

Master Thesis

WITHIN CONTEXT OF THE ENERGYTRANSITION:

How can the most prominent stakeholders that are involved in expansion of the energy network in Overijssel, work towards more effective collaboration?



Casper Koenders

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Author

| | |
|----------------|---|
| Name | Casper Koenders |
| Student number | S1083165 |
| Email | Casper.koenders@ru.nl- Casperkoenders@gmail.com |
| Master | Planning, Land and Real Estate Development |
| Institutes | Radboud University |
| Product | Master-Thesis |

Company

| | |
|----------|--------------|
| Name | Arcadis N.V. |
| Location | Amsterdam |

Supervisors

| | |
|------|--|
| Name | Dr. Pascal Beckers Radboud University |
| Name | MSc. Elliot Sloot Arcadis N.V. |
| Name | MSc. Johan van Damme Arcadis N.V. |

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Preface

The thesis before you is created during my master's at Radboud University during my MA degree in Spatial Planning. Arcadis helped me find a fun but educational assignment. From 01-03-2023 to 07-07-2023, I have been working on my research. Before starting, I had several ideas about what I would like to do research on. This resulted in a research proposal with little to no detail. After several conversations with different people in the field, the direction of my research became increasingly clear. Especially when Johan van Damme suggested doing research into the support among residents for activities conducted by Enexis. This resulted in a renewed research proposal that allowed a more specific approach.

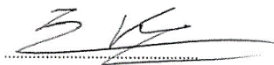
During my research period, a trip to Indonesia to collaborate with two other universities was offered by my own faculty. This offer was an outstanding opportunity to see more of the world, so I could not turn down the offer. Unfortunately, this caused some delays during my data collection, so I struggled to conduct enough interviews among landowners in the last few weeks of my research. Eventually through the help of Arcadis and doing some creative work myself, it was possible to talk to enough landowners.

In addition, I would like to thank Elliot Ditch for the great conversations and the trust in me during my research. Elliot helped me tremendously in connecting with enough people for my research. Johan van Damme also provided me with good insights when I got stuck in my research. These insights were enlightening and allowed me to move forward.

Pascal Beckers mentored me from Radboud university. I would like to thank Pascal for thinking with me during the problems I encountered during my research. Pascal provided me with honest and constructive feedback. Which helped me a lot to put together a complete and coherent story.

I have received a lot of freedom from Arcadis and from school to do my own research. For this I am grateful. I was able to work on a problem that will certainly play a vital role in upcoming years. I have learned some great lessons and look back on a pleasant period. I am proud of the result, and I wish you a lot of reading pleasure.

Casper Koenders, Middelburg 23-05-2023



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Abstract

Due to the rising dissatisfaction of the Dutch citizens in their government, as seen in the Dutch provincial election of 2023, this research intends to narrow down the gap between citizen and government by striving for more collaboration between stakeholders. A psychological understanding combined with a framework for collaborative governance form the foundation of this research.

By conducting a multiple embedded case study during the expansion of the energy grid in the province of Overijssel, where the four most prominent stakeholders were interviewed. Among the four stakeholders, Arcadis N.V., Enexis B.V., two municipalities and landowners, 17 semi-structured interviews were conducted. It has been attempted to gain insight into the different interests that these parties have. Subsequently the attitudes they have towards collaboration were mapped out. It emerged that the pragmatic attitude of Enexis seems to clash with the wait-and-see attitude of the municipality in which the municipality and Arcadis are trying to build a relationship of trust with the landowners. However, the landowner, on the contrary, reveals little trust due to inadequate communication in which there is a self-reinforcing effect of the landowner's feelings relegated to NIMBY.

Different attitudes among stakeholders towards collaboration directly affect a decline in effective collaboration. This is reaffirmed by stakeholders' different perceptions of the role played by the landowner. In fact, there appears to be little to no agreement among stakeholders on how they perceive the role of the landowner. All these differences play into a decline of effective collaboration according to the model of Emerson, Nabatchi, & Balogh (2011). In conclusion, all these differences seem to cause a lack of communication among stakeholders.

The study shows that a lack of communication reinforces feelings related to NIMBY in which landowners declare poor communication, not being understood or feeling that there were insufficient opportunities to have a say during the decision-making process. This results in a self-reinforcing effect in which, due to a lack of communication, the landowner distances himself even further and collaboration becomes even more difficult.

Keywords

- Collaborative governance
- Stakeholder engagement
- NIMBY (not-in-my-backyard)
- Building of trust
- Role in participation
- Energy grid
- Network expansion
- Overijssel
- Landowners
- Energy transition
- Grid congestion
- Communication

1. Introduction

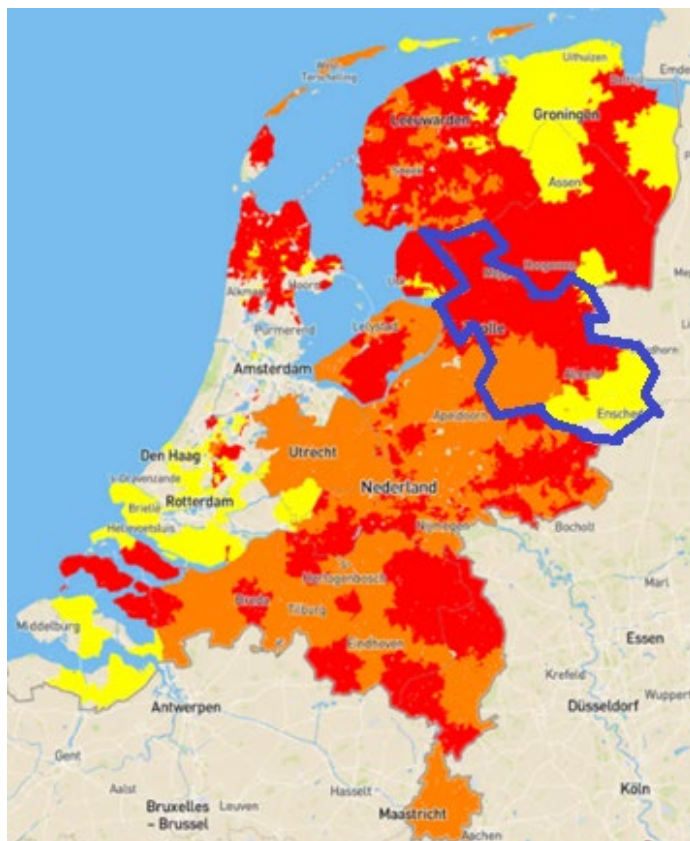
1.1 Introduction

Since the origin of civilization, people have been struggling to find energy sources to meet their basic requirements, consisting of food, warmth, shelter, and other needs. The sources mainly consisted of sun, wind, water, human and animal muscle, wood, grasses, dung, agricultural crops and animal fats. Eventually this changed to fossil fuel because of its abundance, energy capacity, convenience, easy storage, and costs (Solomon & Krishna, 2011). In the current situation the world extracts more than 90% of its total energy usage from fossil fuel (Essent, 2023). Knowing this, the world is compelled to make a transition to sustainable energy sources as well to manage supply and demand of energy more carefully. One may doubt climate change, but fossil fuel is a finite product leading to an increased scarcity. When the current fossil fuel consumption remains unchanged, around the year 2100 the total oil supply will be exhausted (Solomon & Krishna, 2011).

To make this transition to a more sustainable future change is needed, meaning the spatial environment needs to change. Place characteristics are essential for the construction of all kinds of renewable energy sources in the environment i.e., solar panels, wind turbines and hydropower. Changing the physical environment will have its repercussions on the living environment and thus wellbeing of the inhabitants (Gailling, Bues, Kern, & Röhring, 2020).

This also applies to the Netherlands; the Netherlands is in the midst of an energy transition. Due to the increasing degree in production and use of electricity, there is an explosive increase in space on the energy grid (Rijksoverheid, 2022). Because grid operators are already having problems today with the total amount of electricity that is transported, the current grid needs to be expanded to meet rising demand and usage.

Figure 1 by FIMI (2023) illustrates the energy grid congestion in The Netherlands in which three levels of urgency have been selected to divide the severity of the net congestion in The Netherlands. This research provides a case study of the province of Overijssel, marked blue. As can be seen in figure 1 below, Overijssel has quite a large area situated in the red high severity zone (see legend). Meaning that new companies, new dwellings or renewable energy sources are difficult to be implemented due to the net congestion in this area. Stultiens (2022) adds to this that Enexis B.V. is currently investing a lot of money to strengthen the energy grid in Zwolle, Meppel and Hoogeveen. Enexis B.V. is responsible for transporting electricity in the north, east and south of The Netherlands. Which makes them responsible for the transportation of electricity in Overijssel. This research investigates two municipalities, the municipality of Zwolle and Hellendoorn, both located in Overijssel. Further argumentation about case selection and multi-stakeholder collaboration in the expansion of the energy grid is stated in Chapter 3 Method.



Legend figure 1 severity grid congestion in The Netherlands

Yellow = low severity

Orange = mediocre severity

Red = high severity problems

Blue = province of Overijssel

Figure 1 Grid congestion in The Netherlands (Overijssel) divided in three levels of severity. Retrieved from FIMIH (2023).

For strengthening the power grid, it is necessary to build high-voltage stations and also to lay new cables in the ground to transport electricity from places where it is generated to places where it is used. Residents and foremost farmers (landowners) of the Netherlands say they are in favor of renewable energy generation but prefer not to have such structures related to energy transition in their backyards (NOS, 2022). The national and regional governments, grid operators, ACM and market parties already have jointly drawn up the National Grid Congestion Action Program. This includes regulations to strengthen the energy network and encourage smarter use of the energy grid (Rijksoverheid, 2022). Rob Jetten, minister of climate and energy assumes that this plan is going to help accelerate the expansion and aggravation of the energy grid (NOS, 2022).

Walsch (n.d.) lecturer at the university of Leiden writes about the concept of ‘not in my backyard’, also known by the abbreviation NIMBY. Walsh (n.d.) assumes the term is somewhat outdated, the term would misrepresent the resistance currently in play. The term implies that people resist from selfish motives and are opposed to change. According to Walsh (n.d.), the term does not do justice to the variety of factors behind resistance people have, their resistance is context bound and thus complex.

Landowners feel they have no input into the planning process, or that there is no joint dialogue between influential stakeholders and local residents. Besides this, it is important to consider environmental psychology during such projects. Place attachment or the emotional bond a person has with a place often plays a role in their resistance. A place can be part of someone's identity, so changing a place can be a violation of someone's identity (Walsh, n.d.).

However, this is contradictory to what Rijksoverheid (2019) describes in their *Klimaatakkoord*. They state that residents and companies should participate in the energy transition which does increase the support base and acceptance according to the Dutch government. Apparently, there is a big difference between the citizen's experience and the government's intentions. This gap between government and citizens has manifested itself during the 2023 provincial council elections. The BBB (BoerBurgerBeweging), a new political party, scored a historic victory in part by linking the interests of the agricultural sector to dissatisfaction with national politics. Valk (2023) writes in the NRC how dissatisfaction, chagrin with the established order (government) and the feeling that everything should be different has culminated in the victory for BBB.

Dissatisfaction with current policies regarding the energy transition combined with the need to expand the energy grid provides a convenient opportunity for research. Cooperation between all parties is difficult; there is a lack of efficiency. In addition, the attitude or inclination of Dutch residents and landowners is underexposed, causing much dissatisfaction which in turn affects the efficiency of collaboration between all parties involved.

1.2 Aim and questions

The goal is to gain insight into the prevailing dissatisfaction among landowners in the Netherlands towards collaboration within the context of the energy transition. As Valk (2023) makes clear, there is a certain dissatisfaction toward politics which is directly related to the connection between the government and the citizenry. As reflected in the *Klimaatakkoord* by Rijksoverheid (2019), the government is initiating a transition, a transition in which electricity becomes the main source of energy. For this, the energy network will have to be expanded and different parties will have to collaborate with landowners to achieve the expansion of the energy network. Because landowners play an important role in this dimension of the energy transition, effective collaboration is essential. As the literature by Emerson, Nabatchi, & Balogh (2011) will show, collaboration is a dynamic process. In fact, it reveals that cohesion of different stakeholders is under constant change. The connection between the different interests and needs of the stakeholders is therefore of noteworthy influence on the manner of effective collaboration. Herein, this research attempts to study this coherence more closely and go deeper into the different roles and attitudes of the stakeholders involved. By getting a good understanding of this connection, it seems possible to understand the dissatisfaction among citizens and thus landowners and thus get a grasp of the situation and therefore make adjustments to foster effective collaboration with it. This finally benefits the energy transition in Overijssel in which both financial and social benefits can be achieved. The main question formulated in this research to answer this question:

“How can the most prominent stakeholders that are involved in expansion of the energy network in Overijssel, work towards more effective collaboration?”

The following sub-questions were deemed necessary to answer the main question:

- Which interests do stakeholders have that are involved during the expansion of the energy grid in Overijssel?
- What is the attitude towards collaboration among stakeholders during the expansion of the energy grid in Overijssel?
- How do different stakeholders perceive the role of participation among landowners during the expansion of the energy grid in Overijssel?
- To what extent does the NIMBY concept play a role in the dissatisfaction among landowners during the energy grid expansion in Overijssel?

