embedded in the notification of the intention. By going public very early in the process with only the problem or initiative, there remains room for stakeholders to influence the solution. However, the extent to which this notification may be elaborated and framed remains a question that can be answered using responded to as motivation criteria. It can be said that on the basis of good governance, the stakeholder should be given sufficient room to exercise influence.

4.1.3. Process criteria in the project procedure

When stakeholders participate in the participatory process, they become participants at that moment. To have a successful participation process with satisfied participants, Quick & Bryson (2016) developed three process criteria consisting of the indicators legitimacy, diversity & inclusion and expertise & participation. A total of 5 documents and 4 expert interviews were analysed on the basis of these indicators in order to arrive at the process criteria for the participation process. To this end, an Atlas.ti network was made with all process criteria, included in appendix 5. Because of the size of this Atlas.ti network was decided to make sub-networks of the separate categories in order to create a better overview. These Atlas.ti networks are included in appendix 5.

4.1.3.1. *Legitimacy*

The first process criteria has as indicator legitimacy which means that the participation process should be fair and that the exchange of information should be of sufficient quality. In order to make the legitimacy of the process concrete, five subcategories were used, consisting of procedural clarity, information exchange, clear roles, procedural justification and enough time. The individual Atlas.ti networks of these five subcategories are included in the appendices 5 In this results section, only those indicators will be described which are enforced by law or by good governance. This concerns the subcategories procedural clarity, information exchange and enough time.

Procedural clarity

Procedural clarity means that the participation process can be followed by everyone and therefore also by people who do not participate in the participation process. This is a legal process criterion that is mainly enforced in the procedural phases of the project procedure.

With the various content criteria in the first three phases of the project procedure, the legislator provides that the competent authority must be clear about the initiative or problem to be worked on and about the context in which this takes place. This also forces internal coordination between the various

initiators in order to provide this clarity. In this way, the initiators involved need to be on the same page with each other.

In addition to procedural clarity about the initiative or tasks, the law also criteria that clarity is provided early on about the organisation of the participation process. Because of these content criteria from the notification of participation, the organisation of the participation process needs to be thought through at an early stage. This could include making resources available, creating clear structures, but also evaluation points to monitor whether the process has been completed properly.

It can be said that the legislator has improved the transparency of the participation process through procedural clarity. This is done by clearly identifying the tasks that are being worked on and ensuring that the process can be followed. It also means that earlier in the process, internal coordination should take place about the ideals that are being worked on and the way in which they should be organised.

Information exchange

Information exchange means that the authority exchanges its information in a transparent manner with the participants but also with stakeholders who do not participate. Based on the content criteria in the notification of participation, the competent authority is obliged to indicate how they make additional information available. But the Environment Act also provides legal criteria to equalise the information position between citizens and government.

Based on the project procedure, the competent authority is obliged to publish the notification of participation in such a way that it reaches the widest possible audience. On the basis of this notification, the competent authority is obliged to indicate how relevant information will be shared. It is also important that this information is made public-friendly so that, for example, technical information can also be read by a layman.

All this is done to equalise the knowledge position between the government and the participant. This requires a great deal of openness and transparency in sharing information. Also when it concerns politically sensitive information.

In this way, the legislator provides for participants to reach more equal knowledge levels with the government and thus be better able to participate. Something that requires a high level of transparency of the government.

Enough time

Sufficient time means that the participant should be given enough time to participate. The problem should not be urgent so that there is time to set up a proper participation process. This is not a legal process criterion, but it can be expected that the administrative judge will intervene when there is insufficient time for a proper participation process.

Sufficient time is a tailor-made matter and should be adapted to the context surrounding the initiative or problem. If it concerns an urgent problem that needs to be solved quickly, one may wonder whether the application of an extensive participation process is appropriate. The project procedure therefore requires careful consideration of this, based on the principle that participation is not an end in itself, but leads to a better project result.

The legislator asks for the time available for the participation process to be considered at an early stage and for an appropriate form of participation to be chosen depending on this. If a high step on the participation ladder is chosen, this should also be taken into account in the duration of the participation process. If there is insufficient time for the chosen form of participation, the administrative judge may intervene.

4.1.3.2. Diversity and inclusion

The indicator of the second process criteria is diversity and inclusion, which means that during the participation process, representative representation should take place in which all interests are given an equal place. In order to make the diversity and inclusion of the process concrete, four subcategories were used, consisting of constructive relationship, representativeness, equality and inclusion. The Atlas.ti networks from the analysis of these individual subcategories are included in appendices 5. Only the subcategories which are legally enforced in the project procedure, or which are enforced as a result of

good governance, are described in this result section. This concerns the subcategories of equality and inclusion.

Equality

This process criterion states that government and participant are equal to each other during the participation process. If they are equal, everyone is able to give his or her opinion during the participation process and this input is equally considered in the decision. The content criteria of the various phases of the project procedure do not impose any criteria on this. However, based on the principles of good governance, it can be stated that equality is an important criterion for a good participation process.

When guaranteeing equivalence in the participation process, the balance of power is very important. The competent authority should monitor a fair process in which everyone is given the space to provide input. When certain groups of participants become dominant, action must be taken to ensure that the process can continue on an equal footing. Furthermore, a good exchange of information, as described earlier, is important to guarantee the equal information positions.

Despite the fact that dominance in participation processes is difficult to prevent, the competent authority should monitor this to the best of its ability. If this is not done, the results of the participation process will not be representative and the administrative court may have to correct the situation.

Inclusion

The process criteria inclusion means that every stakeholder can and may participate in the participation process. Inclusion is an important spearhead of the Environment Act and is therefore enforced by law.

The competent authority must, for example, give everyone the opportunity to provide a possible solution. What exactly is meant by 'giving everyone the opportunity' remains unclear. However, it could be argued that anyone should be able to offer a solution on the basis of his or her own volition. So nobody is excluded. However, looking at the notification of participation, it is indicated that the competent authority should indicate who will be involved in the participation process. The competent authority may make a selection. However, at least all interested parties should be involved.

It can be argued that the notification of intention sets criteria for the inclusiveness of the project procedure. This gives everyone the opportunity to contribute solutions and thus everyone can provide input into the participation process. This also increases the representativeness of the outcome of the process by not excluding anyone. However, the competent authority may make a well-considered selection of participants in the participation process.

4.1.3.3. Expertise and participation

The last process criteria has as indicator expertise and participation, which means that the input of participants is seen as expertise by the government and that added value is created for all parties. In order to make the expertise and participation during the participation process concrete, two subcategories were used, consisting of added value and expertise. The results concerning these subcategories are included in appendices 5 by means of Atlas.ti networks. Only expertise concerns a legal criteria and will be further elaborated on. .

Expertise

Expertise means that the input of the participants should be seen as valuable expertise that is used to create a solution. This is enforced both directly and indirectly by the legislator in the project procedure.

First of all, expertise is enforced in a direct way by giving the possibility to obtain independent expert advice. If the competent authority decides not to take the solution offered into consideration, it must be able to substantiate this. If the participant does not agree with this justification, he can request independent expert advice.

In addition, the working method, which is laid down in the procedural phases with table of contents, asks much more of the stakeholders. These stakeholders must be involved at a much earlier stage than before, so that they no longer respond to an expert solution but are included from the perspective of the problem. With this, the legislator gives more value to the input of the participant.

It can be said that great value is attached to stakeholder input in the project procedure. For example, the competent authority is obliged to involve stakeholders at an early stage. And participants

have been given the power to request independent expert advice when they feel that the competent authority has not valued their input.

4.2. Policy arrangement approach in the GGA-GB

In this section the second sub-question of this study is answered: *"how is the policy arrangement in the area processes designed and what factors facilitate or hinder the participation of stakeholders?"*. The Policy Arrangement Approach was used as a theoretical framework to illustrate this policy arrangement. This theoretical framework consists of four dimensions: discourse, rules of the game, actors and resources, which determine the way in which policy is made within the policy arrangement in the area processes. This working method can have a facilitating or hindering factor on the successful implementation of the participation criteria in the area processes. Only those indicators that have a significant facilitating or hindering factor have been included. In addition, an answer is given to the third sub-question: *"What discrepancies exist between the criteria for participation in the project procedure of the Environmental Act and the actual implementation in the three area processes of the GGA-GB?"*. Based on the results, a look into the expected discrepancies that may arise on the basis of the hindering factors and the legal criteria of the project procedure is given. These discrepancies are given at the end of each obstacle indicator.

4.2.1. Discourse

The discourse within the policy arrangement approach consists of a set of ideas, concepts, buzzwords and stories which combined give meaning to the GGA-GB. The discourse dimension consists of three indicators that describe a possible change in discourse. These indicators are paradigms, utopias and policy programmes (Leroy & Arts, 2006). The analysis showed that policy programmes did not have a significant factor on the participation process and were therefore not included. Per indicator, the results will be described based on all interviewed respondents involved in the cases of the GGA-GB.

4.2.1.1. Paradigms

The paradigms of actors within the GGA-GB concerns the ontological nature of discourses and concerns the way in which the GGA-GB is viewed and the problems being worked on. It concerns the way the actor looks at the world (Leroy & Arts, 2006). When looking at this indicator, it is noticeable that it both facilitates and hinders the future participation process.

Among the actors in the various area processes studied, the spirit of the Environment Act has come to life. In four interviews, with respondents represented in different cases, there is an overwhelmingly positive attitude towards the Environment Act. The quotes from respondents 6 and 7 reflect this positive attitude.

"Yes, that seems very interesting. I would really like to do that one day [the exploration as in the project procedure]" (Respondent 6, Strabrechtse Heide)

"Yes, but we were actually already working on that I think. And before there came the Environment Act group, because we also just noticed especially from sustainability is, yes, you can't do without it [participation] anymore, you have to work together" (Respondent 7, Strabrechtse Heide)

What is striking about these respondents is that they are all involved in area processes from a municipal organisation. An explanation for this is given by both respondents 6 and 7 who both indicate that municipalities already work a lot with participation processes. In addition, they both indicated that municipalities are close to the inhabitants, making bottom-up working increasingly common. As a result, municipalities see the participation criteria of the project procedure less as an obligation they do not know how to deal with, but rather as a legal anchorage for what they have always done.

This facilitating factor mainly emerges within the Strabrechtse Heide area process. The cause behind this can be sought in the higher number of municipal authorities involved in the area process. This leads to more involved actors with a positive paradigm towards Environmental Act and participation, which is expected to improve the implementation of Environmental Act and participation.

On the other hand, there are also voices indicating that the Environmental Act is no longer a priority. Mostly higher authorities, involved in all cases, indicate that there is a lack of interest in the Environmental Act. Due to many postponements of the Environmental Act the interest of actors had led to a decrease in interest in the Environmental Act. As a result, the new project decision is discovered late as a suitable instrument and so many old procedures are still leading in the minds of the actors involved in the GGA-GB. This attitude is seen more in the Ulvenhout Bos and Vital Peel cases. Where it can be argued that this decrease in interest in the Environmental Act leads to a choice in other instruments to reach the goal.

It can be said that especially the municipalities are willing to work from the spirit of the Environmental Act. This is of course a facilitating factor with respect to participation in the GGA-GB. However, the spirit of Environmental Act has not yet caught the attention of every actor. There is a danger that old routines will remain stuck, so that the participation criteria of the project procedure are simply not met.

4.2.1.2. *Utopias*

The utopias, or ideals, of the actors involved in the area processes are normative expressions concerning the values at stake and the goals that are set (Leroy & Arts, 2006). Whether these ideals change is a second indicator of the discourse within the area processes of the GGA-GB. When looking at this indicator within the GGA-GB it can be said that it has a hindering factor on the participation process.

Whereas the ideals in the outlying area still lay in the scaling up of agricultural companies a few years ago, we see the discourse surrounding these ideals shifting. This is also reflected in the area processes of the GGA-GB that were studied. Stakeholders from the agricultural sector, for example, have voiced their opposition to the expansion of scale and its possible consequences. In other words, a very turbulent world of ideals that are constantly changing and are highly contradictory is emerging. This leads to the fact that also in the area processes of the GGA-GB, there is a lack of clarity about the goals they want to achieve as there is no clarity from above and the actors involved do not agree with each other either.

"That's a bit of looking in a crystal ball of course. But if I have to deal with the same things as an individual or entrepreneur like they have to do right now. Yes then at some point I would also say, yes, then figure it out too, eh?" (Respondent 14, Strabrechtse Heide)

"Yes, because actually the GGA has to speak from one mouth and then you come across strongly in the area. Like hey, look all those authorities are working together. But the ZLTO, which represents those residents and entrepreneurs, if it can't already speak about the GGA with pride or or or at least so positively, it doesn't come across and that also reflects on their members, so to speak." (Respondent 13, Vital Peel)

"That's clarity in your process. That was the starting point yes. And well I had actually thought we could start as early as this year. But again, we're just going to wait a while until there is clarity on the whole nitrogen." (Respondent 8, Ulvenhout Bos)

The quotes above, taken from all three cases, describe the difficulty the GGA-GB faces. For instance, it is difficult to be able to speak from one mouth where there are several reasons for this. For instance, on the one hand, there is a lot of ambiguity about how policy and legislation should be implemented, as respondent 8 describes. And this then leads to a discussion where the actors involved all have different ideals in how they want to implement it. For some parties, this leads to considerable friction between their ideals and the plans, which they find difficult to explain to their supporters. In addition, some parties indicate that they will leave the process or go to court if their ideals are not sufficiently highlighted in the plans.

This leads to a hindering factor on an upcoming participation process according to the project procedure. In view of the procedural criteria of the project procedure, the notification of intention must clearly indicate what exactly the initiative or problem is that is to be worked on. Because of this friction in the different ideals, there is a danger of constant change in the initiative or problem. In addition, which falls outside the criteria of the project procedure but is also important for the collaborations, it would be

bad for the constructive cooperation if parties that have been involved during the planning start objecting to the results at the end of the process. It is therefore requested that the ideals of the actors involved be well coordinated internally before starting the participation process.

4.2.2. Rules of the game

The first organisational dimension in which changes have become visible is the "rules of the game" dimension. This dimension consists of the indicators legislation, procedure and political culture. The analysis showed that procedures have no significant factor on the participation process and are therefore not included.

4.2.2.1. Legislation

Legislation formally determines the space within the area processes and the way in which these should be carried out (Leroy & Arts, 2006). From the legislation in the GGA-GB it can be said that this has a hampering factor on participation. The GGA-GB is characterised by an accumulation of legislation from above, which puts pressure on the space for participation in the process. This emphasises the quotes from respondents 14 and 5 involved in the case Strabrechtse Heide and Vitale Peel.

"Yes, but there is a lot more to come, other than nitrogen. You also have to do something with CO2 sequestration. Europe's nitrate directive may be amended. (...) The energy transition that has to find a place somewhere. Yes, all that will have to land in the rural area." (Respondent 14, Strabrechtse Heide)

"Yes, That is nitrogen dossier. The transition agriculture dossier the water dossier, for me those are the 3.(...) Well these 3, yes, and when it comes to Europe. This obligation is of course from water boards also the KW directives." (Respondent 5, Vital Peel)

"This is cast in concrete and this is nice and what is in concrete size. But what rules are there to start regulating that? That's actually core message and if it stays above the market, we won't get it regulated in the area-based approach at the local level." (Respondent 14, Strabrechtse Heide)

The quotes above reflect the pressures known in the area processes studied. For instance, there are many legislations and policies that need to be complied with. On the one hand, this leaves little room for manoeuvre in the discussion in the participation process. But as respondent 14 also points out, these rules are set in stone and there is clarity with which to comply. Where things go wrong, however, is the clarity in the route to achieve the realisation of these rules. For instance, the current legislation and policy documents do not provide enough guidance for the area processes studied to achieve implementation at the local level. This goes so far that in some area processes there are noises that it is better to wait altogether so that the national government itself has to come to realisation. This impotence due to lack of handles in legislation, found in all three cases, leads to a decrease in decentralisation because lower authorities cannot implement the rules.

It can be said that legislation emerges as both a facilitating and a hindering factor in all three cases. Firstly, it is a facilitating factor because of the extent to which legislation and policy can provide clarity on the criteria the process result should meet. But on the other hand, legislation and policy is an impeding factor due to the lack of guidance provided. This makes it almost impossible for local authorities to implement them and creates a wait-and-see attitude.

4.2.2.2. Political culture

The term political culture is used to point at the general patterns of the mainly informal and implicit rules of the game which can be associated with certain policy arrangement (Leroy & Arts, 2006). In the GGA-GB, this political culture is mainly formed by the political pressure that prevails. This hampers the legitimacy of the process and provides for a wait-and-see attitude from politicians.

Because of the high political pressure in and around the GGA-GB, the actors involved in the area processes are reluctant to share information with each other and with the stakeholders. This leads to a decrease in transparency towards the stakeholders in order to prevent resistance against the plans. This can even go so far that interest groups are excluded from the process out of concern for a critical

attitude and the negative publicity of certain parties. Respondents 13, 14 and 18 explained how politically sensitive certain legislation and measures were and how they deal with that.

"(...) What I saw on one of the maps is that in a one-kilometre zone around the N2000 area, in principle, all cattle farms must disappear, i.e. all stall systems. And then in the 3-kilometre zone, there is a reduction in x number of emissions. Well, you just have to draw that map and then you know in any case which stall systems have to be removed." (Respondent 14, Strabrechtse Heide)

"Well for example, the first area meeting you create certain expectations. What I actually just said too like: we are going to do this together and we are going to pick it up together and then, but then we come back to you and then you come back after a while and then it is all less concrete than they hoped. Also with empty notions like we will come up with a spatial framework you name it, even I don't know what that is. So that does create scepticism and then in the meantime a sprinkling ban has also been announced and so on" (Respondent 13, Vital Peel)

"So you communicate about the tasks and they are laid down in the law, so that's not so complicated. What I find complicated is when you come up with measures. Because of those measures, everyone can of course ask the question, yes, is that enough? Does it go too far, and how many targets does it achieve? That, I think that's still the tricky thing." (Respondent 18, Ulvenhoutsebos, Vital Peel and Strabrechtse heide)

Thus, the quotes reflect the extent to which the ideals and how these ideals can be implemented are politically sensitive and the thoughts of different actors on this. Where respondent 14 is extremely clear about a possible solution which immediately shows how sensitive possible solutions can land in the environment. This sensitivity is already well visible throughout society in the Netherlands in recent months where many farmer protests have taken place. Similarly, the GGA-GB is very sensitive among ZLTO but also municipalities that have concerns about the liveability of their outlying areas.

