Governance structure of the Strategic vision of Brainport City

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Master's Thesis for Spatial Planning programme

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Abstract

The increasing complexity of Urban planning calls for new ways of area development other than land use regulation. Strategic planning fits this bill by approaching spatial planning as a learning process. This process requires a shift from planning by government towards planning by governance. This can be seen in the current landscape of different stakeholders and collaboration forms. Planning means compromising, especially when done through multi-level governance. Solutions that fit everyone's agenda perfectly are hard to come by, that is why an urban challenge often results multiple solutions.

Governance is about the relationship between public policies and none-state types of regulations. The concepts of collaboration, organization, and communication are central to governance. Its structure consists of the following main activities: goal selection, policy formulation, resource allocation, implementation, evaluation and feedback. Governance explores the *what* (the object that needs to be steered), *by who* (actors, institutions and organization), and *how* (process and structure).

The Brainport region is an area around the city of Eindhoven, The Netherlands. In this area, the knowledge- and manufacturing industry is one of the main economic drivers. With their long history of innovation and high-tech production, it could be said that technical innovation is in their DNA. In this region, the strategic urban vision of Brainport City is deployed. Within the municipality of Eindhoven, the governance structure surrounding this strategic vision has been questioned. This was the kick-off of this thesis which explores the following question:

Which role does governance play in the implementation of urban planning, and in a more specific, how can governance structures be used in the case of the strategic spatial vision of Brainport City?

Nowadays, governments are faced with increasingly complex problems, which makes it challenging to plan, organize and set goals for the future in a spatial plan. A governance structure can help to support the implementation of spatial plans. Also, it can help bring different stakeholders together to generate knowledge and make better informed decisions in spatial planning. Nevertheless, if a governance structure is not well organized, it can also counteract. Stakeholders get disinterested or can slow down the process. Therefore, it can be said that vital to the decision-making process are the commitment of the stakeholders to participate and the commitment towards a joint decision process to achieve the desired result.

In the case of the strategic vision of Brainport City the *what* of the governance structure is already determined. Namely the vision itself, but not all stakeholders have sufficient knowledge of this vision. The *who* is also in place, the stakeholders. The *who* is one of the most vital parts in a governance structure.

In this case, the *who* is pointing out the stakeholders which should be participating. But analysis into these stakeholders' motivations and opportunities is lacking. Realignment could help the stakeholders form a lean organization that has the purpose of-, and focus on, implementing the strategic vision of Brainport City.

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After that, the most challenging part is the *how*, which formulates structure and processes. Structure is about how to organize stakeholders of the vision to support joint decision making. There are several ways stakeholders collaborate. This can be in a program organization where stakeholders deploy employees to work on implementing the vision. But also, by working on the same vision deriving from their own organization. The process is about how the stakeholders work together, their ways of communication. Whether there is an exchange of information, and by which means. Whether trust and transparency are perceived by stakeholders.

A governance structure can change over time, especially with a strategic vision. A strategic vision is about planning as learning, meaning that the vision also can change over time. Essential in a governance structure is the constant monitoring of the *"what"* to make sure it is still the *what* the stakeholders *want to realize. Also monitoring on the "who", to ensure* the right stakeholders are in place to implement the *what*. Furthermore, the structure and processes need to be monitored to verify their effectiveness.

Continuous monitoring is lacking in the strategic vision Brainport City, which is why it should be re-evaluated. The creators of the current vision aren`t the ones in charge anymore. Changes of positions in the steering committee have left the implementation of the vision in the hands of stakeholders who have not had any say in the creations process. They might feel as if they are implementing someone else`s work. To boost support for the strategic vision re-alignment of all stakeholders should be done periodically. Only after a re-evaluation of the strategic vision by the current stakeholders can be determined whether the *who* is still up to date.

The organization of the implementation of the strategic vision and its stakeholders could be better. A defined structure and transparent processes could stimulate the flow of information and knowledge. Not only to and from decision-makers but also in between stakeholders, thus ensuring informed decision making by all parties through engagement.

Preface

Before you lies, my Master thesis research on the subject of the governance on the strategic vision Brainport City. This research is done in the context of the Master study strategic spatial planning on the Radboud University in Nijmegen. It has been a long journey from my first year of my Bachelor of Applied Sciences in Breda to the day that I present to you this thesis. With the ups and downs I had and the personal battles that I have over won, I am proud of the result. I want to thank my master thesis mentor Peter Ache for his feedback, my colleagues Ronald Rijnen and Robbert de Mug for the opportunities they have given me while I was working on my thesis. The sparring moments and the knowledge they shared with me that have contributed to the result. I want to thank my parents for the opportunities they have given me and the support they always had—my friends for their listening ear. But most of all, I want to thank my boyfriend Joris Schoonhoven for his unconditional support not only in the past year I wrote my thesis but also in the years before. With this thesis, I end my academic career. I am proud to present my thesis to you.

I wish you much reading pleasure,

Marin van Heijst
Master Student Radboud University

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Bookmarker

The research towards governance structure is strategic spatial planning on the case of Brainport City has been set out as followed. In the first chapter, you can read an introduction to the subject and the research questions that occurred at the beginning of the research. Also, it is set out in the chapter why the research is essential for the academic society. In chapter two, there has been literature provided on the subjects of strategic planning and relevant planning theories, governance, and multiple other theories that are helpful to understand the topic and, at last, some theories to provide an inside in theories for the informal structures of governance. In chapter three, a guideline for the research has been giving. Where in chapter four, the case has been elaborated on. In chapter five, the empirical findings are displayed. Where in the last chapter, chapter six, the conclusion, recommendation, and reflection have been provided.

Chapter 1: Introduction

The complexity of urban planning is continuing to rise., A complex system of producing long term strategies for cities and regions became attractive, instead of focussing on projects and land use regulation (Albrechts, Healey & Kunzmann, 2003; Healey, 2004). The planning of these kinds of strategies was especially popular around the 1980s. In this decade strategic planning and co-production was established in the western world. Next it spread to Africa, South America, and Asia in multiple ways through different institutional systems and planning cultures (Albrechts et all, 2019). Their popularity back then, could be explained by the need for a more coherent spatial planning logic for land use regulation, resource protection and investments (Albrechts, Healey & Kunzmann, 2003). Strategic planning was temporarily put on hold through the end of the millennium, until there became a need again for more significant renewal projects and transformation of urban landscapes, This was ongoing until the European Union started to promote strategic planning again (Healey, 2004; Albrechts et all, 2019).

Institutional processes and structures of the government and of the multi-level government need a strategic spatial plan (Albrechts, Healey & Kunzmann, 2003; Healey, 2004). Especially in contemporary times, when a shift from government towards governance can be seen. This shift can be associated with a decrease in state direct management and a decrease in sponsorship of social and economic projects. Also, the involvement of state and non-state actors within a range of public-private partnerships and networks can explain the need for strategic spatial planning (Louw, van der Krabben & Priemus, 2003; Sørensen, 2005).

Communication is a crucial aspect of cooperation and of coordination within these new forms of governance, Communication is a process for reaching an understanding between sender (speaker) and receiver (hearer) as information flows (Habermas, 1981). The importance of language needs to be recognized; without understanding the information thoroughly, cooperation cannot be fully functional. Also, reaching an understanding of information can lead to a better consensus. There are two essential conditions that Habermas (1981) recognizes in his theory: First, everyone who enters the debate must be willing to live with the consequences of the decision. So, if you join the discussion, you will probably not get all of your preferences, although you are expecting to get them. Second: the debate must include everyone who is affected by the decision, and they have to be prepared to agree by consensus (Habermas, 1981).

With the three concepts of strategic planning, governance and communication clarified, the specific case of the municipality of Eindhoven can be researched. Eindhoven is one of the most prominent economic regions of the Netherlands. The economic growth in the area is more than average in the Netherlands (ING, 2018). With this economic growth, the city is developing and proliferating. For several years the municipality of Eindhoven has been trying to steer the growth of the city with the development and implementation of a strategic vision called Brainport City. This vision is composed of a set of goals for the city of Eindhoven and the surrounding areas (BVR adviseurs, 2014; Ministerie of Infrastructuur en Milieu, 2015). While trying to develop and implement the Brainport City vision, many questions within the municipality appeared. One of these questions is the development of a governance structure. In 2019 the municipality of Eindhoven started to reconsider and adjust the governance structure around the vision of Brainport City. More specifically, the governance structure around the project of Eindhoven International node XL (a project in the area of Eindhoven central railway station).
Different stakeholders are exploring the possibilities of a new governance structure and unique cooperation between state and market and Civil society. These stakeholders contain:

Ministry of home affairs, Ministry of Economic Affairs, Ministry of Infrastructure and Water, Dutch railways, Eindhoven Airport, Province of North-Brabant infrastructure, Province of North-Brabant environment and economics, Brainport development, Prorail and the municipality in the surrounding of Eindhoven. The parties involved in trying to develop this new structure are not only public parties, but also private parties like Eindhoven Airport. Each of these different stakeholders is taking part in the process of developing the Brainport Region. The Brainport region is considered the municipality of Eindhoven and its eight surrounding municipalities; Nuenen, Helmond, Geldrop-Mierlo, Waalre, Veldhoven, Oirschot, Best and Son en Breugel. Also known as the SGE[1], stedelijk gebied Eindhoven (Loosely translated: Urban region Eindhoven).

The municipality of Eindhoven is one of the front runners in reinventing new governance structures and working methods in this process,. Governance structures are changing, with new forms of cooperation and new terms/terminology when talking about development in (Public) spatial planning.

For creating a working governance structure, a clear understanding of different forms of governance is needed. A governance structure depends on the sort of urban planning and the implementation of urban planning and also vice versa. Research towards these concepts of governance and uniquely combining them with urban planning is a necessity for creating a governance structure that supports the implementation of a strategic vision.

1.1 Research questions

The municipality of Eindhoven is looking for a working governance structure for the strategic vision of Brainport City. Therefore it is interesting for them to get more information about governance structures in urban planning. The following research question is formulated:

Which role does governance play in the implementation of urban planning, and more specifically, how can governance structures be used in the case of the strategic spatial vision of Brainport City?

Research aim and sub-questions

With this research question, the goal is to reach a more unobstructed view on how governance structures can be used in Urban planning and these structures can be implemented or shaped in the vision of Eindhoven. The following sub-questions will be asked to collect the desired information.

1. What is a strategic plan and what are the aspects of a strategic plan?
2. What is governance?
    a. What are the essential aspects of governance?
3. What is a stakeholder?
    a. Who can be a stakeholder?
    b. What possibilities have stakeholders?
4. How important is the organization of the stakeholders?
    a. What are the essential elements of an organization?
    b. How can an organization structure contribute to a governance structure?
5. How can structure and processes contribute to governance?
    a. What are the essential aspects of structure and process?
6. What is the governance structure in the strategic vision of Brainport City?

[1] Stedelijk gebied Eindhoven loosely translated Urban region Eindhoven.

a. What is the structure of the strategic vision of Brainport City?
b. Who are the stakeholders of the strategic vision of Brainport City?
c. How is the structure and process in the Steering committee of Brainport City?

1.2 Scientific and societal relevance

There are many struggles on all different layers within the government currently. For example, these struggles contain difficulties with organising a collaboration with partners. Partners consisting of other layers of government and partners within the spheres of the market- and civil society. Because of substantial economic growth, the demand for affordable housing, multi-modality in mobility, improvement of infrastructure and improvement of facilities increases. It is difficult for municipalities to handle all these challenges on their own, this inquires collaboration. In a more complex world, the development of spatial planning is also getting more complicated. Market- and civil society partners are asked more often to participate in spatial planning projects, big or small. Governance structures are aimed to help coordinate collaborations. Some research had been done on governance structure in spatial planning, mostly about what governance means in spatial planning. In this research, a lack of information was found on how governance structures are used in strategic visions and how they affected the implementation of such concepts. This research aims to get a better understanding of how a governance organization should look like in a strategic vision and how it could help the strategic vision of Brainport City.

With the current implementation of the upcoming law, the "omgevingswet" participation plays a significant role in the change. The new question in spatial development are about how stakeholders can participate in spatial development, how strategic decisions are made and what the first steps are of a spatial development. These steps often no longer are the responsibility of the municipality anymore. Research towards the use of governance organization could help to improve the participation process of the "omgevingswet". This is achieved through a better understanding of processes and structures in spatial planning.

Spatial planning is not always about the development of space and places. It is also about connecting people on different levels, in real life, over the internet and possibly on more levels in the future. Spatial planning is about making places out of spaces, on how people interact in these spaces and what kind of different functions are needed within these spaces. A long-term vision of a region and a clear understanding of how stakeholders are part of that long-term vision is required. Research on governance can help stakeholders in urban planning to understand what the relevance is for them to participate in spatial planning. Also, research on governance structure can help stakeholders to figure out what their role is or what their role could be in a collaboration process in spatial planning. This research could show an understanding of how to cooperate in these complex situations.

Chapter 2: Literature and Theory Review

In this chapter, different theories are introduced to be used in the research towards the governance structure in the strategic vision of Brainport City. Governance is about the relationship between public policies and none-state types of regulations. The concepts of collaboration, organization, and communication come back when talked about governance (Egeberg et all, 2016; Holahan & Lubell, 2016). Also, the activities of governance like goal selection, policy formulation, resource attachment, implementation, and finally, evaluation and feedback, are part of a governance structure (Peters, 2016). Governance is about the what (the object that needs to be steered), by who (actors, institutions, and organization), and how (process and structure).

The theories of spatial planning are used to get a better understanding of the object in governance. Using these theories will help to explain what essential aspects are of a strategic vision and what needs to be taking into account when implementing these kinds of visions. For the who, multiple theories on governance are used. Knowing that governance has not one theory that explains the whole concept, the theories on institutions, steering, and organizations are used. Theories on collective action theories, joint decision-making, communication, and network approaches are used to understand the how in a governance structure.

2.1 Theories of Spatial Planning

Planning is not one comprehensive planning theory but exists of a conglomeration of various theories from many disciplines (Hartmann & Geertman, 2016). As Talen and Ellis (2002, pp44) say “Planners are left to cobble together their own ad hoc theories out of eclectic reading, common sense, on-the-job experience, and personal predilections." We need planning to increase the general public welfare (Hartmann & Geertman, 2016).

At the introduction of Spatial Planning, planners only thought about the practical side. The main question asked by them was: what do we need? It was definable, understandable, and consensual. Planning focused solely on the object, where planners were engineers of space and provided blueprints. These engineers used *in planning theory*. Which are theories that focusses on transport planning, urban design, or economics. Hence, they entirely disregarded the associated social or political components of planning (Hartmann & Geertman, 2016).

In the 1970s, there was a shift from theories in planning towards theories for planning, which are theories about supporting the process of planning from a management perspective and perspectives on communicative, collaborative, and participatory planning (Hartmann & Geertman, 2016). This shift came from the acknowledgment that planning problems are inherently "wicked' because of different stakeholders who see the world through different lenses. These wicked problems cannot be stated right or wrong, and planning, like many other philosophical problems, did not have the desired results anymore. Over time, the perspective of theory *for* planning went towards theories *of* planning. Theories of planning are used to cope with the uncertainties in spatial planning and to take note of the tensions between administrations and politics. Therefore, these theories are less concerned with the objects or the process of planning and more with the context of planning. These theories focusses on involving stakeholders and citizens in the planning process, making the planning process participative, communicative, and collaborative (Hartmann & Geertman, 2016).

2.1.1 The different layers in planning

There are multiple perspectives for spatial planning. Planning can be seen as two different, related facets; the first is the technical aspect, in which planning can be seen as a document giving a set of prescriptions for action. A blueprint is a perfect example of the technical aspect, which shows a desired state of affairs. The object is the physical environment, and the time frame for a blueprint is, from the design of the blueprint until the plan is adopted. Also, when the project is finished, the planning will end, and the process will be closed. Therefore, the outcome and effect are determined during planning (Faludi, 2000; Albrechts, 2004). Furthermore, Albrechts (2004) extends the technical aspect towards land-use planning. Their research embodies a proposal on what is land-use; formulated by policy, to accommodate future area expansion and restructure. Traditional land-use planning is a more passive, pragmatic, and localized planning trying to control the use of land with the framework of a masterplan and with regulatory instruments like a zoning plan, building control instruments, and implementation instruments, all of which are legally binding. These instruments provide a legal certainty but is also make plans inflexible and less responsive (Albrechts, 2004).

The second facet is "planning as a learning aspect". In this facet, planning is a flexible method capable of guiding processes and evolving alongside (Faludi, 2000). Faludi (2000, p300) uses a quote from the Institute for Operational Research (IOR), which defines this facet well: "[Planning must be seen as] not so much concerned with producing a plan as with gaining a better understanding of the problems with which we are faced now and in the future, in order that we can make better decision now." This quote implies that planning must be seen as learning, and therefore, that plans are merely instruments to be used instead of a perceived cumbersome, unchangeable plan which needs to be adhered to (Bryson, Crosby & Bryson, 2009).