1.3 Societal and scientific relevance

Societal relevance

The societal relevance can be divided into two components. On the one hand, the outcome of this study can help understand the dissatisfaction of Dutch landowners. On the other hand, the energy transition is of great importance for humanity. This means that the energy grid should be capable of transporting all electricity that is needed to meet agreements as stated in the European green deal. Whereby European countries aim for a 100% reduction of greenhouse gasses by 2050 (Rijksoverheid, 2019).

In a TNO white paper Sinke, Folkerts, & Weeber (2021) examined how renewable energy developments are likely to develop, considering that this is an expectation and reality is always subject to change. In the diagram below the energy supply in 2015 is illustrated, whereby only 10% is originating from renewable energy sources. In the right diagram, figure 2, the expected energy supply in 2050 is illustrated. In 2050 the total energy supply should originate from renewable energy sources as shown in the diagram below.

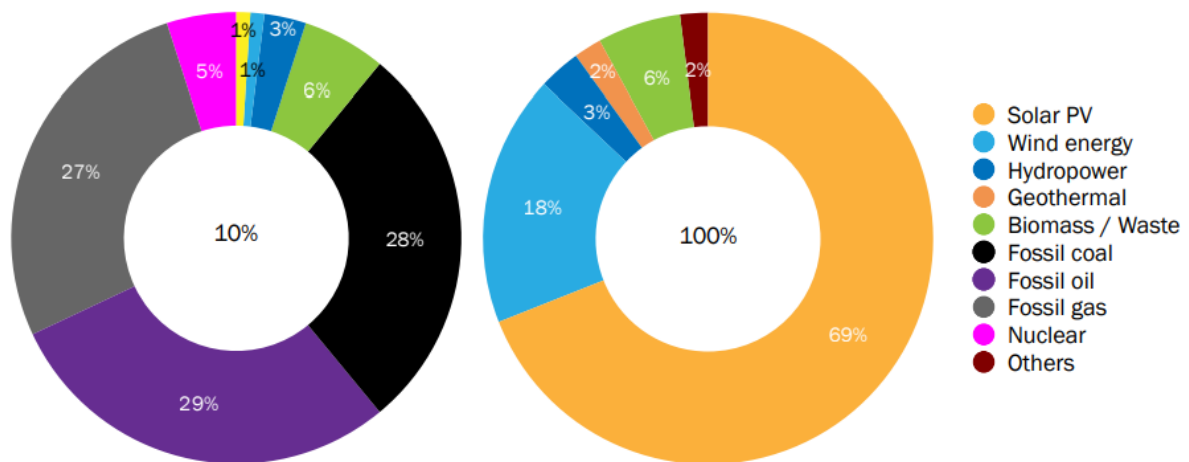


Figure 2 shares of renewable energy in total global primary energy supply in 2015 (10%) and 2050 (100%) (Sinke, Folkerts, & Weeber, 2021, p.5).

What already emerged in the introduction, the current energy grid already appears to have difficulty transporting electricity. Taking into account the huge increase in solar panels and wind energy, as described by Sinke, Folkerts, & Weeber (2021) this will result in a dramatic increase in the total amount of electricity that needs to be transported.

This research is important to ensure that the energy network can be expanded as soon as possible through the effective collaboration of interested parties. According to NOS (2022) the construction of a distribution station and the laying of associated cables takes an average of eight to ten years. Of this, eight years are spent on public participation, development and procedures. When joint interests are better served during effective cooperation, the time spent on procedures can be greatly reduced. This will ultimately benefit the environment, residents, farmers, the municipality and the grid operator.

Scientific relevance

As described in the introduction, there have been difficulties in collaboration within the energy transition between stakeholders. Referring to the dissatisfaction among residents and farmers, this is a current issue in the Netherlands. Because this problem and the problem of net congestion is topical (NOS, 2022). It offers opportunities for new insights to which little scientific literature has been written so far. In the coming paragraphs several studies are described that illustrate where the knowledge gap is. This research aims to fill this knowledge gap and give more insight into the interests and feelings of the parties involved.

Since the past decade much literature has appeared within the context of the energy transition. The following articles are focused on stakeholder research within this context i.e., Graff, Carley, & Konisky (2018) investigated stakeholders their perception in the energy transition. Nora, Alberton, & Ayala (2022) investigated how stakeholders can be more engaged in the energy transition by using actor-network theory. Swain (2012) conducted research in England to solve stakeholder conflicts on energy infrastructure operations. The two following articles are focused on specific stakeholders, namely Beauchampet & Walsh (2021) have researched the complexity of public engagement in The Netherlands of large-scale energy operations. Also, research by Sutherland, Peter, & Zagata (2015) has been conducted where they investigated the role of the agriculture sector in the energy transition. It is evident from the above that stakeholders in the energy transition have been studied deeply.

Nevertheless, this research adds value this domain of stakeholders that are involved in energy grid expansion. As the above discussion of the already known literature shows on the one hand it involves larger studies that say something about larger groups. On the other hand, when there is focused research it involves the entire agriculture sector or the entire public community. This study in particular puts the focus on one type of group, namely landowners involved in energy network expansion. This group is only a small facet of the entire energy transition but, as has been seen from the introduction, it is a very pressing problem because there is actually growing dissatisfaction amongst this group (Valk, 2023). Due to all the current issues in The Netherlands which causes landowners to be dissatisfied, collaboration is stagnating. The role and perception of stakeholders may be properly studied in other countries and some studies are focused on The Dutch environment. But the current issues are based on lack of collaboration and therefore lack of mutual understanding with a specific group. During this research it is envisaged to bring more clarity in the propensity of stakeholders (and thus landowners) to collaborate.

1.4 Reading guide

This study is divided into the following sections. First, a theoretical exposition of the scientific literature relevant to this study is presented. Herein, stakeholders are examined in a psychological manner. Then attention is paid to different forms of governing and herein the role the citizen has in it. This converges into a model of collaborative governance, which results in the conceptual model of this research. Then the methodology of this research is discussed. In which the research philosophy is discussed followed by the research strategy and case selection. Then attention is paid to the reliability and validity of this research. After the method, the results are discussed which are supported by quotes taken from the interviews. Herein, the four sub-questions are thus addressed. Finally, a conclusion is drawn, followed by a discussion in which the shortcomings and interpretation of the results are addressed.

2. Theoretical framework

The theoretical framework will provide the necessary theory to give the research a well-defined basis of argument.

2.1 Psychological understanding of stakeholders

2.1.1 NIMBY

The explanation mentioned in the introduction falls short to understand the resistance of landowners during projects where the energy grid is expanded. It is unclear what emotional experience underlies the current resistance of landowners. The literature, as mentioned in the introduction by Walsh (n.d.), speaks of the NIMBY (not-in-my-backyard) effect. According to Pol, Masso, Castrechini, Bonet, & Vidal (2006, p.1) NIMBY may be defined as social rejection of facilities, infrastructure and services location, which are socially necessary but have a negative connotation. What Walsh (n.d.) hypothesized is that there are several underlying reasons which make it complex. The following paragraphs briefly explain the factors that influence this behavior.

Wolsink (1993) conducted research on the motives of the NIMBY. This revealed six different assumptions on which the NIMBY is based:

1. The decision-making on local facility siting is laborious.
2. The projects involved represent 'higher' interests than those of the local population.
3. Everyone agrees on the usefulness of these facilities.
4. Everyone prefers not to have the facilities situated in their own backyard.
5. Everyone prefers to have the facilities situated in someone else's backyard.
6. The attitudes and opinions which go to make up the NIMBY phenomenon are seen as static. The NIMBY theory does not appear to allow for the possible alteration of insights regarding usefulness and location.

But from what feeling or emotion does the current resistance arise, which is seen as the NIMBY effect. According to Pol et al. (2006) the following triggering factors may result in the NIMBY effect:

- Suspicion of management or technology.
- Fear of effects on health.
- Fear of loss of economic value of property, economy or well-being.

However, Devine-Wright (2009) gives a totally different perspective on the NIMBY effect. During this research the role of place was researched, which resulted in the following factors that may influence the NIMBY effect among landowners.

- Place attachment, a positive emotional connection to a familiar location.
- Place identity, physical or symbolic attributes of a location which contribute to an individual's sense of self or identity.

During the case studies conducted by Devine-Wright (2009) the impact of change, or disruption of place attachment or the threat of place identity have revealed the emotional connection between a person and a location. Disrupting this attachment or threatening their identity has resulted in an emotional response such as anxiety and a sense of loss. In addition, the activities or constructions may also affect the health or value of someone's land. These different perspectives, as Walsh (n.d.) already concluded, give an indication that NIMBY relies on numerous different factors. Both the findings of Devine-Wright (2009) and Pol et al. (2006) will be used during this research so that the outcomes can be referenced to at least two different perspectives within the assumptions of Wolsink (1993).

2.1.2 Stakeholder Engagement

As evidenced in the introduction, currently there is little trust in the Dutch government. Which does play a role in the NIMBY effect, as evidenced in the previous paragraph. Masters (2012) refers to the importance of trust between stakeholders to effectively collaborate. In the article by Sloan & Oliver (2013) they describe how the process of building trust between stakeholders during practices of engagement proceeds. This conceptual model will fit within the framework of Emerson, Nabatchi, & Balogh (2011), which will be discussed in the following paragraph.

Below, a conceptual model created by Sloan & Oliver (2013) on trust building. Multiple case studies were conducted where the process of building trust between stakeholders was studied. They found that during *critical emotional incidents* (=Tend to mark significant turning points or changes in the life of a person, institution or social phenomenon. They are often unplanned, unanticipated, and uncontrolled, and their criticality can usually only be recognized after the consequences of the incident are known). The description of a *critical emotional incidents* seems to be very similar to the landowner's experience when his land is required for the construction of a cable or the placement of a distribution station. Not only is this evident from the description outlined in the introduction but it also builds around the NIMBY principle. In which feelings related to NIMBY are sudden and can be of great influence to the business or welfare of a landowner. Therefore this model is deemed appropriate to use and study the process of trust building with.

The following four emotional components arise within the context of trust building between involved stakeholders, asking, disclosing, opening and valuing. Below a description of the mode is given.

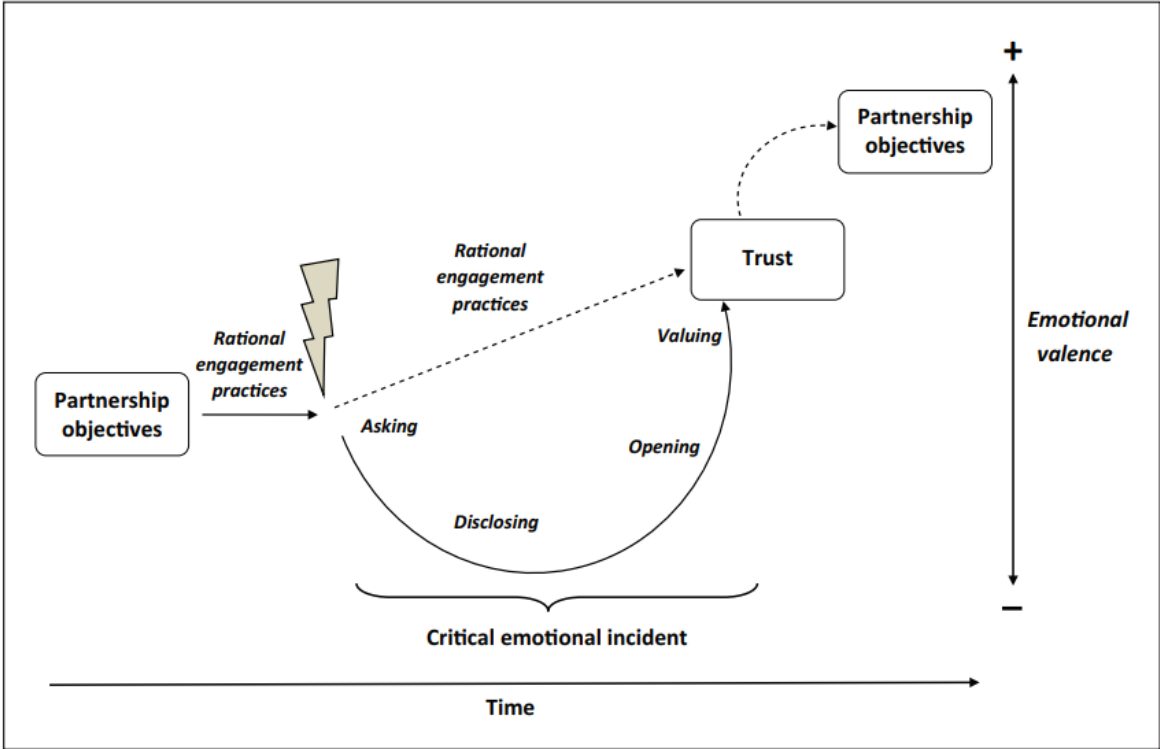


Figure 3 Conceptual model of trust building during stakeholder engagement by Sloan & Oliver (2013, p.8)

This process of trust building Sloan & Oliver (2013) consists of four main components. Asking provocative questions that were posed during sensitive topics which can be negatively interpreted. Such questions hold the potential to derail or compromise the entire partnership. During such questions, negative emotions tend to be evoked among the parties involved. Such as fear or anger, but those emotions are necessary to build trust because it holds the possibility to show the integrity of your own beliefs. Subsequently, sensitive personal disclosure which often involved exposing personal vulnerabilities and distressing experience. Causing the person making the disclosure and for others who were witness to it, to experience negative emotions such as anger, sadness, shame and guilt. Sharing sensitive information shows there is trust. The following step in this process is *opening the agenda* and demonstrating willingness to include new items that arose in the discussion, often initiating new lines of inquiry. Which does enable positive emotions among stakeholders such as self-expression and pride. Lastly, valuing each other enables stakeholders to act and speak in ways that demonstrate equality with their partners, respect for their very different life experience and practices, and willingness to take action based on this perspective.