In addition, as respondent 13 points out, the ever-changing ideals that lead to delays and unforeseen measures result in a great lack of understanding in the environment. This lack of understanding is most prevalent in the case of Vitale Peel. The stakeholders in this area process have already experienced similar transition projects several times, which have also been completed unsuccessfully. As a result, there is currently a strongly sceptical attitude towards the government, which makes it more difficult to get cooperation with the environment going. What is completely counterproductive here is that at times when a constructive cooperation seems to be emerging, obstacles are imposed outside the influences of the area process, such as a sprinkler permit that destroys previously gained trust.

This also raises a caution for action. For instance, there is a lack of tools that complement legislation and policy documents. As respondent 18 indicates, it remains difficult to come up with possible measures at the right time within these societal sensitivities and to come up with measures that are undisputed. Looking at the possible measure as presented by respondent 14, one can imagine what kind of social impact this could have. The danger that emerged in several interviews is a wait-and-see attitude, leading to an increasing reliance on top-down legislation to overrule the area process. Administrators do not want to be the messenger of a restrictive measure and prefer to leave this to someone else. This creates a culture of waiting, in which plans are overruled from the bottom up before they can be implemented.

It can be argued that the political culture is not yet sufficiently in tune with the spirit of the Environment Act. An open and transparent government is not forthcoming and bottom-up plans have no chance in a political world of top-down working. This hampers the legitimacy of the participation process and even stakeholders tend to be excluded from the participation process. The wait-and-see attitude that leads to top-down working also hinders the motivation of stakeholders since they feel they cannot exert any influence. And by overruling the results during the process, the expertise of the stakeholder is lost as nothing is done with this input. Effective leadership from the bottom up and a more transparent and inclusive process are called for.

4.2.3. Actors

The second organisational dimension in which changes have become visible is the “actors”- dimension. This dimension consists of the indicators actor constellation, interaction patterns and coalitions & oppositions (Leroy & Arts, 2006). The analysis showed that coalitions & oppositions does not have a significant factor on the participation process and therefore it is not included in the study.

4.2.3.1. Actor constellation

The first indicator actor constellation relates to the set of policy actors in a given policy arrangement such as the GGA-GB. Thus, this indicator focuses on the composition of actors in the area processes of the GGA-GB. The way in which the constellation of already involved actors but also stakeholders is dealt with within the area processes concerns facilitation of the participation process. However, the actor constellation is characterised by the fact that actors are involved because of the power they have in the area (Leroy & Arts, 2006). Something that can hinder the participation process.

What is striking in the actor constellation is that all governments are involved and only the interest groups with a strong land position in the area. ZLTO represents the agricultural landowner, Brabants Landschap has land positions with nature, as does Natuurmonumenten, for example. This creates a dependency on these parties, which makes it important to get them involved in the area process even before a participation process is started. With the different participation approaches, it can be questioned whether the stakeholder with little power can exert as much influence as a stakeholder with a lot of power. This can result in an inequality and little inclusion in the participation process.

However, in the area processes a lot of attention is paid by participation and communication advisors who take stock of the stakeholders and write communication and participation plans. Respondents 6, 9 and 16 indicated how this is being worked on in the area processes.

"And, we are working on a support network for farmers. So we can offer entrepreneurs, coaches, just all yes, small tools, but yes, where people can be helped. Within this context of uncertainty that at least later yes we can just make a good decision." (Respondent 16, Vital Peel)

"That there in order for people to be able to participate, they had to go back to a website where they had to fill in endless forms. In texts where you think okay I don't actually know what they have to do here either. While we thought, hey, give us a call. Every project just has a participation advisor and they know how to do it." (Respondent 9, Ulvenhout Bos)

"So it's not just of how are we going to participate. But it's also of oh it's always the same ones we ask to participate. So we have to customise we have to try to get straight to the point." (Respondent 6, Strabrechtse Heide)

All area processes involve participation and communication advisors who help empower stakeholders to become participants. This is done in many different ways ranging from providing tailor-made participation approaches to supporting them in completing formulas. In all three area processes studied, a lot of attention is currently being paid to stakeholder empowerment in the initiation phase of the process, going far beyond the criteria set in the project procedure. This gives many stakeholders the opportunity to participate in the participation process and also encourages them to do so with all kinds of support networks.

It can be said that in the area processes of the GGA-GB a lot of work is done to organise the actor constellation as well as possible, being a facilitating factor. The will is there to use a participation process that is as inclusive and equal as possible. However, at a higher management level it seems difficult to maintain this equality and inclusiveness creating a hindering factor.

4.2.3.2. Interaction patterns

The interaction patterns indicator concerns the way in which the mutual actors in the partnership of the area process work together (Leroy & Arts, 2006). These interaction patterns in the area processes of the GGA-GB mainly have a facilitating factor on participation.

The wait-and-see attitude that emerged in the political culture is explained by this indicator, among others. In the case of the Vital Peel, this wait-and-see attitude emerged most strongly where this was partly due to the provision of expectation management in the cooperation. Respondents 13 and 16 explain this further.

"Because he waits that moment very consciously. Because he says I'm only going out because he likes going to all those halls, he's not afraid of that, but he has to be 100% behind his plan. Or at least know why he's doing it and what he's doing because you pierce through that so much when someone stands there who doesn't know. He has experienced that himself. But he happened to mention it to me last week because then we were talking about those area meetings. And if you know why you are standing there and if you stand behind that, you stand in front of such a group very differently than if you give of those vague spaces or not." (Respondent 13, Vitale Peel)

"Yes and well you them already In the plan of action. Of the whole. GA see that that shell is not completely fixed. That has everything to do with the hydrological study that still needs to be done, so a lot of things are still fluid. We have to live with uncertainties. If we are going to wait until everything is certain and then the outside world hears. Who hears nothing from us for 1.5 two years and I don't believe that is the solution." (Respondent 16, Vitale Peel)

In the Vitale Peel area process, this wait-and-see attitude lived for a while, with more and more actors adopting it. The reason for this was the high degree of uncertainty which made people feel they could not support the plan and therefore could not communicate these plans to the stakeholders. Respondent 13 indicated in this regard that when one does do this, purely to have contact with stakeholders, vague spaces are created. By this is meant that wrong expectations are created and the actor brings disbelief on himself.

On the other hand, respondent 16 of the same case countered this by saying that it was important to engage with stakeholders during the process, even if there were still a lot of uncertainties. In doing so, he indicated that you cannot wait until everything is concrete as that takes too long, leading to long silences. It is important that these uncertainties are inventoried and shared with the environment so that no false expectations arise.

This leads to different insights within an area process on how stakeholders should be involved in the area process. In the Vitale Peel case, these ideas are the most divergent, with the ideas in other cases being more in line with respondent 16.

Furthermore, the Strabrechtse Heide case stands out in terms of internal cooperation. Here, the many different ideals lead to underlying layers that only surfaced while conducting interviews and were not recognised while attending the area meetings. Thus, the different parties involved are more adamant about their own ideals than emerged in the area processes and strongly influence their reason for participation.

"No especially now that it has just stated the court in 2019. From there a reduction has to occur. So then you end up with joint consultation in which an entrepreneur says 'I don't want to leave and my steps to achieve a reduction are decades away instead of what the Dutch government has now set as its goal. It has to be sooner, yes, then you don't get there in joint consultation or that deadline has to be stretched and on that deadline we have no influence, with all due respect. And of course I could as nature organisations Together. Nature organisations in the Netherlands could say well Let's stretch that deadline and we're not going to do" (Respondent 14, Strabrechtse Heide)

"That has to do with the interest we have in healthy nature. Yes, they have to be in order, so in that sense we have a certain management interest. I just mentioned the social position you take as (...) and in which you also show that you want to take responsibility." (Respondent 12, Strabrechtse Heide)

"As a central government, yes we have as ideal also to develop areas of course jointly integrally. But yes, our main interest of course is to get nitrogen space" (Respondent 10, Strabrechtse Heide)

What is striking is that in all three area processes studied, actors participate in the area process in order to achieve their own ideals. However, the Strabrechtse Heide stands out the most, with the possible consequences of not achieving these ideals having great impact. Whereas respondent 10 seeks nitrogen space for development, respondent 14 is adamant about achieving the criteria of preserving nature. The question can be asked whether these ideals can be jointly achieved, with a number of respondents attaching consequences. For instance, they indicate that they will leave the process or even challenge the process results in court. This raises the question of how strong the partnership is. We could also ask ourselves how legitimate it is to challenge the outcome of a jointly conducted process in which the participants have reached a process result.

When looking at the interaction patterns between the actors in the area processes and the stakeholders in the area, it is noticeable that these are bottom-up. There is a movement towards an increasingly decentralised way of working with municipalities at the helm of projects. This creates an approach with responsibilities on a very local scale, where the different levels of government are intertwined in horizontal links and lower authorities are becoming more empowered.

"That is a condition. I even see that as a condition, huh, If you if you then start working with sub-areas and such a sub-area of that, we have said of well the municipality that that affects you so of that you are the participation leader as we call it, then also that participation leader who then takes care of that citizen participation." (Respondent 6, Strabrechtse Heide)

"In itself not, because the same nature areas and also on the Limburg side there are municipalities with yes wishes in terms of liveability, et cetera. Only, things are organised slightly differently there and on the Brabant side, the municipalities themselves are at the table. They are represented in the area-specific approach and on the Limburg side this is done via the province. So there, the province of Limburg sits at the table and yes, they do say that they have communicated that kind of thing with the municipalities. Only we don't speak to them" (Respondent 16, Vitale Peel)

Both quotes of respondents 6 and 16 reflect the interaction patterns with stakeholders found in all three area processes studied. Whereas it was indicated earlier that mainly municipalities have a positive attitude towards Environmental Act and participation, this can be seen in both quotes. By working on a local scale with municipal authorities and decentralising as much as possible, it is possible to be close to the stakeholder. This facilitates the participation process as this decentralisation ensures that municipalities themselves are represented and can thus better represent stakeholders.

What stands out from respondent 16's quote concerns the fact that in the Vitale Peel case, the Limburg municipalities were not included in the area process. By working across borders in Vitale Peel, this case undercuts the others, with this working method resulting in different interactions with stakeholders per province. Whereas on the Brabant side there is a lot of decentralisation, this is not the case on the Limburg side where the province of Limburg is mainly at the helm. It can be argued that this creates a disproportion in working methods where stakeholders on the Limburg side can exert less influence because they are less involved than in the decentralised Brabant approach.

Thus, it can be noted that there is a lot of interaction with stakeholders in the areas within the area processes. This is due to the highly decentralised approach and the attitude of involved actors who want to keep stakeholders involved in the process. Conditions to make this a facilitating factor are that good expectation management should be met, especially at the stage where there is still a lot of uncertainty. In addition, decentralisation is needed to have a connection with stakeholders on a local scale. On the Limburg side of the Vitale Peel, this working method does not yet seem to have been implemented, which may hinder interactions between stakeholders and actors in the area process. Finally, the Strabrechtse Heide has a composition of actors with very diverse ideals. When these ideals come into play, the interactions between actors may lead to hindering factors. This on the basis of the many changes in shared ideals creating ambiguity. But also because achieved process outcomes with the participants can be challenged in court when they do not meet the ideals of involved actors.

4.2.4. Resources

The dimension resources with the two indicators resource constellation and power relations point at the possibility of new and/or more resources in the policy arrangement of the GGA-GB on the one hand, and the (re)devision of these resources over the different key players, potentially implying new power relations (Leroy & Arts, 2006).

4.2.4.1. Resource constellation

The indicator resource constellation relates to the assets which policy actors have or can mobilise on the basis of which they can exercise power by authority, money, knowledge or technology. The relevance of these resources and their usefulness may vary depending on the setting and the time span (Leroy & Arts, 2006). Generally, these assets are not equally divided among policy actors and this is also the case in the area processes of the GGA-GB. This has both a hindering and a facilitating factor on future participation.

The researched cases are very capacity intensive and almost all actors involved indicate having too little time to properly participate in the processes. Often, the organisations are involved without receiving resources for this, which leads to a lack of capacity, especially for the smaller authorities and interest groups.

"You just notice when you hear from the water board, for example, that they were able to hire two project managers to carry out an assignment. (...) Well, I try to contribute as much as possible and you notice that you don't get around to reading all the documents for the core group. (...) You can't provide the input you always want to and then you miss things." (Respondent 11, Vitale Peel)

"Only, he didn't have time for that [his duties within the GGA-GB] and also took a look at that. (...) Then he said, yes, could you see if he or at least look into it. But yes, well, I don't have much time myself" (Respondent 7, Strabrechtse Heide)

"Look organising resources in the municipality that can't always happen overnight, so sometimes you need a cycle for that to go through that you get those resources. So that can lead to the fact that sometimes we do have to say, I don't have the money, or I don't have the capacity, I have or whatever. But that is a matter of time, a matter of organisation. Because if the will is there, huh." (Respondent 6, Strabrechtse Heide)

In all area processes, noises emerge that indicate a lack of capacity. Respondents 7 and 11 were both municipal officials, and they are representative of the group that most often indicated not being able to keep up with the pace of the area processes. On the other hand, respondent 6, also involved from a municipal authority, stated that it may indeed be the case that there is a lack of capacity but this can be organised. An important criteria here is that there must be the will within the organisation to free up capacity by organising.

The lack of capacity experienced by many parties results in parties being unable to participate sufficiently in the area process. As respondent 11 points out, there is insufficient time available to prepare for the meetings, so that the desired input cannot be provided. This leads to unequal resource positions in the area processes because parties are not able to influence the process as much as other parties.

Organisations also see participation in the area process as a kind of investment, whereby resources can be freed up later in the process for own interests that are put forward as joint opportunities. By being open to this, the inequality in resources can possibly be reduced. It can also be of value for stakeholders to have an interest in the participation process. However, no concrete agreements have been made on this in the area processes.

"The area-based approach that also takes with it a new set of instruments. And from the knowledge that with the old set of instruments and the old way of working say the 1.0 working methods, we have not been able to develop such a complex project as Strabrechtse Heide until today. The area-specific

approaches in the Netherlands also bring new instruments. So that we can possibly get it done."
(Respondent 6, Strabrechtse Heide)

"Took two years to talk to everyone, listen to everyone and then you literally need change. So if you come to a farmer and say yes, gosh yes, I want to contribute but I also want to hand over the farm to my children, because I've had this for four generations now and the fifth generation is going to come too. And, if it's not a place here I want another place. And then you are going to cooperate and then you are going to see if you can make that beautiful. If you're not going to make anything possible there, then he's going to litigate. Because it is not compulsory in the Netherlands that you have to leave. It's all voluntary. Well, so you have to change it" (Respondent 8, Ulvenhoutse bos)

For many organisations, the GGA-GB is seen as a co-option opportunity for their own ideals. Where they cannot realise this with their own instruments or resources, there is an opportunity to do so within the GGA-GB. By bringing the ideals into the area process and thereby including them in the ideals of authorities such as Water Boards and Provinces, a new set of instruments is opened up with additional resources. The same goes for freeing up change to be used as a lubricant to get ideals around. This is a reason for many parties to release resources as an investment to get back here at the end in the form of shared costs for their own ideals and instruments with which ideals can be imposed.

It can be argued that the resource constellation in the GGA-GB cases studied has a similar complexity. For instance, it can be observed that parties are eager to participate in the area processes of the GGA-GB while they do not have the necessary capacity to do so and therefore cannot exert sufficient influence in the area process. This can be explained by the fact that many of the area processes are still in a phase of working on a cooperation agreement combined with a vision. As a result, little has yet been organised administratively about the available resources, with all parties contributing resources on a voluntary basis. It is expected that agreements will be made about this in the short term, resulting in a fairer distribution of the resource constellation. However, this needs to be taken into account.

4.2.4.2. *Power relations*

With the constellation of resources comes power, so the actors with many resources can exert more influence in policy development in the GGA-GB. As was shown in the resource constellation, resources are not equally distributed among the actors involved. This leads to power relations that manifest themselves in dominance in the process and struggle over policy. This is detrimental to the future participation process (Leroy & Arts, 2006).

The dominance in the process is expressed through the power that landowners have, the power that the province has as the founder of the process and the power that other parties have through their political influences. This creates an enormous force field between the various actors involved with which they try to push through their ideals by exercising their power.

This struggle for dominance in the process also manifests itself in the policy spheres, with the higher authorities in the lead. Respondent 13 indicated the same thing.

"You could have made a statement, for example, by saying as GGA, everywhere in the Netherlands in every province, the stables of dairy farmers do not have to be adapted until 2028, but here in 2024, with the knowledge of today we think that we should not do that. Because there are certain innovations that we want to wait for. And residents and entrepreneurs need the time to wait for them." (Respondent 13, Vitale Peel)

"I think you just what was actually last that memorandum that you just have to also indicate of gosh, we just want to grab the space in this area to flesh out those goals, because they are guiding goals. (...)I say well, we are very curious what the province is going to do. Are you going to grab that space to come up with a good solution or are you just going to make it a barren area?" (Respondent 15, Ulvenhoutse Bos, Vitale Peel and Strabrechtse Heide)

Respondents 13 and 15 both indicated that they are no longer in control of what falls within their ideals. For instance, they are inundated with legislation and policy from higher authorities which causes restrictions and they fear that the control of the area process will be lost due to national

legislation and policy. This will then provide for a shift in power positions with the Province of North Brabant losing control of the GGA-GB and this control transferring to the central government. This creates a great dependence on the higher authorities as they are in control through top-down legislation and policy.