Planning as a Learning

Plans that involve the planning as a learning aspect Faludi (2000) defines as *strategic plans*. In these plans, the object is the vision where decisions are made continuously. The time frame for a strategic plan is open and is central to the problem or issue that is discussed. The content of a strategic plan is not predefined and can change during the process when new information is amassed (Faludi, 2000). The concept of strategic planning is also mentioned by Albrechts (2004). He frames strategic plans as setting guidelines for more integrated development of urban and rural areas and developing these areas with different stakeholders. Strategic plans can help the decision-maker in what their organization should be doing. It helps to provide knowledge and understanding and allows joint development. The foundation of strategic plans is linking the process to its context (Bryson, Crosby & Bryson, 2009; Friedmann, 2004). Albrechts (2004) cites different researchers who discuss strategic planning. In these different researches, the following aspects are mentioned: strategic planning should be a strategy that should be mainly concerned with the process. Strategic planning is a democratic, open, selective and dynamic process. Also, strategic plans have clarity, motivational impact, internal consistency, compatibility with the environment, appropriateness in light of the resources available, and a degree of risk. The extent to which it matches the often-contradictory personal values of critical figures, time horizon, flexibility, workability, focus on critical concepts, thrust, and committed leadership. Strategic plans should involve internal and external stakeholders. Keeping in mind the external trends and forces while constructing a longer-term vision, and it needs to focus on implementation, build

commitment to plans, and be politically realistic (Albrechts, 2004). The goal of these strategic plans is to manage the changes and to negotiate in different settings of governance. Strategic plans are not a rigid sequence of steps to be followed, they have broadly contended, and that opens doors to knowledge (Bryson, Crosby & Bryson, 2009). The function of strategic plans is fulfilled as long the plan informs the decision-makers about the original intentions and the reasoning behind them. As long as the decision-maker can learn something about the situation (Faludi, 2000) and the plan encourages the debates by using the insight information (Friedmann, 2004).

Albrechts (2004, 747) defines strategic spatial planning as: "*a public-sector-led, socio-spatial process through which a vision, actions, and means for implementation are produced that shape and frame what a place is and may become.*" Furthermore, Albrechts (2004) states that there are two instruments for a strategic plan: the vision, and the short-and long-term actions. Vision is defined by Friedmann (2000) as *the end stadium of much utopian thinking*. It is a pathway into the future with two critical moments: the moment of critique and the moment of constructive. The moment of critique is the current situation, and the moment of constructive is the desired situation. Visions are continuously developing in every layer of the Dutch government (Hajer & Zonneveld, 2000; Albrechts, 2004). Zonneveld's conceptual plans (2000) are similar to the vision concept of Friedmann (2000). Vision making is a tool for strategic planning. This tool can be combined with long-term and short-term actions an intervention.

Criteria for a strategic plan

Albrechts (2004, pp 747) formulates the following criteria for a strategic plan:

- Strategic plans need to determine strengths, weaknesses, opportunities, and threats.
- Monitoring the external trends, forces, and resources available
- Bringing the involved stakeholders together (Private and Public)
- Open to a broad (multi-level) governance from different institutional spheres[2]
- Focused on a long-term vision and strategy at different levels, considering the power structures, uncertainties, and competing values,
- They are trying to influence and manage spatial changes by design plan-making structures, decision frameworks, and developing content and spatial images.
- Generate understanding, agreements, and organizing and mobilizing to influence the area with new ideas and processes.
- They are focused on decisions, actions, results, implementation, and incorporate monitoring, feedback and, revision for the short- and long-term.

In the concept of strategic planning, the term spatial describes the interrelations between different activities in an area and significant intersections and nodes within an area which are physically collocated. It allows us to integrate different agendas, like economic, environmental, cultural, and social. Most of the strategic spatial plans are made on the national or regional level, where the municipalities mostly do the project and land-use planning (Albrechts, 2004). Albrechts (2004) has a different opinion. He states that land-use planning is often carried out on the level of cities and urban agglomerations.

The biggest challenge that the shift from land-use planning towards Strategic planning faces, is the institutional shift that comes with it. Strategic planning should be an open and

[2] Further elaboration in paragraph 2.2

transparent process seeking consensus among stakeholders through argument. It calls for a comprehensive and integrated approach (Friedmann, 2004).

2.2 Theories of Governance

Governance is an ambiguous set of political practices that emerged in the last 40-50 years (Jessop, 2016). When talked about governance, the terms: self-organizing networks, partnerships, and collaboration, are used multiple times. Also, the sentence "a shift from government towards governance" is mentioned a lot (Jessop, 2016; Steurer, 2013).

Governance can exist on any level but in two different systems. The first one is the micro-level, which is on specific problems or objects like water management or climate adaption. It is the more rational choice institutionalism, where the institution[3] is formed to have the capacity to solve collective action problems, it is designed to depend upon rules and structures in order to produce its effects. The second is the macro-level, defined as the relations and the interaction between different institutions and actors. It cuts across different policy domains and even through multiple levels of government in a multi-level governance system. This kind of governance can be identified more with sociological institutionalism. With this approach, the institution is trying to influence its members but also the surrounding society (Peters, 2016).

Many definitions of governance exist in literature. The definition according to the handbook of theories of governance is: "Governance is steering society through interactive processes towards collectively negotiated goals" (Ansell & Torfing, 2016). Steurer (2013) and Ansell & Torfing (2016) also include steering and regulation in their definitions of governance.

2.2.1 Institutions

The people aspect is essential in a governance structure: which stakeholders are involved? To understand what the possibilities are for stakeholders in a governance structure, we first need to know who these actors are and what kind of steering possibilities they have. To elaborate on the actor the concept of institutions is explained and used in the following paragraph.

Peters (2016) makes a distinction between the formal and the informal institutions. Where formal institutions are described with a set of rules and informal institutions are being shaped by the way we act on social relations. We shape the institutions ourselves. Without acting on the social relation of the institutions, they would not exist (Steurer, 2013; Peters, 2016).

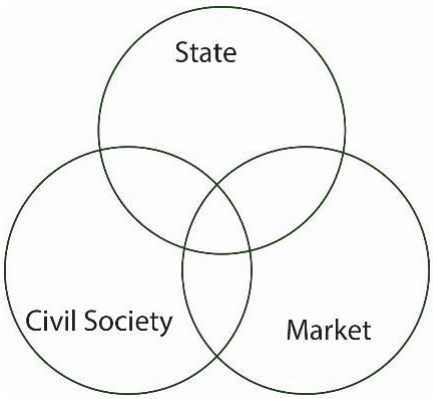

Figure 1 The governance spheres triangle based on the institutions of Steurer (2013)

[3]Further elaboration on institutions in paragraph 2.2.1

Steurer (2013) states that governance is carried out in three types: governance by government, governance with government, and governance without government. There are three main institutions/spheres categories in governance State, market, and civil society (Peters, 2016; Steurer, 2013). This statement differs with other research suggesting there is only a distinction of state and non-state actors in a governance structure. To formulate these main domains, Steurer (2013) uses the thoughts of Delmas and Young (2009). These main domains are three heterogeneous entities that consist of

a variety of actors with conflicting political interests. Actors within the domain share most of the time the same basic idea (and some domain-specific resources) with actors in different domain spheres (Peters, 2016; Steurer, 2013). Steurer (2013) goes further on this idea and acknowledges four subcategories in between these main domains: 1) civil society and market, 2) state and civil society, 3) State and market, 4) market, civil society, and state. These new domains do not exist as new actors but out of the collaboration of these actors (Steurer, 2013).

Institutions are formed with the basis of three actors. How these actors form themselves in the institution differs. To understand better how the institutions are formed, a brief introduction and information of the three basic actors are given by Peters (2016).

State

The state has a long history with many forms, which by some people can be seen as uninspiring or vacuous. However, if we look at the three essential elements that are conducted in the classical approach of European constitution then the state is: 1) politically organized and symbolic organization with general and specific powers, 2) has a territory which is more or less under control by the "state," 3) a population on which the state decisions and authority is binding (Steurer, 2013). As a fourth element, the idea of the state can be added. This idea means that the state has the interest of invoking higher goals than self-preservation and self-interest to prevent it from mafia-like bodies. Jessop (2016) suggests that we must see the state as an object of governance and governmentality as well as a potential real or fictive agent of these practices.

It needs to be acknowledged that the state has different levels of government, which on their terms, have different forms of competencies. Also, within the state domain, there can be conflicting interests (Jessop, 2016).

Market

The market can be stated as a private actor in a governance structure. The market is a combination of all kinds of businesses and companies that are not a person but have a business where they withdraw money from or is their main activity of work. Well-known for businesses is their ability to lobby towards the government. This can be explained as persuasively pressuring the government into specific laws or activities that help their business grow. It is an old but essential pathway of steering. Nevertheless, there are more types of steering and regulations for businesses and markets (Steurer, 2013). Some businesses accept their societal responsibilities, where other remains defensive.

Civil Society

Whereas civil society always sounds like a non-powered actor in governance, it is one with many modes of influence. Civil society represents the opinion of society and steers government and businesses in a direction through Non-government societies (NGO's) and

Community-based organizations (CBO's). There are many examples of NGO's that made multiple changes in thoughts of society, government, and the market, like Greenpeace or Save the Children (Beer, Bartley & Roberts, 2012). CBO's are most of the time represented on a more local level like housing associations and neighbourhood communities. NGO's and CBO's are non-profit organizations that, to the utmost extent exist of volunteers (Edwards, 2003). The concept of civil society has been rising towards the global stage. Edwards (2003) mentions the statement of Anthony Giddens and Benjamin Barbe: that civil society is gently correcting generations of state and market failure. Civil society motivates the government and market to behave and act in a morally better way (Steurer, 2013).

2.2.2 The possibilities of actors to steer within their institution

As earlier mentioned, stakeholders are one part of governance structures. These possible stakeholders are already described in the paragraph above. The actors and institutions are important in a governance structure. Nevertheless, it is also about the relationship between the different actors and institutions: how they regulate themselves or others, which tools they have to regulate and steer, and how they can use them in a governance structure.

First, the concept of steering and regulation is further elaborated on before the use of tools in a governance construction will be discussed. The concept of steering and regulation is discussed more in depth because this is the basis of a governance structure. After that, the tools are briefly introduced and explained. A broader image of the possibilities of actors in governance structures can then be seen, followed by all the facets that need to be taken into account to understand what each actor's position is.

Steurer (2013) specifies how this steering and regulation is happening in governance. In his words: "referring to formulating, promulgating, implementing, and/or enforcing societally relevant rules (binding or voluntary ones) by government, business and/or societal actors, whereby the rules can apply to others or themselves." The concept of governance is trying to steer modern society with a combination of hierarchical and non-hierarchical modes of social coordination, where non-state corporate actors, like businesses and civil society, contribute to the construction and implementation of public policy (Mayntz, 2016). To understand steering a part of a governance. The concept of steering is discussed as a subject on its own.

Steering

Steering was first theorized around 1960 when governments aspired to steer their nation's towards specific goals of social and economic development. Not in a force of domination but in the way of disciplining self-private interest in the benefits of the public good (Mayntz, 2016). In some countries, steering was researched very narrowly like in Germany, where they came up with the Theory of politischer Steuerung (Political steering). This was compared with the coordination of social context from hierarchy, market networks, and the community. Mayntz (2016) quotes Paul Sabatier (1999, pp3): "the process of public policy-making includes the manner in which problems get conceptualized and brought to government for solution; governmental institutions formulate alternatives and select policy solution; and solutions get implemented, evaluated, and revised." In light of this quote, there can be four essential elements of steering:

1) a steering subject: who is in charge
2) the steering instruments: which tools can be used to steer
3) a policy goal
4) the object that is being steered

It can be said that steering is state-centred with a top-down perspective. In the many years of research, scientists have discovered several elements, which could be held accountable for policy failures. There could be cognitive failures involving data, theory, or both, an inadequate choice of instruments or lack of appropriate resources. Mayntz (2016) recognizes that "implementation does not simply mean enactment of rules; deficits in the capacity of public administration, individual and organizational interests, and diverging normative convictions of the agents of implementation easily lead to divergence between policy goals and policy outcomes." Norms and ideas play a valuable role in the choice of the steering process (Peters, 2016).

Regulation can be defined in different ways. It can be narrowed down as authoritative rules set by governmental institutions, but it can also mean all mechanisms of social control by whomsoever exercises them (Steurer, 2013). Each actor has its possibilities related to steering. This can be steering of themselves, society, or other actors. Steering can be done with soft or hard tools. Soft forms of governance rather hinder or facilitate respective practices from a distance, like informing, education, providing guidance, appealing, approving and encouraging. Hard forms of governing are more binding rules and legally binding like laws. Each actor has its own set of soft and hard governing tools.

Soft and Hard governing instruments of the state

For the state, soft governing tools are not legally binding. It is about getting others to participate voluntarily. Soft governing tools can be combined with economic instruments, co-regulations, and voluntarily co-financing. The soft governing tools of a state are about the persuasion of other actors, without legally binding them towards a solution. Examples of these soft governing tools of the state are (Steurer, 2013):

- Nodality: access to knowledge monitoring, education channels, (climate change education about what you can do)
- Leading by example
- Government legitimacy and authority in persuasive
- Fiscal means (subsidy)

Hard regulation means that legislatures, ministries, or public agencies define rules that are binding for all (or for all members of a particular group) and that the executive and judicial branches of government monitor and enforce compliance. Hard governing tools are mandatory with a set of rules. Examples of hard governing tools of the state are laws, decrees of directives, and economic instruments (taxes, fees, and cap and trade schemes) (Steurer, 2013).

Soft and hard governing instruments of the market

The soft governing tools of a business are called industry self-regulation tools. These self-regulation tools mean that a group of same business companies impose rules/codes/ standard agreements on themself, entirely voluntary. An example of such a rule is a trade code like fair trade, where businesses voluntarily decide to participate in this trademark for a fair price for the farmer. The rules that are set by the industry are monitored by other companies and sanctioned when there is non-compliance. The most important aspect of this industry self-regulation tool is that businesses conduct self-specifies rules, self-monitors their conduct, and self-enforce compliance without direct and explicit interference from the state or civil society actors (Steurer, 2013).

A harder form of governing is the firm self-regulation. Self-regulation is also a voluntary practice of triple-bottom-line management. The firm self-regulation governing tool is between businesses, where they both agree upon a regulation. An example can be applying environmental management systems to developing and implementing company codes of conduct. To agree upon these rules with each other, they conduct an agreement between the businesses so they can steer upon each other or that others can regulate them like civil society. The firm self-regulation is often a strategic move from the businesses for that other forms of regulation can take place (Steurer, 2013).

Soft and hard governing instruments of Civil society

Civil society can steer with the help of formal standard settings. This formal standard setting is a soft form of governing where the society is steering business toward compliance with formalized standards by lobbying with the businesses (Steurer, 2013).

They also have a harder form of governing, namely comparatively informal pressuring. By this, civil society is addressing business directly in confrontational ways, like confronting businesses with social and/or environmental claims. These claims are not legally binding, but moral claims and legitimacy in the eyes of the public. This way, investors would withdraw their resources or add conditions to them (Steurer, 2013).

2.2.3 The in-between domains and how they steer

The in-between domains that are mentioned above are the different societal domains that aim to achieve a common goal by joint collaboration. There are four types of in-between domains, for which co-regulation is an umbrella term for cooperative forms of steering. This means that not the actors change, but that multiple actors combine their domain-specific resources, risks, and network-like interactions. The four types are:

1. Private co-regulation (between civil society and business)
2. Public co-management between government and civil society but not regulating business than managing common-pool resources.
3. Triple helix or tripartite co-regulation is with businesses, civil society, and government.
4. Co-regulation between government and business: those who regulated and/or beneficiaries of the regulation.

In-between steering

Steurer (2013) identifies three other types of steering. These other types of steering are focused on the combination of the steering tools of each actor. It is not as black and white as the soft and hard governing tools. These types of steering tools are practiced in a more complex, poly-centred, and multi-actor governance system that eroded the boundaries between societal domains. The three other steering tools are:

1. Ordinary interaction: shapes the use and contents of regulation, but it does not result in new regulatory types—the most apparent interaction patterns.
    a. There are different forms of ordinary interaction relation between actors, meaning that they have the soft form of governance at arm's length, which means that the governments do not engage directly with non-state regulation but rather hinder or facilitate it. However, they also have the harder regulated forms of interaction patterns like the shadow of hierarchy, which means that co- or self-regulate are threatened with hard law if they do not achieve specific

goals. An even more direct form is creating a hard-legal environment, which is a precondition for a functioning industry and self-regulated business or success for civil regulation or private co-regulation. But also, the other way around, failing of these functions in the industry of co-regulation can lead towards a hard-legal environment.

2. Hybridization: the practices that truly combine those of the seven-basic type of regulation into something new. Meaning that co-regulation is only working together and not a new form of regulation. A few examples to clarify this type of regulation are:
    a. Responsive regulation: hard regulation combined with soft forms, like communication and persuasion, to increase support from those who are regulated.
    b. Regulation by information: to steer companies towards regulation, by giving them enough information to change their self-regulation voluntarily.
    c. Enforce self-regulation on business by making laws for self-regulation. This way, they can monitor them and/or sanction them for the implementation.
3. Orchestration or meta-governance: the governance of governance contains overseeing, reflection on, and orchestrating different types of regulation.
    a. It is providing direction and control on the interplay of various types of regulation coming from whatever oriental domain on an issue.
    b. This governance can be done by agreeing on strategic objectives, orchestrating different types and tools of regulation, monitoring their performance, and adjusting.
    c. An example of what comes close towards meta-governance is governmental strategies like climate change plans. However, the government does not orchestrate what other spheres contribute to solving environmental problems. These strategies are usually restricted to soft governmental regulation.
    d. Also, the other sphere can participate in the meta-governance, but most of the time, with limitations.

2.2.4 The disentanglement of organization formation

Above governance is discussed on a level of individuals working together in a governance structure, connecting with other single persons. Furthermore, there are different forms of elementary structures that we see in our daily lives.

The organizational market form is a smaller structure market, which is a collection of dyadic interactions between two parties. In other words, this is a contract between two people. Another, more prominent structure, is a hierarchy chain which consists of hierarchical organization with well-defined leadership. A third structure can be a network, which is a connection between three or more people which are connected because of the same interest and have a relationship based on trust. This is not only a chain of nodes that is connected from top to bottom. Nevertheless, it is linked in triads (Stephenson, 2016). There can also be a more prominent structure called heterarchy. This is a connection between three or more hierarchies represented in an asymmetric, repetitive and sustained collaboration. A lot of small organization structures are going to be a part of a more prominent governance structure. It is a structure of different institutions, all well connected.