To conclude, when disrupting or changing a place it is likely that it will cause an emotional reaction among interested parties (landowners) due to several reasons. Further it seems to indicate that lack of trust or being suspicious, in government bodies, does play an important role in how landowners interfere with institutions and government bodies. Subsequently, theory about trust building during sensitive topics is described to understand the process of trust. This theory illustrated that revealing vulnerability and integrity is a basis for building a trusting bond.

2.2 Agonism and collaborative governance

PBL (2007) states that changing the spatial quality proceeds slowly and that implemented change can have far-reaching consequences. This paragraph will take a closer look at the role citizens play in this process and the theory of effective collaboration, this theory is described as good governance theory.

According to Keping (2017) countries are looking for new ways for governance to be more adaptive to great change, accelerating globalization and increasing uncertainty. *Good governance* seems to take over the setting in this process of looking for new ways. Good governance is the active and productive cooperation between the state citizens, the key to its success lies in powers participating in political administration. Only when citizens have sufficient political power to participate in a variety of choice processes, they can contribute to public authority Keping (2017).

To build on this introduction of good governance Emerson, Nabatchi, & Balogh (2011, p.2) gives the following definition on good governance:

“The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished.”

But the role citizens have is variable and is not always fixed. This is also described by Bäcklund & Mäntysalo (2010), they state that citizens can have four different roles in participation, which is explained in figure 4 below. The role held by citizens, as depicted in the figure 4, cannot be seen as right or wrong. Depending on the cultural and institutional structures, one role will be more accepted or preferred than the other.



Figure 4 Citizen's role by Bäcklund & Mäntysalo (2010, p.7)

The findings of Bäcklund & Mäntysalo (2010) are somewhat contradictory to the findings of Yu Keping (2017). However, it might be possible that depending on the context the government might prefer another role of their citizen. But, it seems to be the case that the agonistic role is rising in popularity. At least this seems to be the case for the energy transition. As Rijksoverheid (2019) describes in their *Klimaataakkoord*, they aim for lots participation in order to increase support and thus acceptance among residents. Because agonism is considered the highest form of participation in the illustrated figure, it is relevant to delve deeper into this planning method. As explained, participation appears to be important for stakeholder engagement. Therefore, the theory around collaborative governance and its characteristics is outlined below. It does not seem to be of relevance to describe types of

governance that are more centered around the other three citizen role types because as already described, improving the spatial quality or making spatial changes progresses better if there is participation from citizens. In addition, current policies aim to involve citizens much in the process. Since this research strives for an ideal situation, namely striving for effective collaboration, it seems sensible to strive for this effective collaboration in the current policy direction considered by the government.

Fischer (2012) cites the various difficulties involved in the concept of collaborative governance. Fischer (2012) also confirms the problem in power distribution on an institutional scale. Decentralized participation can solve this problem but there are no guarantees that participation leads to greater efficiency and/or equity. Fischer (2012) concludes that success depends on the extent to which citizens can express their views. However, this in turn depends on the political distribution of power. If the view of citizens is suppressed or sabotaged, an honest representation of the truth is impossible. Summarized, Fischer (2012, p.10) describes four new perspectives which have been ignored in traditional political analysis.

1. The need to fill the “institutional void” that the theory of representative government fails to address.
2. The degree to which citizens are able to participate meaningfully in the complex decision processes that define contemporary policy-oriented politics.
3. The ability to improve service delivery and social equity.
4. The implications of participatory governance for the nature of professional practices.

From Fisher's (2012) four quakes, the first seems to be the most important. Without the awareness that the state has a certain supremacy, the other three points can hardly change, these should be reported by the citizen in many cases. In addition, it is still unclear according to Fisher (2012) whether participation indeed leads to greater efficiency and/or equity. Nevertheless, the government seems to be pushing for more participation in order to create more equality and thereby ensure acceptance for spatial quality.

2.2.1 Framework collaborative governance

Emerson, Nabatchi, & Balogh (2011) provided an all-encompassing integrative framework for collaborative governance, see figure 5 below. The framework will be explained in the following paragraphs. In Appendix A an table is included with logic elements corresponding with the different components as mentioned in figure 5, this may help the reader to better understand the framework.

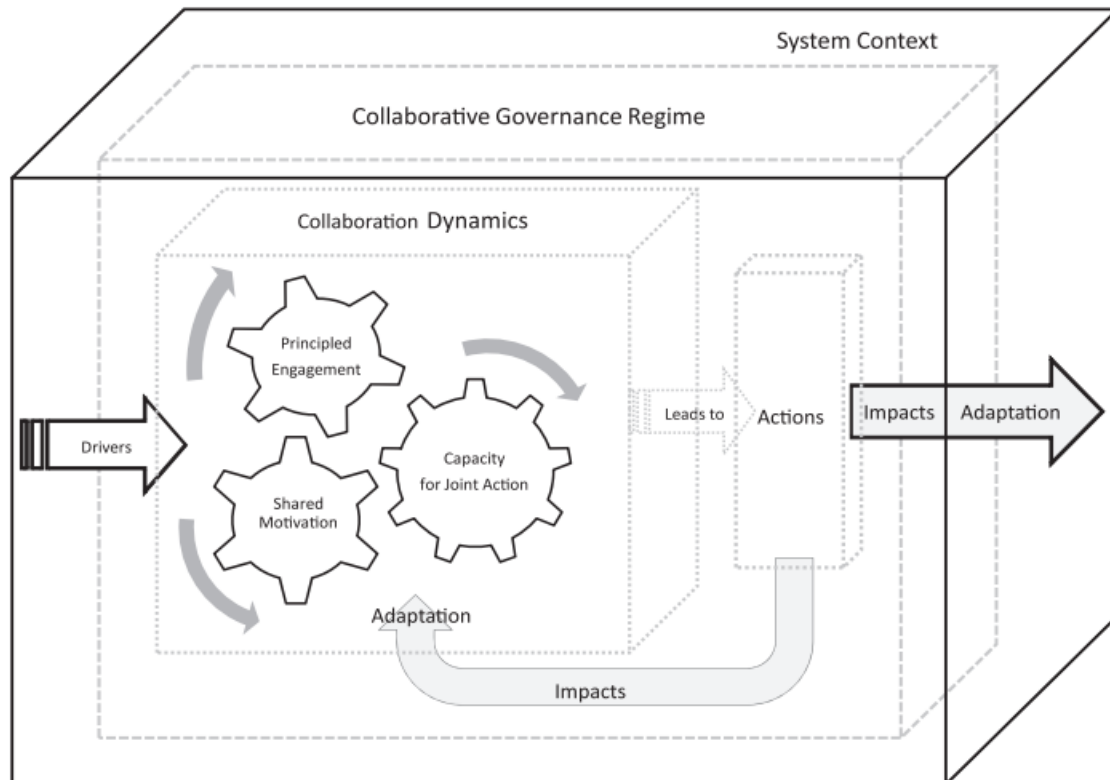


Figure 5 Integrative framework for collaborative governance Emerson, Nabatchi, & Balogh (2011, p.6)

The Collaborative Governance Regime (CGR) signifies sets of implicit and explicit principles, rules, norms, and decision-making procedures around which actors' expectations converge in a given area. The CGR is depicted by the middle box and contains both the collaborative dynamics and collaborative actions; they shape the overall quality and effectiveness of the CGR (Emerson, Nabatchi, & Balogh, 2011, p. 6).

To start from the beginning of the framework, the *drivers* are considered to be impulses without which collaboration would not be possible, see Appendix A for further explanation. Several studies mentioned in Emerson, Nabatchi, & Balogh (2011) state that collaboration is a linear process. However, Emerson, Nabatchi, & Balogh (2011) conclude that the three different stages in collaborative dynamics are cyclical or iterative interactions.

1. *Principle engagement* is created and maintained through the interactive processes of discovery, definition, deliberation and determination. The quality and effectiveness are determined by the quality of this interactive process.
2. *Shared motivation*, quality interactions through *principled engagement*. This will help foster trust, mutual understanding and internal legitimacy. Once shared motivation is created, it will enhance and help sustain *principles engagement* and vice versa.

3. *Principle engagement and shared motivation* will stimulate a solid foundation through which development of institutional arrangements is possible. But also stimulate leadership, knowledge, and resources, thereby generating and sustaining *capacity for joint action*.

Those three components make the collaboration dynamics. The quality of collaboration dynamics depends on the productive and self-reinforcing interactions in the three components. It can be concluded that the three components are influencing each other, but the incentive to start the process comes from the drivers. As stated before in Appendix A the reader can find elements on which the components are build. These elements will be used later on in this research.

The output from the collaboration dynamics leads to collaborative actions. The appropriateness of actions taken should be viewed from a shared theory of action and understood within the system context of the CGR. Collaborative action is difficult to accomplish and even more difficult to assess if goals are not explicit. Actions will always be influenced by forces outside the CGR, it can be difficult to trace and attribute influence or causation to the CGR (Emerson, Nabatchi, & Balogh, 2011).

To increase decisiveness in actions and thus determine the success of implementation the following two principles are of importance (Emerson, Nabatchi, & Balogh, 2011, p. 18).

3. A shared theory of action is identified explicitly among the collaboration partners.
4. The collaborative dynamics function to generate the needed capacity for joint action.

The impact arrow accounts for results coming from the action box. Impacts are intentional (and unintentional) changes of state within the system context. Impacts may also include the added value of a new social good or technological innovation developed by collaborative action. Impacts can be physical, environmental, social, economic, and/or political. The absence of impacts, as well as unintended impacts (both negative and positive), can occur and should be accounted for (Emerson, Nabatchi, & Balogh, 2011, p. 18).

Impact leads to adaptation within the system context but does also influence the collaboration dynamics. If initial joint action does not occur or the impacts are not close to the identified targets, CGRs will be pressured by their partners to make necessary adjustments in their targets, their theory of action, their collaborative dynamics, or their investments in building more capacity for joint action (Emerson, Nabatchi, & Balogh, 2011). Changing the mechanics will change the adaptation, when there is a certain amount of flexibility, thus a softer wired structure, adaptation is easier.

2.3 Conceptual framework

Based on the literature described in combination with the aforementioned framework of Emerson, Nabatchi, & Balogh (2011), the conceptual model is depicted below. Due to the rising uncertainty of energy supply governments are looking for new ways of governance (Yu Keping, 2017). Due to several factors it seems to be difficult to accomplish better collaboration. During the literature study effective collaboration is designated as a dependent variable. The propensity or attitude towards collaboration is in the independent variable. The theory structured around NIMBY and the trust during stakeholder engagement are seen as mediating variables. They are influenced by the attitude of stakeholders and thereby influencing the ideal collaboration as described by Devin-Wright (2009) and Pol et al. (2003). The participation role can be seen as a moderator variable, as explained in the theory of Bäcklund & Mäntysalo (2010) there is an existence of an *institutional void* in the decision-making process. Referring to the power dynamics which are embedded in the representative governments. For this reason, the role of participation is an important component to assess collaboration. But due to its own characteristics, the placement of this component is doubtful as it is difficult to change this variable. Which will strengthen the earlier statement that this is a moderating component.

The above description illustrates the interconnection of various theories discussed earlier. By combining the literature with data collection, it becomes clear how each variable can be examined. Each variable needs to be supported by data collected from semi-structured interviews from each stakeholder. Which will result in the possibility to answer the main question of this research, which enables stakeholders to enhance collaboration. In which the various variables under investigation can be retraced to the model of Emerson, Nabatchi, & Balogh (2011), which will result in the enhanced capacity for joint action and thus lead to an adaption of the collaboration dynamics which may result in less dissatisfaction among landowners.

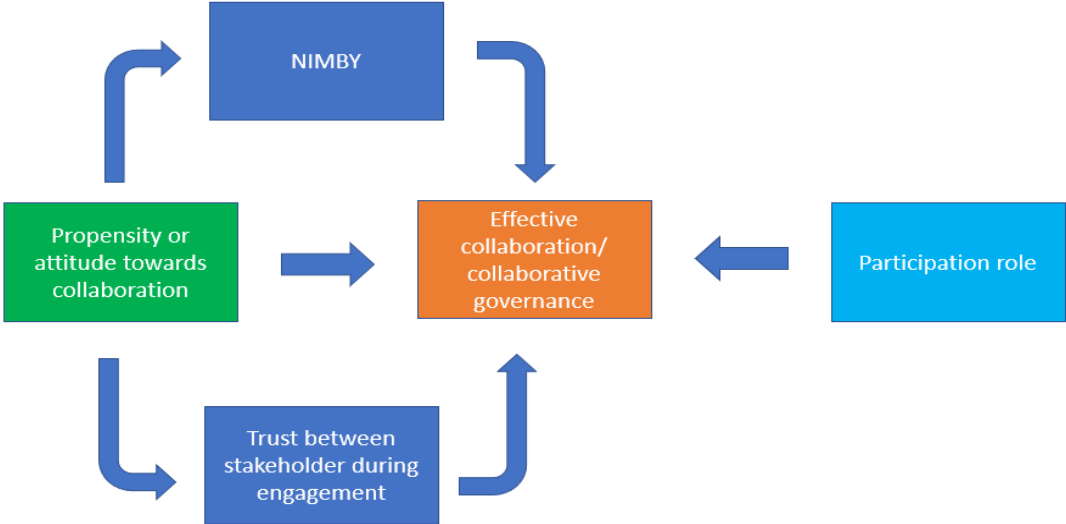


Figure 5 Conceptual model

3. Method

The previous chapter laid the theoretical foundation. This chapter describes the methodology of data collection and analysis, and the associated philosophy of this method applicable to the research that is conducted.