"Well, I really like that question because a lot of people struggle with that, including me of course. I have the personal belief, look, if you let everything come at you and you do as an entrepreneur, as an area and you don't do anything, lol. Yes then it will be decided for you. So I think the best thing you can do is that yes you dry your tears and straighten your back and as an area, say of, shall we see if we can come to a plan together. Because nobody knows, hey. Province doesn't know how to get out of this. The municipalities don't know. The farmers themselves don't know. The state, of course, actually doesn't know either. So I think if we can make a good plan and we try to deal with that stack of rules as best we can. But we also say right away, we can't go and guarantee everything 100% that we will achieve that, lol. But we can see how far we get. Yes, I think that's the only way as an area to take back a little bit of control, because otherwise, hey, you lose control completely." (Respondent 17, Vitale Peel)

Respondent 17, involved in the Vital Peel, reinforced respondent 15's quote by saying how important it is to take the lead as an area process. By continuing as an area process and finding a solution for the accumulation of rules imposed from above, a supported solution can be sought. A solution that comes from below in consultation with the stakeholders in the area without being rolled out across the area.

It can be argued that it is of utmost importance to take the lead in finding a solution as an area process. This in order to maintain the power position within the currently involved parties of the GGA-GB and thus realise bottom-up plans. When this direction is lost and there is a shift in the power position to the national government, the participation process is at stake. It can be questioned whether this will be a hindering or facilitating factor for the implementation of the participation criteria in the area processes as the central government is expected to use other instruments under the Environment Act.

4.3. Expected discrepancies in the expected implementation of the project procedure

Based on the results described above, this section answers the third sub-question: *"What discrepancies exist between the criteria for participation in the project procedure of the Environmental Act and the actual implementation in the three area processes of the GGA-GB?"*. In this paragraph, five discrepancies are described that are expected based on the hindering factors of the area processes on the implementation of the participation criteria. It was decided to limit the number of discrepancies to the five most important discrepancies whereby discrepancies outside the ones described in this section are not excluded.

4.3.1. A lack of guideline based on the context of the problem or initiative

The Environmental Act attaches great value to clarity prior to and during the participation process. This is enforced in the notification of intention and in the notification of participation through many different content criteria, creating a guideline for the participation process. However, this requires a great deal of clarity about the problem and the context in which it occurs, and this creates a discrepancy.

This discrepancy arises because it can be noted that the area processes studied are not yet ready to start the project procedure. Looking at the factors of the differences in ideals and lack of handles from legislation and policy. Thus, it can be foreseen that it is currently not yet possible to provide the necessary amount of clarity in the notifications within the project procedure.

The ideals of the actors involved differ to such an extent that it can be expected that they cannot yet speak with one voice. In addition, this anticipates that the shared ideals will change several times over time. When the project procedure is started, this change will no longer be able to take place, creating a discrepancy.

Legislation and policy do not yet have enough handles to provide a solution direction in the notification or intention, as a result of which solutions found in the project procedure may not be feasible with the available resources or may not meet the criteria laid down by law. This leads to a participation process with process results that are unfeasible, which raises the question whether the investment in the process can be justified.

This and other uncertainties in the area processes mean that the context in which the problems within the GGA-GB are taking place is still too unclear. If a decision is made to start the notifications anyway, it can be expected that due to the context changing as more clarity emerges, the previously outlined process will not meet the then known context. This leads to discrepancies as the process results are insufficiently usable and it can be questioned whether the investment in time and energy in participation can be justified.

4.3.2. No clarity in the purpose of the participation process and project

The laws and regulations applicable to the GGA-GB are clear in their guidelines that need to be met. However, as also described in the previous discrepancy, the tools needed to visualise a solution direction are lacking. We are facing a transition in the outlying area of which nobody knows where it is going and when the solutions will be sufficient. This leads to a hopeless perspective in which there is no picture of an end goal to be worked towards in the participatory process.

Many of the causes causing this discrepancy can be traced back to the first discrepancy. Because too much is still unknown about the problem, the context in which it occurs and an unambiguous vision towards a solution direction, it is difficult to clarify the goal of the participation process. Which leads to unnecessary or unwise expenditures of effort, or challenges to the legitimacy of the participation process because of conflicting ideas about the purpose.

As a result, it is expected that when the project procedure is currently started, an essential element in the guideline for the participation process is missing. The lack of a purpose for the participation process is seen more often in cases where a participation process is mandated and, in most cases, this leads to too few guidelines in the process. This leads to a suggestion that all solutions are welcome because the participants believe that the government should be responsive to the public. In this way the participants are overpromised in terms of how much their input will be used causing frustrations for participants about the future process outcomes.

4.3.3. Insufficient resources for the participation process

The new way of working which is required in the project procedure forces governments to be less involved in the substantial aspects of a problem, as these are dealt with through the participation process, while the organisational aspects need to be addressed at an early stage. This without knowing exactly what is going to be worked towards. This also leads to a discrepancy within the area processes in the form of insufficient available resources among the parties involved. This leads to an expected discrepancy for having sufficient resources.

This concerns having too little capacity at involved parties who are expected to have to organise the participation process of the project procedure. To date, no arrangements have been made for this, which means that the internal organisation of resources has not yet taken off. Based on the respondents, organising capacity need not be a problem provided sufficient time is given for this. However, granting sufficient time does create a problem as the urgency in the GGA-GB is high. It can be questioned whether the organisation of capacities can be arranged within the urgency of the GGA-GB.

In addition, the lack in organisation of resources affects the generation of resources in the participation process. From the project procedure, there are no resource criteria to motivate stakeholders. However, based on the interviews it can be stated that having change within the participation process is incredibly important. When thinking in solution directions, there should always be the available resources for this and otherwise this should be made known in advance. When this is not done, wrong expectations are created, jeopardising the legitimacy of the participation process. When it is made known that there is no change available for the realisation of solution directions, the willingness of stakeholders to participate in the participation process can be questioned. Which is expected to lead to much dissatisfaction towards the process results through objections.

Thus, it can be argued that the current working method in which resources are often organised on the basis of determining the substantial aspects no longer works in the project procedure. This leads to an expected discrepancy as resources are not organised to adequately support the participation process with adequate resources.

4.3.4. Lack of leadership due to political culture

The current political culture within the GGA-GB lacks effective leadership. However, in the complex world of the GGA-GB, effective leadership is needed within the participation process. Due to the complexity of the GGA-GB, the role of the government is not only to organise the participation process but also to support the stakeholders with complex task where responsibility is taken. The lack of this effective leadership creates a situation where people are not helped to work in a productive manner on a problem that is difficult to solve but stakeholders are overwhelmed by the stress of tackling the problem on their own.

This discrepancy arises from the wait-and-see attitude of administrators to take the reins in the GGA-GB. More and more voices are raised to wait for more clarity from above, which reduces the clout within the area processes. This also creates a shift in power from a decentralised government that is able to work bottom-up to a government that has to roll out plans top-down across the provinces. When this will be the case, no discrepancies will arise with the project procedure as a different instrument will be applied. Can it be said that the whole working method of the GGA-GB, namely decentralised and bottom-up tackling of problems, will be dropped.

It can be argued that there is currently a lack of effective leadership to take charge and give direction to the plans from the top down themselves. This leads to situations where stakeholders are left to their own devices and possibly the GGA-GB will lapse as realisation will fall to the state.

4.3.5. Unequal power positions

The latter discrepancy arises from unequal power positions in the area processes that result in higher authorities being in charge. These managers then decide through legislation and policies from above how a large part of their ideals are set outside the GGA-GB processes. This leads to the lower authorities and interest groups losing direction in the process, allowing them to act not proactively but reactively in the agenda setting of the area process.

Currently, this power inequality manifests itself in the actors involved in the area processes. However, if this trend continues while opting for the project procedure route, discrepancies will arise.

These arise because the area processes take on a more top-down character whereby the process results from the bottom-up participation process are overruled, the agenda setting is determined by higher authorities and the distance between the competent authority and the participant increases. This leads to inequality in the participation process.

5. Conclusion

This research gathered insight into the legal participation criteria of the project procedure, how the policy arrangement in the GGA-GB is designed and what the facilitating and hindering factors are for stakeholder participation, and finally what discrepancies between the legal criteria and the current method of working this may lead to. In this chapter, the sub-questions of this research will be answered by means of conclusions based on the results, after which the main question will be answered by means of these sub-questions.

From sub-question 1: *"What are the criteria for stakeholder participation in phases 1-3 of the project procedure as described in the Environmental Act?"*, it can be concluded that the legal obligations for participation in the first three phases of the project procedure are relatively non-committal. By doing so, the legislator has given the competent authority sufficient room to provide tailor-made solutions when going through the project procedure. What the legislator is strict about is the legitimacy of the process. This can be seen in the legal criteria for the content of the documents to be published during the first three phases of the project procedure.

Of the five theoretical motivation criteria, only two are legally required. These are the motivation criteria asked to and responded to. The other theoretical motivation criteria have a more facilitating character. The legal motivation criteria asked to states that the competent authority must approach everyone in the notification of the intention and must approach the stakeholders with the notification of participation. For both notifications, the law also sets criteria on how this approach should take place. With regard to the motivation criteria, it is important that the competent authority leaves sufficient room in the process for the stakeholders to exert influence. This is not a statutory criteria but is reasonably enforced by the administrative courts.

Of the 11 theoretical process criteria, 6 are required by law. The legitimacy of the process is of great importance from the point of view of the legal process criteria. Ensure a clear process whereby tasks are presented clearly and transparently, share as much information as possible in order to develop more equal levels of knowledge and ensure that the time schedule of the participation process is appropriate to the context. In addition, exclude as few stakeholders as possible and ensure an equal process. And finally, see the input of participants as valuable for the process.

It is expected that the administrative courts will play an important role in making the participation criteria in the project procedure concrete. This is because many of the above criteria are based on the principles of good governance. Take into account that with the arrival of the Environment Act, participation will be taken more seriously and the layering of decision making will also be included.

From sub-question 2: *"How is the policy arrangement in the area processes designed and what factors facilitate or hinder the participation of stakeholders?"* it can be concluded that the three researched area processes of the GGA-GB have the will to work with a participation process of the project procedure. However, the substantial and organisational dimensions within the area processes do not yet allow for this.

From the discourse it appears that involved actors do not pay attention to the procedures including the project procedure. This hinders the incorporation of new routines such as the project procedure. And there are so many differences in the ideals of the parties involved that it is unclear what the objectives of the process are.

The rules of the game hinder the space in the process because of the many legislations that are rolled out from above. There is also a great deal of confusion among the authorities involved in the area processes on account of these legislations. This frustrates the process, creating a lack of clarity and making it difficult to exert influence. In addition, the political culture is not yet sufficiently receptive to the spirit of the Environment Act. Too many decisions are still made behind closed doors and top-down, whereas Environment Act wants to see the opposite. This is characterised by a wait-and-see attitude, waiting for the higher authorities to overrule the process so that local politics is not to blame. Effective leadership is therefore lacking.

In addition, the large differences in resources among the actors involved result in differences in power positions. If these differences are not recognised by the actors involved, this can lead to major inequalities during the participation process.

Finally, the actors in the area processes and their collaborations, something that has a very facilitating factor on the future participation process. The GGA-GB is a decentralised cooperation with horizontal interactions between the different actors. This gives the opportunity to put municipal authorities, who are closer to the citizen and the context of the problem, at the helm. However, whether this decentralised way of working will come into its own with the hindering factors mentioned above.

From sub-question 3: *"What discrepancies exist between the criteria for participation in the project procedure of the Environmental Act and the actual implementation in the three area processes of the GGA-GB?"* it can be concluded that, based on the legal participation criteria of the project procedure and hindering and facilitating factors of the policy arrangement in the three investigated area processes, 5 concrete discrepancies are to be expected.

The current way of working within the area processes studied mainly provides for a lack of clarity. Clarity is one of the most important participation criteria within the project procedure. Currently, there is still too little clarity on the context of where the problems within the area processes take place. This creates a lack of opportunities to draw up an adequate guideline based on the context of the problem. This lack of clarity also makes it difficult to envisage the objective of the participation process at this stage of the process. If the choice is made to enter the project procedure anyway, discrepancies are expected based on the legitimacy of the participation process resulting from the lack of clarity.

In addition, in all area processes a lack of resources manifests itself in lack of capacity and lack of change. First of all, the lack of capacity provides for unequal positions in the area processes. As a result, actors involved can exert unequal influence in the area process. This lack of capacity can be solved by making these resources available through organisation. However, this takes a lot of time and the GGA-GB has a high urgency, so this lack of capacity can be expected to persist. The participation process of the project procedure then requires extra capacity from the actors involved, which raises the question whether the capacity is available to set up a desired participation process. In addition, the lack of organisation of resources affects the generation of resources in the participation process. For instance, there is currently too little lubricant in the form of change for stakeholders to see the added value of the participation process. It is expected that wrong expectations may be created due to the lack of resources, thereby compromising the legitimacy of the participation process. Which is expected to lead to much dissatisfaction towards the process results through objections. Thus, it can be argued that the current working method in which resources are often organised on the basis of determining the substantial aspects no longer works in the project procedure. This leads to an expected discrepancy as resources are not organised to adequately support the participation process with adequate resources.

Furthermore, the lack of effective leadership, as a cause of the current political culture, can be expected to lead to a loss of direction in the area process. For instance, the area processes studied are inundated with top-down legislation and policy whereby by taking the reins in the area processes from bottom-up working methods can be fleshed out. However, the high complexity of the tasks in the GGA-GB leads to a wait-and-see attitude whereby responsibilities are not taken. As a result, control is lost and it can be expected that if this attitude continues, control will fall to the state and the project procedure will have to be stopped.

Finally, it can be concluded that unequal positions of power have a similar factor as the lack of effective leadership. Thus, the shift to top-down working methods can also be seen through the unequal power positions in the area processes. Mainly the higher authorities are in control of the area processes and can push through their ideals outside the area process. This leads to an inequality between the parties involved, with lower authorities and interest groups having a more reactive role instead of a desired proactive role. Currently, this power inequality manifests itself in the actors involved in the area processes. However, if this trend continues while opting for the project procedure route, discrepancies will arise. These arise because the area processes take on a more top-down character whereby the process results from the bottom-up participation process are overruled, the agenda setting is determined by higher authorities and the distance between the competent authority and the participant increases. This leads to inequality in the participation process.

Finally, the main question: *"In what way does stakeholder participation have to be implemented in phases 1-3 in the project procedure for the area processes of the Ulvenhoutse Bos, Strabrechtse Heide and the Peelvenen of the GGA-GB of the Province of North Brabant according to the new Environmental Act and what discrepancies are expected by the hindering and facilitating factors for stakeholder*

participation in these area processes?" The research results show that from the project procedure, relatively few criteria are set for participation. With regard to the legal motivation criteria, it is important that the government approaches everyone in the notification of intentions and later, in the notification of participation, the most important stakeholders as well as possible. Furthermore, in the participation process, there must be sufficient room for interested parties to exert influence and be motivated in this way. Based on the legal process criteria, the legitimacy of the process is of great importance whereby clarity, transparency, equality and appreciation of the input of participants are important. Especially important is that good governance takes place, since the legislator has given much freedom in the participation criteria but it is expected that the administrative judge will make this freedom concrete.

Due to a number of hindering factors in the area processes, it can be expected that these participation criteria of the project procedure can be met, leading to discrepancies. These discrepancies arise mainly due to lack of clarity, available resources, leadership and unequal power relations. Due to the lack of clarity, the participation process can be expected to be insufficiently attuned to the context of the tasks, and there is an inadequate perception of the purpose of the participation process. This is expected to lead to a participation process where legitimacy may be questioned.

Furthermore, the lack of resources provides for a lack of capacity among the parties involved, which raises the question whether these parties have sufficient capacity to help facilitate the participation process. In addition, the lack of resources also has a financial side where there is insufficient change to complete the realisation. It can be expected that in this way wrong expectations are created among participants who hope to get added value of the participation process. This leads to a discrepancy in the legitimacy and added value of the participation process.

A lack of leadership also creates a discrepancy in the legitimacy of the participation process. If the wait-and-see attitude remains, one might wonder how legitimate it is to start a participation process from the directing position of the area process, with this directing position being taken over later by the central government.

And finally, unequal power positions, equality is an important criteria within the participation process that is hindered by unequal power positions. These inequalities currently manifest themselves within the actors involved in the area processes, with higher authorities having the most power by pushing through policy outside the area processes. If this trend continues in the participation process, an inequality arises between the various parties whereby the bottom-up approach is replaced by a top-down approach. This impedes proactive bottom-up approaches, where lower authorities, interest groups and participants can only participate reactively in the participation process.

From the discrepancies that emerged in this study, it can be said that the current working methods are not yet set up to the spirit of the Environment Act, which has been translated into the project procedure. For instance, the project procedure requires new forms of working methods in which three aspects were striking during the study. Conducting preliminary research that strongly focuses on the context of the problem has become a more important part of the process than before. This preliminary research is aimed at getting clear what the local context of the problem is, what the purpose of the project procedure is, what preconditions are set for the participation process, and so on. In addition, this also requires firm internal coordination to ensure that ideals and utopias are aligned with each other to enable talking from one mouth. Thus, the project procedure requires a lot of inventory and coordination at an early stage.

This also translates into the second aspect where it is notable that the project procedure directs the competent authority to focus on the organisational aspects of the process rather than the substantive aspects. As described earlier, the competent authority is asked to carry out the proper preliminary investigations and to have the internal coordination in order, i.e. the organisational aspects, after which the participant provides solutions, i.e. the substantial aspects. With these organisational aspects comes the provision of resources for the process but also clarity on the resources available for the realisation of the process result. This provides a different way of working where previously this was often only agreed at the end of the process.