As Stephenson (2016) refers to it: Participating hierarchies intermittently lead and follow, suppressing a competitive drive instead of a collaborative ethos that benefits the whole network. The world has changed around us, first we basically had two main components in life, the physical aspect, and the social aspect. For example, people gathering in a city square or town hall with the aspect of the social interactions between each other. We now have a third component we need to take into account in our daily life. The component of, as Stephenson (2016) calls it, space. The virtual world is represented by the internet, mobile phones, social platforms like Twitter and Facebook. The communication between people has changed and made the world a little bit smaller with it.

In table 1 can be seen, from small to a more significant structure, the entails of the different forms of structure.

Table 1 Organizational forms (Stephenson, 2016; pp141)

Organizational form	ABCs of exchange	Structure
Market	Disinterested, non-repetitive transactions	Collection of dyads
Hierarchy	Routinization through a governing authority	Chains of nodes
Network	Mutually interested, repetitive and asymmetric exchanges	The smallest network is three or more nodes linked in a triad
Heterarchy	Mutually interested, collective governance characterized by asymmetric and asynchronous exchanges	The smallest heterarchy is three or more hierarchies linked in a triadic network

The idea of heterarchy is that different hierarchy does not work against each other or only attained to manage a crisis, but also, work together toward when there is a desired common outcome that no single hierarchy could attain on its own. A heterarchy becomes dysfunctional when a leader of a hierarchical entity naively or knowingly privileges his interests over those of the other hierarchical entities. The most threatening in a heterarchy is when the hierarchies in the network become too much on their own. Creating different vertical silos in which they work and only have a network, but not a collaboration with the other hierarchies.

Heterarchy can be sustainable when it is measured; this means that the heterarchy is catalogued and described as social network analysis. After it is measured, it contains a management policy that will bind different heterarchies to work together and make the leaders of the hierarchy look at the bigger picture of which they are part of (Stephenson, 2016).

There are different aspects of a governance structure. Organizational structures can help to arrange institutions in a governance structure. Using this approach can help us to understand what each role is and how they act. Organization structures help us to understand who (are involved), what (needs to be organized), how (can it be structured), and when (process) (Egeberg et all, 2016). Organization theory can help us to see how new governance structures are shaped in governance processes. The use of an organization structure can help us to simplify the world and provide a systematic and predictable selection of solutions, problems, and choice opportunities (Egeberg et all, 2016). By doing this, we acknowledge that decision-makers have bounded rationality, which means that they are unable to consider all possible alternatives and consequences of their choices (Egeberg et all, 2016; Goodwin & Wright, 2014). Within different departments, people are expected to think only about their expert field. With an organization structure, a decision-maker could get a broader perception of relevant alternatives, solutions, and choice opportunities. Organizational structure can also help actors to act according to their role expectations, and it can help to get role compliance is deemed as appropriate behaviour on moral grounds (Egeberg et all, 2016).

An organization structure exists of four components (Egeberg et all, 2016):

- Capacity, by the size of the capacity, an organization can deduct the interest articulation, problem attention, and problem-solving capacity.
- Specialized, how is the work divided between different organizations. Specialization can be horizontally, this means that the work is divided across units, and it can be vertically, meaning that they coordinate the activities within an organization or between a higher government coordinating work towards a lower government organization.
- Role incumbent's, what is the role of each actor. There are role incumbents from the first or the second order. The first-order is the people who are full-time involved in the process, and the second-order are the people who are involved part-time.
- Anarchy is making connections across bureaucratic of policy domains Egeberg et all (2016, pp 34): This work method can be more of less loosely coupled.

The challenge is to organize the actors into institutions of governance. The organization can be in the fragmented horizontal and vertical dimensions (Peters, 2016). Horizontally organizational borders can work as a boundary and can stimulate "silo-thinking." Decision-makers are often intended to only look at their interest within their unit and more or the less within their boundaries of territorial lines. Organizations are often structured by sector or function rather than geographically. It can be difficult to coordinate between different units.

However, sometimes heads of departments can think broader than their unit. The national government is, to the lower levels of national government, could be mainly concerned as a form of vertical organization. It depends on the project at which level is more effective for implementation.

Vertically can state for different agencies within the government. Meaning that the ministry is disconnected from the day to day steering and the decision-making process. Agencies have the autonomy to decide on what to work on and how. Politicians only decide in a general way what subject and issues should be handled. They set the agenda for the agencies to implement. The government has the instrument to govern state agencies with statute power, financial power, appointment power, control power, and organizational power. (Jacobsson & Sundström, 2007) This concept is typically a vertical fragmented organizational structure. These kinds of structures seem to diminish the potential for political steering and control. However, this problem can be solved with organizational capacity, which means that the ministerial department duplicates some of the work so political steering can appear. (Egeberg et all, 2016) It is situation specific if a vertical or horizontal organisation is more effective.

2.3 Informal structures in governance

Governance does not only exist in organizational structures. The organizational structures are a basis for a social system. Within the above mentioned formal structures there are the informal structures, which exist of the *how*. How do the stakeholders communicate, and how do they interact with each other? It can be said that social relations affect financial decisions and inter-organization and governance choices (Kenis, 2016). This social system can be conceptualized by a network approach, describing the relations between dyads of actors. These relations can be formal, informal, exchanges, communication, etcetera. How this network is developing, functioning, and affect the network is at the heart of a network approach. The concept of a network approach can be used to understand governance. Kenis (2016) describes the following five aspects towards a network approach, the first aspect is the link among actors; Meaning that the underlying data in a network approach works with nodes (these can be actors, organizations, groups, regions) and with links (the relationship of these nodes). The second, third, and fourth are based on the mapping of the social structures, collecting data, reveal and display the patterns and describe and explain the patterns. The fifth aspect is governance collaboration in, as Kenis (2016, pp 150) describes it as a "goal-direct network."

There are three types of links between the nodes.

- Information exchange
- Trust
- Exchange of resources

Using nodes and links, relationships can be explained by patterns. A network approach helps users to understand the concept of governance. Questions about actors that can be raised are, why is this actor involved, what is his link with the other actors, and what is their purpose for collaboration. In the fifth aspect, governance and social patterns are linked in a goal-direct network, which explains the relations in a governance structure by the case and how the case develops, functions, and preforms. It tries to explain the missing links between the stakeholders by pointing out the structures, processes, and stakeholders. For structure this means, how is a stakeholder related and what is its purpose of collaboration, who is vital in

the decision making and who has the resources, power and legitimate authority for the decision making (Kenis, 2016). The process describes how information is shared, whom the responsibilities have in the process, and how stakeholders make decisions. The frequency of sharing information and communication within the network affects the process (Kenis, 2016). For the stakeholders, it is about how they steer, coordinate, and allocate resources in the governance structure. An important question as a result of this is, are all partners equally involved, or is there a lead-organization (Kenis, 2016)? The share of information can indicate what the role incumbent is of a stakeholder.

2.3.1 Structure

Collective action theory and collective action dilemmas (also called collective dilemmas) are based on joint decision making between two or more actors involved. A dilemma occurs when the joint decision is undesirable by more than one actor. In collective action theory, the decision of one actor has an influence on the payoff of the other and therefore a joint decision is of importance to at least one of the actors (Goodwin & Wright, 2014). Holahan & Lubell (2016) mention the work of Mancur Olson ([1965] 1971), who questions the tenets of the sociological group theory assuming that rational individuals with a common interest will also act towards that common interest and states that: "*Unless the number of individuals in a group is quite small, or unless there is coercion or some other special device to make individuals act in their common interest, rational, self-interested individuals will not act to achieve their common or group interests."* Reading the thought of Olson (1971) it is safe to say that joint decision making, and therefore collective action is not always a given.

Looking at a larger group than solely on an individual level, collective action is part of everyday human social lives. It also occurs in many policy decisions that are being made. To substantiate this, two collective dilemmas are affecting policy-making: The efficient production and effective management of public goods, which is non-rivalrous for consumption and, the common pool resources, which is very rivalrous for consumption. Both goods are sensitive for the free-riding effect, individuals/groups that reap benefits without sharing the costs. Coordination by a governance system for these collective goods is expedient for the proper use of these goods and prevention of the free-rider effect (Holahan & Lubell, 2016).

Table 2 Collective dilemmas that affect policy-making

	High rivalrous	Low rivalrous
Non-Excludable	Common resource	Public goods

An example of the collective dilemma with an interdependent variable is the example of the prisoner's dilemma. When two stakeholders hold on to their individually rational strategies, their pays will below, then when they induce to cooperate. These kinds of models dominate the debate about the governance of collective goods and how they should help to stimulate cooperation. How Holahan & Lubell (2016, pp25) describes it: *"the effective governance of collective goods requires the formation of institutions that alter payoffs and incentivize cooperative behavior."* With institutions, Holahan & Lubell mean the rules of the game, formal written rules and informal social norms that are set. It constrains the choices that are set for actors. Setting these institutions, the payoff will encourage to cooperate as the dominant strategy. However, it is the challenge for most policymakers to set the institutions right (Holahan & Lubell, 2016). Even in between government organizations could occur a collective

dilemma. Collective goods can be under-produced by government, because of the fear of the free-riders effect and with that producing a collective dilemma.

Governance arrangements can help to have collective action, by having arrangements between actors so that at least one actor will have better individual payoffs of the decision without harming the other actor. With this cooperation a more socially desired outcome can occur. For this idealistic image to arise, studies are trying to focus on how they could stimulate collective actions, one of these outcomes is a social network analysis and the interpersonal connectedness, and how these affects the ability to solve collective dilemmas. Governance can create institutional arrangements to encourage cooperation with top-down mandates or bottom-up self-organizing initiatives. It can create conditions that can stimulate collective actions. Where also the factors of communication, trust, reciprocity and altruism (Reed et all, 2009) being likely to increase the voluntary provision of collective goods, and the creation of a governance structure. Where no governance structure will work all the time but needs to be tailored to the characteristic's specifics of the dilemma (Holahan & Lubell, 2016).

2.3.2 Process

During the day-to-day decision-making process, one aspect is of frequent occurrence. That is the aspect of communication. The theory of Habermas (1981) on communicative action theory helps users to connect the decision-making process to the aspect of communication. The theory of communicative action is about the ideal way of communication, which will help with the decision-making process. Communication can be the process by which an informer, this can be a person or another form of a source, sends a message towards a receiver (Bullock, 2016). The basis of communicative action theory is that each actor has the same set of skills and knowledge, and with the same set and skill, the discussion process effected and led. Communication is the reaching of an understanding as the information flows between the sender and receiver. When actors have the same knowledge, languages, and ideas, those actors will be able to communicate with each other without conflict. Habermas states some points about communication; understanding the meaning of the object that is communicated. 1) what does the speaker think about what the meaning of the object is. 2) what does the hearer think that the speaker means about the object. 3) what the intentions are of the speaker will communicating the object. In this way, there is a flow of information between the sender and the receiver. This model based on the starting point that both parties are willing to reach an understanding (Habermas, 1981; Reed et all, 2009)). With this, Habermas (1981) comes up with the ideal speech situation. For the ideal speech situation, Habermas created six criteria. 1) Meaning that everyone can enter the discussion, and with that can speak up during the discussion. No speaker can be hindered by compulsion. Meaning that there is freedom of speech, and everybody can say exactly what they feel. 2) Everyone should be able to understand each other. Therefore, the spoken language and the used objects should be understood by all actors. 3) no argument should be left out without considering it. 4) The importance of an argument should be based on the content and not on the power position of an actor. 5) everyone needs to be willing to reach consensus. 6) The validity, every argument needs to be checked. When these six conditions are reached, coming to consensus means that the force is; the force of the better argument.

Knowing that the argument is the best leverage in a discourse, an argument must be information-based. Information is a central part of all forms of governance. It changes the fundamental nature of each governance form. With information society and the economy can be steered in a specific direction (Bullock, 2016). Information can include different forms and

contents, there can be different methods used while generating, and it can change if it's provided towards different audiences for strategic reasons (Bullock, 2016). Information can be used to influence the ideas and decisions of others.

However, the communication of this information can bring risk to the table, especially when it comes to the choice of how it is communicated. Bullock (2016) identifies during the mathematical theory of communication of Shannon's (1948) three problems: at first the technical problem, this problem is related towards the transmission of the information, second, the semantic problem, is the information accurate, and the third the influential problem, will the information lead towards the desired behaviour. In the process where knowledge, interpretations, concerns, experiences, and perspectives are exchanged, communication can be meaningful. However, it also can build trust by sharing information or damage trust if it is not used wisely. It is a delicate process. (Renn & Klinke, 2016). Communication can help form and understand and determine appropriate roles and behaviours within a governance structure (Fullick, 2013). Communication is the basis of governance. It is an everyday practice for connecting, cultivating, and maintaining relationships with the stakeholders. The internal communication is essential for the participants about their role and status within their organization. It can determine the "climate," culture, and function within that structure. Communication can question the transparency and accountability of a structure; it is a thin line of telling people what they need to know or what they do not need to know. Through communication, stakeholders can get the feeling that they are involved in the decision-making process and that someone is taking their opinion into account (Fullick, 2013).

Transparency

Transparency can be attractive to the government in a governance formation for several reasons. The effect of being transparent themselves could take care of more openness from actors in the private and social sectors ("targeted transparency"). When transparency is mandated in regulatory settings, it is most likely to have agencies and corporations accept them, then when they put strict rules on the transparency. Openness will also lead towards more informed choices of other actors. Transparency can be a promoter of public acceptance and trust. Transparency can also have a downside on the point of view of the government. It can be important not to be transparent when the information is about national security or privacy matters. This lack of transparency can lead to seclusion and can disturb the decision-making process and make it less optimal. Stated that for the process, it is sometimes necessary to be more reserved and have the process behind closed doors, when afterward a decision is made it will be carefully explained with full transparency (de Fine Licht & Naurin, 2016).

Transparency in civil society means that they, on the one hand, can monitor and scrutinize political decision-makers and, on the other hand, enforce responsible behaviour in the private sector to act socially and environmentally responsible. For the public sector, transparency is not always the more, the better. Too much information can confuse, disturb, and overload citizens about decisions that are needed to be made and information that needs to be considered. Giving the citizens all the information and take action upon it tends to undermine the mechanism of governmental accountability in the traditional sense.

Transparency for the private sector can have two perspectives. One: when there is transparency, it is easier for them to adapt or proactively influence public policy changes.

Two: it also means that their relations with the government will be more transparent what can make informal consulting and lobbying more difficult (de Fine Licht & Naurin, 2016).

power

Next to cooperation and consensus there is also power, a concept that is very important for governance (Reed et all, 2009). Power can be seen in four dimensions. The first consists of two elements: Power-to, this states the capacity of an actor for action and how the power is used, is it used to dominated or to empower others. Essential questions to ask with this dimension is, what gives the actor (A) its power? Why does the other actor (B) listen to the actor (A)? The second dimension is the social structure, which defines the rules of the game. The process of structuring in and out of issues can be forms of domination.

Behind the veil of ignorance, the objective becomes how to create social structures that organize out particular interests, while organizing in collective shared interests. As Haugaard (2016) gives for an example: "Asking a child to divide a cake, while telling the child in advance that someone else will choose a piece for the child. Assuming that someone else will choose the smallest slice for the child". The child will make an effort to divide the cake equally, so there will not be a smaller piece. The third element of power is false consciousness, ideology, and hegemony. People and, therefore, actors intended to see the world to their eyes as the truth. This also means that people intend to give knowledge about what they think is correct towards others. Nevertheless, the interpretation of this truth can be different for the actors they tell it to. The fourth dimension is the ability of stakeholders to be flexible and adaptable. A more flexible stakeholder can adapt better in uncertain situations and cope with risk more (Haugaard, 2016).

2.3.3 Stakeholder

Kenis (2016) connects the stakeholders towards how they steer, coordinate, and allocate resources. There are different types of actor analysis to indicate the perceptions of stakeholders like stakeholder analysis, social network analysis, cognitive mapping, and conflict analysis. The first step to take before deciding which type of analysis is needed to define the purpose and scope of the analysis. We could define the scope to get more insight information about the actor and their role in a multi-level governance process. An actor's behaviour could explain this. An actors behaviour has four dimensions according to Hermans & Thissen (2009), the network (the social patterns of an actor), the perceptions (the image of the actor of the world), the values (the direction the actor would like to move) and the resources (the ability to influence the world around the actor). The methods Hermans & Thissen (2009) state in their work all are focused on merging perceptions and seeking consensus, not on problem formulation and problem-solving. Whom do the stakeholders represent, how can they participate, and what power or knowledge do they have (Reed et all, 2009).

For the actor analysis, the work of Hermans & Thissen (2009) has been used. In their research on actor analysis methods and their use for public policy analysis, they sketch an image of what is essential in an actor analysis and how to translate the information in a clear description of the actor. For the actor analysis, it is of vast knowledge what the role is of the actor and political influences. However, also factors as power, personal relation, strategic behaviour, and strategic use of information are needed to draw up an image of an actor.

2.4 Fundamental aspects of the literature

Looked at the literature above, the essential aspects are set out in the table below. Four main themes can be covered in the literature: a strategic vision, stakeholders, organization, and informal structures. Each of these themes have different aspects indicated, which are essential to recognize in the governance structure of the strategic vision Brainport City. With the following aspects the research is further conducted. In chapter 3 these elements become part of the data analysis.