3.1 Type of research and philosophy

In this qualitative research, the goal is to gather in-depth information about stakeholders, their attitude or propensity towards collaboration during the expansion of the energy grid in The Netherlands. This means (post) positivism is inadequate as a research paradigm. This research paradigm finds its ontological nature in the assumption that there is only one reality, a reality that can only be measured through quantitative research. This paradigm leaves out the subjectivity that is attached to human feelings. Because the data collection is focused on individual experiences, constructivism is the most appropriate research paradigm. This research method assumes, from an ontological perspective, that reality is subjective thus measured on the basis of how an individual interprets reality (Cuba & Lincoln, 1994). Because of the scientific relevance it is necessary to focus on stakeholders' personal attitude, to better understand their dissatisfaction, in-depth interviews are deemed necessary.

Quantitative research would limit the in-depth understanding of a stakeholder's attitude towards collaboration. A quantitative approach may be possible if a large number of stakeholders can be reached. Due to the limited research time and limited access to many stakeholders this approach would fail. The reason a large number of stakeholders could not be approached has to do with privacy and the very specific target group of landowners. Stakeholders did have difficulties sharing customer data. Because of this reason, it is difficult to get in touch with landowners where Enexis has performed work. Therefore, qualitative research fits within the desired outcome and within the given time to have in-depth understanding of their attitude.

In addition, Saunders, Lewis, & Thornhill (2019) state that social interaction is subject to continuous social change between actors. Such social phenomena are in a constant state of flux and revision. This means that results cannot be generalized and thus are highly specific and context bound. This supports the observation made earlier that constructivism is most appropriate as a research paradigm. It can be discussed that the results can be generalized, however due to the total research time and the reasons stated above it is very likely that the total of stakeholders that can be interviewed is limited. This means that the collected data is highly context bound. As described in the introduction Overijssel is experiencing considerable congestion on the energy grid. The experience of stakeholders in this context is not comparable to the experience of stakeholders where there are few or no problems on the grid. Due to numerous characteristics that provinces face, such as: natura2000 areas, grid congestion and provincial policies, data can be difficult to generalize to other areas outside of the province of Overijssel (Huis van de Provincies, 2015).

Besides this, it is important to distinguish between inductive, abductive or deductive research. Considering the current method combined with the used theory this is an abductive research where stakeholder their attitude and propensity towards effective collaboration is studied and information is built upon already existing literature. By using theory, as stated in the theoretical framework, the data will be collected within the context of this theory. Or at least tested within some reference framework (Saunders, Lewis, & Thornhill, 2019). Therefore, the basis of this research is abductive research by using the framework provided by Emerson, Nabatchi, & Balogh (2011) as foundation for this research. Inductive research does not seem to be an appropriate approach in this research because no new

theory will be developed based on the collected data. On the other hand, deductive is also not the right method because in this case it assumes an existing theory is tested on the population. It is precisely in this study that an attempt is made to complement an existing theory.

3.2 Research strategy and data characteristics - including inclusion and exclusion

Yin (2012) hypothesizes that when different stakeholders are tested under certain circumstances there is a multiple case study. Subsequently, the question can be asked whether it is a holistic or embedded perspective that is taken. No clear answer can be given to this. It appears that there is an embedded perspective since the municipality is examined by taking two different measurements. In fact, there are two municipalities being examined. Considering the other stakeholders, no clear answer is possible. Employees of Arcadis and Enexis are employed at different offices and thus subject to different factors that are not always overarching. For this reason, a multiple embedded case study was chosen (Yin, 2012).

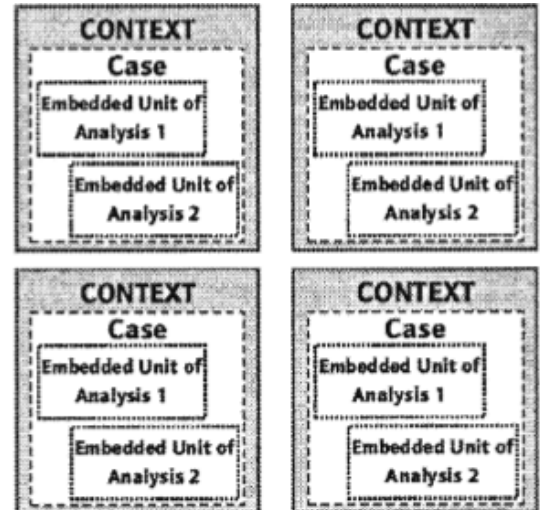


Figure 6 Single case study approach by Yin (2012, p. 7).

During this case each of the above-mentioned stakeholders will be interviewed by a semi-structured interview, see Appendix B for the interview guide that will be used during the interviews.

Case studies are a frequently chosen strategy when conducting constructivist research. By analyzing the research subject in its natural context, case studies obtain a holistic view on the research subject. When conducting semi-structured interviews, data is collected through the stories of participants. This enables an in-depth understanding of their viewpoint and the meaning they give to their actions (Baxter & Jack, 2008). The questions in this semi-structured interview guide cover the following subjects that are desired to investigate:

- Stakeholder their attitude towards collaboration. Which covers the trust building process during multi-stakeholder collaboration as described by Sloan & Oliver (2013).
- The role stakeholders have in the process of the energy grid expansion and how they perceive the role of other stakeholders. The theory described by Bäcklund & Mäntysalo (2010) forms the foundation for questions covering this topic.
- Stakeholders their experience during stakeholder conversations. This topic covers the possibility of an institutional void and meaningful participation by citizens as described by Fisher (2012)

For the landowners that are interviewed, different questions will be asked. Most questions will cover the same purpose, but a more in-depth understanding of the NIMBY is necessary. For this reason, questions about the emotional reaction to change within the context of the energy transition as described by Pol et al (2006) or place attachment as described by Devin-wright (2009) will be covered in this interview guide. Besides this, the NIMBY effect as discussed by Wolsink (1993) can be tested through the questions. This will support the assumptions that resistance among landowners does have a correlation with the NIMBY effect. The interview guide designated for the landowners is stated in Appendix C. Ultimately, the topics that will be covered in the interview guide will be studied on their similarities and differences and studied within the framework by Emerson, Nabatchi, & Balogh (2011). This framework provides a conceptual idea on how collaborative governance can work in an ideal situation and which components during collaboration can prevent the desired outcome. By optimizing

all components mentioned in the framework, it is likely that the current collaboration process will be enhanced. Meaning that improving each component in this framework and studying the current coherence between stakeholders can lead to the ideal and desired outcome.

Considering the interviews, Saunders, Lewis, & Thornhill (2019) conclude that respondent bias is an important issue to be aware of while conducting interviews. The approach that is used, is not to inform respondents about the interview guide in advance. By doing so a more authentic conversation is more likely to be held, which will ensure that the respondent will tend to avoid certain topics or exhibit socially desirable behavior. However, it is also important to give the respondent space and make them feel comfortable. Because of this reason it is chosen to inform every stakeholder about the topics that will be discussed, but the interview guide remains hidden. Should the respondent still wish to see the interview guide for preparation, this was agreed. However, none of the participants necessarily wanted to see interview guide in advance.

3.2.1. Case selection

As described in the introduction Overijssel does have issues with net congestion causing problems such as limited capacity for new dwellings, limited capacity for companies to settle but it also makes it difficult to build renewable energy sources in the physical environment. Especially the last component gives constraints to expanding the total exited renewable energy. Enexis B.V. does see the urgency to strengthen the energy grid in this area as stated by Stultiens (2022). Currently Enexis B.V. invests a lot of money to strengthen the energy grid in the area of Zwolle, which makes it clear that this area clearly is an urgent matter.

In addition, Zwolle is closely located to Natura-2000 areas, as illustrated in the figure 5, the Natura-2000 areas are marked green. Therefore, stakeholders' collaboration is of great importance in this area. Conflicted interest across stakeholders can influence the decision-making process which will ultimately slow down the expansion of the energy grid and the degree of effective collaboration. To conclude, there are two reasons from a societal perspective the province of Overijssel is chosen to study into more depth. On the one hand, the province is situated in the highest level of severity concerning net congestion, on the other hand their capital Zwolle is located next to Natura-2000 areas (see figure 7) which makes expansion even more difficult due to the possibility of conflicted interests with (nature) organizations. There is also a scientific or theoretical argument. Because most network congestion problems occur in this area and the speed at which the work has to be done is still a relatively unknown area for all stakeholders. From a scientific point of view, it is important to see where things are going wrong and how to do better to ensure that there is an acceleration of the so-called learning curve. In conclusion, this is an exploratory study in which several new factors can be highlighted which is beneficial to science.

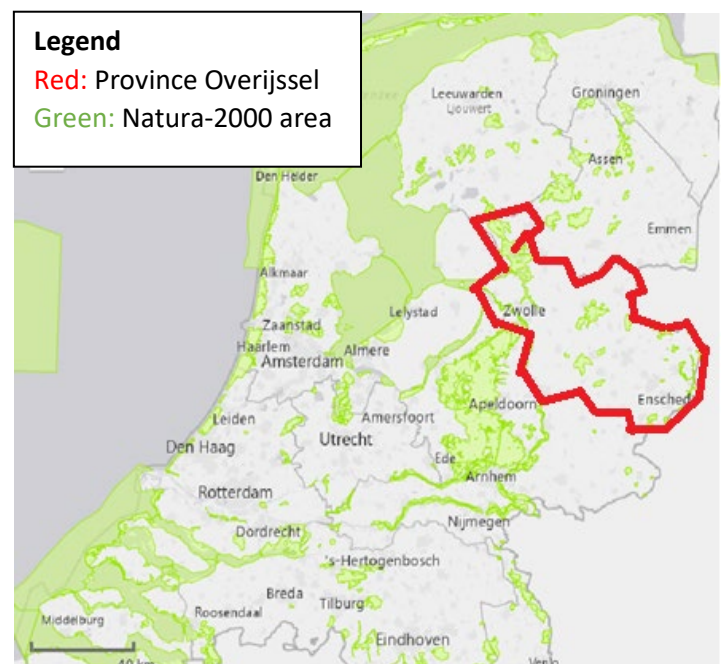


Figure 7 Natura-2000 areas in The Netherlands. Retrieved from Rijksoverheid (2023)

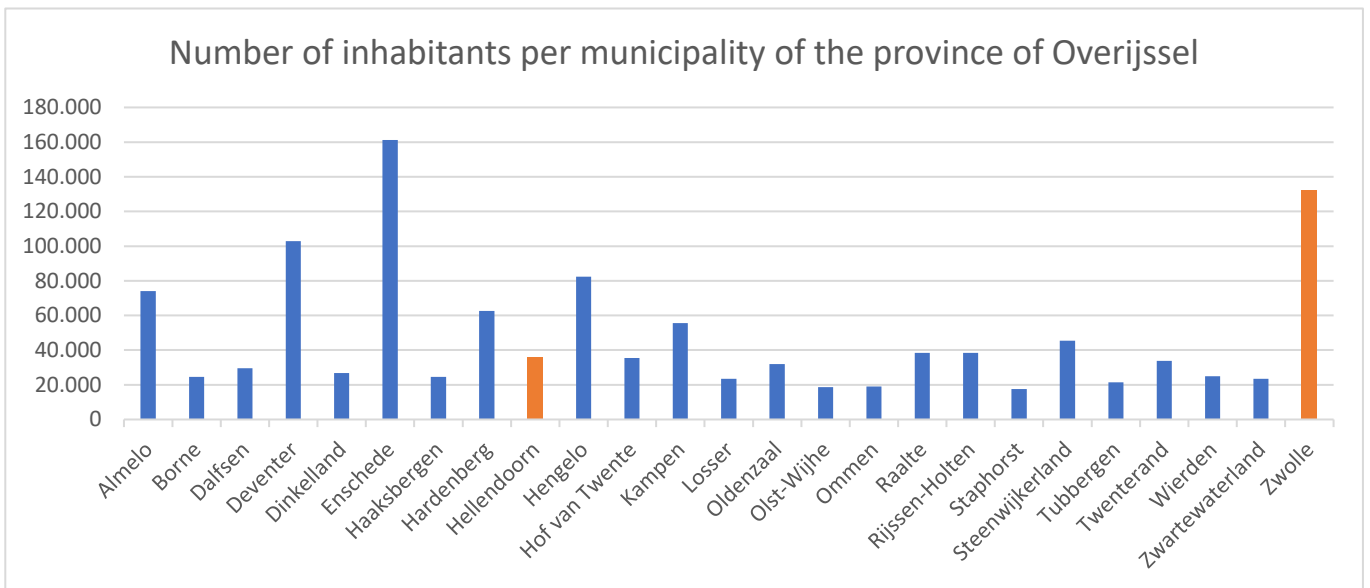


Figure 8 Number of inhabitants per municipality of the province of Overijssel. Retrieved from CBS (2023).