As a final aspect, the spirit of Environmental Act forces the competent authority to think about participation. Several participation criteria have emerged from the study, which may be thought to have a lack of relevance because they are taken for granted. However, when looking at the working method in the area processes of the GGA-GB, nothing seems less true. It can be concluded from the expected discrepancies that there still remains a gap between what seems obvious and what is actually delivered.

On the one hand, this can be traced back to the great complexity of the area processes, which means that no conscious discrepancies are formed. However, a distance still appears to be kept between the government and participation as a result of power relations. The project procedure forces the competent authority to close this gap, each time asking the competent authority to describe in the various notifications *"How would I like to be involved as a stakeholder?"*

6. Discussion

6.1. Reflection

This research has contributed to a better understanding of the legal participation criteria of the project procedure, the hindering and facilitating factors of the policy arrangement within the area processes of the GGA-GB that influence the future participation process of the project procedure and the possible discrepancies resulting from the legal criteria and the hindering factors from the area processes. This chapter provides a critical reflection on how this research has contributed to science and practice, what recommendations result from the discrepancies and what the limitations of the research are.

6.1.1. Theoretical reflection

This research aimed at closing a number of knowledge gaps. The literature on participation was mainly focused on the design of successful participation, with little reference to the legal criteria of participation, let alone the project procedure. Also, there was no research theory that lent itself fully to examining the hindering and facilitating factors of the area processes on the participation process.

This research has shown that the CLEAR-model and the process criteria of Quick and Bryson (2016) are suitable as a basis from which a selection can be made for legal criteria. By using both concepts to determine the criteria for both the motivation of stakeholders and the participation process, an overall picture of the participation process emerges from start to finish.

It can be questioned whether the Policy Arrangement Approach is the most suitable concept to carry out the research. This is because the Policy Arrangement Approach is a very extensive concept, which makes research based on this concept alone complex enough. For example, a lot of valuable information was gathered during this research, which, however, falls outside the scope of this research. In addition, the change in policy arrangement plays a major role in the Policy Arrangement Approach, something which falls outside the focus of this research. Therefore, it is recommended to use a different theoretical concept in follow-up research when investigating the hindering and facilitating factors from the area processes on the participation process.

It can be said that the theoretical knowledge gap has not been closed completely, but the first steps have been taken. This research has closed the knowledge gap on how legal criteria for participation from a procedure can be investigated. Despite the fact that it is questionable whether the Policy Arrangement Approach is the most suitable theoretical concept for this research, the attempt has been made to examine the factors of the working methods in area processes on the participation process. It is hoped that this attempt will stimulate the scientific debate in which this research has stimulated the relevance of a good scientific model to investigate these factors.

Finally, this research contributes to a broader scientific debate on the working method from the spirit of the Environment Act in area processes and the factors on participation processes. Too little research has been done into why the spirit of the Environment Act is not taken up by the civil service and what factors this has. In this study, too, this appears to be a major reason why participation will not be shaped according to the criteria of the project procedure. This is a real problem when the Environment Act will enter into force, about which too little is known yet.

6.1.2. Practical reflection

Several lessons can be drawn regarding the practical application of this research. First of all, the legal criteria for the participation process in the project procedure have been clarified. The clarification of these criteria has raised the level of knowledge of many respondents about the project procedure and has led to new insights into the project procedure. Respondents look at the project procedure more cautiously than before. This is due to the high complexity of the procedure at an early stage, whereby the competent authority must already provide a great deal of clarity. This has fuelled the debate in many area processes as to whether the project procedure should be used.

In addition, this research holds up a mirror to the actors involved in the area processes, showing how the working methods in the area processes can have a negative impact on the participation process. The focus of this study is on the factors of these working methods on the participation process, whereby the discrepancy with the legal criteria of the project procedure is investigated. When it is decided not to go through the project procedure, but to arrive at a decision in a different way, it is highly likely that a

participation process will still be followed. The same discrepancies will be encountered. Based on the saying "*Prevention is better than cure*", this research certainly contributes to this.

Later in this research, policy implications were given to prevent these discrepancies. Hereby, delays in procedures are avoided and an attempt is made to give interested parties more opportunities in policy and decision making. This fits within the spirit of the Environment Act and within the current spirit of the times.

Finally, what has been researched concerns a larger problem about which there is a lot of confusion among other government organisations such as the state, other Provinces and water boards. Thus, this research not only gives the Province of North Brabant insights into the participation criteria of the project procedure, insights into working methods in area processes and their factors on participation and finally the expected discrepancies.

6.1.3. Reflection on validity and research strategy

With regard to this research it is difficult or impossible to generalise the research results for other area processes of the GGA-GB. Despite the many similarities between the cases, there are also major differences, especially in the extent to which local circumstances and contexts influence the working methods in the area processes. Especially in view of the relatively small number of research units (n=3), this concerns only a small sample of the larger set of area processes.

As part of the research, actors involved in the area processes were interviewed, with these respondents consisting of civil servants and employees. This was chosen because this group is more accessible than the administrators of the various organisations and because this group is more involved with the content. This group concerns actors who work on the advice to administrators who then make the choices. This means that the insight of the administrators is not included in this study, while this is precisely the group that makes the choices.

Looking at the way in which the research was carried out in combination with an internship within the GGA-GB has led to an enrichment of the research. For example, the involvement in the various area processes made it easier to interview a high number of respondents and there was also a certain bond of trust which made respondents more willing to speak freely. On the other hand, it can also be said that this internship created a certain form of subconscious bias because the working environment of the Province of North Brabant exposed the researcher to their practices which could have influenced thoughts and opinions on the subject. During the research, this was dealt with as objectively as possible.

6.2. Recommendations

6.2.1. Recommendations for policy implications

6.2.1.1. *Guidelines based on the context of the problem or initiative*

Ensure that the participation process is necessary and fits the general and specific context. This means that the participation process needs to be based on a clear understanding of the issues or problems for which participation is a desirable and so needs to be based on the context.

The participation process must fit the context in which it takes place. The literature on political change emphasizes the importance of understanding general and more specific situations and paying attention to those changes (Crosby & Bryson 2005; Gaus 1947; Sabatier 2007). General context includes a wide range of political, technological, demographic, social, physical, and other contextual characteristics in the organization's environment. Specific context refers to the parts of an organization's ideology that are directly relevant to achieving organizational goals, including key stakeholders, applicable mandates, resource availability, etc. (Scott & Davis, 2006).

The decision-making and science literature emphasizes the importance of understanding the problem or challenge being addressed in a solvable way. Great solution for wrong formulated challenges will not solve the real challenge (Wildavsky 1979). They also argue that potential solutions must be explored before the "*real*" problem can be understood (Janis 1989; Nutt 2002) To do so it is necessary to give stakeholders a perspective on the expected transformation in the rural area. This will clarify the purpose and the desired result for the stakeholder (Brown 2009; Van Aken 2007).

Different problems and challenges require different solutions. Participatory design should be tailored to help develop these solutions. For example, issues that are primarily technical or operational in nature may not require significant changes in the applicable knowledge, stakeholder relationships, or governance mechanisms. In contrast, more complex political issues may require changes in the applicable knowledge, new concepts, technology base, and changes in fundamental stakeholders relationships. Finding effective responses to such problems may require the involvement of governments and political bodies, senior officials, and various key stakeholders in order to fit the “*real*” problem to the context (Heifetz, Grashow & Linsky 2009; Hill & Hupe 2009; Nutt 2002; Thomas 2012).

6.2.1.2. *Identified purposes to achieve and design to achieve them*

Clarify the goals and desired outcomes of the participation process, review them regularly and design and revise them accordingly.

In order to adapt the participation process to the context of the “*real*” problem and achieve the desired results, the purpose of the participation process should be made clear as early as possible. It may sound mundane, but asking “*What is the purpose of the participation process?*” is a frequently overlooked step in design the participation process (Janis 1989; Nutt 2002).

Clarity about the purpose of the participation process can help avoid unnecessary or unwise expenditures of effort and resources. For example, when a participation process is required by law like in the project procedure, even though the participant cannot have enough influence due to parameters that are already sharply defined. Under these circumstances, the organizers of public participation cannot proceed as if they were welcoming all solutions because the government believe that they should be open to the public. They could then overpromise in terms of how much of the input the government receive can actually be used within those define parameters. In this case, a deliberative design in which various options are developed and evaluated would be frustrating for both the participants providing input and the practitioners who are charged with accounting for the public’s input. In this setting, a narrowly targeted consultation process around sharply defined options or an information transmission meeting would be far more efficient and effective. Also for the area processes in the GGA-GB this would be a good solution in order to provide clarity in the sett parameters and prevent falls hope among stakeholders.

6.2.1.3. *Enough resources for participation*

Design and control the participation process in such a way as to create resources in order to ensure sufficient resources and produce a stimulating cost-benefit ratio for the participation process.

By designing the participation process it is important to identify the resources that are required to support the participation process and manage it in such way that the support generate resources that benefit the all parties involved. There can be a trade-off between two types of costs as higher production costs for the process leads to lower participation costs. And keep in mind that participant often voluntarily participate and provide value information. So to say, participants already pay their participation cost through their involvement as participant (Cooper, 1979)

Another benefit of supporting the participation process with sufficient resources is that with careful management of these resources it can allocate resources for public purposes (Delli et al., 2004; Koontz & Johnson 2004). Participants bring in new and local knowledge, give insights in motivations to tackle problems and ensure consensus on decisions. (Burby, 2003) Besides a well resources participation process can also strengthen government and community trust (Moynihan, 2003). Advantages that fit the context of the GGA-GB well.

6.2.1.4. *Effective leadership*

As a government, make sure it shows leadership and takes charge

A government that assumes a role as an effective leader must take responsibility for those problems. A key practice of effective leadership in situations is to help people stay in the productive zone between avoiding problems without easy answers and being overwhelmed by the stress of dealing with them (Heifetz, Grashow, and Linsky, 2009).

Therefore, it is very important that the government itself keeps control of the participation process in the form of trying to prevent process outcomes from being overruled time and again by

policies from above. Thus, it is of utmost importance that the own government organisation and other authorities involved in the area processes jointly agree which policy documents are to be shaped by the area processes and which are not. This requires much clarity in what the government organisation has influence over and where it does not. All to gain stakeholder trust and thus also take away some of the stress.

Finally, it is important not to wait to address. Ambiguities are not there to wait for but to be clarified as soon as possible. In the case of a lot of ambiguity, it is also important to be open about this towards the stakeholder and to start looking together at how clarity can be achieved. Don't wait for clarity to come from above, but create clarity from the bottom up yourself, keeping your own direction.

6.2.1.5. *Management in power dynamics*

Manage power dynamics to provide an effective participation process.

Governments need to take into account the different power dynamics between the participants involved but also between the participant and the government in the participation process. It is therefore important to draw up subtle power codes at an early stage and share them with the participant and other organising parties in the area processes. These power codes can include what types of information will be shared, what shared norms and values are for profiling during the process, who participates in the process and how input will be taken into account (Briggs 1998; Polletta & Lee 2006).

A shift from formal meetings dominated by a small number of formally educated participants to one-to-one dialogue can also be considered. In this way, an equal-level dialogue is created between participant and public managers where the participant can propose design choices in a protected environment. In addition, it is important that governments give the participant more influence in the participation process itself. By choosing to give participants influence in the agenda setting of the participation process, the participant can take an active stance. This in contrast to the reactive attitude the arises when a participant is only allowed to react to the agenda items. (Bovaird 2007; Quick and Feldman 2011); Roberts 2004).

In addition, trust relationships are an important means of managing diversity, conflict but also power dynamics in the participation process. Paradoxically, trust is both a lubricant and glue. This implies that trust facilitates the participation process while also keeping all parties together (Bryson et al., 2006). Trust can be created in many different ways where it can be through shared norms and values, trust in each other's competences, and also, for example, a sense of goodwill (Chen, 2010). Trust in each other can be built but requires a lot of effort from all parties and remains an issue in any process where people sit together with different ideal. Trust can be built by sharing information and knowledge and demonstrating competence, good intentions and perseverance; conversely, lack of perseverance and unilateral action undermine trust (Arinoa & De la Torre 1998). Thus, Huxham & Vangen (2005) emphasise the effectiveness of achieving "small successes" together to build trust, which fits with taking the lead in area processes..

6.2.2. Recommendations for further research

The recommendations for further research are mainly based on increasing the reliability of the research. Examples are the investigation of other area processes, the application of another theoretical model to investigate the facilitating and hindering factor of the area processes on participation and the interviewing of administrators.

If it is decided to reproduce this study with other area processes, it is recommended to limit the units of study to the number of three used here, since at least five respondents are needed per case for a representative picture. In addition, the complexity per case is so high that by taking a larger n this complexity disappears because results from the analysis can be generalised more quickly. Recommended area processes for further research are Kampina, Oisterwijkse Vennen, Brabantse Wal and Biesbosch. All three of these area processes are now more advanced and would be suitable for further research.

As far as the theoretical concept of the Policy Arrangement Approach is concerned, it appeared in the research that this is possibly too complex and extensive a theoretical model to use within the focus of this research. For example, with the interviews, a lot of peripheral information was retrieved which

was analysed and later deleted in the research. In follow-up research, it would be more purposeful to apply a different theoretical model.

Finally, to increase the reliability of the research, administrators could be added to the respondents in the research. This would allow better information to be gathered about the way choices are made in the area processes and provide better insight into the political culture within the area processes. It is expected that it will be difficult for a Master's student to gain access to these respondents. However, as attention and urgency for the issue increase, access would become easier.

In addition to increasing the reliability of the research, two other research directions are proposed that seem relevant on the basis of this research. The results of this study, which were discussed with the actors involved in the area processes, show that people wonder whether the project decision is the right instrument to take a decision. This raises the question of which instruments, fitting within the Environmental Act, are suitable for taking a decision or several decisions in order to realise the ideals from the area processes.

Directions in the study that are relevant concern an inventory of all instruments that can be applied when the Environmental Act comes into force. The characters, procedural criteria and legal possibilities that these instruments offer. And finally, which of these instruments best fits the context, problems and ideals in an area process.

Finally, the theoretical concept, the Policy Arrangement Approach, that has been applied in the research is a very interesting model to apply in follow-up research within the GGA-GB when the Environmental Act is in place. It can be expected that with the enactment of the Environmental Act, a shift in the policy arrangement will occur. How this shift actually took place can be examined through this theoretical concept and is relevant for a better understanding of the Environmental Act. Here, the shift in discourse is most important to investigate whether the spirit of the Environmental Act has come to life.

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Appendix

Appendix 1: Overview caseselection

<i>Nmr.</i>	<i>Area proces</i>	<i>Proces status</i>	<i>Institutional background</i>	<i>Accumulation of goals</i>	<i>First selection</i>	<i>Second selection</i>	<i>Available information</i>
1	Aa-dal Noord en omgeving	Exploration					
2	Altena: polder van de toekomst	Exploration					
3	Biesbosch en omgeving	Exploration / Visievorming					
4	Boschhuizerbergen en omgeving	Exploration					
5	Brabantse Wal en omgeving	Exploration / Vision development					
6	Kampina en omgeving	Vision development	Brabantslandsc hap, BPG, Natuurmonumenten, Van Gogh Nationaal park Brabant, Waterschap de Dommel, ZLTO.	The main challenges are the restoration of nature, nitrogen, streams, moors and seepage, and the combination of the functions of nature, water, agriculture and recreation.	X		Average
7	Kempenland en omgeving	Vision development	Brabantslandsc hap, Brabant Water, De Brabantse Kempen, Waterschap de Dommel, ZLTO.	Tasks are nature restoration, combating dehydration, creating space for brooks, improving water quality and combining various functions in the area and unification of the various functions in the area.	X		Average
8	Langstraat en omgeving	Realisation					
9	Leenderbos, Groote heide & DePlateaux en omgeving	Exploration / Vision development					
10	Loonse en Druinense Duinen en omgeving	Exploration / Vision development					
11	Regte Heide en Riels Laag en omgeving	Exploration					
12	Strabrechtse Heide en omgeving	Vision development	Bosgroep Zuid, Brabants Landschap, De Groote Heide natuurgrenspark, Gemeente Heeze-Leende, Rijkswaterstaat, Gemeente Someren, Staatsbosbeheer, ZLTO, Waterschap Aa en Maas, Waterschap de Dommel	The main tasks are nature restoration, optimising water management, combating dehydration, restoring fens and improving water quality.	X	X	Adequate
13	Ulvenhoutse Bos en omgeving	Vision development	Gemeente Alpen-Chaam, Gemeente Breda, Rijkswaterstaat, Gemeente Staatsbosbeheer, Waterschap	The tasks are nature restoration, water quality improvement and the unification of nature, agriculture, energy transition, living, working,	X	X	Adequate

14	Vitale Peel	Vision development	de Brabantse Delta, ZLTO, Gemeenten Asten en Deurne, ZLTO, de Brabantse Milieufederatie, Staatsbosbeheer, Waterschap Aa en Maas, Waterschap Limburg en de provincies Noord-Brabant en Limburg	infrastructure and recreation. The main challenges are future-proof agriculture and improving the availability of water and healthy soil.	X	X	Adequate
15	Vlijmens Moerputten, Bossche Beneden en omgeving	Ven, Broek, Dommel	Exploration				
16	Weerter-Budelerbergen en omgeving	en	Exploration				
17	Zundert en omgeving	en	Realisation				

Appendix 2: interviewgide participation criteria

Interviewgide participatie-eisen uit de projectprocedure de doorwerking in de gebiedsprocessen van de GGA-GB

Inleiding/kennismaking (max 5 min)

- Bedanken voor de mogelijkheid tot interviewen
- Kennismaking met elkaar
- Doel van het onderzoek nogmaals duidelijk maken:
 - Korte uitleg over de GGA-GB
 - Korte uitleg over de projectprocedure en waarom en hoe dit mogelijk toegepast gaat worden in de GGA-GB
 - Aangeven dat het van belang is om in het interview te kijken naar de participatie-eisen uit de projectprocedure
 - Wat zijn de algemenere participatie-eisen vanuit de projectprocedure in de gebiedsprocessen van de GGA-GB
 - Wat zijn de eisen om de belanghebbende te motiveren om te gaan participeren
 - Wat zijn de eisen voor het participatie proces
- Gang van zaken interview kort toelichten
 - Tijdsduur (ongeveer 1 uur)
 - Officiële toestemmingen (opnemen, uitwerken, anonimiseren, respondentenlijst)
 - Verder contact na het interview, doorsturen transcriptie wanneer hier behoefte toe is en wanneer mag van de PNB doorsturen management samenvatting.
- Overige vragen voor we beginnen?