Table 3 Most essential aspects of the literature

Theme	**Aspects**
Strategic vision	A strategic vision can have different aspects. - The duration of the plan has no end. - It is seen as planning as a learning - Set guideline for Urban development - Involves internal and external stakeholders - Long-term vision, with short- and long-term interventions - Makes use of a structure for decision-making - Negotiate different outcomes in a multi-level governance structure - Determines strengths and weaknesses, opportunities, and threats These aspects are important to understand what needs to be governed and why a governance structure is made.
Stakeholders	Institution can be seen in three main spheres. - State - Market - Civil Society Stakeholders can be divided in one of these spheres. Stakeholders within the same sphere have most likely the same possibilities in a governance structure. They are more likely to have a comparable network and the same values, perception, and resources. These aspects affect the way the stakeholder can participate in a governance structure. Mainly on the aspect of steering and informal structures.
Organization	Organization Structure can help to shape a governance structure. When organization theory is used the following aspects need to be considered. - Capacity - Specialized - Role incumbent - Organized anarchy
Informal structures	Informal structures can be divided in structure and process. Structure is about how to organize stakeholders of a governance structure to support joint decision making. There are several structures for stakeholders to collaborate. The process is how the stakeholders interact with each other in governance structure. The following aspects are important for the process of a governance structure. - Communication - Information - Transparency - Power

Chapter 3 Research Methodology

In this chapter, different research methods will be discussed to help answer the research questions. First, the research strategy will be determined. What kind of research will it be, what is the goal of the research and which kind of data collection do we need to achieve the goal?

3.1 Research strategy

Different research strategies can be implemented in the research. A research strategy must be chosen in such a way that the choice of data collection matches the research question and the result. There are three types of research strategies according to Saunders, Lewis, Thornhill, Booij & Verckens (2011); descriptive, exploratory, and explanatory. A descriptive research strategy gives a precise image of a person, event or situation. An exploratory research strategy is not only descriptive, but also tries to see the relationship between variables. An explanatory research strategy tries to find an explanation between variables and seeks links between these variables (Saunders et al., 2011).

Based on the three different types of research strategies, this thesis will use an exploratory research strategy. This research tries to get a clearer image of the trends in governance structure and how these could be related to developments of a strategic plan. The research aims to discover variables that are important in a governance structure. The determination of these variables helps to shape a governance structure needed for the research.

3.1.1 Research methods

There are five different ways to research, according to Verschuren and Doorewaard (2015): Survey, Experiment, Case study, well-founded theory approach and desk investigation. To decide which approach is suited to do this investigation, three questions are answered:

- Is the research a more general subject or an in-depth investigation?
- Is the research going to be quantitative or qualitative?
- Is the research going to be empirical or desk research?

Answering the first question, this research is going to be an in-depth investigation. There are a few subjects in the research that are very complex and need to be investigated in a more in-depth way. These subjects are Governance structures, Strategic plans, and in a lesser way, the decision-making and communication process.

For the second question, this research will be qualitative. The concept of governance is not bounded by numbers and quantitative investigation. Also, strategic plans and implementations are materials that are not easily quantifiable. Therefore, qualitative research will be a better way to investigate the research question.

The third question could be answered with empirical research. During the investigation, existing documents, audio materials and other existing work will be used. Other data will be collected through holding interviews with the stakeholders about their experiences. Because experts will be consulted during the research, the validity of the research will be guaranteed.

3.1.2 The case study

A case study is used to get a more in-depth approach toward a specific object or process (Verschuren & Doorewaard, 2015). A case study consists of the following aspects:

1. A small domain, recognized by a few research units
2. Labour-intensive approach
3. More in-depth research compared to a broader subject
4. A selective and strategic case
5. In many cases the focus is on the whole meaning of the study, instead of a focus on single units or variables common with the use of a survey
6. An open observation on location
7. Qualitative research data and methods

In the small domain of a few research units, a quantitative research method is not possible. Meaning that there not enough possible respondents within the case. The complete collected data from a few respondents will be compared to each other.

In the *labour-intensive approach*, face-to-face interviews with a semi-open structure will be used to get more *in-depth* data from the respondents. During the interview, the interviewer could probe for more information and reflections on earlier findings.

The selective and strategic case is chosen on purpose to get specific information on a specific case. The specifically chosen respondents give information that can be compared to each other.

While conducting a general image of the specific case, an open mind and an open approach are used. The interviews are semi-structured, with only a few subjects needed to be discussed. This is the way of working with a *qualitative research method where qualitative data is generated.*

For the open observation of the specific case, a meeting will be attended. Working at the location was helpful too to collect more information.

3.2 Research material

To support the literature, there will be a single case study (Verschuren & Doorewaard, 2015). Interviews with stakeholders will be used to support the literature research, and to help see different patterns than already found in earlier work. The respondents will be seen as a different case each. The respondents are chosen based on the choice of an existing member of the steering committee Brainport City. These respondents are the stakeholders involved in the governance structure of the strategic vision of Brainport City. They are the most likely to know the current situation and the desired situation for the governance structure. In the research, there will be nine interviews conducted, one with each of the members of the steering committee. The functions of the interviewees are Director Eindhoven Airport, Representative Province North-Brabant department of infrastructure, Representative Urban Area Eindhoven, Representative Province North-Brabant department of Spatial planning, Director Brainport Development, Employee ministry internal affairs, Director Dutch Railways south, Representative municipality of Eindhoven department economic affairs, Director ProRail South. Their names and surnames will not be used for confidentiality.

The structure of semi-structured interviews will be used, because of the different aspects of governance and institutions. Meaning that subjects are defined beforehand with some specific questions, but there will also be room for more information and in-depth questions. The interviews are held in the native languages of the interviewee and the interviewer, Dutch. The following interview guideline is used during the semi-structure interviews:

An introduction to the research

Introduction of myself: Marin van Heijst, Master Student

Subject: Research towards governance structure, with the specific case of the governance structure of Brainport City.

My role in the process: I am a student at the Radboud University. However, I am also a part-time project assistant for the program of the strategic vision of Brainport City and therefore working for the municipality of Eindhoven. However, the research will be independent of the municipality.

Guideline of the interview: The interview will be structured in three main subjects: The strategic vision of Brainport City, the actor analysis, and the steering committee.

The strategic vision of Brainport City

Short introduction of the strategic vision: The strategic vision started five years ago in 2014 with the primary goal of stimulating one of the central economic regions of the Netherlands. Over the years, there were some changes, but currently, there are seven program lines left.

Strategic visions are put together with the primary goal that is set out with short- and long-term interventions. Where external factors must be taken into consideration, therefore, it is most important to look at the process, how do we go from our main goal towards implementation and what resources do we need for that.

*Questions on strategic vision Brainport City (*Habermas (1981))

- Hearing the above information: Does the content sound familiar to you, and do you think that is also familiar to the rest of the steering committee Brainport City. Can you elaborate on your answer?
- Does the steering committee take into account the short- and long-term interventions of the strategic vision? (Albrechts, 2004)

A short introduction towards the actor analysis: In a governance structure, it is crucial to know who the stakeholders are, and what their possibilities are. Their possibilities can change in different governance structures, and so can their possibilities.

Questions on Actor Analysis (Hermans &Thissen, 2009):

- *What is your role in your organization? (Egeberg et all, 2016; Steurer, 2013)*
- What do you think of the strategic vision, and how does this image fit with the ideas of your organization? (Albrechts, 2004)
- What do you hope to get out of the participation in the steering committee (Holahan & Lubell, 2016)?
- Do you have resources you can use in the steering committee (Jacobsson & Sudström, 2007; Kenis, 2016; Reeds et all, 2009)?
    - Mandate
    - Finances
    - Knowledge
    - Capacity

Short introduction toward the Steering committee: Finally, I want to know your thoughts about the steering committee Brainport City to get better knowledge on the current situation and what your thought are about the Steering committee.

Question on the steering committee Brainport City:

- Do you think the right stakeholders are involved in the steering committee?
- What do you think of the communication within the steering committee (Bullock, 2016; Renn & Klinke, 2016; Fullick, 2013)?
    - Transparency (de Fine Licht & Naurin, 2016)
    - Power (Reeds et all, 2009)

Internal documents of the municipality of Eindhoven are also used to get a clearer image of the history of the strategic vision of Brainport City. Also, to understand the decisions that are made in the past years and to understand the governance structure of the steering committee of Brainport City. Additional documents of earlier research are used for understanding the strategic vision and previous knowledge of the steering committee of Brainport City.These documents will be collected on the internet.

Working within the municipality of Eindhoven has given access to the executive program leaders of the strategic vision of Brainport City. These program leaders are not interviewed in semi-structured interviews. The reason for this is that they are not the decision-makers in the governance structure, but they carry out the decision of the steering committee. However, they have much knowledge of the strategic vision. Therefore, when needed, questions are asked in a more informal setting and are not officially recorded. However, some of the information is used in the research and used for the analysis. This information is essential to fill in the gaps that are not documented by the steering committee—the communication of these personal communications where in the native language of both parties, Dutch.

3.2.1 Data analysis

During data analysis, the collected data will be related to the literature. The internal and external documents will help to describe how the strategic vision is put together. In the literature, the elements of a strategic vision are given. The most important aspects are already set out. The data analysis will look for more important aspects. During the analysis, these two different sets of aspects will be compared with each other.

The literature gives different aspects of a stakeholder. These aspects form the way the interviews are conducted for the analysis of the interviews, software will be used. The specific software that will be used will be Atlas.Ti. This software program will help to indicate if there is an underlying thought in the interviews held with experts. During the research, the literature will be related to the data of the interviews. Hopefully, patterns will emerge of the governance structure. The data of the interviews will be researched for information on where the stakeholders fit in the idea of an institution, what the possibilities are of the stakeholders towards steering in the governance structure of Brainport City, collaboration patterns between stakeholders, how the stakeholders think about communication, trust, power and transparency.

To research the structures and organization aspects of a governance structure, the interviews and the available documentation will be used. Some aspects can only be found in the documents on the original governance structure; how it was supposed to be and what the intention was. The interviews will be used to research the current situation and how the situation is experienced, thus the parts that are not documented yet.

The interviewees that are interviewed for the data will be handled anonymously. The interviews are held in, recorded, and transcribed in Dutch. During the data analysis, the translation to English will be provided by the author. With the program of Atlas.Ti codes will be added. These codes are based on the subjects in the literature and the interviews. In the program, specific code combination can be detected.

Data codes

Out of the literature different essential aspects were found. In the table in annex A these essential aspects are displayed and combined in different code groups. These codes help to research the collected data for specific information. By dividing them in code groups it will be easier to search on a specific topic. This way the interview contents can be compared. The first code group is the main code group. The second code group is a code group that we also want that data to be displayed in. In the third column in the code table indicates on which main group of the literature the code is based. With the following codes the literature interviews are analysed. These codes help to shift the information into smaller subjects so the information can be better processed.

Chapter 4: The Case

In this section, the case of the strategic vision of Brainport City will be discussed and different aspects of this case will be highlighted. First, the city of Eindhoven and the Brainport region will be made visual. Second, a timeline is made to sketch the complexity and to give a clearer image of the vision (with the goal and central aspects), interventions during the time and the organization of the strategic vision of Brainport City. Thirdly, the strategic vision will be compared to other visions and programs that are currently important and implemented in the Brainport region.

4.1 The case of strategic vision Brainport City

During the literature research, an analysis of the strategic vision became apparent. With this research in mind, the choice of the case is based on the complexity of the organization and the vision. The strategic vision of Brainport City can stand for the "what" in a governance structure. But what is the content of the strategic vision of Brainport City? How did the strategic vision evolve and how is it related to other visions and program is drawn up in the following paragraphs. Important is to discover what the goal of the strategic vision is and why, what are the short- and long-term interventions, where the Stakeholders acted upon, and what are the specific choices made in the vision. For the description of the case, there has been made use of internal documents, internal reports of the steering committees Brainport City, and conversations with officials of the municipality of Eindhoven.

Figure 2 Location Eindhoven in the Netherlands (Ontheworldmap, n.d.)

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4.1.1 History of Eindhoven and the Brainport Region

The strategic vision of Brainport City is focused on the city of Eindhoven and its surrounding area (BVR, 2014), where the surrounding area can be seen in the context of the "Stedelijk gebied Eindhoven" (loosely translated: urban area Eindhoven) hereinafter: the "Brainport Region" (Rijnen, personal communication, 10 September 2019 ; de Mug, personal communication, 12 September 2019). The Brainport Region exists of 9 municipalities: Eindhoven, Best, Son en Breugel, Nuenen, Helmond, Gelderop, Waalre, Veldhoven and Oirschot (Stedelijk gebied Eindhoven, n.d.).

Figure 3 Urban area Eindhoven (Brouwers, 2016)

The Brainport Region, with in its centre the city of Eindhoven, is located in the south of the Netherlands, in the province of North-Brabant. In the second half of the 19th century, industrialization had its appearance in Eindhoven with the establishment of the Philips light bulb factory in 1891. But also, the settlement of other companies as DAF automotive, and multiple cigar factories (Eindhoven, n.d.a). Philips became, in a short time, one of the largest companies in the Netherlands. Therefore, it needed many employees, and the pressure on housing became enormous in the city of Eindhoven and the surrounding villages. Therefore, Philips started to develop residents and facilities for their employees. At the beginning of the 20th century, Philips had a large contribution in the development of housing and facilities of Eindhoven (Eindhoven, n.d.b).

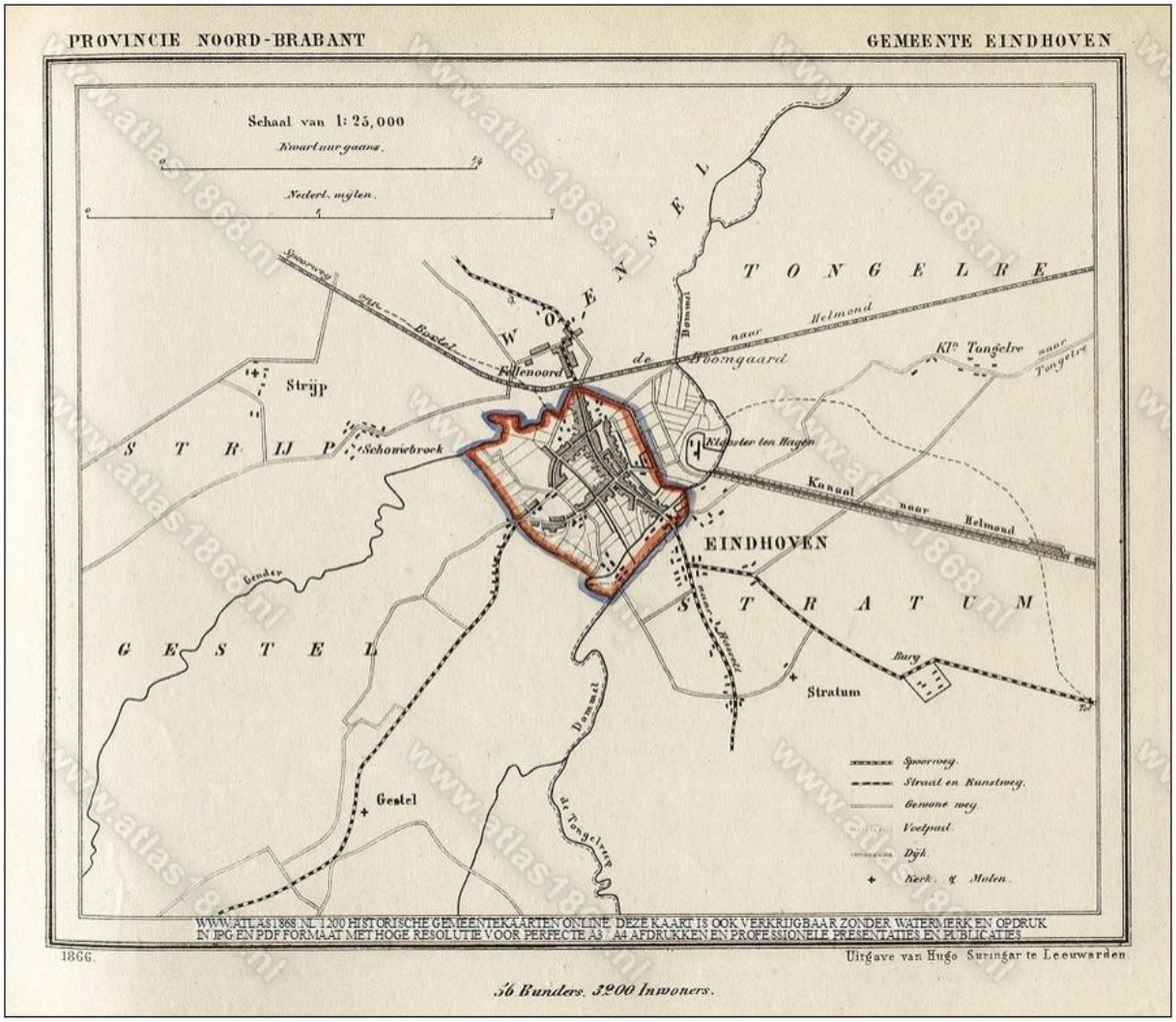

Figure 4 Eindhoven and the surrounding villages around 1870 (Kuypers, 1866)

After the second world war, the development of the technological region was stimulated by large companies like Philips and DAF. They established the technical university of Eindhoven. The long history with technological innovation made that it became part of, what they call, the Eindhoven DNA (Eindhoven, n.d.c).

In 2020, Eindhoven is a city with a fast-growing number of inhabitants. With a growth of 18% each year since 1996, the municipality, in 2019, counts almost 235.000 inhabitants (allecijfers.nl, n.d). Whereas the whole Brainport Region has a total inhabitant of almost 515.000 in 2019 (CBS, 2019)

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4.1.2 The Economic growth of Eindhoven and the Brainport Region

From the start of the industrialization, the Brainport Region has developed into one of the top technological regions of the Netherlands and Europe (Eindhoven, n.d.b). The region has developed itself from an industrial region toward an international knowledge region where the smartest square kilometre of the Netherlands is located, meaning a place where a lot of high educated people work together in different technology sectors[4] (Jacobs, 2017), and where multiple campuses like the technical university, the Science Park, the Brainport Industries Campus, and the high tech campus, are of significant influences in the vital role they have in the economic growth. Each of these locations has multiple businesses that are developing high tech manufacturing industries and therefore contribute to the DNA of Eindhoven (Eindhoven, n.d.d; Automotivecampus, n.d.)