Because provincial policies on energy transition do have a lot of influence in the approach and stance municipalities take when tackling the issues around the energy transition (Provincie Overijssel, 2023). However, only studying the capital of Overijssel, Zwolle, would be insufficient to generalize the result on other cities of Overijssel. Therefore, the municipality of Hellendoorn is incorporated into the research to enhance the possibility to generalize results to other municipalities in the province of Overijssel. Below an argument is outlined why this is done.

Above, all municipalities of the province of Overijssel, in alphabetical order, are displayed. In which the two municipalities under investigation are marked orange. As can be seen from the diagram, the two municipalities differ greatly in size. In addition, see Chapter 1.1 Introduction the municipality of Zwolle is located in a net congestion area marked red, while the municipality of Hellendoorn is located in a net congestion area marked orange. By differentiating into two different municipalities of size and severity regarding grid congestion, generalization to other municipalities from the province is made possible. This creates a more comprehensive understanding of the problems experienced among the municipalities of Overijssel. Because two from a lying municipality are being looked at. The on the one hand have characteristics that correspond to the municipality of Zwolle or on the other hand they have characteristics that correspond to municipality of Hellendoorn. However, it should also be pointed out that the selection of these two municipalities also relies on a somewhat pragmatic stance. During the research, these two municipalities proved to be the easiest to approach.

3.2.2. Stakeholder introduction

In the following paragraph, a brief description of the stakeholders that are involved during the research will be given.

Arcadis N.V. is a globally recognized organization that provides design, engineering, and advisory services for a sustainable built and natural environment (Arcadis, 2023). Arcadis herein provides the right in rem that must be established in order to lay a cable in someone's land. Should compensation not be fixed, given to the landowner for damages suffered, Arcadis provides the means to negotiate this with the landowner. They also play a role in informing the landowner of what to

expect during the work that needs to be done. During this research, Arcadis is contracted by Enexis B.V. to unburden them, meaning they take on an advisory role.

Enexis B.V. is one of the six regional network operators in the Netherlands. The establishment and maintenance of the gas and electricity networks in north, east and south of the Netherlands is their most important task as network managers. (Enexis, 2023). The role that Enexis has in this research is to construct new power cables and distribution stations in order to strengthen the energy network. Because Enexis has a legal obligation to provide power to citizens, they must ensure that all grid congestion problems are resolved. After all, citizens cannot then be supplied with power. Because of the high workload, due to all grid congestion in Overijssel, Enexis engages Arcadis to help them establish a right in rem and the associated contact such as after-care and providing the right information.

Municipalities are tasked with providing power on the grid to citizens residing in their communities. The municipality can exert a lot of influence on the location of a distribution station. On the one hand, they have the task of keeping both citizens satisfied, given NIMBY. On the other hand, the municipality also has the responsibility to provide a solid power network. This results in all the difficulties the municipality has during the expansion of the energy grid. In which they have to comply with laws and regulations regarding the energy transition. Considering the construction of solar parks and wind turbines but also the welfare of the citizens and thus the expansion of the city or municipality. Exactly these choices is what municipalities have to deal with.

Landowners are in possession of land. Given the laws regarding ownership, it is no customary practice for a landowner to agree if work is carried out on his land. In the event that landowners do not agree to the requested work and the corresponding fee, a negotiation phase follows in which the parties involved seek to compromise or seek for consensus. Given the inconvenience landowners experience in the process, they are reluctant. In addition, it takes them time to engage in all kinds of negotiations. Yet their land is needed for the expansion of the energy network which puts the landowner in a peculiar position.

During the selection of stakeholders, in every discipline, people who are closely related to the case were selected, meaning that mostly people higher in the hierarchy will be excluded during the selections. Besides this it is important to select participations where collaboration went smoothly and cases where collaboration went poorly. This will result in a broader spectrum of reality, where data can be collected in which various sides of reality will be examined (George & Bennett, 2004).

The initial interviews were held with employees of Arcadis. This is because of the direct contact with Arcadis who facilitated this research during the internship. From those interviews different stakeholders emerged who were involved in the expansion of the energy network. In this way it became possible to contact employees of the municipality of Zwolle and Hellendoorn and also employees of Enexis. By having spoken to several employees of the above parties, it was possible to get in touch with other employees in this particular organization via-via. In the end, getting in touch with landowners proved to be more difficult than expected. Often privacy and no hearing was at the root of this unexpected problem. With the help of the other stakeholders involved, it was still possible to talk to four landowners who could be incorporated into this study.

Below is a table that lists all the participants who participated in the research, including the date, the duration and amount of citations made while coding.

| Stakeholder | Title or function | Date | Interview duration | Quotes in interview |
|--------------------------|--|------------|--------------------|---------------------|
| Arcadis N.V. | Junior Advisor | 06-04-2023 | 39 minutes | 48 |
| Arcadis N.V. | Senior Advisor | 04-04-2023 | 30 minutes | 73 |
| Arcadis N.V. | Advisor | 06-04-2023 | 39 minutes | 61 |
| Arcadis N.V. | NVR Surveyor and Appraiser | 25-04-2023 | 40 minutes | 82 |
| Arcadis N.V. | NVR Surveyor and Appraiser | 13-04-2023 | 46 minutes | 105 |
| Arcadis N.V. | Senior Advisor | 17-03-2023 | 25 minutes | Summarized |
| Enexis B.V. | Land legal advisor | 13-04-2023 | 35 minutes | Summarized |
| Enexis B.V. | Legal and land affairs manager | 23-05-2023 | 35 minutes | 46 |
| Enexis B.V. | Land affairs specialist | 30-05-2023 | 46 minutes | 105 |
| Municipality Zwolle | Junior steward | 02-06-2023 | 48 minutes | 44 |
| Municipality Hellendoorn | Land policy officer | 30-05-2023 | 38 minutes | 41 |
| Municipality Hellendoorn | Spatial development policy officer | 07-06-2023 | 50 minutes | 74 |
| Municipality Zwolle | Director of underground infrastructure | 13-06-2023 | 34 minutes | 58 |
| Landowner | Farmer | 07-04-2023 | 32 minutes | 46 |
| Landowner | Landowner | 12-06-2023 | 80 minutes | 54 |
| Landowner | Landowner | 08-06-2023 | 20 minutes | 24 |
| Landowner | Farmer | 08-06-2023 | 35 minutes | 48 |

3.3 Data analysis method

Semi-structured interview offers a repertoire of possibilities. There is sufficient structure in the interview to cover specific topics related to the phenomenon being studied, while leaving room for participants to give new meanings to the research focus and thus are not constantly surrendered to influence or researcher (Bryman,2016). This allows a deeper understanding of specific human behavior, which is of importance in the constructivist view that has been taken.

These interviews are coded in which they are divided into components and these components are then labeled. In this way the data is systematically interpreted which allows the different interviews to be compared with each other in which differences and similarities can be noted. In this way the data is reduced and clarified, also referred to as thematic analysis (Bryman, 2016). All codes and groups formed during the coding process are mentioned in Appendix D, for every stakeholder. In addition, the coding of these interviews is done with the program Atlas.ti. This program offers the opportunity to establish a network diagram whereby a visualization can be given of this thematic analysis. This feature is used in Chapter 4.

The next step in the data analysis is integrating the collected data with the theory described in Chapter 2. The integrated model for collaborative governance by Emerson, Nabatchi, & Balogh (2011) forms the basis for answering the main question. Whereby shared motivation, principle engagement enhance the capacity for joint action. The variables studied as described in the conceptual model, attempt to find the nature across all stakeholders of these two components. The objective is to find similarities and differences across stakeholders on how they perceive their own role as well as those of other stakeholders, overall trust between stakeholders and their attitude towards collaboration. The encountered differences between stakeholders will be highlighted because these differences differ from the ideal situation as described in the model of Emerson, Nabatchi, & Balogh (2011). The ideal situation described here refers to shared motivation and principle engagement across stakeholders. In turn, the similarities found of the variables under study are a sign of good collaboration.

Because this research also considers the NIMBY effect and thus puts emphasis on the landowners' experience. This variable will have its own characteristics but will also blend within the context of the previous paragraph whereby similarities and differences can be noted. Differences between the experience of the landowners and the intentions of Arcadis N.V., Enexis B.V. or interested municipalities can also point out an *institutional void* as described by Fischer (2012, p.10). However, it could also indicate a low measure of shared motivation and principled engagement. The goal during the analysis is to find differences and propose solutions to align stakeholders their motivation and principles.

3.4 Validity and reliability

Reliability

As discussed by Thiel (2014) qualitative research is often subject to the subjectivity of the researcher, meaning that the results are bounded to one person. Thiel (2014) states that in regards to coding, that codes should be checked by other researchers, to enhance the reliability. This allows the researcher to become aware of his own subjectivity. During this research, several times the codes were reviewed with the supervisors from Arcadis. From this knowledge, it can be assumed that the reliability of the study is increased because there is less of the subjectivity of only the researcher himself.

In addition, all interviews were recorded which results in an increase in reliability because the study can be repeated by another study with the same data at its disposal (Thiel 2014).

External validity

As described in Section 3.1, research findings are bound by context. Because of congestion problems related to Overrijssel, problems arise. These problems are not experienced in the same way in other provinces because this problem occurs in other ways. Partly due to provincial policies and place characteristics.

Also, this is confirmed by Thiel (2014) in which qualitative research cannot possibly demonstrate causality. Nevertheless, according to van Thiel (2014), the results of case studies can be used in the same research domain. On the other hand, it is difficult to establish one comprehensive theory from one case study that can be generated to other provinces. For this reason, it is difficult to ensure high external validity.

Internal validity

The internal validity of this study is difficult to estimate due to the subjective nature of qualitative research (Thiel, 2014). Nevertheless, an attempt was made to increase internal validity through the following methods.

- Yin (2012) emphasizes the effect of theory. Whereas, case studies are easier to conduct when theory is used in advance to understand certain relationships within the research domain. Because NIMBY and collaborative governance have been used frequently, this is an elevation in internal validity.
- Since this research was partially commissioned by Arcadis, it can be said that the researcher has a certain preferred direction. This may be due to the connection experienced with the personnel involved. However, no more contact was made with Arcadis personnel during the research than with other stakeholders. For this reason, this form of subjectivity can be somewhat ruled out. (Thiel, 2014).

Yet this form of validity cannot be completely guaranteed. During the coding and interpretation of the interviews, the thought processes were not written down. This is identified by van Thiel (2014) as lowering internal validity.

4. Results

In this chapter the results, retrieved from the conducted interviews with 17 participants across four stakeholder groups will be discussed. The first paragraph of this chapter explains general features of the stakeholders. During this explanation, a network diagram is visualized in the appendix to help the reader understand several factors and codes that are related to this stakeholder. In the second paragraph, the attitude towards collaboration will be discussed, while delving deeper into the network diagram. Depth will mostly be sought in the code groups related to the particular topic being covered, such as the codes related to “communication” or “interplay” with other stakeholders. These codes for example are covered when answering the question on stakeholders' attitude, which build upon the integrative framework of Emerson, Nabatchi, & Balogh (2011). With the acquired knowledge similarities and differences within collaboration dynamics will be listed. Thirdly the role of participation is described, in this paragraph the different perspectives stakeholders have on citizen participation is reviewed. Fourthly, NIMBY will be tested within the context of the theory. In addition, in the next three paragraphs, each stakeholder explanation is concluded with a sub-conclusion in order to give the reader more clarity in the interpretations of the findings.

4.1 The different interests of stakeholders

As described in Chapter 3 Methodology, the four different stakeholders under investigation are Arcadis N.V., Enexis B.V., Municipalities and landowners. These are described below in chronological order. To give the reader a visual image of the codes used during the analysis of the interviews, a network diagram is included in the appendix. This also shows how the different codes are related to each other. Throughout the discussion below, the reader can find this diagram in the appendix for support.

Arcadis

This stakeholder does have a mediating position between landowners and Enexis. As a senior advisor quotes that:

“We have to mediate between those two parties, and we have to make sure that the interests for both parties are represented. Which is very important”¹

The main role of Arcadis is to establish a property right or reach an agreement with landowners, on behalf of Enexis, while maintaining a good and healthy relationship with the landowner. According to the experience of an advisor it can be explained as follows:

“Those obviously want them to be heard when we ask for something. Of course, we ask something of such a landowner. We want something from them, so of course they want something in return. They don't do it lightly, so a is very important that such a person feels heard and taken seriously not that something is imposed on them.”²

There is consensus among all participants of Arcadis that the quote of this advisor is a good translation of their role in the expansion of the energy grid. All

| | F.K. | H.E. | P.S. | R.H. | W.S. |
|---------------------------------------|------|------|------|------|------|
| Relevance of expanding energy network | 4 | 3 | 3 | 4 | 1 |

¹ Senior advisor 10:10 04-04-2023 (author's translation)

² Advisor 22:58 06-04-2023 (author's translation)

participants do also share the same ideas on the relevance of expanding the energy grid. This code appears in all interviews that were conducted, as shown in the code diagram above.