Algemene participatie-eisen in de gebiedsprocessen van de GGA-GB (max 15 min)

Bent u bekend met de gebiedsprocessen van de GGA-GB? Zo ja, korte toelichtingen geven. Zo nee, uitgebreide toelichtingen geven.

Welke verwachting heeft u van de doorwerking van deze nieuwe participatie-eisen op de participatie in de gebiedsprocessen van de GGA-GB?

- Vroegtijdige samenwerking
- Betrokken belanghebbende
- Participatievorm

Motiveringseisen voor het betrekken van belanghebbende bij het participatieproces (max 20 min)

Zou u eerst kunnen toelichten wat volgens u de grootste verschillen zullen zijn tussen de huidige wetgeving rondom de motiveringseisen die gesteld worden om belanghebbende te betrekken bij het participatieproces en de nieuwe eisen die gesteld worden in de projectprocedure?

- Hoe actief dient de overheid belanghebbende te motiveren om deel te nemen?
- Hoe dient dit vorm gegeven te worden?

Een belanghebbende kan op verschillende manier gemotiveerd zijn om deel te nemen aan het participatieproces. Hoe dient er mee omgegaan te worden als deze motivatie ontbreekt?

- niet voldoende tijd, capaciteiten of kennis
- voldoende betrokken bij het probleem/initiatief
- onvoldoende sociale verbanden/georganiseerde groepen aanwezig
- Benaderen/vragen van belanghebbende
- Invloed geven in proces en besluitvorming

Wil u nog iets toevoegen aan de eisen rondom het motiveren van belanghebbende om te participeren?

Participatie-eisen in het participatieproces (max 20 min)

Legitimiteit

Welke eisen worden er gesteld aan het op voorhand vastleggen van de regels omtrent het participatieproces? En waar dienen deze regels over te gaan?

- Procedurele helderheid zodat iedereen weet wat er gedaan wordt
- Informatie uitwisseling
- Rolverdeling
- Minimale tijdsduur

Diversiteit en inclusie

Welke eisen worden er gesteld aan het proces om te zorgen voor een constructieve samenwerking?

- Representativiteit van de participanten
- Iedereen mag en kan participeren
- Gelijkwaardige rollen

Expertise en participatie

Welke eisen worden er gesteld aan het meenemen van input vanuit de participanten?

- Het creëren van meerwaarde
- Input behandelen als expertise

Wil u nog iets toevoegen aan de eisen voor het participatie proces?

Afsluiting interview

- Bedanken voor het interview
- Aangeven wat de vervolgacties zijn
- Mogelijk vervolgspraak inplannen

Appendix 3: Interviewguide policy arrangement approach in the GGA-GB

Interviewguide Policy Arrangement Approach en de projectprocedure in de gebiedsprocessen van de GGA-GB

Inleiding/kennismaking (max 5 min)

- Bedanken voor de mogelijkheid tot interviewen
- Kennismaking met elkaar
- Doel van het onderzoek nogmaals duidelijk maken:
 - Korte uitleg over de GGA-GB
 - Korte uitleg over de projectprocedure en waarom en hoe dit mogelijk toegepast gaat worden in de GGA-GB
 - Aangeven dat het van belang is om in het interview te kijken naar de participatie-eisen uit de projectprocedure
 - Aangeven dat dit interview gaat over de totstandkoming van beleid in het gebiedsproces
 - Dit doe ik om te kijken waar eventueel discrepanties kunnen ontstaan tussen de wet en de implementatie ervan in de GGA-GB gebiedsprocessen
 - Aangeven dat ze geen expert hoeven te zijn op het gebied van de omgevingswet en dat ik daar kennisgaten voor aan kan vullen
- Gang van zaken interview kort toelichten
 - Tijdsduur (ongeveer 1 uur)
 - Officiële toestemmingen (opnemen, uitwerken, anonimiseren, respondentenlijst)
 - Verder contact na het interview, doorsturen transcriptie wanneer hier behoefte toe is en wanneer mag van de PNB doorsturen management samenvatting.
- Overige vragen voor we beginnen?

Discourse (10 min)

1. Welke rol vervult uw organisatie momenteel in het gebiedsproces van de GGA-GB en welke rol ziet u voor uw organisatie in de toekomst van dit proces? (2)
2. Hoe wordt er vanuit uw organisatie of achterban gekeken naar de plannen in het gebiedsproces van de GGA-GB? (3)
3. Hoe wordt er vanuit uw organisatie gekeken naar participatie in de GGA-GB? (4)

Actoren en coalities (10 min)

4. Op welke manier bent u betrokken geraakt en momenteel betrokken bij de beleidsvorming rondom dit GGA-GB proces? (1)
5. De kerngroep in het gebiedsproces is vertegenwoordigd met verschillende bekende partijen maar werkt u buiten dit kernteam ook nog met andere partijen aan opgaven binnen dit gebiedsproces? (5)
 - a. Zo ja, welke partijen zijn dit en hoe ziet deze samenwerking eruit?
 - b. Zo nee, waarom werkt u niet samen met andere partijen?

Formele en informele regels (20 min)

6. Aan welke beleidsregels dienen de betrokken partijen in de kerngroep zich te houden binnen de GGA-GB? (6)
 - a. Denk aan Omgevingsvisies, programma's, Europese wetgeving en natuurlijk de omgevingswet.
7. Herkent u in het gebiedsproces ook informele routines of regels waaraan de betrokkenen in de kerngroep moeten voldoen?
 - a. Denk aan de bijeenkomsten, participatiebijeenkomsten, keukentafelgesprekken, samenwerkingsovereenkomst. Dit kun je vragen door te vragen naar hoe de samenwerking wordt vastgelegd of hoe er omgegaan wordt met elkaar en belanghebbende.

8. Bent u bekend met de omgevingswet met daarbij het projectbesluit als instrument en de mogelijke doorwerking hiervan op de beleidsvorming in de GGA-GB?
 - a. Zo ja, kunt u toelichten wat u hiervan weet
 - b. Zo nee, uitleg geven

Wanneer respondent niet goed weet wat de eisen zijn dan nu uitleggen hoe het werkt.

Onder de omgevingswet wordt participatie sterk aangemoedigd en zo ook in het projectbesluit. De wijze waarop participatie vormgegeven dient te worden is echter vormvrij met uitzondering van de procedures die doorlopen dienen te worden. Dit zijn de fases die je doorloopt in de projectprocedure waarbij je per fase met een stuk naar buiten komt. In deze stukken moet je aan een aantal eisen voldoen waarbij je aangeeft hoe je de projectprocedure gaat doorlopen en hebt doorlopen. Hier zitten de strakke eisen in. Maar, hoe je dit vormgeeft is vormvrij waarbij je maatwerk dient te leveren met de beste bedoelingen.

9. Met deze wetenschap van de strikte eisen, hoe verwacht u dat er aan deze procedurele eisen voldaan gaat worden in het gebiedsproces?
10. Met de wetenschap van deze vormvrijheid, hoe verwacht u maatwerk te leveren in de vorm van participatie?
 - a. Wie neem je mee?
 - b. Hoe neem je ze mee, vorm van participatie?
 - c. Hoe regel je de informatie uitwisseling?
 - d. Wie regelt dit?

Bronnen en invloed (10 min)

11. Bestaat er binnen uw organisatie interne bereidheid om middelen aan te dragen in de gebiedsprocessen van de GGA-GB?
12. Waar bestaan deze middelen uit?
 1. Financieel
 2. Grond
 3. Kennis en autoriteit
13. Wanneer u kijkt naar de verdeling van de beschikbaarheid van middelen onder de betrokken partijen in de kerngroep ziet u dan dat dit gelijkwaardig is?
 1. Zo ja, kunt u uitleggen waarom u deze gedachte heeft?
 2. Zo nee, heeft dit volgens u consequenties (gehad)?

Afsluiting interview (5 min)

- Bedanken voor het interview
- Aangeven wat de vervolgacties zijn
- Mogelijk vervolgspraak inplannen

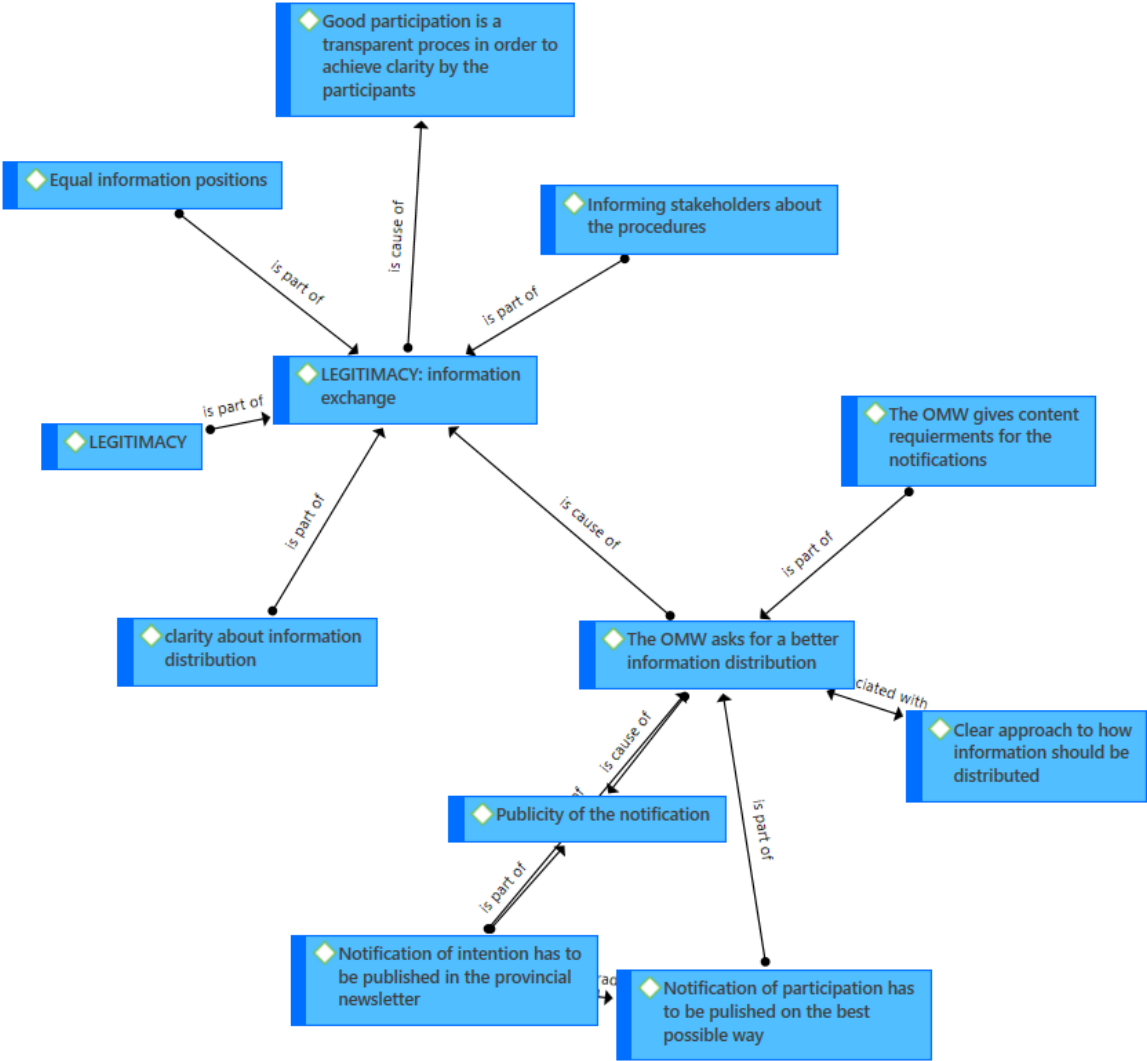
Appendix 4: List of respondents

Respondent nr	date of interview	Organisation (classified)	Involved in:	Vitale Peel	Ulvenhouse bos	Strabrechtse Heide	Name (classified)
Expert interviews							
1	18-5-2022			-	-	-	
2	24-5-2022			-	-	-	
3	24-5-2022			-	-	-	
4	24-5-2022			-	-	-	
Semi structured interviews							
5	1-6-2022			x	x	x	
6	2-6-2022					x	
7	2-6-2002					x	
8	7-6-2022				x		
9	8-6-2022				x		
10	9-6-2022					x	
11	9-6-2022			x			
12	14-6-2022					x	
13	14-6-2022			x			
14	14-6-2022					x	
15	15-6-2022			x	x	x	
16	20-6-2022			x			
17	22-6-2022			x			
18	27-6-2022			x	x		
				7	5	8	Total respondents per GGA-GB proces