Figure 5 The campuses' in the Brainport region (Automotivecampus, n.d.)

Eindhoven is the region in the Netherlands with the highest percentage of economic growth (ING, 2017) and the second economy of the Netherlands, which means that the most economic activity is in this region (ED, 2019). A region where, in 2018, half of the patent application of the whole Netherlands where pending (ED, 2019).

Economic development per person of the five largest cities in the Netherlands

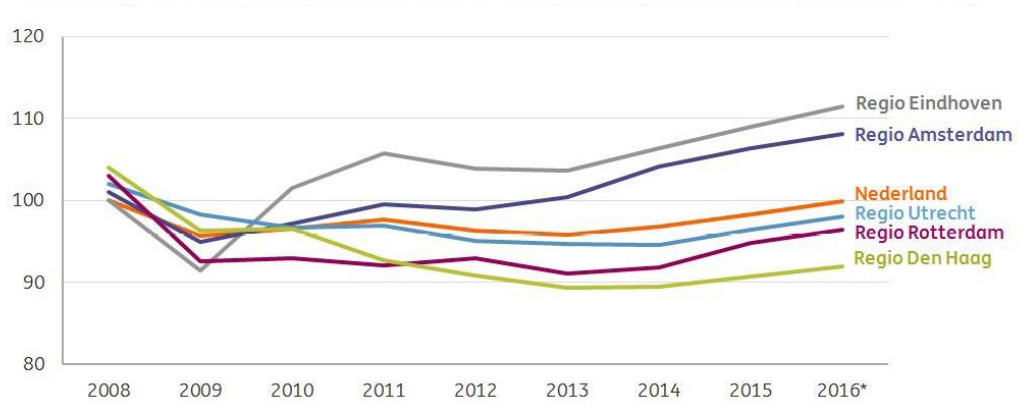

Figure 6 Economic development per person of the five largest cities in the Netherlands (ING Economie, 2017)

[4]. Based on research, the smartest places on earth from Antoine van Agtmael en Fred Bakker in 2016 (Jacobs, 2017).

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4.1.3 The origin of the strategic vision of Brainport City

The origin of the strategic vision of Brainport City dates back to a few years earlier before the actual start of the vision in 2014 (Rijnen, personal communication, 10 September 2019; de Mug, personal communication, 12 September 2019; BVR, 2014). In 2008, the regional partners already spoke with the national government about the development of the area around the highway A2. In figure 5, it can be seen the area of the so-called Brainport Avenue. In this area, a lot of more prominent companies were located, and the area needed attention so the companies could grow without being any trouble for the surrounding areas. The partners then involved where: The Municipalities of Son en Breugel, Best, Waalre, Veldhoven, Eindhoven, and the Province North-Brabant. A few big infrastructural projects where determined and put into development (Brainport Avenue, n.d.).

Figure 7 Brainport Avenue (Brainport Avenue, n.d.)

In the year 2012, the national government acknowledged the Brainport Region as a region of national economic interest, which means that the region is of national importance for the economic growth of the B.V. The Netherlands[5]. With this acknowledgment, there was the start of a MIRT-research[6].

In 2013, MIRT Research meant that in the Brainport Region, a pathway was initiated in order to ascertain the needs of an area on the subjects of Infrastructure, Spatial, and Transport (Rijksoverheid, n.d.). This MIRT Research was done by the ministry of infrastructure and environment, ministry of Economic affairs, Eindhoven Airport, municipality of Eindhoven, Province of North-Brabant, the Urban Region Eindhoven, and Brainport Development. This research had the goal to strengthen the international competitiveness of the Brainport Region. As a result, the rapport MIRT Brainport Avenue 2020-2040 (BVR, 2014). The perspective of the MIRT Research was not to focused only on the region near highway A2, such as the Brainport Avenue vision did, but to focus on the entire Brainport Region as a whole (BVR, 2014).

4.1.4 The start of the strategic vision Brainport City

In 2014 the procedure of the MIRT-Research continued. With response to this research, the Strategic vision Brainport City started by the same stakeholders that were involved in the development of the MIRT Brainport Avenue 2020-2040. The difference between the strategic vision of Brainport City in comparison to Brainport Avenue was the focus of the vision. Brainport Avenue was only about the area around the Highway A2, and Brainport City was (is) about the entire city of Eindhoven and the eight surrounding municipalities. During the process, new stakeholders were specified, and with these stakeholders, the step was taken into a definitive version of the Brainport City vision. The new partners that were defined were: Eindhoven Airport, Province North-Brabant department of Mobility, Province North-Brabant

[5] In politics and in business the Netherlands is often called the B.V. Netherlands. It is a way of seeing the Netherlands as a business when talked about the international rivalry position and the investment climate. (DFT, (2017)

[6] In dutch: Meerjarenplan Infrastructuur, Ruimte en Transport; Loosely translated: Multiannual plan on Infrastructure, Spatial and Transport

Department of Spatial Planning, Ministry Economic Affairs, Ministry Infrastructure and Environment (nowadays the Ministry of Infrastructure and Water Management), Dutch Railways (NS), the Brainport Region and the municipality of Eindhoven. The definitive version was established in BO-MIRT (administrative consultation, Multiannual Plan infrastructure, Spatial, and Transport) in November 2014 (BVR,2014). During the BO-MIRT, agreements are made between the national government, provinces, and municipality. These can be various types of agreements, for example, starting research or financial agreements for financing any infrastructural projects, spatial or Transport projects.

4.1.5 The content of the strategic vision Brainport City

In the strategic vision of Brainport City, three core-elements are essential. First, agglomeration force, quality improvement of the urban area in the Brainport Region. The Brainport region, with the largest city Eindhoven, was still a regional city where the international allure was not visible. With the most prominent international companies that are located in the Brainport Region, there also various types of people and inhabitants in the region. The facilities needed an upgrade to be interesting for more types of people. Which means that, Meaning that an expat that is coming to work in the Brainport Region is more likely to commute between Amsterdam and Eindhoven because the city of Amsterdam had more facilities to offer for them. The knowledge workers were not interested in living in the Brainport Region. They only wanted to work in the region. With the agglomeration force, this needed to change and needed to make people wanted to stay in the Brainport Region (BVR, 2014).

Second, connectivity, reinforcing the mobility system of the Brainport Region. More economic growth leads toward more transport movement, of people and cargo. Upgrading the connectivity meant that the mobility system in the Brainport Region needed to be upgraded. For the mobility out of the city to other places in the Netherlands or Europe. For example, neighbouring cities in Germany and/or Belgium. Also, for movement in the Brainport Region, so the first and last mile, which are most of the time the longest in travel time, shortened (BVR, 2014).

Third, the business climate, to stimulate the economic growth of the Brainport Region by attracting more businesses. Where it is essential for a business that people want to work in the Brainport Region and to have infrastructures that fit their needs, it is also crucial that companies can meet other companies that can help them further with their business. To create those possibilities for companies to meet each other and help them connect by spatial interventions, it becomes more attractive to settle in the Brainport Region (BVR, 2014).

Out of this three core-element, ten lines for spatial development where defined. Which were (BVR, 2014):

1. International connections
2. Station area
3. Urban development in the city centre
4. Multimodal transfer point “Acht”
5. Brainport Shuttle
6. Redevelopment of the business area in the North-West of Eindhoven
7. Main road network
8. Upgrade the public system
9. Innovation, Smart City/mobility, Living Lab
10. landscape as urban green, water, and quality of living

In 2015 the step of only a vision towards a strategic vision was made by officials of the municipality of Eindhoven under supervision of the steering committee Brainport City. The program needed to be filled with different projects that contributed to the implementation of the vision. The content of the program was drafted by different working groups, which existed of employees of the different partners developing the strategic vision, on the different themes. Which eventually led towards the cut back of the ten different lines towards eight, where line two and three were merged, and line nine was stated that it needed to be implemented in all the other lines of development (Rijnen, personal communication, 2019). These working groups developed the project list of Brainport City. In 2016 the project list was finalized and existed of 63 projects. The project team of Brainport City also decided that the eight program lines needed to become seven, where the program line of the Brainport Shuttle was dropped. The steering committee agreed with this decision by deciding on the project list of the 63 projects (Rijnen, personal communication, 2019).

4.1.6 The organizational structure of Brainport City

The strategic vision of Brainport City officially has an organizational structure that consists of a steering committee, project group, and the employees that work daily, the project team Brainport City, on the strategic vision. The ten current stakeholders are the representatives of the Steering committee of Brainport City. The representative is one councillor of the municipality of Eindhoven, two representatives of the province of North-Brabant on the subjects of Spatial planning and mobility, two representatives of the national government, of the departments of home affairs and infrastructure and water, a representative of the Dutch Railways, a representative of ProRail, a representative of Eindhoven Airport, a representative of the Brainport Region and a representative of Brainport Development (Eindhoven, 2019b).

During the beginning of the strategic vision and now, there were multiple changes in the steering committee. Sometimes by a person and sometimes in the organization (De Mug, personal communication, 2019). When these shifts happened is not recorded.

Under the steering committee, there is the project group of Brainport City. The project group exists of one employee of each stakeholder that is located in the steering committee Brainport City. The project group discusses and prepares the decision that is needed to be made in the steering committee Brainport City.

The project team Brainport City exist of officials of the municipality of Eindhoven. With officially two strategic advisors and one project assistant, the groundwork is done for the decision in the steering committee about the implementation of the strategic vision.

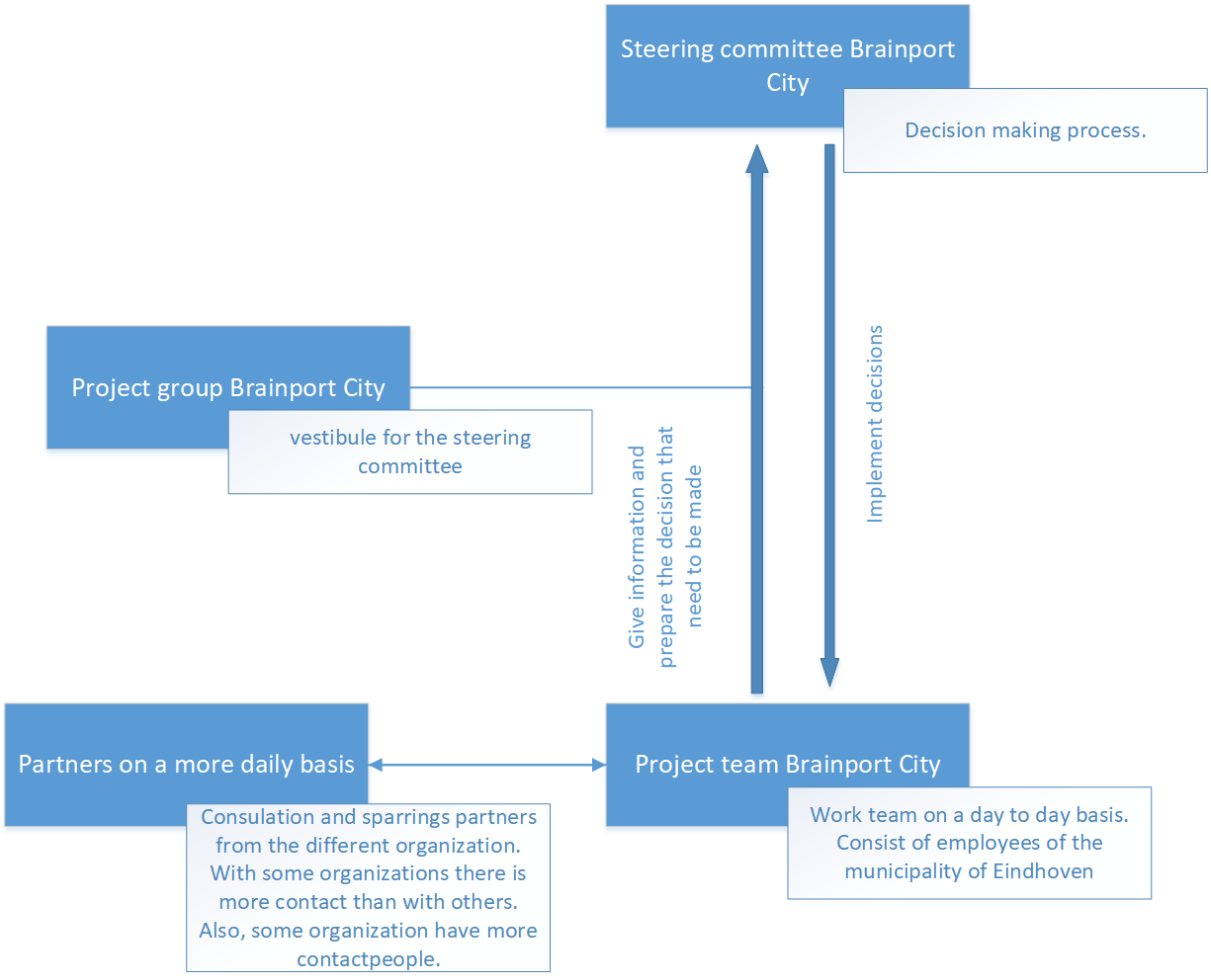

Figure 8 organogram Strategic vision Brainport City

Organization

The steering committee of Brainport City gathered four times a year until 2019. In 2019 there were only two meetings. Before every steering committee meeting, there should be a project group meeting. However, at the end of 2018, there was not a project group meeting anymore. The reason for this was that the people invited most of the time did not contribute to the meeting. After one attempt to get participants more involved in 2018, there was no more project group meeting arranged (Rijnen, personal communication, 10 November 2019; de Mug, personal communication, 12 November 2019).

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4.2 Important events since the start of the strategic vision Brainport City by Years/Timeline

In the following paragraphs, the crucial events and important decisions that are made by the steering committee are outlined. The content is taken off the reports that are made during the meetings of the steering committee.

4.2.1 2015

In 2015 a start was made with the concept of adaptive programming, which means that the projects in the program changes in time considering economic and political changes. The stakeholders prioritized the projects and themes for themselves. During the Steering committee meeting the decision was made to act on the following themes: International connections (train to Düsseldorf), The daily Urban System, Multimodal Transfer point (Preparing and researching the possibility of a second mobility hub in Eindhoven), The City including the Station (a more metropolitan dynamic in the inner city of Eindhoven with higher environmental quality) (gemeente Eindhoven, 2015, pp1).

In this year, the strategic vision was mainly focused on the decisions, actions, results, and implementation. They were trying to focus on a long term-vision and making strategies on different levels (gemeente Eindhoven, 2015).

4.2.2 2016

Further determination of the projects list and the eventual establishment of this list was in the steering committee of July 2016. Also, in this steering committee was the governance proposition by the municipality of Eindhoven, which was made by the company Berenschot (Ubbels et all, 2016). They developed four different scenarios for the governance structure of Brainport City. The stakeholders in the steering committee decided to choose for scenario one and on a longer-term scenario two. The first scenario was on networking and vision making, to make a brand of the name Brainport City and create commotion around it. The second scenario was creating a coherency, linking, and connecting people and projects, having a coordinating role so there would not be any doubles. For the first scenario, there was already a need for a small program agency with a broad scope and coordination in the Steering committee, where the focus is mainly connecting with political-administrative opportunities. In this scenario, there is no apparent financial structure, which means that there is not a budget assigned for projects, research, or other forms of implementation of the strategic vision of Brainport City. For the second scenario, an upgrade towards a program agency that is more active on different tables and a more uniting unit of information and opportunities. Where the information is more up-to-date and complete on different levels, for example, also on a financial level. Also, there is budget, from governmental partners in Brainport City, that can be used for the start of projects, research, or other forms of implementation of the strategic vision of Brainport City (Ubbels et all, 2016). The program agency was never established after the decision was made to form a program agency (gemeente Eindhoven, 2016). In annex B the different formation is displayed.

A significant event in 2016 was the acknowledgment of the Brainport region as a Mainport, which means that the Brainport region is of high national interest and importance for the B.V. the Netherlands (Rijksoverheid, 2016).

In 2016 the focus of the steering committee was on the project of the Multimodal transfer point "Acht", which needed to be a train station and a multimodal hub in the North of Eindhoven.

To stimulate the agglomeration force of Eindhoven by connecting the Airport better with the use of public Transport. Much research on the subject was done this year, which means that the focus was on monitoring external trends, forces, and resources available.

4.2.3 2017

During the Steering committee meeting of 2017, a decision was made by the steering committee. The goal of the steering committee was, to get projects on the agenda, to initiate and to implement a project. In cooperation with Berenschot- and in response to the Berenschot report of 2016, the company of Blueconomy made a scheme on how to use adaptive programming in the steering committee Brainport City (Morselt, 2017; gemeente Eindhoven, 2017a). This scheme has not been used or seen in any of the steering committee meeting (R. Rijnen & R. de Mug, personal communication, 20 November 2019).

During this year, the question was asked: "what is the jurisdiction of the steering committee?" The document is not specific in which stakeholder of the steering committee asked the question. Which mandate they had and which area they were operating? Furthermore, the question raised how the steering committee relates to the BO-MIRT, how finances, capacity, and mandate where arranged (gemeente Eindhoven, 2017b).

The steering committee of the strategic vision of Brainport City made in 2017 the decision to drop the project "Multimodal transfer point Acht". Deciding that at least a sprinter train station was not feasible, in the long term, there could be thought about an intercity station, which on a longer-term may be feasible (gemeente Eindhoven, 2017c).