A NVR surveyor and appraiser quotes the following, in which problems related to grid congestion and the relevance of the energy transition becomes evident:

“The energy transition in rural areas is obviously hugely important. Because we want to get rid of gas more and more, so more and more is being asked of the power grid.”³

However, the role of mediator also comes with some difficulties. This becomes clear when studying the interconnection between the codes (see appendix E), most difficulties that occur during projects are related to poor communication with stakeholders or lack of agricultural knowledge during operations which in turn is also related to poor communication. Concerning agricultural knowledge a senior advisor states the following:

“But now the farmers and I'll just take a potato farmer as an example. Well, we are going to dig up to 1.5m deep, we are just going to dig. Now suppose we didn't do that in a good way, we would just do something. Then that whole strip of work where we've been in the corridor, it wouldn't yield anything the year after that. Because when you turn over soil, the dead soil that's deep, it comes up. And that means that a contractor must also understand that he must first remove the topsoil, that is the top 30 cm or so, and lay it down separately and then the next layer. Remove it and lay it down and then the last layer, which must also be laid down separately and then it must be returned in the reverse order, because the topsoil must be on top again, because that is the good earth.”⁴



Figure 9 Example in which the different earth layers were not taken into account during the operation. Retrieved from the private collection of this senior advisor.

³ NVR surveyor and appraiser 13:50 13-06-2023 (author's translation)

⁴ Senior advisor 13:13 04-04-2023 (author's translation)

The photos above (figure 9) are inserted for clarification. Wherein the different ground layers were not taken into account during the work. As can be seen in the right photo, in which another layer comes on top during plowing. In the following pages, this example will be used again.

It can be concluded that communication about how to properly operate does have an influence on healthy land. Which in turn does have an influence on the farmer's feelings as can be retrieved from network diagram displayed in Appendix E. Therefore, communication is important, a NVR Surveyor and Appraiser and a junior advisor quoted that information sharing upfront does have a major role in this.

*"I think that could be tightened up a little more clearly. Yes, and the trajectory. I think the whole trajectory from A to Z could be communicated a little more clearly to the landowner. How exactly does that all fit together?"*⁵

*"I think just clear communication at the forefront. Yes, it's mainly in communication."*⁶

It becomes clear that communication with the landowner plays an important role. In this, it is important that the landowner knows where he stands according to the participants, from compensation to working method and other agreements. Finally, all the above effects the state of mind of the landowner. Codes related to this subject are seen in all the interviews, see diagram on the right.

| | F.K. | H.E. | P.S. | R.H. | W.S. |
|-------------------------------------|------|------|------|------|------|
| Communication with landowner | 5 | 8 | 2 | 18 | 6 |
| Emotion landowner | 3 | 8 | 7 | 10 | 2 |

That both codes appear in an interview does not indicate a correlation between the two codes. The following quotes by a senior advisor, a NVR surveyor and appraiser and an advisor serve as argument and are in support to confirm this correlation:

*"That you leave in such a good mood with landowner that I can knock on his door again next time."*⁷

*"What impact does that have? What does that do to those people both emotionally as the real impact on the ground. And that you hear their story, that you do something with that, and doing something with that, can also mean that you don't do anything with it. But that you do answer their questions that they have. Why you do not do anything with it."*⁸

*"So, are you dealing with someone who has had some negative experience in the past? Well, do you have situations where that goes from negative to positive by explaining what you want from that person. You take away uncertainties. You may solve something in terms of complaints. Yes, then you really can come out better than you went into the conversation in the first place."*⁹

⁵ NVR surveyor and appraiser 19:38 25-04-2023 (author's translation)

⁶ Junior advisor 27:08 06-04-2023 (author's translation)

⁷ Senior advisor 04:12 04-04-2023 (author's translation)

⁸ NVR surveyor and appraiser 24:53 13-06-2023 (author's translation)

⁹ Advisor 17:22 06-04-2023 (author's translation)

As mentioned before Arcadis does have a mediating role, therefore they also need to represent the interest of Enexis. According to a NVR surveyor and appraiser it would serve the landowner and Enexis better if Arcadis and Enexis did have more interplay, a NVR surveyor and appraiser quotes:

“But also, that we are just responsible that we have regular contact moments also with the dossiers that have been running a little longer, not that that gets in oblivion.”¹⁰

Sub-conclusion

It becomes more apparent that, in the perspective of Arcadis, more alignment with Enexis can have a positive impact on the communication towards the landowner. Appropriate action during ongoing cases meets the perceived needs of the landowner. The general perspective of Arcadis during the expansion of the energy grid has been described in which there is unanimity among the participants regarding the urgency. In the following paragraphs a more in-depth representation of this perspective is given in which the relationship between communication and the landowner's state of mind is better explored.

¹⁰ A NVR surveyor and appraiser 32:39 25-04-2023 (author's translation)

Enexis

Enexis is responsible for the establishment and maintenance of the energy grid. The role Enexis does have in this task is described by a legal and land affairs manager as followed:

“Comes down to if a cable or line must be placed somewhere or a station, that the rights for that are secured in the form of contracts and also the bit of management around stations.”¹¹

The work of Enexis is thus mostly legal related. During their work Enexis performs a task that falls under the Energy Law. They are legally required to supply power among demanders with power (Overheid, 2023). The following quotes by a land legal advisor and a land affairs specialist support the role Enexis has in expanding the energy grid.

“In this, Enexis is obliged to provide power for all power needs. For this reason, Enexis must build many transformer stations and lay cables.”¹²

“More than necessary and preferably yesterday rather than today. We are really working with steam and boiling water toward expanding our grid.”¹³

This shows that Enexis has a lot of work to do to continue to meet energy demand. As described in the introduction, Enexis operates in areas where there are many grid congestion problems. Due to the enormous demand, Enexis is forced to employ a flexible shell. This is immediately the role Arcadis fulfills, in which Enexis is pleased to be relieved by Arcadis. Depth about this interplay is described in the next paragraph.

As for Arcadis, for Enexis, proper handling of the project is also important. Therefore, it is important for Arcadis and Enexis to identify all the interests of the various stakeholders involved in grid expansion. By having this well understood, it is facilitated to start projects faster. Because interested parties are more prone to collaborate. As a legal and land affairs manager quotes:

“So, you do have to look at each stakeholder, of okay, at least what I have always done, of okay, who do you have in front what is their interest?”¹⁴

To add on this statement a land legal advisor assumes the following:

“I prefer to spend time building and maintaining a good relationship with larger organizations, such as municipalities, than with an individual landowner. Because you may need to knock on their door again in the future.”¹⁵

¹¹ Legal and land affairs manager 00:00 23-05-2023 (author’s translation)

¹² Land legal advisor 13-04-2023 (author’s translation)

¹³ Land affairs specialist 05:42 30-05-2023 (author’s translation)

¹⁴ Legal and land affairs manager 06:30 23-05-2023 (author’s translation)

¹⁵ Land legal advisor 13-04-2023 (author’s translation)

Sub-conclusion

It can be concluded from these statements that Enexis is considering the interests of the stakeholders involved. Yet it happens that Enexis has to deal with stakeholders who do not want to cooperate. What reasons do stakeholders have and how does Enexis deal with them? This question will be answered in the next paragraph. Because certain work is very similar to Arcadis', as mentioned on the previous pages, the above information has been deemed sufficient to give an impression of this stakeholder' interest to the reader. Yet the reader can find insight in the visual representation of interviews in the network diagram displayed in Appendix E.

Municipalities

The municipalities do have various roles in the expanding of the energy grid. During the interviews with four participants, with various roles inside of the municipalities of Hellendoorn and Zwolle. The codes that will be used fit within the code group *Relevance* in which codes are linked to the relevance of the expansion of the energy grid, as seen in the network diagram shown in Appendix D and G.

Each code will be debriefed shortly to give the reader an impression on the different roles the municipality has, that are related to this research.

The municipality does have a role in the allocation of sustainable energy sources, however due to policies made by the province of Overijssel, the municipalities do need to work within some specific framework. But as a spatial development policy officer of Hellendoorn quotes, this is mainly dependent on the political stance taken by the municipal council.

*"Because we, from the regional energy strategy, we have a certain generation obligation, that is 60%, wind 40% solar energy."*¹⁶

*"Currently it is about 80% or 90% solar and 10% or 20% wind."*¹⁷

*"In the east of the country wind is just a discussion each time."*¹⁸

From this it becomes clear that municipality of Hellendoorn can reasonably deviate from the regulations that the province makes. It can also be concluded that a certain type of renewable energy may be preferred, which in turn affects spatial quality and thus the inhabitants. It appears that not only the municipality of Hellendoorn is experiencing problems in terms of political decision-making regarding energy choice. According to the spatial development officer of Hellendoorn, the entire eastern side of the Netherlands has a certain political preference to reject wind. Ultimately, this has implications on the ground policies the municipality pursues and thus how the municipality interprets the quality of spatial planning. As the junior steward of Zwolle and a land policy officer of Hellendoorn quotes:

*"Maybe in 40, 50 years you'll have a redevelopment, and you'll have all little portion plots sold out there, to Enexis for a cable, you might be locking yourself in with the redevelopment due to those sold plots."*¹⁹

*"So, during the acquisition of locations, what is important now is that we do not sell all of that to Enexis in all kinds of random places without having any requirement there ourselves in the future. But we do know that it is important that the expansion of the energy network can be carried out."*²⁰

It becomes evident that the municipality does have two different interests that they have to represent, on one hand maintaining possibilities to redevelop and improve the spatial quality. On the other hand, they also need to contribute to the expansion of the energy network because ultimately this is relevant

¹⁶ Spatial development policy officer 04:50 07-06-2023 (author's translation)

¹⁷ Spatial development policy officer 05:13 07-06-2023 (author's translation)

¹⁸ Spatial development policy officer 05:23 07-06-2023 (author's translation)

¹⁹ Junior steward 17:03 02-06-2023 (author's translation)

²⁰ Land policy officer 16:18 30-05-2023 (author's translation)

for possible expansion of the city but consequently also to support initiators, regarding the construction of renewable energy sources requiring grid strengthening due to increased electricity transmission on the grid. To finalize this dilemma, faced by the municipality of Hellendoorn and Zwolle, the statement by the spatial development policy officer of Hellendoorn demonstrates that again:

“You can hardly just reserve the whole municipalities for Enexis.”²¹

Besides the role the municipality has, as outlined above, the municipality also needs to take into consideration the infrastructure underground. As the director of underground infrastructure in Zwolle quotes:

“Because very quickly as a municipality we make an above-ground design, with pretty pictures of this is what we want to make. But actually, the subsoil is increasingly determining the possibilities above-ground. So well, that is also a challenge.”²²

Therefore, the municipality not only has a challenge above ground but there are also challenges associated with the underground infrastructure. Together this can create all kinds of conflicted interest during the expansion of the energy grid. There would still be insufficient consideration of the infrastructure below ground in this regard. As the director of underground infrastructure stated, it is important for future projects to pay attention to this in order to effectively deal with underground infrastructure.

In addition, this problem is also experienced within the municipality of Hellendoorn. The municipality of Hellendoorn is implementing an extra check when selling land to Enexis, the land policy officer of Hellendoorn gives the following statement:

“Now there will then be an additional check with public works colleagues. When Enexis makes an application, because now they are going to make more applications, because more and more locations are needed.”²³

Sub-conclusion

Due to the huge need for grid expansion, Enexis is looking for new plots to buy. As the land policy officer of Hellendoorn points out, there will be an extra check during the sale of land, so that the two interests of the municipality, namely spatial quality and grid expansion are protected. This immediately summarizes the role of the municipality, and as described above, the role of municipality has been complicated by numerous factors. In which the municipality must work to generate enough renewable energy within certain frameworks. In this, political considerations are crucial which further complicates the choice process, namely, is wind or solar energy deployed. These political considerations seem to coincide directly with the support base among residents, which the municipality must take into account. On top of that, one participant also points to the problems underground, making certain choices impossible in advance. This is problem is also confirmed by both municipalities which means that the reliability and severity of the problem can be confirmed.

²¹ Spatial development policy officer 36:29 07-06-2023 (author’s translation)

²² Director of underground infrastructure 02:54 13-06-2023 (author’s translation)

²³ Land policy officer 13:10 30-05-2023 (author’s translation)

Landowners

Landowners do have an important role in the expanding of the energy grid. As described above, to expand or strengthen the energy grid the acquisition of land is required. Most of this land is owned by municipalities or landowners, as described, the municipality has an incentive to expand the network. A private landowner has less to no interest in this matter. Therefore, this has a lot of impact on the role and stance taken by the landowner.

Because this chapter focuses on a general description of this stakeholder, an attempt is made to keep a distance from describing their feelings and thus attitudes toward collaboration. During the interviews with four participants, all participants mentioned something about the relevance of the energy grid expansion. Herein is unanimity on the urgency and necessity of this expansion. This is evident from the following statements by a farmer and a landowner for example:

| | H. | M.W. | P.R. | R.H. |
|------------------------------------|----|------|------|------|
| Relevance of expanding energy grid | 2 | 1 | 3 | 2 |

*"It has a social purpose, the whole region that gets power apparently from that cable that runs through my plot."*²⁴

*"And it has to come, everybody is convinced, because everybody wants their electric car and I want to use my solar panels here too."*²⁵

In addition, it is evident from the network diagram, as depicted in Appendix H, that the need for grid expansion is related to negative feelings among landowners. These feelings are associated with dissatisfaction in participation. This will be described in more detail in the following paragraph. For now, it is important to provide insight to the reader as to what dilemma the landowner is facing in their role. During the interviews all participants talked about their experiences regarding participation. As depicted in the code group *participation*, one of the four participants is content with their form of participation. The participants also talked about how they liked to be approached, and how that had an influence on the outcome.