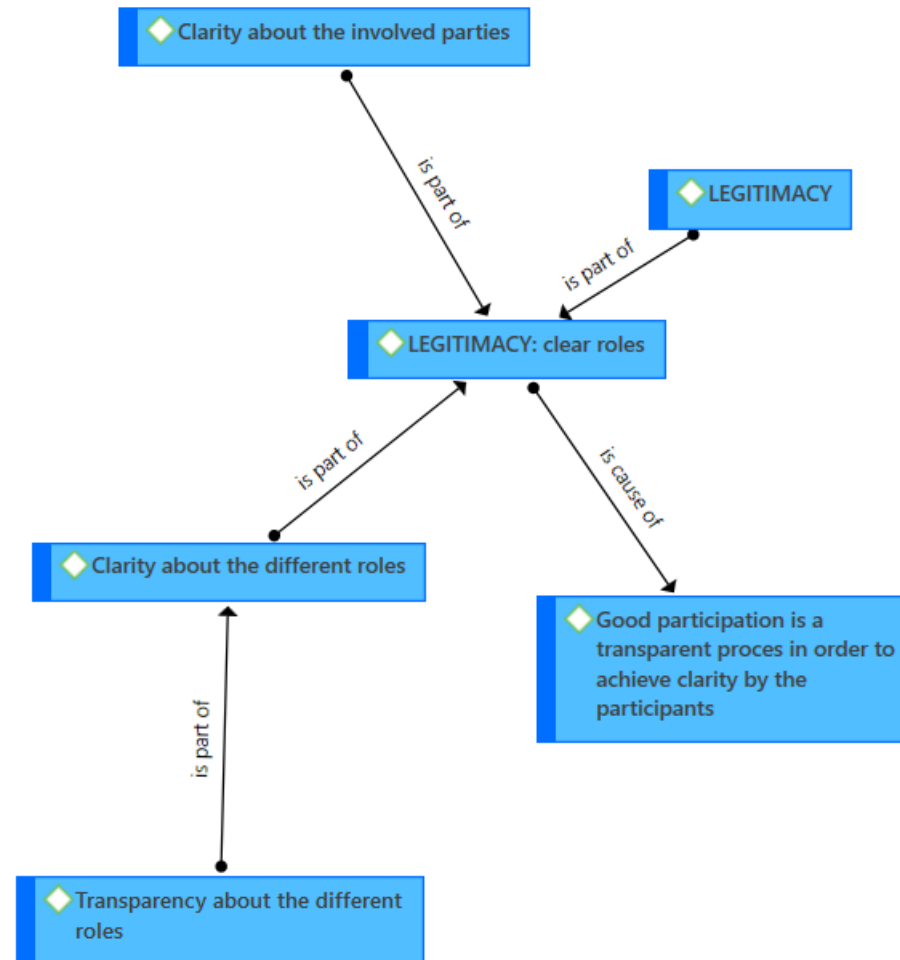
Legitimacy, procedural clarity



Legitimacy, information exchange



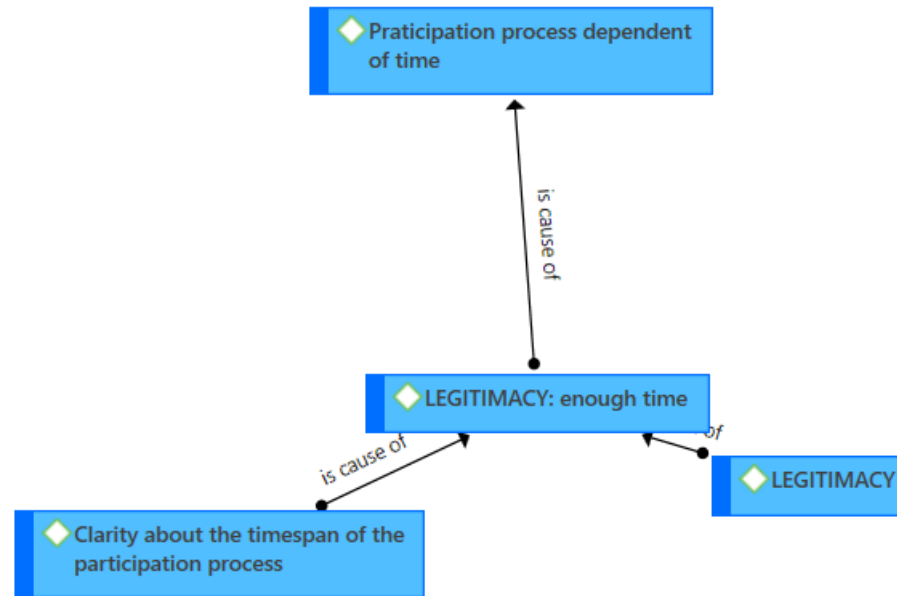
Legitimacy, Clear roles



Legitimacy procedural clarity



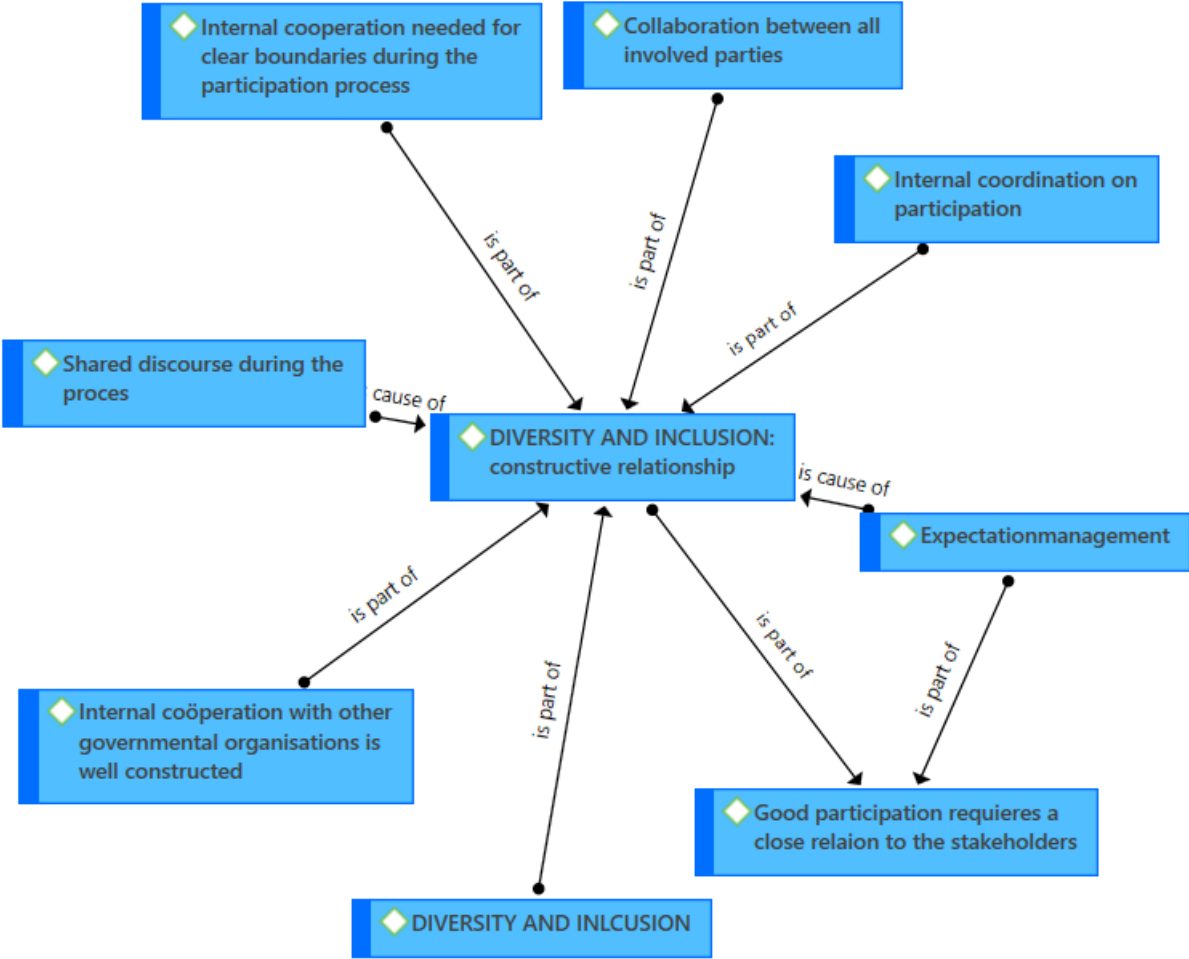
Legitimacy, enough time



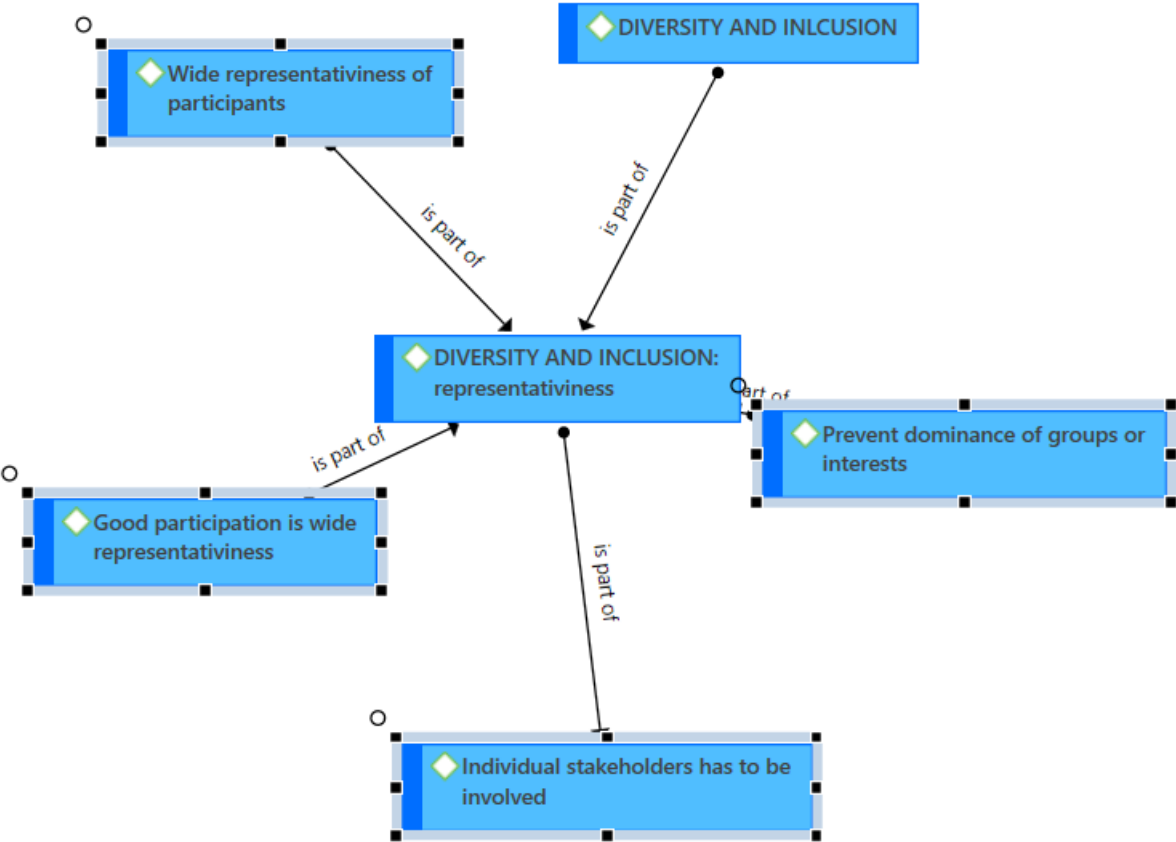
Diversity and inclusion



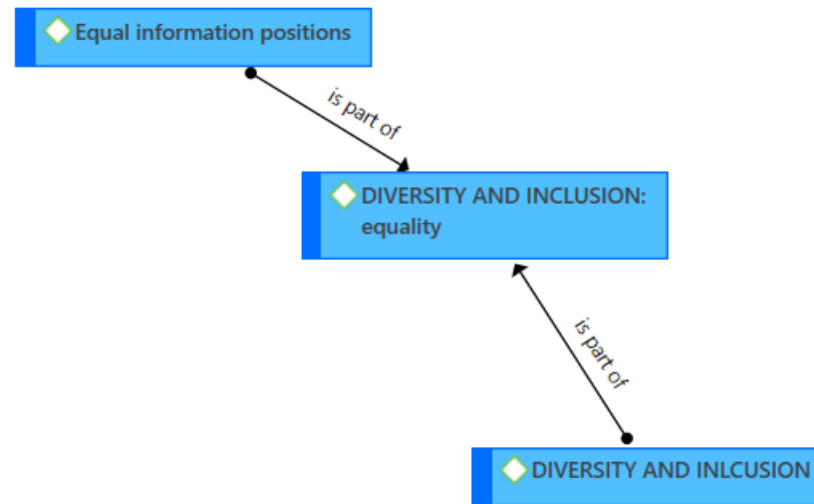
Diversity and inclusion, constructive relationship



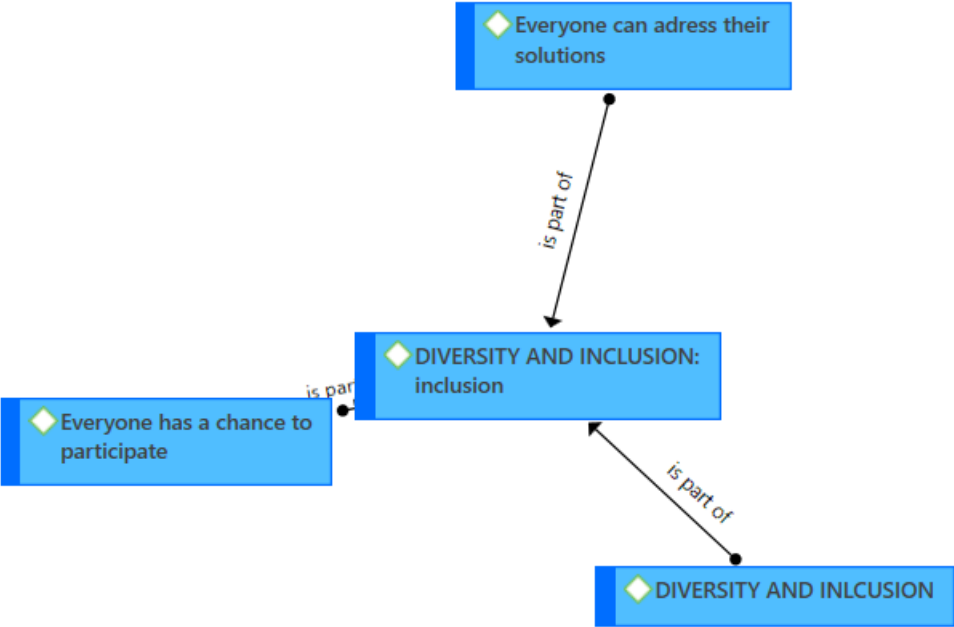
Diversity and inclusion, representativeness