The year 2017 was used to order the strategic vision and make clear how the program could be managed in the upcoming years, this was mainly done by the officials of the municipality of Eindhoven with consultants of the Brainport City project group. The big questions on monitoring, feedback, and reflection, but also decision-making and keeping development on the spatial image and content, was attempted to be figured out (gemeente Eindhoven, 2017c). There was no follow-up formulated, and no documented answer to that question (R. Rijnen & R. de Mug, personal communication, 20 November 2019).

4.2.4 2018

The focus of the Brainport City Steering committee was no longer on a third train station in Eindhoven. The focus was shifted towards investigation and action on the project of a High-speed train between Eindhoven and Düsseldorf. Additionally, the project of the area around the train station got more attention. The first reconnaissance for the project Eindhoven International node XL (EIKXL) was started by the decision of the steering committee Brainport City. The cooperation of different stakeholders in the project was increased (gemeente Eindhoven, 2018a).

An extraordinary event happened during 2018. There was no official decision by the steering committee Brainport City to split of a decision group for the project Eindhoven International node XL. Meaning that there is no documentation in the steering committee Brainport City and the decision is more or less made by part of the steering committee and not all the member of the steering committee Brainport City. This decision group is called the Core team Eindhoven international node XL (Core team EIKXL). This group exists of half of the steering committee: municipality of Eindhoven, Ministry of Infrastructure and Water management (I and W), Ministry of Internal affairs, Province North-Brabant department of Mobility, Province North-Brabant Department of Spatial Planning.

Which meant that the steering committee got the information of the project Eindhoven international node XI from the Core team EIKXL. The decision-making process was shifted from the steering committee towards the core group XL. Some people who first participated in the decision-process were now cut off from this process. A proposition needed to be made to clarify the separation, the goal- and purpose of the two groups. However, there was never an official decision about the separation (gemeente Eindhoven, 2018b).

4.2.5 2019

Because of the separation of the two groups, the steering committee Brainport City only acted as an informational group. No decision or directions are to be made. While the core team EIKXL set up a formation with the partners involved. The formation of a Spatial Planning team, a program team on collaboration, and a team on mobility in the project. The project is in its early stage with only a vision and a sketch of the future and steps that need to be taken (gemeente Eindhoven, 2019a).

The region asks if they could be part of the Core team EIKXL because they think that the development of the station area is of such an impact on the region that it is important for them to be at the meetings and know the bottom line of the decisions made in the core team EIKXL (gemeente Eindhoven, 2019b).

4.3 Development in governance steering committee Brainport City

The Steering committee of Brainport City has changed overtime. Sometimes it changed in the members participating in the steering committee because of job changes. As the Brainport City vision started with. In annex C is provided an overview of the change of stakeholders within the steering committee. The names are provided with initials for anonymity of the stakeholders. It can be seen that the biggest changes of participants were in 2018 and the beginning of 2019. Also, in those years there was a shift in organization that are actively participate in the strategic vision. The ministry of economic affairs not an active member anymore but only an agenda member on their own request (gemeente Eindhoven, 2018a). Out of the reports of the steering committee meeting, in 2018 a new organization member, the ministry of internal affairs, was introduced, and in 2019 ProRail joint the steering committee.

One other remarkable notion in the table is the change of the municipality of Eindhoven. Together with the other shift stakeholders also the representative of the municipality of Eindhoven was changed. As this is the chairman of the steering committee this had probably an affect on the steering committee. However, this cannot be said with certainty, this not explicitly asked towards the stakeholders. This change of chairman was also during a time of many shifts in the representatives therefore, the causality of the change in chairman and the affects of it in the steering committee could be made even when asked.

4.4 Other active programs in the Brainport region

In the Brainport Region, multiple vision and programs are active in the development of spatial planning. Each of these different visions and programs has its scopes and specific developing area. In figure 6, the most important visions and programs are displayed. The squares stand for the area in which the program is active. The blue square stands for the programs that are active on the infrastructural projects. The red square stands for the projects that are spatial integral, so they have infrastructure, green, water, buildings, etcetera in their project list. The green square stands for the program that is involved in not only spatial development but also with economic and social projects.

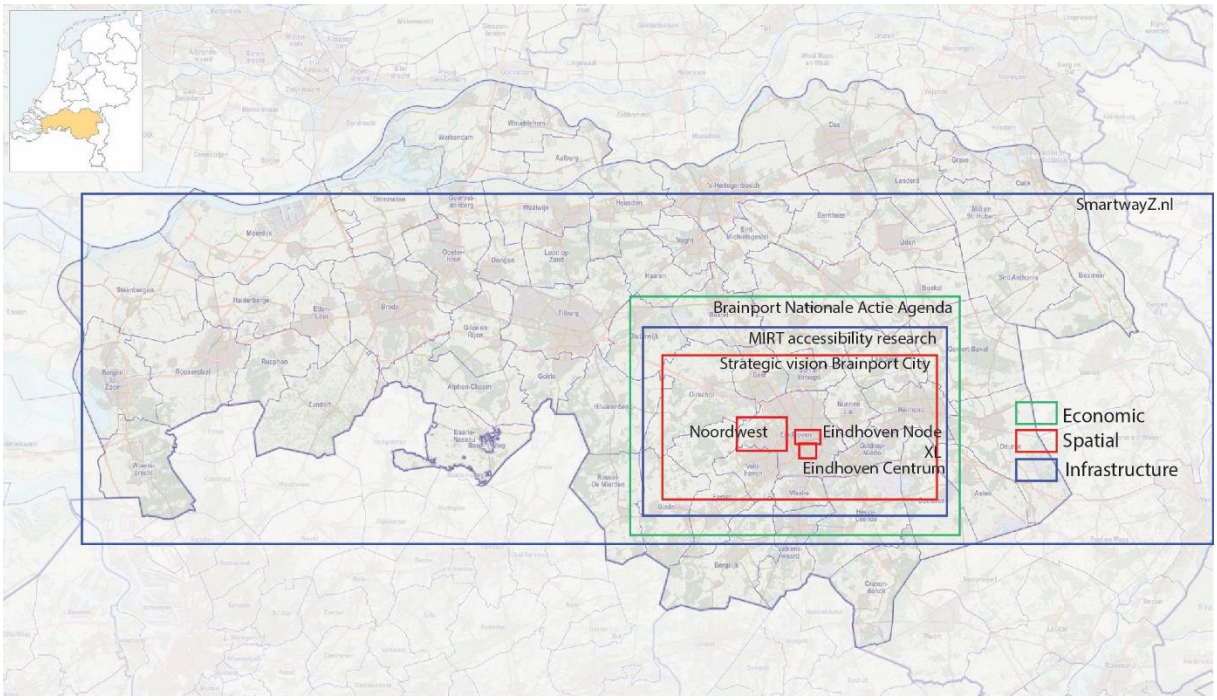

Figure 9 Strategic programs Eindhoven map made by author with information of Rijnen (personal communication, 20 November 2019)

The connection between the different programs is important for the economic growth and the wellbeing of the inhabitants of the region cannot be done without a robust network of infrastructure and spatial development that is concerned with the elaboration of area developments (de Mug, personal communication, 12 November 2019).

The area developments that can be seen within the square of the strategic vision Brainport City are developments that need to be connected with each other. As the stakeholder interviewee B said: “We can develop the airport on our own, but it is better to develop the urban area with each other.”

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Chapter 5: Analysis

In the following chapter, an analysis will be drawn up from the contained data. First, the findings that are related to the strategic vision and how the stakeholders see the strategic vision of Brainport City are described. Second, the stakeholders and institutions are represented. The stakeholders are compared to the theory of institutions, in which stakeholders in the same sphere should share the same network, perceptions, values, and resources. Also, an image is drawn of how the current organization of the steering committee Brainport City is and could be seen in a governance structure. Last, the analysis of the informal structures will be presented.

The analysis is conducted out of the theory and the case study combined with the interviews that are held with the stakeholders of the strategic vision of Brainport City. The interviewees are quoted anonymously in the empirical research results to guarantee their privacy.

5.1 The strategic vision Brainport City in comparison to the theory of Albrechts (2004)

When using the multiple theories behind the concept of plans, the vision of Brainport City has no definite ending or direction. The plan changes over time. Therefore, it can be stated that Brainport City has more elements of the facet planning as a learning, meaning that Brainport City is not so much concerned with producing a plan but more trying to understand the environment they are working in. The plan is concerned with the process of a spatial development. To determine how a strategic vision works, and how it can change over time, there needs to be a clear view of the strengths, weaknesses, opportunities, and threats. Within the vision of Brainport City, the steering committee tries to act on these keywords. As mentioned in the literature chapter, the strategic vision of Brainport City should be concerned with adaptive programming. The steering committee even had research conducted by Blueconomy and Berenschot on adaptive planning, the results of the research can be seen in Annex D. The results are in Dutch (Morselt et all, 2015). Unfortunately, the outcome of the research is not implemented in the day to day basis of the vision. Also, with the approach of adaptive planning, the hope was to predict and process the trends, forces, and resources available, which has impacts on the outcome of the vision. For the strategic vision of Brainport City, the stakeholders are identified as the stakeholders that helped develop the MIRT Research Brainport Avenue 2020-2040. Therefore, it can be stated that the stakeholders are part of a multilevel governance. The strategic vision also has a long-term vision and investigates the risks that can occur while implementing the strategic vision. The decision framework, on the other hand, could use some improvement. Nevertheless, the steering committee of Brainport City is trying to aim at new ideas and influencing the area by organizing and mobilizing the stakeholders.

Looking at the criteria, Albrechts (2004) formulated it can be said that the strategic vision of Brainport City was in its earlier years more in line with the criteria. In chapter four the strategic vision is describe, in combination with the interviews and the personal communication provide by the program leaders a few analyses can be made. The strategic vision of Brainport City makes it possible to continually figure out its strengths, weaknesses, opportunities, and threats on a regional basis. This SWOT-analysis is not done by a systematic method. However, the strategic vision makes it possible to continually monitor external trends, forces, and resources available. The strategic vision also brings the stakeholders together. In the start of the strategic vision of Brainport City the first projects that were initiated where affecting all stakeholders. Every stakeholder could have a role in the project of "Multimodal transfer

point Acht," for example. More operators of the different organizations of the stakeholders were involved with the performance of the project. The next projects that were initiated did not always apply to all the stakeholders. The participation of the employees of the stakeholders started to diminish.

Later, in 2019 of the strategic vision, the aspect bringing stakeholders together, is reduced because of the split between the two groups, Steering committee Brainport City and Core group Eindhoven international. This dividing is causing the biggest challenge, of making a project planning into a strategic planning, diminish. Where the process in a governance structure, with an integrated and transparent approach, is most valuable for.

Although the strategic vision is clearly focused on the long-term, it lacks the monitoring, feedback, and revision of some actions. The strategic vision is more focused on the implementation than the process of the vision. In the earlier years of the strategic vision of Brainport City, it can clearly be said that it was a strategic plan. However, the strategic plan lost track of being a strategic plan over time, which means that the strategic vision has no function. The goal of the strategic vision is still bringing the stakeholders together, making understandings and agreements with the stakeholders and trying to inform them or influence them.

5.1.1 The strategic vision in the eyes of the stakeholders

In the interviews, the opinion of the different stakeholders was asked for the strategic vision of Brainport City. It is not obvious for all stakeholders how the strategic vision of Brainport City is formulated, meaning that a lot of the stakeholders can not mention the seven different program lines or what the exact scope of the vision is.

Interviewer: "Do you think that the steering committee knows the vision and knows the goals that are set in the vision?"

Interviewee J: "I do not think so if I am honest."

Some of the stakeholders are seeking the goals of the strategic vision, others have the goals explicit in their minds. For them, the strategic vision is bringing the different program lines together and developing the Brainport Region jointly, instead of complete isolation.

Interviewee B:" I think it is important that there is an integral vision. How we develop the bigger picture, you cannot do it alone."

Interviewee H:" I think it is vital to create a group where you speak in an integral setting about significant developments that are happening."

Interviewee D thinks the vision was more shredded in the past, but nowadays, it is coming back together.

One aspect acknowledgment is the political change in the past year during the implementation of the strategic vision of Brainport City. Because of this, it is sometimes hard for stakeholders to recognize themselves in the vision. They do not have a clear image of their role in the strategic vision and how the strategic vision relates itself to other strategic plans and programs.

Interviewee H:" This year, I already saw two different people of the ministries and two of ProRail, just because people get a new job. It is just how it works."

Interviewee G:" So what you see is that the ones who developed the vision and put thought to it are no longer in the steering committee. So, it could help to determine the vision again with each other. Not that you need to do the work all over again. But look with each other what we want to accomplish and how that relates to the other programs.

5.2 Stakeholder and actor analysis.

In the next paragraphs, there has been an actor analysis of the stakeholders of the steering committee Brainport City one of the aspects of governance is the *who*. As stated in the literature section, stakeholders that are part of the same institution are more likely to have the same network, values, perspectives, and resources. It should define how they can participate in a governance structure and what their possibilities are. The following section will be described on the structure of the institutions, state, market, and civil society. For each of the institution the network, perceptions, values and resources are discussed.

In the research on governance, a few different themes where discussed. In the interviews, a clearer image of the interviewee is wanted. How do they fit in the *who* section of a governance structure? Is there a general partner perspective in one of the spheres of State, Market, or Civil Society? Also, how do the partners fit into the formal and informal rules of their spheres, and in what sort of organization do they work? With this information and the additional information about their access to the resources they have, it can be conducted what their role is in the steering committee and what their role could be.

5.2.1 State Sphere

Looking at the stakeholders of the steering committee Brainport City, it can be said that the municipality of Eindhoven, the Province of North-Brabant with their two representatives, the Ministry of Internal affairs and the Ministry of Infrastructure and Water are located in the state sphere. Also located in the state sphere is the representative of the Brainport Region. This is also an organization that is politically organized with specific authorizations. Only this organization exist of multiple municipalities as a heterarchy. The municipalities that are engaged in the Urban Region have their municipal boundaries as their territory. They can make their authority binding, and most of all, the fourth element that Jessop (2016) added they aim towards a higher goal than self-preservation. As the representative of the nine municipalities in the Brainport Region, they have a more supervising role.

A more complicated state sphere stakeholder is ProRail. ProRail is involved within the State Sphere. ProRail is an independent administrative body within the national government. Because it is a company within the state, the Ministry of Infrastructure and Water can hold more control over the policies, finances, and capacity within the organization (Stibbe, 2016). Therefore, within the Ministry of Infrastructure and Water, they are a state body only for the organization itself, they do not have the same aspects as the rest of the state stakeholders. ProRail has specific authorizations. They are the only organization that is responsible for the train tracks in the Netherlands. Therefore, it can be said that they have their territory. However, They do not have binding authority, but they are always trying to aim towards a higher goal than self-preservation.

The network

Policymaking exists in a network in which multiple actors are interrelated systematically. Each stakeholder has its own network wherein he or she is participating. Sometimes stakeholders meet each other on different tables. As can be seen in the literature in chapter 2, there can be two kinds of network conductions. One network analysis for each stakeholder individually, and the other where you implement the network analysis for one specific case. The network analysis is done for the specific case, it is based on the informal structures and information flow. Some of the state sphere stakeholders have a tight connection with each other.

The two representatives of the Province North-Brabant continually exchange information. This information exchange is also the case for the two representatives of the National government. Also, a close connection is seen between the representative of the municipality of Eindhoven and the representatives of the Province North-Brabant. Based on the interviews it can be said that the connection with the representative of the Brainport Region could be better.

> *Interviewee C:" But you know, in the end, there are people who push, those people meet each other in all kinds of the steering committee. Between the two representatives of the Province, we connect and WhatsApp with each other, and we try to use those moments."*

> *Interviewee C:" I have personal contact with the representative of Eindhoven."*

> *Interviewee J:" It has happened that my college of the national government could not make the meeting. Well, then I will take her input to the meeting. In the end, we are one national government."*

> *Interviewee F:" Also I have a busy schedule, sometimes I take a moment with my advisor of the Brainport City program, and I have a meeting with the representative of Eindhoven. Nevertheless, in the end, you do that not enough times, but there is where the most profits can be gained."*

Perceptions

During the interviews, the perceptions of the state stakeholders in the Steering committee became a bit clearer. While the state stakeholders all have the same idea of the strategic vision of Brainport City and that the implementation should be in the best interest of the citizens. They all have a different idea on the execution of the strategic vision of Brainport City and how they should cooperate in the steering committee.

> *Interviewee H:" So I am always willing to give every partner, and especially if they pay for it, room to investigate and do research if that is necessary. If it does not cause for significant delays in the projects. It is a program located in Eindhoven, of the municipality of Eindhoven."*

> *Interviewee F:" From Eindhoven, I taste the ambiance, 'wait now you do not need to make it too difficult."*

> *Interviewee F:" I think we should do more together and set things more in a constant time frame. We should not let everything depends on a cycle of 5 to 6 month towards the MIRT Meeting with the national government."*

Interviewee A:" It is about the scale level, not the municipal area, not the area of the Province, but in-between. You really must do that together.

All state stakeholders think that it is the responsibility of the state to make a policy and to execute this policy. Therefore, it is also a state responsibility of these stakeholders to invest in the strategic vision. One of the stakeholders strongly agrees with the fact of who pays is the one who decides. The state stakeholders cannot force the non-state stakeholders to invest in the area; it is a state responsibility.

Interviewee A:" But as far as I am concerned, the cooperation is also aimed at jointly organizing the necessary capacity. The capacity is, but you cannot take over the responsibilities of the other."

While some of the stakeholders think it is only a program for the municipality of Eindhoven where the Urban region Eindhoven is only secondary in the implementation. Others are more concerned about the cooperation and involvement of the Brainport Region. The connection could be made more with other projects/programs. Not only the connection between projects within the program of the strategic vision of Brainport City but also the projects and programs of other stakeholders and municipalities. As seen in Chapter 4, there are multiple steering committees active on different subjects in the Brainport Region. The connect could be better made between them. There is not sign of a structured connection and information flow between steering committees, only by persons who attends those steering committee meetings.