This results in the following dilemma faced by the landowner. For example, the landowner would like to take a certain role during the participation process, how they want to interpret this is discussed in chapter 4.3. However, Enexis has an instrument at their disposal that allows them to force the landowner to cooperate without their consent. This instrument called tolerance obligation (in Dutch: *gedoogplicht*), it involves activities that do not justify expropriation and where the interests of the right holder are hardly harmed in relation to the purpose served by the government (Rijkswaterstaat, 2023).

It appears that, from the aforementioned, a landowner, as long as it can be argued that it is in the public interest. Require to cooperate and will have to accept the damage caused to their property, let alone any emotional damage caused by the operation as discussed by Devine-Wright (2009) and Pol et al. (2006). The statement of a land affairs specialist, a Enexis employee, serves as confirmation:

²⁴ Farmer 00:38 07-04-2023 (author's translation)

²⁵ Landowner 38:47 12-06-2023 (author's translation)

“No, but even those few tolerated procedures we always win anyway, because it's for the common good.”²⁶

This puts the landowner in an unpleasant position. So, the feeling of participation during the process seems to be there. Although three of the four landowners were dissatisfied with this, there is some level of involvement but sufficient. In addition to this, two of the four participants did mention a change of direction in the anticipated outcome when they mentioned their discontent. This is also evidenced by the experience of a landowner:

“I said that I lease that land and I think that farmer is probably not that pleased with that, that such a transformer comes on the land because of spraying and so on. That's all going to be difficult. But they found a place with the municipality, so that this transformer came on municipal land.”²⁷

Sub-conclusion

Thinking along is possible but up to a certain point, otherwise the experience these landowners had during their participation would have been better. This brings up the next question in this research, how do stakeholders experience the interplay between the stakeholders and how does that influence their attitude towards collaboration?

So far it can be concluded that landowners seem to have an interest in the expansion of the energy network. In fact, it also benefits them themselves. On the one hand when they would like to install solar panels and on the other hand to expand their business if they need more power to do so. Still, the above seems to give a first indication of NIMBY. It becomes clear that landowners are not always satisfied with their participation in the process and, in addition, if they do not cooperate, they may still be required to make their land available considering the obligation to tolerate.

²⁶ Land affairs specialist 16:47 30-05-2023 (author's translation)

²⁷ Landowner 03:47 08-06-2023 (author's translation)

4.2 Attitude towards collaboration among stakeholders

As discussed in the previous section, the reader, is now to some extent familiar with the different stakeholders. This section looks at how the different stakeholders interact with each other and what feelings this evokes in them. For every stakeholder described below, a sub-conclusion will be given to help the reader understand the different attitudes in a systematic way.

Arcadis

Because Arcadis has been engaged by Enexis to relieve them of the work, that is where the first interactions begin. During the interviews, two participants revealed that Enexis' past has influenced the current cooperation. As a senior advisor quoted:

“They used to just be in charge. Then it was when Enexis asked people something, can we lay a cable here? They weren't even going to ask, they were just going to report it to people and then just do it and nothing was settled, nothing was paid and so on.”²⁸

| | F.K. | H.E. | P.S. | R.H. | W.S. |
|--|------|------|------|------|------|
| Bad collaboration between stakeholders | 2 | 4 | 0 | 0 | 1 |
| Communication between Arcadis and E... | 0 | 0 | 0 | 5 | 0 |
| Interplay between stakeholders | 0 | 13 | 0 | 4 | 3 |
| Lack of collaboration Enexis | 4 | 0 | 13 | 0 | 3 |
| Lack of collaboration in the past | 0 | 0 | 6 | 1 | 0 |

So Enexis used to have less to do with participation because, for the most part, they could determine how everything would proceed after all. According to the following statements by a senior advisor this is also reflected in the organization.

“But an Enexis does sometimes have a tendency to kind of sit on an ivory tower and think well, we'll take care of that now, and not take into account the landowners.”²⁹

“But the older group who are still working there for 20 and 30 years. These are the people who are often very rigid and sort of stuck in a sort of fixed pattern and don't want to deviate from it. Once I asked someone a question like, gosh, could we arrange something in a different way and the answer I received was yes, that's not how it works here.”³⁰

This is also confirmed by a NVR surveyor and appraiser but R.H let it be known that there has been great improvement recently.

“I think the cooperation in itself is going well, If I see, say, a year ago, 1.5 years ago, when we started, and now, I do notice that really good steps have been taken.”³¹

Enexis would have to deal with a certain corporate culture that would be less in tune with today's social needs. In this, a senior advisor and a NVR surveyor and appraiser let it be known that a change is taking place for the benefit of the collaboration. In addition, according to a NVR surveyor and appraiser statement:

²⁸ Senior advisor 07:31 04-04-2023 (author’s translation)
²⁹ Senior advisor 02:36 04-04-2023 (author’s translation)
³⁰ Senior advisor 09:15 04-04-2023 (author’s translation)
³¹ A NVR surveyor and appraiser 32:15 25-04-2023 (author’s translation)

*"How I kind of view them now is that they have a fairly formal character."*³²

Because of certain business characteristics that Enexis has, Arcadis is having trouble getting the right alignment with the landowner. Partly because they have to find a middle ground between the two parties. As an advisor quoted:

*"So, it's sometimes quite a challenge to find the right balance in that regard."*³³

Due to the formal nature of Enexis, which is experienced among Arcadis employees, they may have difficulties finding a middle ground in a creative way. According to A junior advisor and a NVR surveyor and appraiser Enexis sometimes lacks a connecting factor. Arcadis is eager to find a middle ground while Enexis sometimes seems to be only pragmatically concerned with installing cables.

*"Sometimes I do doubt whether there is any vision of that at all. I also do sometimes have the idea that it is just, yeah huh, they have to lay their cables that's it then."*³⁴

*"So, there's not really a connecting factor to take up files together and see if you can just get things done right."*³⁵

Thus, the results above show a difference in *shared motivation*. This is a first indication in which the effectiveness of collaborative governance is reduced. According to Arcadis, Enexis does have a different perspective on how to find the best balance between pragmatism and the emotional well-being of the landowner. According to A NVR surveyor and appraiser and an advisor this difference could be solved by better communication with Enexis; they point out that better communication would be beneficial for them to not miss out on important details.

*"And it turns out that the contractor or the engineer just independently go out and make appointments on their own again that actually belong in our work package, right? So, in the end it is sort of a buildup of all these little irritations, which doesn't promote cooperation."*³⁶

*"But I think it would also be of added value if we as file handlers had one consultation with the engineers and just discuss one on one with each other, what are we up against, what could be better, what might we be missing?"*³⁷

A NVR surveyor and appraiser adds on this that this communication would improve when more physical human interaction perused, as this NVR surveyor and appraiser cites:

*"You just go and visit them one day and you go and have the cup of coffee"*³⁸

This also shows that there is a barrier to *principled engagement*, where more *deliberation* would be possible. Which will ultimately have an effect on the effectiveness of collaborative governance.

³² NVR surveyor and appraiser 15:17 13-04-2023 (author's translation)

³³ Advisor 09:28 06-04-2023 (author's translation)

³⁴ Junior advisor 12:02 06-04-2023 (author's translation)

³⁵ NVR surveyor and appraiser 05:57 13-04-2023 (author's translation)

³⁶ NVR surveyor and appraiser 05:57 13-04-2023 (author's translation)

³⁷ Advisor 30:50 06-04-2023 (author's translation)

³⁸ NVR surveyor and appraiser 38:20 13-04-2023 (author's translation)

From here, it is possible to discuss Arcadis' their view on the collaboration with the landowner. According to several participants, since the work is usually done anyway at a landowner's site, it is important to communicate clearly with the landowner, include them in the process, answer questions and be able to offer fair compensation for the landowner's damages. This becomes evident in the following statements by a senior advisor, an advisor and a junior advisor below.

*"That there is still a lot of work ahead of us and so we must also keep landowners as friends."*³⁹

*"From landowners, of course they want to be heard. By Enexis or by us as Arcadis, of course we ask something of such a landowner. We want something from them, so of course they want something in return. They don't just do that for nothing, so it is very important that such a person feels heard and feels taken seriously not that something is imposed on him."*⁴⁰

*"For the landowner, it's often simple that they want money."*⁴¹

It is notable that these participants, depending on their own experiences, are concerned with the needs of the landowner. This immediately translates to Sloan & Oliver's (2013) model in which it is important to build trust. Because a landowner is not waiting for work to be done in his yard, especially when little to no understanding of the potential impact is provided. So, this is related to the first stage *asking* of the model in Sloan and Oliver (2013). What is also evident from the experiences of an advisor in which a landowner was dissatisfied during the conversation, as an advisor quoted:

*"You have to try very hard to sense of can I still have the conversation here or should leave this person alone for a while, because this is not the moment"*⁴²

In which the second stage of the model can be confirmed, *disclosing*. As a senior advisor quoted that it is important to keep landowners as friends. This also became clear in the previous paragraph where understanding the impact on a landowner his land can help landowners to *opening up*. In addition, a NVR surveyor and appraiser also reveals that a good relationship with a landowner is of great influence if you have to do business with that landowner again. As a NVR surveyor and appraiser quoted below, this will confirm the fourth stage of the model of trust building.

*"Do a good case today. Then in a few years, when you need it again, you do a good thing again. Screw it up? Now you're doing it again in 5 years, and they will remember that for sure."*⁴³

³⁹ Senior advisor 02:06 04-04-2023 (author's translation)

⁴⁰ Advisor 22:28 06-04-2023 (author's translation)

⁴¹ Junior advisor 23:24 06-04-2023 (author's translation)

⁴² Advisor 12:06 06-04-2023 (author's translation)

⁴³ NVR surveyor and appraiser 15:58 13-04-2023 (author's translation)

Sub-conclusion

There is unanimity among Arcadis' participants in this, all recognizing the relevance of a good relationship with the landowner (see table below). To summarize the attitude of collaboration

| | F.K. | H.E. | P.S. | R.H. | W.S. |
|------------------------------------|------|------|------|------|------|
| Relevance and importance landowner | 2 | 6 | 10 | 1 | 6 |

towards the landowner, it can be described as a trust building process as evidenced by Sloan & Oliver (2013). This will ultimately benefit all stakeholders that are involved in the expansion of the energy grid. The more trust a landowner does experience the more a landowner is willing to collaborate according to the experience of the participants. This builds upon the component of *shared motivation* in which *trust* and *mutual understanding* are of great importance. This shows that the participants understand the influence of trust and actually put their time and energy into achieving it. Since Arcadis acts as an intermediary, building trust is an important factor that increases the *capacity for joint action*.

Enexis

Most of the interaction Enexis has with their stakeholders is through Arcadis, especially in this research where Arcadis does have a mediating role. Therefore, in this section the perspective from Enexis on the collaboration with Arcadis will be discussed more extensively, in comparison to the interactions with the landowners, Chapter 4.3 seems to be the right section to discuss this subject.

As discussed earlier, Enexis has a lot of work to do to expand the energy grid. It seems to be the case that Enexis is not able to meet demand. Therefore, they are dealing with some capacity problems which Enexis has to solve. As a land affairs specialist quoted:

*"Indeed, the supply of work is now so large that we have also been hiring a lot of people."*⁴⁴

One of the main partners of Enexis is Arcadis, according to a and legal advisor Enexis does have the expectation of being unburdened by Arcadis. As this land legal advisor quoted:

*"Arcadis is contracted to unburden Enexis; when the work is incorrectly delivered, Enexis is not sufficiently unburdened (...) When insufficient creativity is exercised and too many questions are asked about this file by Arcadis, this does not help Enexis to unburden them."*⁴⁵

So Enexis wants to be unburdened by Arcadis, which immediately results in one of the most crucial expectations. However, it appears that Enexis is satisfied with the collaboration they have with Arcadis. Nevertheless, all three participants say that unburdening can still be a problem. As a legal and land affairs manager quoted information sharing can be optimized.

*"So, the moment that we hand over a project they want to receive the information as best they can. They want to know what the frameworks are, how far they can go, also what the policy is of Enexis so they need much more substantive information about how Enexis works and what they can do on behalf of Enexis."*⁴⁶

⁴⁴ Land affairs specialist 06:37 30-05-2023 (author's translation)

⁴⁵ Land legal advisor N/A 13-04-2023 (author's translation)

⁴⁶ Legal and land affairs manager 04:20 23-05-2023 (author's translation)

There seems to be a difference in the expectations of collaboration. Enexis mainly wants to be unburdened while Arcadis tends more toward more intensive collaboration. This is also apparent from the statement by a legal and land affairs manager below.

“That it also remains fun for both and that we don't really see it as client or contractor, but more as a real collaborative form.”

So Enexis and Arcadis seem to be in the process of reaching a new form of collaboration. In which there is more collaboration. However, because certain items are not delivered properly, Enexis has extra work to do which does not account for collaboration time. According to a land affairs specialist the main problems consist of not sticking to agreements and thinking about work easily.