Diversity and inclusion, Equality



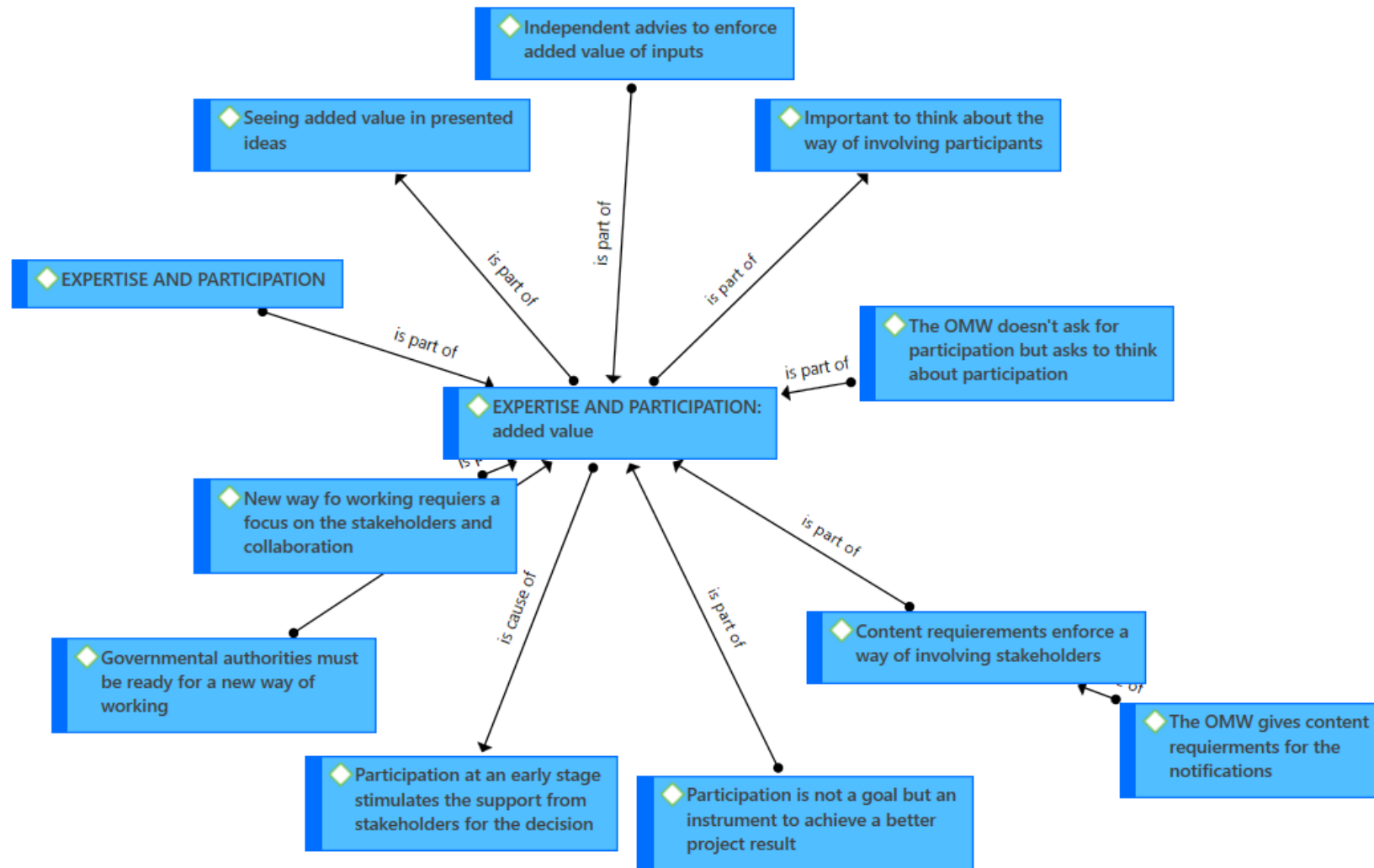
Diversity and inclusion, inclusion



Expertise and participation



Expertise and participation, added value



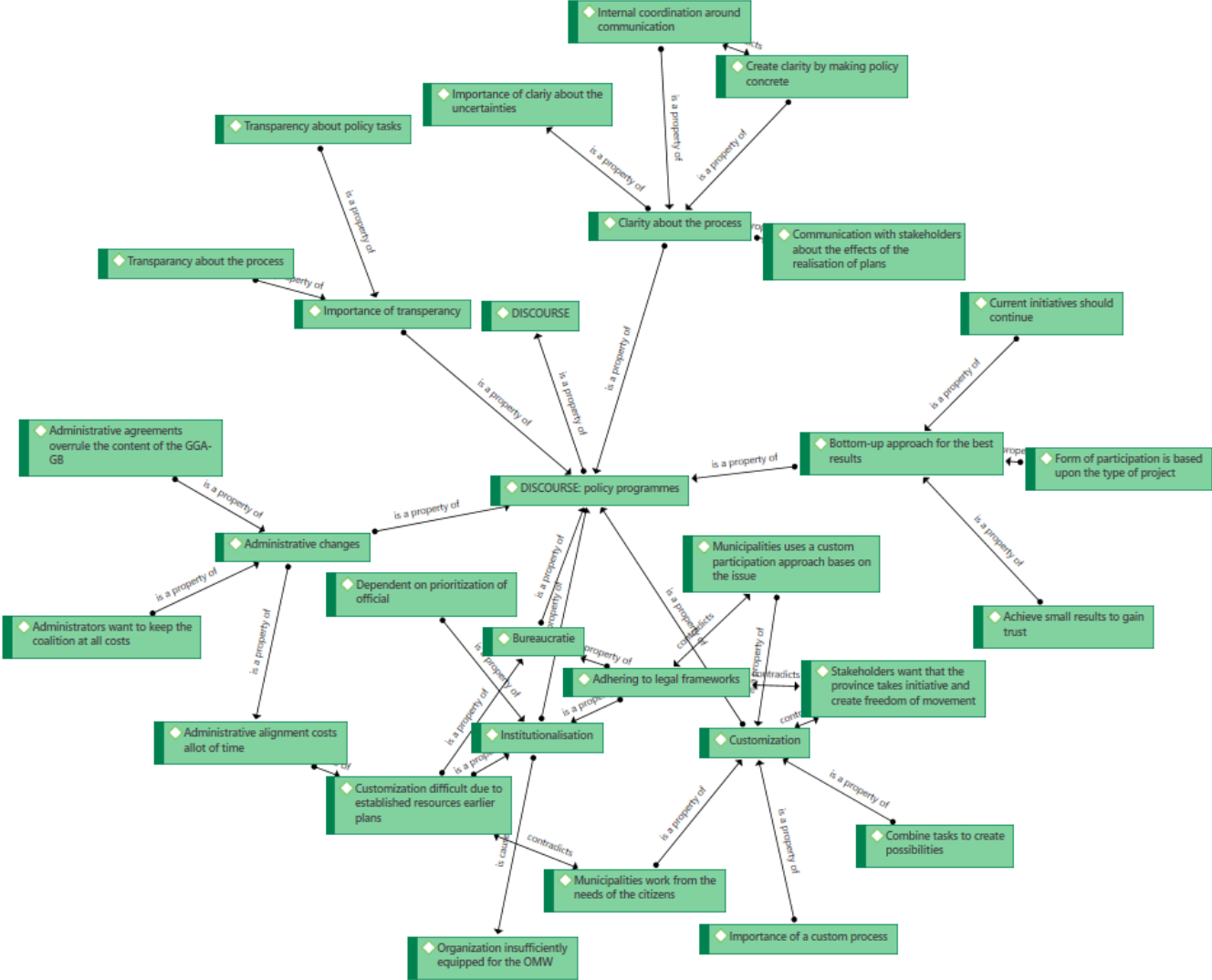
Expertise and participation, expertise



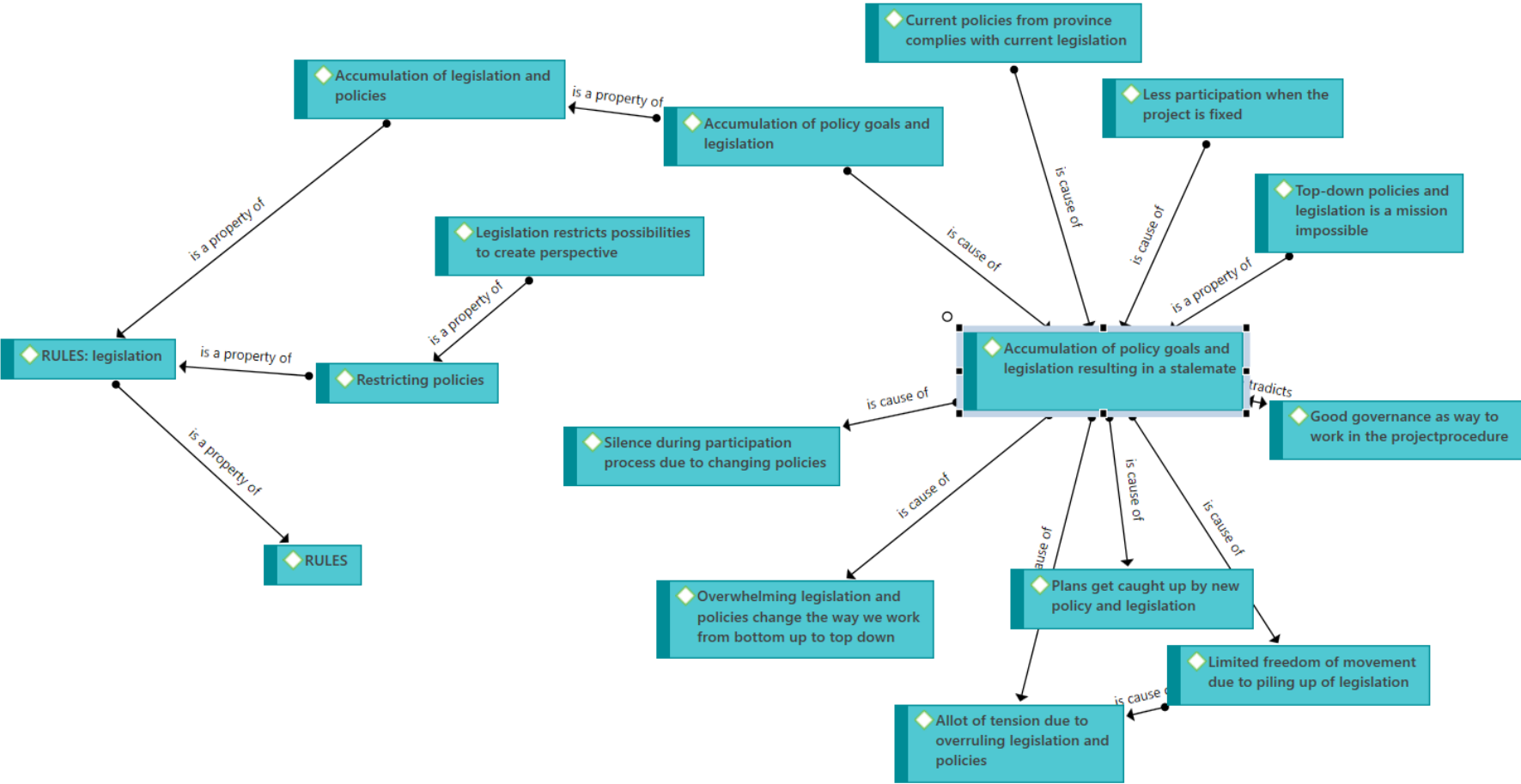
Discourse, utopias



Discourse, Policy programmes



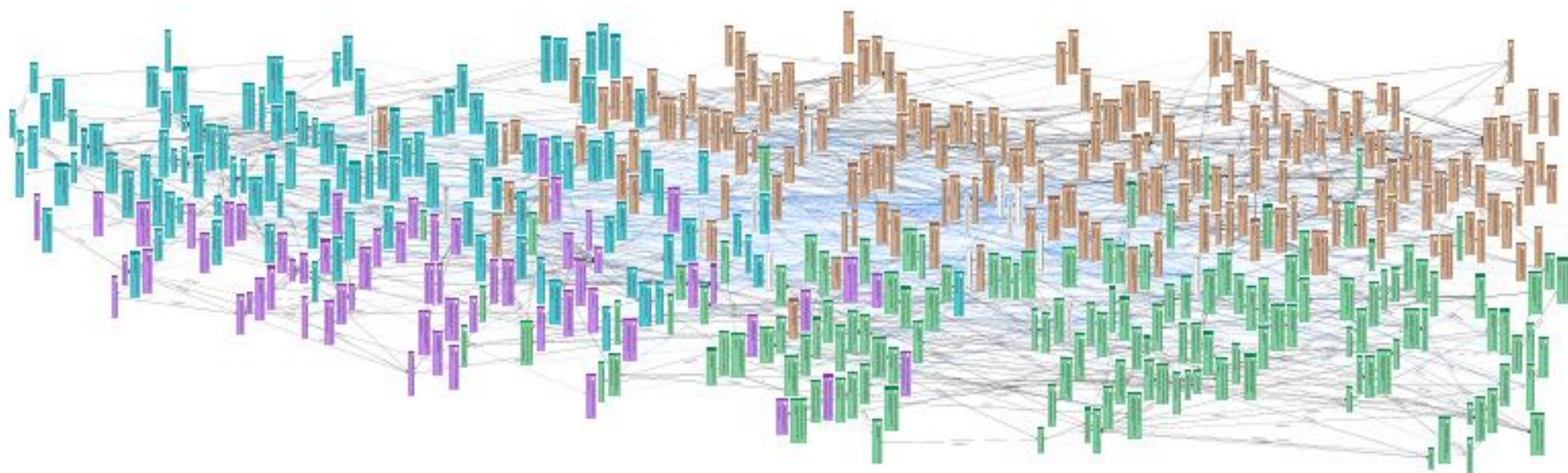
Rules, Legislation



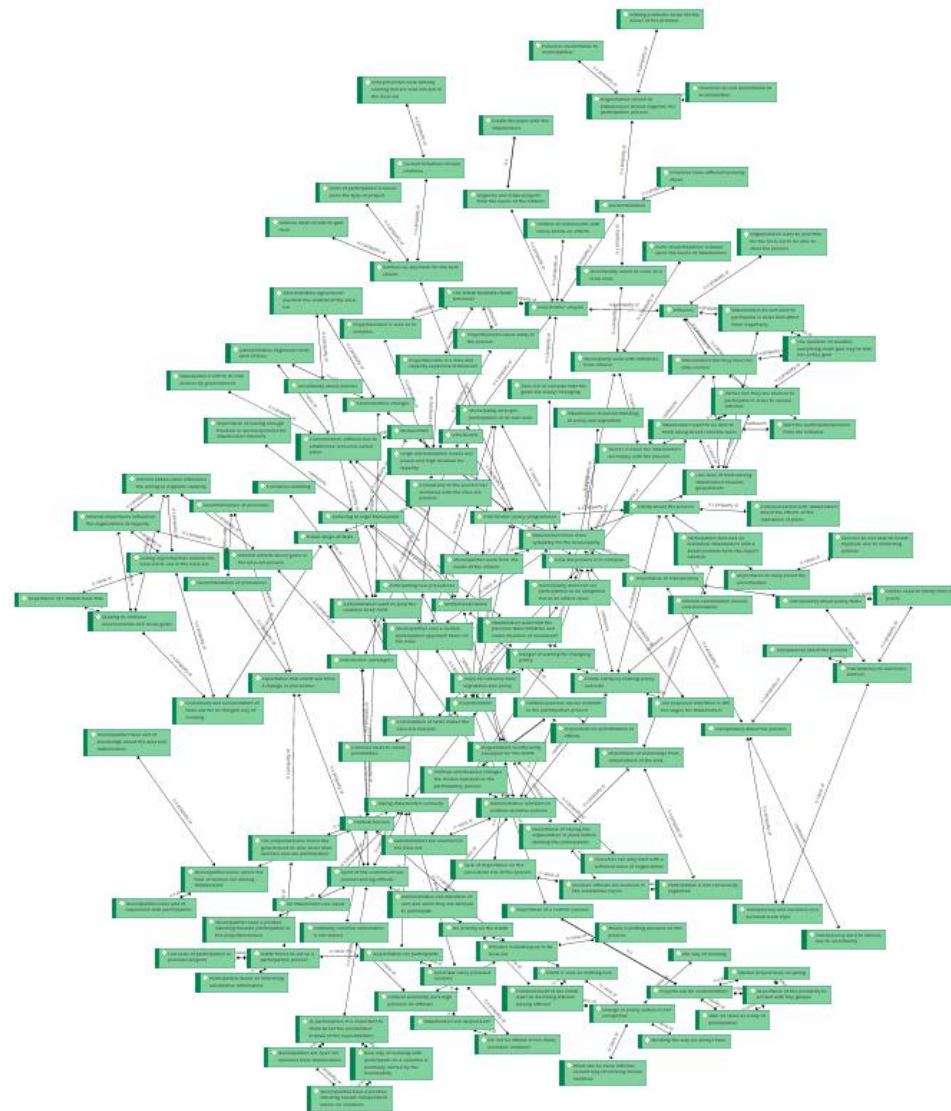
Rules, political culture



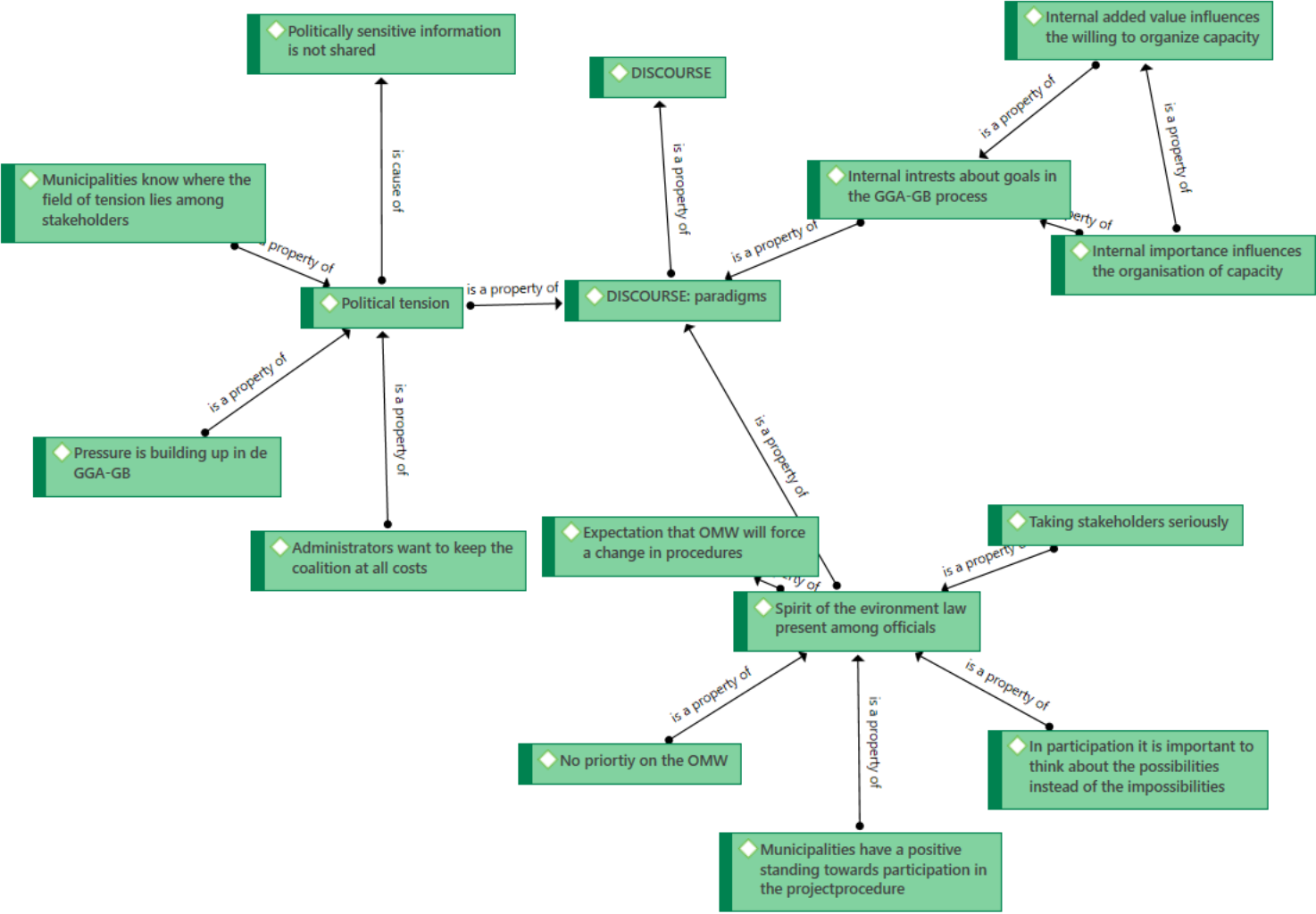
Appendix 7: Network policy arrangement approach in the GGA-GB
Full network policy arrangement approach in the GGA-GB