The steering committee member in the state sphere all agree that a governance structure, and therefore a stakeholder's group and participants can evolve over time and that not all stakeholders are always necessary for every program line.

Values

Out of the interviews with the state stakeholders the following values came forward. The state sphere stakeholders prefer to integrate the different projects of the city into one strategic program so coherence will be established. While connecting the different stakeholders and consulting them during the process of implementing the strategic vision, the state stakeholders prefer that the state partners mostly do the decision-making process and the actual steering. They would like to have a structure that considers a distinction between the first- and second-order of people that are involved. The stakeholders that do the work and steering on a more daily basis and stakeholders that are consulted when needed. If this is implemented the state stakeholders should be of the first-order and the market and civil society stakeholders should be of the second order. Some stakeholders think that not all the state stakeholders are of first-order in the process, some even think that even though they are state stakeholders they should not be of first-order in the process. The state stakeholders sometimes find it challenging to communicate with some market stakeholders because of the close interference of the state stakeholders with those parties.

Resources

When a stakeholder has useful resources, it means that they have the ability to change the world around them. What are the assets that a state stakeholder must participate in in a governance-structure? For the stakeholder analysis of capacity, finances, mandate, and

steering possibilities where take into account. The answers of these possibilities have been collected out of the interviews.

The possibilities for the representatives of the national government, the representatives of the Province, and the municipality of Eindhoven are the same. When it comes to the aspects of capacity and finances, these state stakeholders work at the same pace, meaning that the process of getting these assets are the same by each of these stakeholders. For capacity and finances, the stakeholders need to go through a process. Every year they need to budget their expected resource requirement. These expectations are partly influenced by how much they are willing to spend on capacity and finances. The expectations influence the budget for the upcoming year. There can be slight changes in the available resources during the year, but they would not cause extreme changes. Meaning that for capacity and finances, it is essential to think ahead and plan carefully what the crucial projects, vital decisions, and strategic researches will be the next year.

> *Interviewee G:" Resources of a government are budgeted, and it is challenging to change that at once. In the future, possibly, but not all at once. In business, when a boss wants something and says something, and then I am not talking about large banks, but rather about medium-sized companies, the companies who are in the steering committee, then it will happen."*

Out of the interview it can be said that, for the stakeholder that represents the Urban region Eindhoven is the same process as the other state stakeholders above, only he needs to think even further ahead. First, he needs to arrange the support of his fellow municipalities about proposals of capacity and finances. Second, the municipalities need to arrange this separately for their organization. This separation makes it complicated for the representative of the Urban region Eindhoven to get capacity and finances for the strategic vision of Brainport City.

> *Interviewee F:" The weakness of the Brainport Region is that for every project and every research, I need to get budget with my colleagues."*

The deputy of ProRail, however, has the mandate to decide about the use of the capacity. The mandate to use financial liquidity is not in their control. The mandate to use financial liquidity is still in control of the Ministry of Infrastructure and Water. (Stibbe, 2016).

The mandate is not a resource on itself. Mandate is about the possibility of making commitments and decisions of each stakeholder separately. Information about the mandate is collected out of the interviews. The stakeholders, the representatives of the national government, the representatives of the Province, and the municipality of Eindhoven have the ability to make decisions for the subject of their department. If they have an assignment that is executed by their department, they can give capacity or finances if this is within the budget of their department. If it is outside their department or outside their budgeting, they need to retrieve resources from the representative of the appertaining department within their organization. Most of the state stakeholders represent more than only the department of their organization. Therefore, they mostly need to have more mandates before commitments can be made.

Interviewee J:" I can decide over the commitment of my employees in my department. However, what you see is that I also represent my colleagues of other directorates. Meaning if I go to a steering committee meeting, I need to get a mandate from them to commit their employees."

For the representative of the Urban Region, it is also challenging to get a mandate. He is the speaker not only for his organization but for a lot of other municipalities; therefore, he can often not give his permission on some subjects in the steering committee of Brainport City.

The interim conclusion on the state sphere is steering in the state sphere is done by soft governing tools. With knowledge and excellent communication, the state stakeholders try to activate the other stakeholders to participate in the strategic vision of Brainport City. There is no use of hard governing tools when it comes to activating state stakeholders.

5.2.2 Market Sphere Stakeholders

The market sphere stakeholders are a bit more challenging to identify. For the Stakeholder NS, it is a more complicated construction. NS is a market sphere stakeholder that is intimately involved with the state. In 1995 the Dutch train company was separated from the state, which means that the company could effectuate its business operations more efficiently and focus on transporting travelers. When they got separated from the state, the state retained all the shares of the company. Which means the state still has a prominent involvement in the company. They are supervising the company and their business and how they attend it (Modderkolk, 2015). The focus of NS should be its business of transporting travelers and withdrawing the financial profit of their company (RTLZ, 2019). NS, therefore, could be seen in the market sphere, but the relations with the government are highly connected.

Eindhoven Airport is located in the market sphere. Eindhoven airport is an NV, where the responsibility of the day to day bases management lies with the board of directors (Eindhoven Airport, n.d.). Of all the stakeholders, Eindhoven Airport is the only one that is entirely in the market sphere. However, the shareholders of Eindhoven Airport NV are the Schiphol group Netherlands, The Province of North-Brabant, and the municipality of Eindhoven, which means that almost all shares are located in the state sphere. Eindhoven Airport can still be seen as a Market sphere business. Their main activity is to withdraw money from their business (Steurer, 2013).

Network

The market sphere stakeholders indicate that sometimes the contact between the other stakeholders of the steering committee Brainport City could be expanded. The connection between the representative of the NS and the representative of ProRail could be stated better. There could not be conducted a clear indication for a strong connection between other stakeholders, out of interviews and document.

Perceptions

Conducted out of the interviews, the opinions of the market sphere stakeholders are a little bit divided. One half of the market sphere wants to participate more in the strategic vision of Brainport City. They want to participate, give knowledge, and help steer towards a coordinated vision. Where other stakeholders only want to participate if it is of interest to them. They do not need ownership in the strategic vision. They only participate when asked for knowledge.

Interviewee E:" So yes, what would I call my role. I think I might be an advisory role or listen, and where it is relevant, I would, of course, like to bring in the interest of my company."

Where Eindhoven Airport is feeling the societal responsibility for cooperation in developing the Brainport Region. Out of the interview the representative of Eindhoven Airport states that his vision on participating in the Brainport City steering committee contains: cooperating and advising in the organization and implementation of the vision.

Interviewee B:" It is for us challenging to be involved in every content; we do not need to sit in the position of someone else. However, we play a big part in the entity, and that goes beyond a bit of an advisory role, it also means to deliver, and that is what we do."

Values

Conducted out of the interview, the values of the Market stakeholders are, just as in the perceptions, a bit divided. Where some stakeholders would like to see that they have a vote in the steering process, others only want to participate in giving advice.

Resources

The deputy of NS has not that much of a mandate. When decisions are made about capacity or finances, there must be approval of the organization. NS does not make use of soft or hard governing tools for the strategic vision of Brainport City.

Interviewee E:" If, for example, there needs to be financial decisions, then I need to go back toward my organization and get the mandate for the decision."

Eindhoven airport has more capacity, finances, and mandate. The representative of Eindhoven Airport has a man at his disposal for capacity, finances if he wants to, and the mandate to gives one's word. This is in contrast with most of the stakeholders. Eindhoven Airport does not make use of the soft or hard governing tools for the strategic vision of Brainport City.

Interviewee B:" I am in a decision-making position. So, of course, that depends on what kind of investments you are talking about. Whether as I can do that myself. Nevertheless, I am there with a full mandate, so that is not an issue.

5.2.3 Civil Society sphere

In the theory, the Civil society sphere is discussed concerning what an actor in this sphere should be. Organizations in the Civil society sphere should be non-profit organizations utmost extent of volunteers. That should motivate the government and market to behave better. If all stakeholders of the Steering committee Brainport City should be divided into the three spheres, the best sphere to grade Brainport Development in is the Civil society sphere. Brainport Development is not an organization that mostly exists out of volunteers, which the literature states it should be. However, it is an organization that is non-profit and which is trying to motivate the government and businesses to behave better. It could be said that Brainport Development is a kind of lobbying organization. Behind the organization of Brainport Development, there is the foundation Brainport. The foundation Brainport assembles companies, government, and knowledge institutions to determine the course for the economic position of the Brainport region. Brainport Development is the executor of these plans

(Brainport development, n.d.). Nevertheless, it can be discussed if Brainport Development on itself is not already a new form of institution/organization (Interviewee D, 2019).

Network

Brainport Development is the spindle in a network of businesses, knowledge institutions, and government. The connection of Brainport Development cannot be seen clearly in the empirical findings. This does not mean that there is no connection. When looked outside the case, and so the connection of the program with partners in the region. It can be said that the most important connection Brainport Development has, that the other stakeholders not emphatically have in their network, is the knowledge institutions Brainport Development has (Interviewee D, 2019).

Perception

The strategic vision of Brainport City should be more coherent. It needs more guidance to make the vision more organized. Therefore, the seven program lines need some more clarification so they can be combined better. Out of the interview the stakeholder stated that is that steering is a political process where Brainport Development does not need to participate actively. He acknowledges the fact that sometimes, the state parties need to decide on their own. However, the guidance and advice of the other stakeholders is very helpful sometimes (Interviewee D, 2019).

Values

Brainport Development wants to help the steering committee of Brainport City to implement the strategic vision. However, they do not want the vision to be their priority; they want to give knowledge and guidance but do not want to have the lead in the program (Interviewee D, 2019).

Brainport development does not use the soft or hard governing tools of Civil society. They only address, when needed, the steering committee of Brainport City with the right information (Interviewee, D, 2019). Brainport Development could make more use of their position as lobbying organization.

Resources

On the subject of the resources of Brainport Development, it can be said that there are no finances available for their organization. For the asset capacity, Brainport Developments main task is to get finances for the whole Brainport region. This also includes the strategic vision of Brainport City. It is not their priority to only lobby on that subject. Their capacity is broadly used in the Brainport region, and therefore knowledge is always available when asked (Interviewee D, 2019).

At last, there is no right of mandate for the representative of Brainport Development out of its organization. It can be said with my own interpretation that he only can enter the decision-making process with information and not with other resources (Interviewee D, 2019).

5.3 Organization structure of the steering committee Brainport City.

In the research towards governance, the concept of the *who* in governance was explained. The formation of actors was really based on how the case where the governance was meant for was built. It is of importance to know if the case was problem-driven, micro-level, or if it was about the relations and interactions between the institutions and actors, macro-level. For the case of Brainport City, it can be said that the governance is about the macro-level. There is no problem-driven governance needed, but the relationships are essential in the

governance (Peters, 2016). The governance that is needed for the strategic vision of Brainport City needs to focus on the relationships between the stakeholders within that governance structure. Stakeholders should try to influence each other and work towards a common goal. It can help us to identify the organization that is needed for the steering committee of Brainport City better.

Interpreted out of the document and interviews, the formation of the steering committee Brainport City, are forming a triple helix governance structure. The actors are located in the market-, civil society-, or state sphere, meaning that the three spheres work together on a common goal. The steering group committee is trying to do this in a meta-governance structure. Where overseeing, reflection and orchestrating different types of regulation is the main goal.

With the macro-level case of the strategic vision of Brainport City the meta-governance approach of steering is a combination that is useful. In the meta governance the soft govern tools of each stakeholder can be used. However, as seen in paragraph 5.2 stakeholders, not all stakeholders are using their ability of steering with soft regulation tools.

The implementation of organization theory can also help with the collaboration between stakeholders (Egeberg et all, 2016). It can structure the governance of the case Brainport City in the four components: Capacity, Specialized, Role incumbents, and organized anarchy. They were conducted out of the conversations with the program manager of Brainport City (R. Rijnen & R. de Mug, personal communication, 10 December 2019). By implementing the organization theory it can help to structure later the informal structures.

5.3.1 Specialized

Looking at the organization of Brainport City combined with the theory, some statements can be made. Starting with the type of specialization in the organization. The stakeholders are divided into vertical organizations like the National government, Province and municipality, and the horizontal organizations, ProRail, NS, Brainport Development, and Eindhoven Airport. The network of the steering committee, it exists of multiple organizations that are setting a governance network for themselves and therefore exist in a Heterarchy. For the organization, they work in a vertical organization. Where the steering committee of Brainport City sets the agenda, and the municipality is doing the day to day steering and most of the decision-making process. The Steering committee steers some stakeholders, mainly the municipality, in the direction they should be going in implementing the vision into the Brainport region. Where the steering of the partners can be seen as a horizontal organization, the implementation is a vertical operation.

5.3.2 Capacity

The steering committee Capacity defines in what range we find the strategic vision necessary. How the Steering committee Brainport City defines its capacity around the strategic vision is from the stakeholder the municipality of Eindhoven, formally two FTE. However, because the strategic vision is broadly implemented in the organization, there on the job a lot more people are working on the implementation of the strategic vision (interviewee H, 2019; R. Rijnen, personal communication, 19 November, 2019). These employees work not always fulltime or program-specific on the vision. However, the strategic vision of Brainport City is one of the central visions of the municipality, so some employees work on the implementation by doing their other daily tasks. The Province is also working with the municipality in close cooperation, not specific on the policy documents that need to be delivered, but on general strategic

cooperation. The vision of Brainport City is acknowledged and take into account in their policy and lobby process on a daily basis (Interviewee A, 2019; Interviewee, C, 2019). The national government is the same involved as the Province; however, in a less intensive way (interviewee J, 2019; interviewee G, 2019). The other stakeholders are sometimes more or less participating in implementing the strategic vision of Brainport with some cooperation but not in extensive ways. In the past month, the cooperation with some stakeholders became more (de Mug, 20 November, 2019).

5.3.3 Role incumbent

The role incumbent has relations with the specialized of the organization. The Steering committee Brainport City has for the first order involvement the municipality officials and for the administrative the councilor. Also, it could be said that also the Province is in the first order involvement, because of the close collaboration with the municipality. For the national government, it depends on the subject if their involvement in the first order. Out of the interview the ministries inform that they are not always interested in participating in all the subjects. The reason for this position is, that the they think that the smaller projects are not always part of their scope. For the other stakeholders, the involvement can be set on the second order.

5.3.4 Anarchy

The last point of the steering committee in organization theory is how the steering committee is divided in terms of anarchy, are they a more or less loosely coupled organization. There is not a specific range where the Steering committee is located. For the information level, the steering committee wants to involve as many stakeholders as possible. However, looking further at the decision-making process, the organization becomes more loosely coupled, which means that, especially for the state stakeholders, most of them prefer the final decision making in the hands of the state actors. Out of the interviews it can be said that there are some divergent opinions if that should be all the state stakeholders or only a couple.

5.3.5 The possibility of steering in the steering committee Brainport City

The Steering committee of Brainport city does not exist of all stakeholders in the same sphere, as can be seen in the paragraphs above. Therefore, the standard governing tools, as Steurer (2013) describes them, are not applicable for the steering committee of Brainport City.

In the end, all stakeholders are willing to participate in the program. However, they must know how they can participate. They do not all have the feeling of responsibility for the implementation of the program. Some stakeholders watch from afar how the program is executed.

Steering in the steering committee of Brainport City

Looking at the in-depth at the different forms of steering in a governance structure. The Steering committee has the means to be at the orchestration or meta-governance level. Trying to oversee the different urban developments, overseeing the common goal that the region wants to achieve on the subject of spatial and economic developments.

> *Interviewee H:" But what we do in Eindhoven Node Xl has a direct relation with what we do in North-west Eindhoven and with other campus sites, what also an effect has on the bundle route. So, you can make it as integral as you want to. However, the art is how you can, on a multilevel governance table as Brainport City, also make sure that there is enough progress on projects."*

Interviewee I:" It is a great idea what Eindhoven has with a lot of ambitions and integrality on the subjects of mobility, living, work, business activity, and economics. But what is the shared goal, and how do we steer on that shared goal? I feel like it is more of stakeholder management, we have the stakeholders together, and they are participating in the conversation, but the idea against it is missing."

At last, it is essential to know what their opinion is about the communication (information, trust, conversations, the willingness of others), and the structure of governance is of the steering committee Brainport City. These subjects relate to the *how*. The *how* of governance is maybe the most complex of all the layers of governance. This aspect is how the actors communicate. Steering is not only about formal structure, it is also about informal structures how stakeholders are connected (Eshuis e.a., 2010). Linking it all back to the actor information and knowledge of the stakeholder, it can set a clear image of the function of the steering committee. To enlighten more on this aspect of governance, the theory on collective action and communicative action is used.

5.4 The social structures in the Steering committee Brainport City

As can be read above, decision-making is about joint decision making and the process that comes with it. The Steering committee Brainport City has not a formal structure of decision-making. Major decisions and direction are decided in the Steering committee meetings. With the pre-work of the organization below the Steering committee, the stakeholders will base the decisions in those meetings. There is not a real method that they are following for the decision-making process. However, as mentioned in chapter four, the steering committee of the strategic vision of Brainport City has attempted to implement a decision method for the Steering committee, made by Blueconomy and Berenschot. Unfortunately, the method has never really been used. The method included five steps that could be taken by the steering committee Brainport City. They could, put the project on the agenda for discussion, initiate a project/start a new project, activate a project and speed the process up, follow the process of a project, and show finished projects. These steps need to be based on analysis of the project to see which affects an other project, which projects determines another, which project can not proceed without another project and which depends on one another. The method that is described in the report can be seen in appendix D.