Discourse



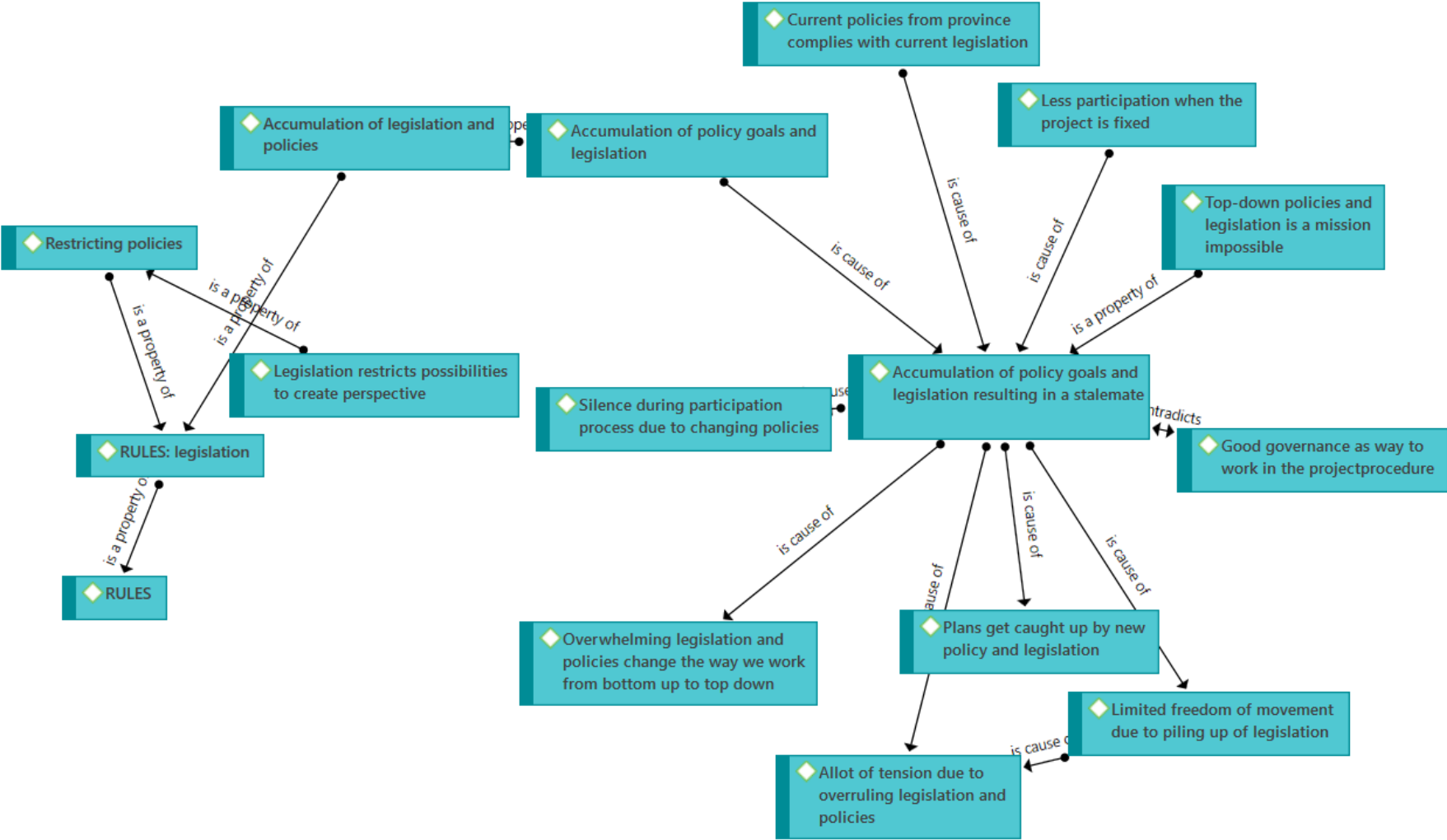
Discourse, paradigms



Rules



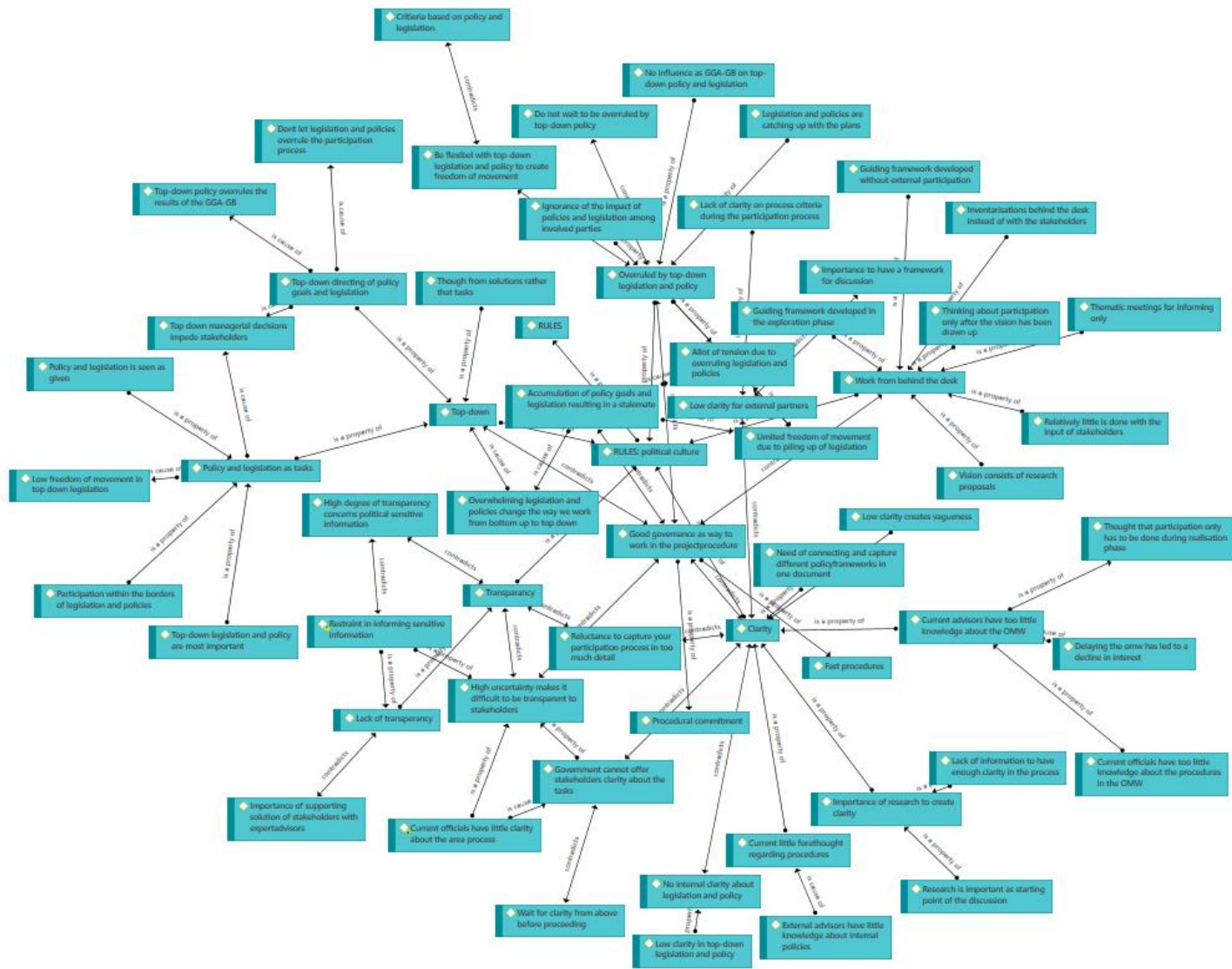
Rules, legislation



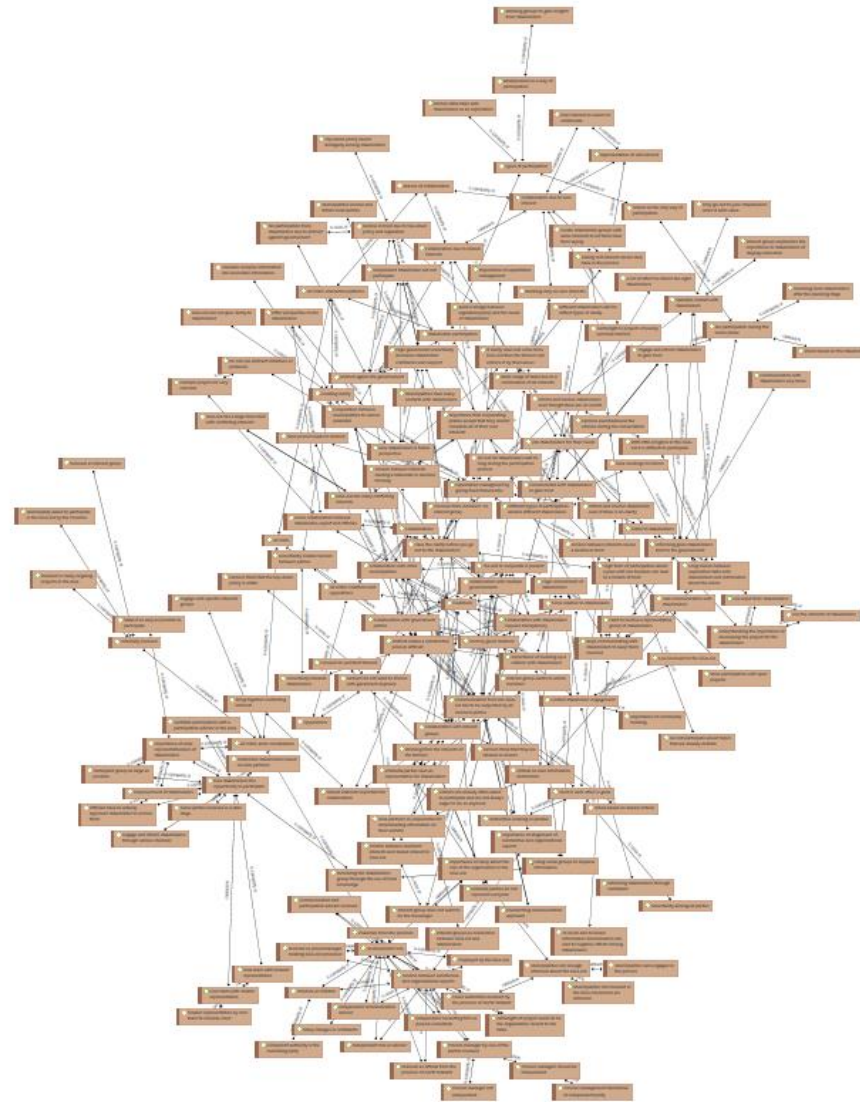
Rules, procedures



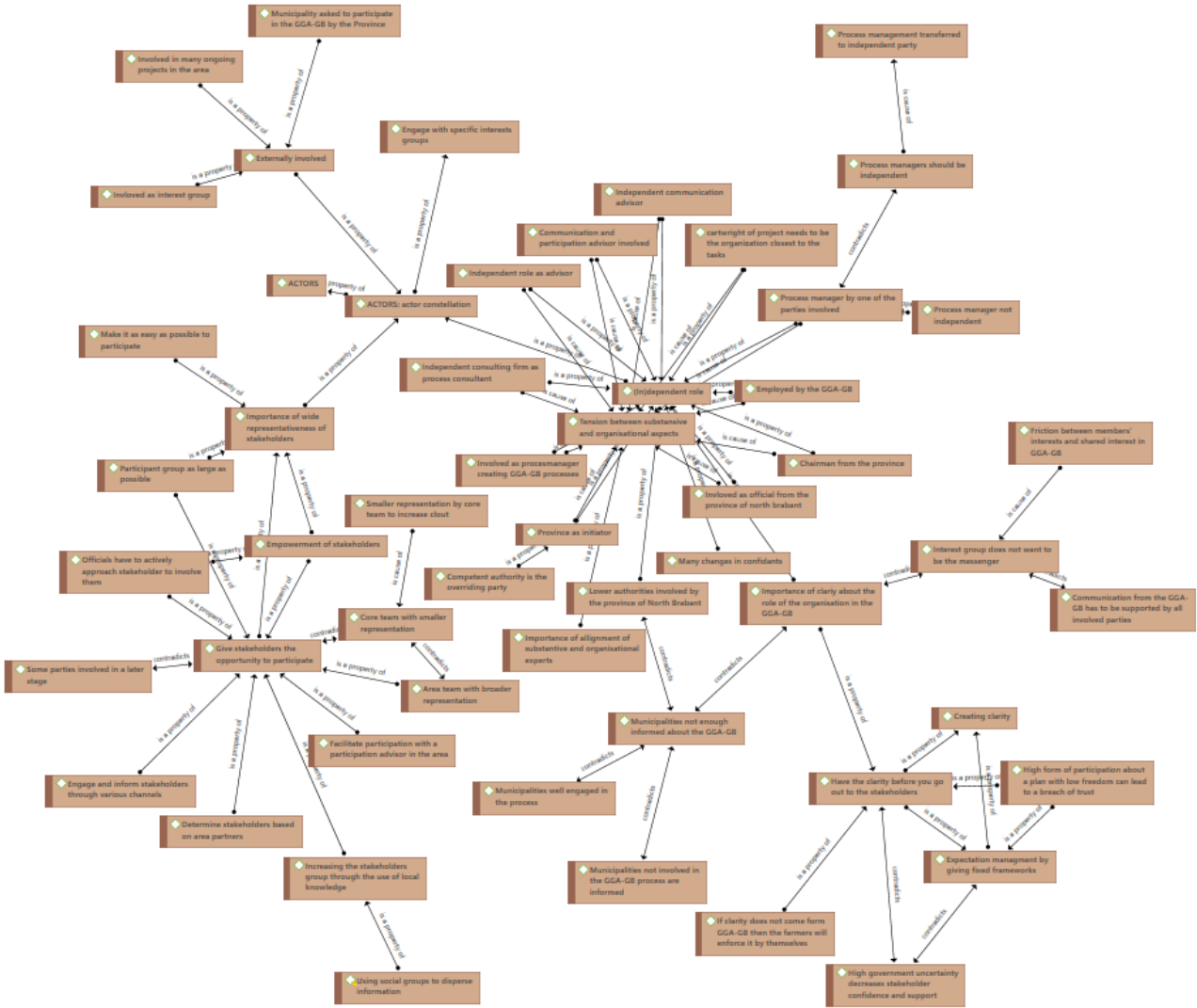
Rules, political culture



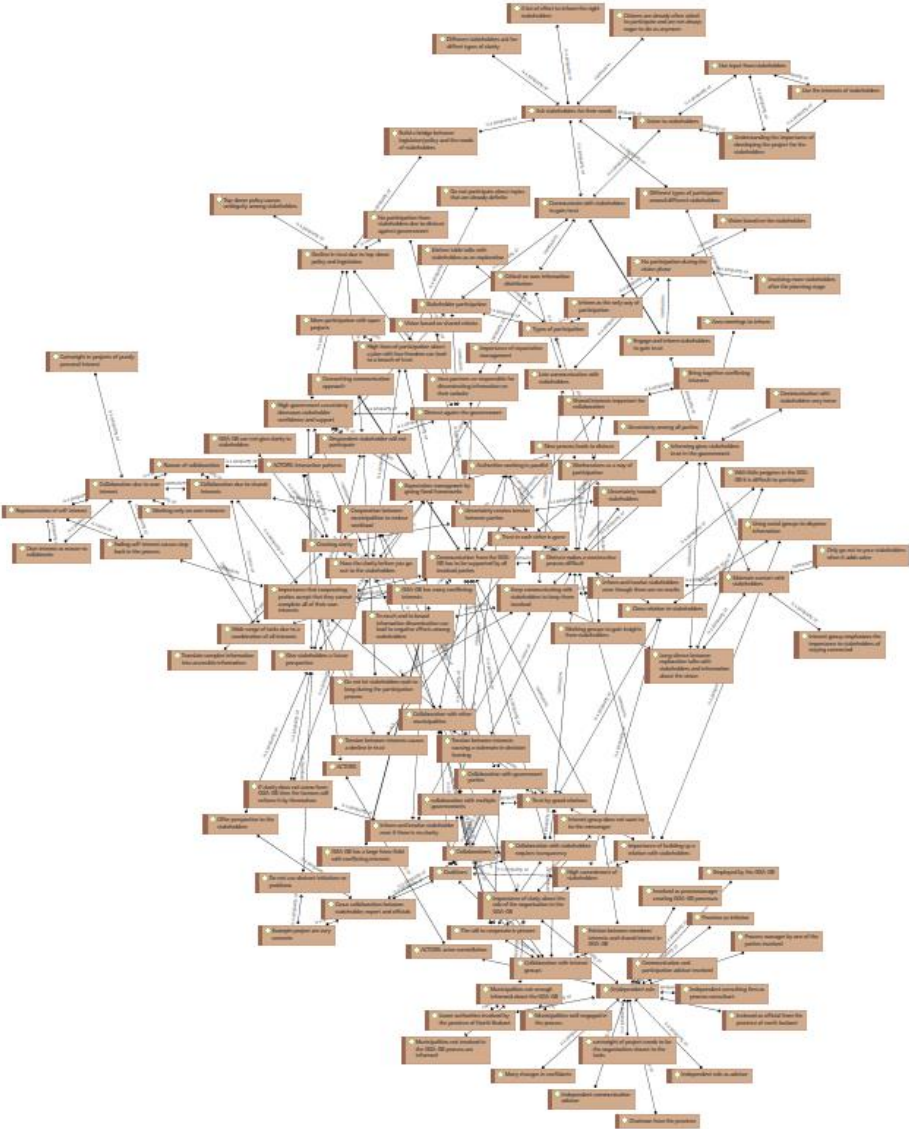
Actors



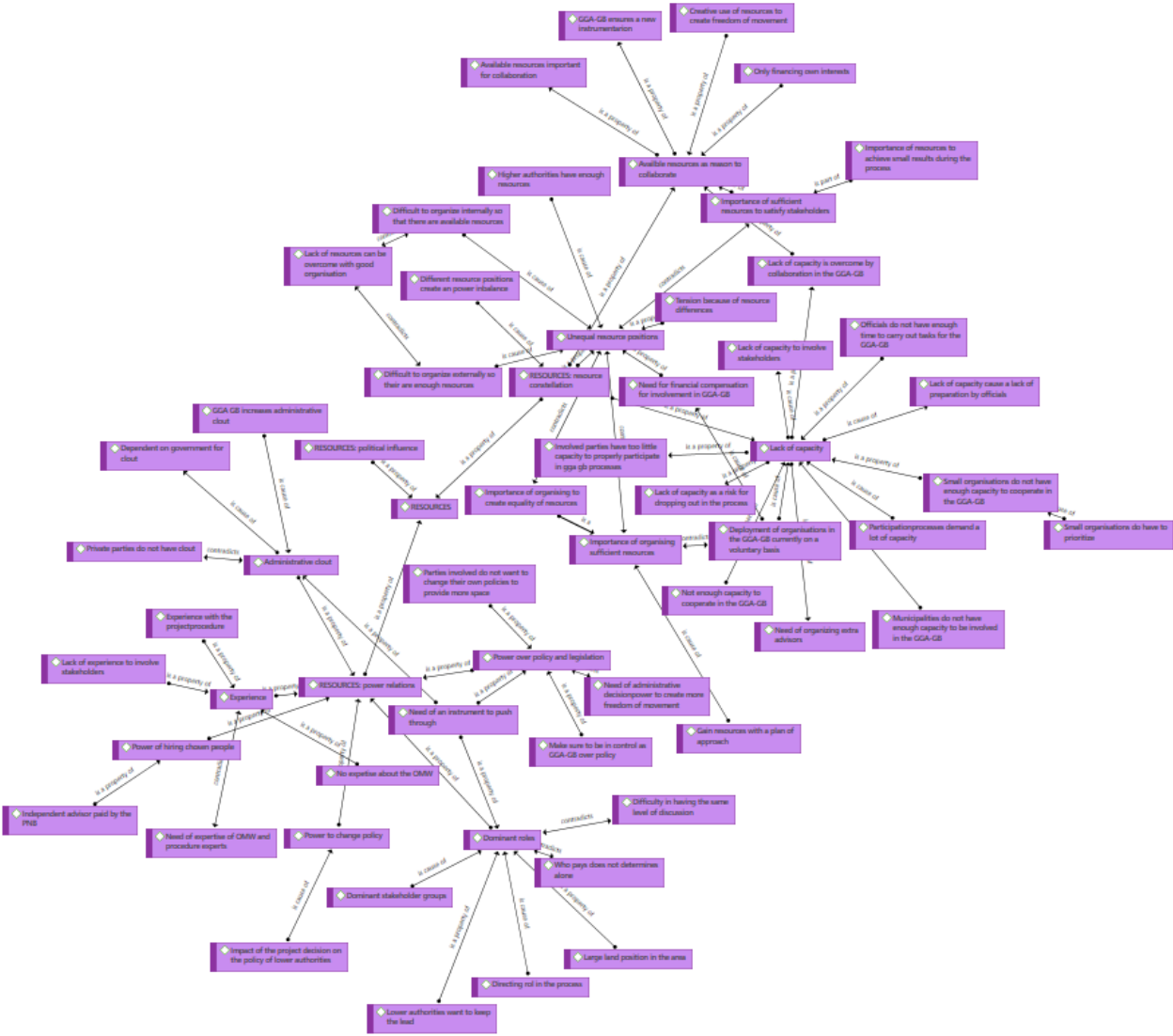
Actors, actor constellation



Actors, interaction patterns



Resources



Resources, resource constellation