In the Steering committee, the collective decision has to do with urban interventions, which means that there is a decision about how the Brainport region is spatially used. Places and spaces are limited for use, and decisions are based on where, which sort of vision implementation is needed. For example: looked at mobility, not everywhere, can a new road be constructed, and while constructing that new road not every piece of greenery can be saved. It can be rivalrous when more stakeholders want to the road in a specific part, which benefits them more. In joint decision-making, this should not be an issue, and the stakeholders should choose the dominant strategy, which is to cooperate (Holahan & Lubell, 2016). The collective goods are in this chase of the strategic vision of Brainport City, the places of where the urban interventions need to be in the Brainport Region and its development.

The free riders' effect is not a direct concern of the steering committee Brainport City. However, based on the interviews, it can be seen as a secondary concern. The state sphere stakeholders think that when a party is paying, they can decide. However, they do not want

to involve the other non-state stakeholders too much in the decision process and let them have too much of a say. It can be seen that the market sphere stakeholders are putting too much of their interest on the table. Mostly on the motto that the state sphere stakeholders are the ones whose responsibility it is to make the policies. If there is an actual form of free riders' effect in the steering committee Brainport City cannot be said.

> Interviewee H:" The question is not so much to ask for more time, but that a wish package is often submitted. That the people who pay for the decision that is made often decide differently. I understand that sometimes it can be complicated."

> Interviewee F:" If you want to participate not only in the process but also in terms of content, you must also tackle that responsibility. Sometimes you have to say: This means that we must hand in our budget. Understandable of Eindhoven, it can also be mentioned; well, great idea of you, but if you want to participate, then you also need to pay."

As earlier mentioned, communication, trust, reciprocity, altruism, information, transparency, and power are essential factors in one of the layers of a governance structure. Each of these aspects where settled in the interviews with the stakeholders. It is not that simple to untangle each of these aspects. They are closely intertwined with each other; that is why some of these factors will be discussed combined.

Considered the information that is shared in the steering committee. Not everybody of the stakeholders has the idea that they have all the information needed to participate well in the steering committee. Meaning that sometimes the information is shared briefly or late, so they do not have the possibility to prepare the meeting. This lack of preparation is affecting the communication is between the stakeholders. During the meeting, some of the stakeholders are caught off guard by some of the questions. Out of the interviews some stakeholders state that, when considerable decisions need to be made, they should get the time and think about the proposal properly. Therefore, the preparation of the meeting could be better, according to some of the stakeholders.

For the Steering committee Brainport City, entering the discussion is not a matter of course for everyone. Not all stakeholders have the feeling that they are part of the discussion at all moments, which means that in another period in the meeting, they are not welcome to enter the discussion. Out of the interview some stakeholders state they have the feeling that not all arguments can be considered in the discussion. The market sphere stakeholders mainly see these perspectives. The state stakeholders are less concerned with this statement.

> *Interviewee E:" But what input do you expect from the partners? What are the occasion and the moment to give the feedback? That is not explicit.*

How the flow of information is used in the steering committee of Brainport City is mainly for informing the stakeholders. Even when they thought that the flow of information could be improved, the aspects of trust and transparency, are in the eyes of the stakeholders enough. Interesting when there is slightly a feeling of the free riders' effect.

> Interviewee H:" I think the transparency is high for whom the transparency must be high."

Interviewee I:" I do not think transparency is an issue."

Interviewee E:" But I do not know how the project again is called. However, I think the construction is complicated. You do something with your partners or without. You can discuss with each other that you do not have a say in some agenda points, but you do not keep your partners out of a meeting. That is uncomfortable and not transparent."

Each of its members sets the will to reciprocity in the steering committee. There is no indication anyone is not willing to cooperate. More research would have to be done to state whether there is any altruistic intent by the stakeholders, as these interviews do not give enough insight into the involved party's motivations.

Interviewee D:" And it is crucial to look together and okay, what do we do together, and what is it that connects us in Brainport City."

Interviewee F:" We are not an enemy of the developments, but we want to participate as a partner so that always indicates that struggle."

Interviewee C:" How are we going to work together and maybe also build an implementing organization together?"

Interviewee A:" What I see in the steering committee is that there are two roles. You are there to decide several things, and you are involved to ensure that no community money is thrown away."

In the interviews the aspect of Power is discussed, and information is conducted on the subject. Power is for most stakeholders not an issue in the Steering committee of Brainport City. Some stakeholders see that for many decisions that need to be made, a lot of stakeholders are anticipate and wait for the opinion of the ministries. However, a lot of them find it understandable that they want to know the opinion of the ministries. One of the more essential resources, finances, are coming from the ministries. Also, another statement that is made is the intertwinement of the finances in between different stakeholders. Therefore, it is for some stakeholders challenging to discuss financial matters in the Steering committee. Mainly because, in the end, they do not have a say in the financial distribution. When the stakeholder with power intent to see the world only through their perspective, it is difficult for the other stakeholders to participate in the Steering committee. However, there is no feeling of missed use of knowledge. For the flexibility of each stakeholder, the state stakeholders are less flexible; this is because of the formal structure that they are a dependant of. The market sphere stakeholders are a bit more flexible with their resources.

Interviewee A:" you know it works here hierarchically; they likely have more powers. That is what is think. I think parties will also confirm that it is also done in other places. I think that we work well together is a culture in which people know themselves equally and are really given the space to contribute."

Interviewee F: "Then I have the impression that I am very much looking at the national government there. The ministries that are looked at because Yes, then that money must also be paid divided."

Interviewee G:" I mean there is a head of a department in it, there is a director in it, then a strategist, so it is not a level playing field."

Chapter 6: Conclusion

The research towards governance structure and investigation of the steering committee Brainport City has led to an answer to the following main Question:

Which role does governance play in the implementation of urban planning, and more specifically, how can governance structures be used in the case of the strategic spatial-economic vision of Brainport City?

Governance structure can help the implementation of Urban plans. With the challenging Urban problems that we are faced with today, it is difficult for governments to plan, organize, and set goals for the future. Multiple aspects need to be considered in spatial planning. Governance can help align stakeholders which increases their ability to generate knowledge and work towards a goal or vision structurally.

The concept of governance is a complicated network of factors that can change and keep changing (Reed et all, 2009). When a single factor changes, others will do so as well. Therefore, the continuous search for the best governance structure will yield (albeit slightly) different results each time. It depends heavily on the external factors such as, politics and the functioning of other projects and steering committees.

As acknowledged earlier, the working of governance can be divided into three subjects: the object, the who, and the how (process and structure).

6.1 What

It can be said that the *what*, which is the strategic vision of Brainport city, is more of a strategic vision than a project plan. As can be seen by the use of planning as a learning. Nonetheless, there are a few aspects of the strategic vision that could have some more attention. Interviews showed that the vision is the clearest for the stakeholders that are in the first-order of structure. On a daily basis, they are the ones who interact most with the strategic vision of Brainport City. Because the amount of interaction is a big factor in clarity, the eldest (in terms of time they have represented their position) of stakeholders have the broadest understanding of the vision. Therefore, the ones most knowledgeable of the vision and with most daily interaction are mostly the same stakeholders.

For most of the other stakeholders there is still a lot of unclarity. This decreases the effectiveness of the goal of the vision. When setting a clear image of the vision, a better purpose and role for each stakeholder can be set in place. It brings relevant stakeholders closer together and helps them to develop the Brainport Region out of an objective point of view.

Brainport City is focusing on monitoring the strength, weaknesses, opportunities, and Threats of the Brainport Region on spatial development. Out of the interviews it could be said that the vision is mainly focused on long-term interventions. Some stakeholders notice that the short term is sometimes overlooked. To combat this, a more systematic method of working on the vision could help. An approach where monitoring, giving feedback, and the revision of actions are essential for planning as a learning. Currently, these aspects are underrepresented in the vision, even though the steering committee has the information that is needed to adopt such a system.

6.2 Who

For the *who* in governance structure, there are two layers. The first layer contains the stakeholders themselves, who they are and in what institution they belong. This says something about their network, values, perceptions, and resources. The second layer is what opportunities the stakeholders have. The opportunities they have at their disposal to develop a governance structure and how to govern in this structure. Most of the stakeholders are located in the state sphere, some represent the market sphere and just one the civil society sphere.

All stakeholders involved in the Steering committee of Brainport City have different opportunities. Therefore, some friction can occur when not everyone can put in the same number of resources. Governance is about steering. Meaning both the way stakeholders steer within the governance of the steering committee, how they influence/empower each other. But also, the way they steer and propagate the strategic vision of Brainport within their organization.

For the stakeholders in the state sphere, steering can be achieved through leading by example. Which includes stimulation of peers to give financial support or free up other types of resources. It can also be done through focusing on one subject in the policy documents, with the purpose of persuading others to works towards a common goal.

The stakeholders in the Market sphere can only steer themselves, according to Steurer (2013). These stakeholders can, individually or with peers, set some ground rules on how they can use and control their deployment of resources, finances, or capacity.

Lastly, stakeholders in the civil society sphere can persuade the other stakeholders to act in favour of common interests. They can lobby the steering committee to achieve the best result for the public.

With a complicated strategy and vision like the strategic vision of Brainport City, a look into new forms of steering needs to be done. Steering by one sphere is too straight forward for these kinds of challenging problems. With the strategic vision of Brainport City, the state sphere is clearly having the initiative the implementation of the strategic vision. Stakeholders are a vital element of the strategic vision. The ordinary interaction steering talked about by Steurer (2013), where the government does not engage directly in regulatory, is not suitable. As well is hybridization claimed by Steurer (2013). Hybridization focusses on the government's control over the execution of policies in the market spheres. The government needs to oversee, reflect on, and orchestrate different regulations for a strategic object. Where Market and Civil society can help define the standards and monitor the implementation of the strategy. The Market stakeholders of the Steering committee Brainport City can be very effective in helping to make the standards with the National government. By giving the Market stakeholders facets of the vision, they can propagate them in the National government and try to convince them to write more policy on the strategic vision, which will hopefully lead to more resources. As Steurer (2013) calls this meta governance.

To support the steering aspect of a governance structure, the organization of the steering needs to be set in place. For this purpose, organization theory can be used resulting in a clear image of the organization and its inner workings. This can then be used to identify which aspects can be improved upon. *Capacity* is such an aspect. Some stakeholders believe the strategic vision of Brainport City has enough capacity whilst others are not so sure about it.

This uncertainty stems from a perceived unclear image of how the underlying organizations of the steering committee implement the strategic vision. Next, the specialized organization, In the steering committee Brainport city eyes, the ideal organization would merge the equality of a horizontal one with the decisiveness of a vertical one. On the subject of *role encumberment*, some stakeholders in the steering committee would like to see more distinction between the first-order and second-order of stakeholders. This means that some of the stakeholders are involved in the daily decision-making process, and others are involved on an ad-hoc basis. The *anarchy* in the steering committee could be more coupled. A more organized implementation from the executor of the program below the steering committee Brainport City would be desirable.

6.3 How

The *how* can only be determined when the what and the who is known. The how can be flexible and change over time. The how can be set in two subcategories: process and structure. For the *how* in the governance of the Steering committee Brainport City, each actor has their role and motivations. What can feel undesirable for one can be the perfect outcome for the other. It is essential to know what the thoughts of the stakeholders on the current governance structures are. What parts do they like and what do they want to improve.

Structure

The organizational structure of the Steering committee itself is a horizontal organization. A horizontal organization mainly has an effect on the flow and availability of information. Where a form of "silo-thinking" is very common. An example being the Dutch national government, where certain topics are routinely underpinned, and some topics are given less attention (Stephenson, 2016). To counteract this effect, a combination of tasks and grouped issues needs to be determined. In the strategic vision of Brainport City, some of the topics are more evolved than others. For example, the topic related to mobility is more visible in the implementation of the vision than the topics on liveability and nature. The reason being that the steering committee uses a more problem-based method, wherein it is determined which topics priority for implementation.

Each stakeholder has a different working pace. Some can give one's word on the spot, others need to have a process beforehand. For the state parties, they work within budgets that they have collected during the time of their financial framework note. They need to keep lobbying within their organization for more resources. For them, it is essential to know their commitment for the coming period in time, for short-term by resource attachment for next year but also long-term, to prepare for emerging resources.

Process

Within the strategic vision, for some stakeholder the exchange of information is satisfactory. However, some find the information exchange is lacking. There is an impingement on this subject. Some of the stakeholders believe that the separation of the Steering committee Brainport City and the core group node XL causes for this imbalance of information. Which sometimes can lead to a feeling of no transparency. However, this is not the case for the Steering committee Brainport City. There is a shared notion that everybody can speak freely, and that no information is withheld on purpose.

The exchange of resources can be on different levels. This research focused on the input of capacity, knowledge, and finances. The input of capacity varies a lot between actors, as does the input of knowledge and finances. Not for all stakeholders can contribute on an equal level.

Sometimes because they must work within their budget and sometimes because they need the permission of others. Resources can be committed in a short-or long-term timeframe, which indicates a time difference in the arrangement of resources by some parties. Arranging resources could take a short amount of time, e.a. a director who has access to all his resources. Or this could take an extended amount of time, e.a. a counsellor who needs to budget his resources on a yearly basis. This means that parties need to realign and sometimes adjust to effectively collaborate.

Stakeholders should choose for the dominant strategy in the decision-making process, which will provide the best outcome for implementation of the strategic vision. Unfortunately, this is more difficult than it should be. Decision-making has a lot to do with the free-riders effect. Meaning that when chosen the dominant strategy, which will be the most beneficial for most or all stakeholders, eventually, someone needs to pay the actual price. This is where most of the decisions are aground and not made to the best outcome. The trade is often to high for the price that needs to be paid. This put a heavy lifting on a few stakeholders' shoulders.

The stakeholders of State and Market are mainly in the opposite position when looking at the aspects of interaction with all stakeholders. Where the market thinks that the state is less evolved in the communication aspects, the state thinks they have done enough for the market.

Some stakeholders have more power in the Steering committee than others. To acknowledge this fact, these stakeholders can agree on how they can use their power. By doing this, it can reveal that the social structure is unintentionally affected by the inequality of power. The interviews show that stakeholders are not seeing an intentionally abuse of power, but that indirect the possibilities of resource attachment give some stakeholders more power than others. The ministries hold more power through their financial position in the Steering committee. Without the ministries, many projects cannot be financed and will not continue in the desired way of outcome. That is why the ministries can empower the Steering committee to improve towards a shared interest, or they can abuse their power to achieve the result only they desire. This also affects the other way around, for example the Urban region Eindhoven has less of a power because their resource attachment is far way less. They cannot contribute in capacity or finances as much a others.

6.4 Recommendation

By unravelling the Strategic vision Brainport City and its steering committee, which consists of stakeholders representing different organizations, recommendations can be made. One notable finding from interviews is the fact that stakeholders change, which doesn`t necessarily mean the represented organizations change as well. This would not be a problem if there were measures in place to ensure a structural and transparent flow of information and knowledge. Currently, information is lost as the knowledge owners aren`t the represented organizations, but the stakeholders. A shared knowledge hub or adequate knowledge transfer processes could bridge the gap.

Such an organized and structural approach could stimulate the flow of information and knowledge. Not only to and from decision-makers but also among stakeholders, thus ensuring informed decision making by all parties through engagement.

Stakeholders mark their view of the strategic vision as unclear. During the five years of implementation the goals of the vision has not changed, but short- and long-term interventions have. History derived from structured knowledge hub such as past reasoning behind decisions, achievements, letters of intention etc. could help clarify stakeholders view of the strategic vision. With an engaged stakeholder driven process in place it should be in everyone`s best interest to contribute.

This stakeholder drivenness could then be managed to re-evaluate the current strategic vision in a transparent and open manner. This makes room for monitoring, feedback and revision of action which every strategic vision should have according to literature. This does not mean the entire strategic vision of Brainport City should be renewed. But leave room for reflection for all involved parties to re-establish whether they, as a body, are still on the right course. This solidifies trust in the steered direction and generates support and hopefully advocacy among stakeholders.

The steering committee need to align their expectations with some of the stakeholders. The stakeholder might not have the same idea over the function of the steering committee. Also, participation of different stakeholders might need to vary during various phases of implementation. It might not be wise to have all stakeholders participate on the first order all the time. Clear communication and argumentation should (re)establish clear shared expectations.

6.5 Reflection

While this research gives a better image of how governance structures are useful in strategic urban planning, there are still some improvements to make in the research and the knowledge that is amassed. In this last chapter, a reflection will be given on improvements to the research. This will be done in three paragraphs: the literature, the investigation methodology, and the research results.

Literature

The literature used in the research is mainly focused on the different elements of a strategic plan, governance structure, and communication. By using more examples these elements, and their relationship with the object, could have been explained better.

Investigation methodology

For the research, the method of semi-structured interviews has been used. Luckily, I have talked to all the stakeholders of the steering committee Brainport City. As expected, not all interviews went flawless. Two interviews had to be done by telephone, which made it more challenging to get the right information about the participant. Also, during one interview, the recorder did not work, which meant notes had to be taken during the interview. In some cases, I did not get all the information needed for the conducted research. Fortunately, I managed to bridge the gap of information by communicating personally with the program managers leading the strategic vision of Brainport City. That way, the validity and reliability of the research are guaranteed.

This research focuses on the theoretical implementation of governance structure, while the interviews focus more on the practical part. However, more input of experts is desirable.

Research result

The ultimate purpose of the research is to investigate how a governance structure could help the strategic vision and the steering committee of Brainport City. Therefore, the research is really focused on one case scenario, which means that the results are not one-on-one applicable to other cases. The research was useful to get more clearance on which elements of a governance structure need to be taken into account when making one. Finally, it must be noted that both the formal and the informal structure is determinative for the functioning of a governances' structure.

The link between important aspects of strategic planning and governance could be made more. Now the research is more focused on governance in general. For following researches there could be more a comparison what would be different in a governance structure when the what is changed, like for example a project plan.

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