“You should just really try to make a good agreement and stick to it as well (..) Young people, juniors, some are neater than others. Some are much more responsible than others, so that way (..) But I also think it's a piece of sloppiness.”⁴⁷

Also, from Enexis' perspective on collaboration, there are factors that are deficient in the *principled engagement* component. Where Enexis has different expectations about *definition* and *deliberation*. However, as a legal and land affairs manager quoted there are movements which are trying to align these two factors in which the two stakeholders are more aligned in their *definition* and require *deliberation*. And this is reflected in the need for more human interaction. To which all three participants unanimously agreed (see table), which in turn matches the needs of Arcadis.

| | A.R. | C.Z. | L.B. |
|--|------|------|------|
| Importance of human interaction interpl... | 2 | 1 | 10 |

From here the attitude towards collaboration with the municipality will be discussed. According to a legal and land affairs manager the municipalities are cautious about land sales.

“You also have the municipality, which in essence also wants to participate in the energy transition, but which also needs the land where the land is also scarce. So, you notice that everywhere. Land is scarce, so they very much want to retain their own land and get rid of it as effectively as possible.”⁴⁸

This confirms the municipality's interests as discussed in Chapter 4.1, as a land affairs specialist quoted the interest of the municipality does have enormous influence on the lead time.

“So, basically the priorities of the municipality. Those also play an important role in how readily it goes.”⁴⁹

According to a land affairs specialist the delays then incurred during the project have mainly to do with the municipality's interest in good spatial planning referring to their priorities.

“Well, you know what suits them best? They want the most beautiful building to come there, or they want it there. Because they still have plans, there and there will be housing development, there or there

⁴⁷ Land affairs specialist 25:50 30-05-2023 (author's translation)
⁴⁸ Legal and land affairs manager 04:20 23-05-2023 (author's translation)
⁴⁹ Land affairs specialist 22:01 30-05-2023 (author's translation)

*we have to build another street maybe someday, I don't know what they all want. But we do need a permit and a zoning amendment for example. Yes, we have to deal with that and before it finally is on the table with such a municipality.*⁵⁰

A land affairs specialist adds to this that the expansion of the energy grid is necessary for the public's benefit.

*"But I can't see into the future. You have to decide now. (...) And that you don't like it all that much is different when it is a necessary point. (...) Don't keep going on endlessly"*⁵¹

Sub-conclusion

This suggests that Enexis would like a more pragmatic attitude from the municipality because the expansion of the grid is of great social importance. In conclusion the municipality and Enexis have a common interest, in which they have a *shared motivation*. Yet the municipality is less *determined* to follow through in this process according to Enexis because of the interest they have in good spatial planning. This together makes the *capacity for joint action* less efficient, leading to lower adaption and therefore lowering the retroactive effect in the collaboration dynamics box.

Municipality

Since municipalities mostly deal with Enexis and their residents, Arcadis is of lesser relevance to write about. This is also confirmed by a land legal advisor in Chapter 4.1 in which Enexis prefers to take the lead itself when contact needs to be made with the municipality.

As is now clear, the municipality has two interests to look after, providing residents with power on the grid and ensuring spatial quality. This results in two different interactions; on the one hand they will have to be in agreement with Enexis about certain lands. On the other hand, there must be support among residents in which participation plays a role. Currently collaboration with Enexis seems to be experienced quite well as a land policy officer of Hellendoorn quoted.

*"We now have some neighborhoods that are already poorly supplied, so these are also projects where we are already looking more into how to expand the network there. We do see a need for Enexis to, well, be helped and not hindered by us, which means that nothing is possible."*⁵²

Also the junior steward of Zwolle shares this idea that there is a shared common interest, in which Enexis is of great importance.

*"You actually have, if you look at Enexis, but also at the municipality quite a shared common interest you want to keep developing. For that you need Enexis."*⁵³

In the process, according to both the municipalities under investigation, more and more consultations on available sites are taking place with Enexis. This was already evident in Chapter 4.1 in which the municipalities want to introduce an additional check for land sales with the consideration of the two different interests they have to represent. This is further confirmed by the land policy officer of

⁵⁰ Land affairs specialist 20:23 30-05-2023 (author's translation)

⁵¹ Land affairs specialist 21:24 30-05-2023 (author's translation)

⁵² Land policy officer 05:41 30-05-2023 (author's translation)

⁵³ Junior steward 19:11 02-06-2023 (author's translation)

Hellendoorn, due to the fact that Enexis and the municipality are already selecting locations in advance.

“Yes, our field service, they already review fields with Enexis, so basically 9 out of 10 applicants are just approved Because they have already previewed with our field service.”⁵⁴

But if the collaboration is going so well, building on the previous paragraph, how can Enexis still experience a certain deficit in pragmatism? It seems to indicate that sometimes the available sites do not match the needs of Enexis. Because municipalities also face certain effort obligations to the province, they are also engaged in renewable energy generation for which grid expansion is also relevant. Which in turn means selecting suitable land to generate renewable energy is subject to numerous factors. As the spatial development policy officer in Hellendoorn and the director of underground infrastructure in Zwolle quoted, there are many different (new) conditions attached to such land selections.

“How does such a park fit into the environment? How does it suit people, and can you fit it into the landscape? Do you want to cluster, or do you want all smaller solar fields?”⁵⁵

“Well in a word, searching, I would say”⁵⁶

There seems to be unanimity among the municipalities being studied that expansion and the obstacles involved are still new. There are no preconceived policies yet, municipalities are searching as to how they will approach this challenge. Subsequently, it becomes clear from the statement by the director of underground infrastructure, below, why the municipality can be cautious during the development regarding network expansion. In this, the municipality of Zwolle prefers an integrated approach rather than separate projects. Which is all related to the welfare of citizens and thus spatial quality, but also to reduce nuisances with this as well.

“That also means opening up as few streets as possible, so bundle things as much as possible if you want to work somewhere. Making a project as integrated as possible, as area oriented as possible, while Enexis, of course, has the task of making sure there is enough power everywhere.”⁵⁷

It is expected that an additional 350 transformers will have to be built to adequately reinforce the energy grid. As the director of underground infrastructure quoted:

“We have something like 850 transformers in Zwolle, now, but then we have to add, well 350, all in existing neighborhoods.”⁵⁸

This also confirms the impact on citizens of the expansion of the energy grid. Which directly gives a linkage to the collaborative governance model in which the component *shared motivation* is causing some problems in the perspective of the municipality. Which also explains why Enexis wants more pragmatism but the municipality wants an integrated approach. The municipality wants to protect

⁵⁴ Land policy officer 11:20 30-05-2023 (author’s translation)

⁵⁵ Spatial development policy officer 08:30 07-06-2023 (author’s translation)

⁵⁶ Director of underground infrastructure 20:10 13-06-2023 (author’s translation)

⁵⁷ Director of underground infrastructure 21:18 13-06-2023 (author’s translation)

⁵⁸ Director of underground infrastructure 13:40 13-06-2023 (author’s translation)

citizens from nuisance but Enexis wants to provide power to citizens. The municipalities reveal that Enexis is struggling with integrated approaches to minimize the impact on citizens. Which is leading to less *mutual understanding* within the component of *shared motivation*. From here, a translation can be made to the attitude of the municipality to work with citizens. According to the spatial development policy officer in Hellendoorn and the director of underground infrastructure in Zwolle there is more participation than ever before.

*"In fact, we are doing more participation than ever we have done ever before"*⁵⁹

*"Participation certainly takes place and that is an important part"*⁶⁰

It seems to indicate that municipalities certainly want to engage citizens and landowners through participation. There is said to be more participation than ever itself. However, there is a certain dissatisfaction among citizens and landowners, as the spatial development policy officer in Hellendoorn quoted:

*"Still, you see that citizens are dissatisfied, but in my opinion, this is not so much due to participation in local projects. But mainly at higher scales where many more things are at play. For example, through the media reports about the mistakes the government has made."*⁶¹

Sub-conclusion

This raises the question, how exactly the municipalities then interpret participation and how this is perceived by citizens and landowners? For now, it seems to be unqualified to make statements related to the collaborative governance model within the *collaboration dynamics*. As a spatial development policy officer quoted there may be certain things on a higher level that will influence the dissatisfaction among citizens and landowners. According to the collaborative governance model such things would fit within the *system context*, in which references can be made to certain *cultural characteristics, power dynamics, levels of trust or legal frameworks* which cause this dissatisfaction. To better understand this, it is important to highlight the landowner's perspective in which confirmation or rejection can be sought. This finding is also in line with Fisher's (2010) theory in which an institutional void is difficult to address because it is embedded in the current system (*system context*). This is also said by spatial development policy officer of Hellendoorn. That there are certain things that are beyond the reach of the municipality.

Landowner

Because NIMBY affects the attitude of landowners to engage in collaboration, it will not elude superficial treatment in this section. Depth regarding this topic will be pursued in Chapter 4.4. Nevertheless, an attempt is made to outline the feeling that landowners have toward collaboration with the municipality or Arcadis below. As explained before, Enexis does not participate that much during the conversations with landowners in this research.

⁵⁹ Spatial development policy officer 41:57 07-06-2023 (author's translation)

⁶⁰ Director of underground infrastructure 09:56 13-06-2023 (author's translation)

⁶¹ Spatial development policy officer 42:57 07-06-2023 (author's translation)

Three of the four landowners talked about negative feelings when the project had not yet begun. In addition, all four landowners experienced negative feelings during the project. As a landowner and a farmer quoted their feeling before the project.

| | H. | M.W. | P.R. | R.H. |
|---|----|------|------|------|
| Negative feelings before project (NIMBY) | 2 | 0 | 2 | 5 |
| Negative feelings during operations | 1 | 1 | 4 | 8 |

“Because I also said that to that lady, that engineer who contacted me, well then, I also said to her if Enexis contacts me again then, uh, I have some doubts about that.”⁶²

“I’m not standing with the red carpet ready, nor am I cheering. But at the same time, I do also understand”⁶³

Because of past experiences or the damage done to their land and the time landowners have to invest in the project, they are not eagerly awaiting such projects. As farmer quoted:

“So, do you understand what they are coming to do? You don't need that because it doesn't help your business operations. It takes time, energy and those few euros that's nice for compensation. But on that whole business doesn't add up.”⁶⁴

From this, it becomes clear that landowners experience various inconveniences during projects. In addition, there appears to be a correlation between the attitude landowners have to collaborate and the communication they experience during projects. To confirm this correlation, the most poignant quote for each landowner was chosen to reflect their experience of poor communication, as seen in the table above, there is unanimity among the landowners concerning this topic.

| | H. | M.W. | P.R. | R.H. |
|---|----|------|------|------|
| Landowner experiences bad or no com... | 8 | 7 | 11 | 3 |

As a landowner quoted, work was done in the past, for several weeks, with no prior knowledge.

“They have been working for a few weeks and there were as many as ten Enexis cars in the yard. But. No, no, not at all no, I didn't know anything in terms of communication.”

One landowner also addresses this, not being included in the process about the work to be done. This landowner quoted:

“If you take NIMBY. It is not that, I disagree with that, because NIMBY is created by poor communication, withholding information, NIMBY is created by not being informed about what is going to happen. If I had been included on December 23, 2021, when the letter came in, we're going to build,

⁶² Landowner 03:47 08-06-2023 (author’s translation)

⁶³ Farmer 01:30 08-06-2023 (author’s translation)

⁶⁴ Farmer 08:03 08-06-2023 (author’s translation)

and we, we're going to submit this proposal to the City Council and then on February 2 it will be talked about, that was better."⁶⁵

One farmer even speaks out about an accident during communication deficiencies. During the work, this farmer was not informed about a pit dug on their land.

*"They took out the tile pathways at our place toward the mailbox (...) Yes, they took it out to lay the cable under there. Only they dumped the sand on the side of the road, so it was invisible in the dusk that our path had been removed and that there was a hole 1.5 m deep. (...) My father, he walked to the mailbox in the dusk, and he fell in the grave and he bruised all his ribs in the process."*⁶⁶

In addition, a farmer has stated that such projects affect his own work. That, due to poor communication, this farmer's needs are not taken into account.

"Yes, and if you find out afterwards of yes, how deep does that cable go? Well, the cable goes 1.5 meters deep, well, I'm comfortable with that, it won't bother me, I won't run into it with plowing. But then there will be a layer around it and another whatnot and then I'm not allowed deeper than 60 cm, just look at the fine print they say. But then I can't drain anymore and then I'm pissed off and then they still have to start."

From all the experiences of the four landowners, there should be better communication from the landowner's perspective. In this, Arcadis plays an important role. One farmer favors a stakeholder like Arcadis, which tries to look after his interests and understands his business operations.

*"The hardest part is that they are not knowledgeable and don't know what they are talking about. That always makes the conversation difficult. They think we have to go there, you will be reimbursed, so don't whine. That is precisely why it is so important to have mediators among them who also put on clogs and know what is important."*⁶⁷

Every landowner has their own experiences. Still, there seems to be an overlapping component in all four cases, which has been referred to before, is that the landowner does not feel that they are understood or are not adequately informed. It seems to indicate that this feeling results in a decrease of trust towards the stakeholders involved. As a landowner and farmer quoted:

| | H. | M.W. | P.R. | R.H. |
|----------------------|----|------|------|------|
| Reason lack of trust | 1 | 8 | 0 | 6 |

*"The moment a change is going to take place in the living environment of its citizens, the government has to inform the citizens about it and take them along and tell them why it is necessary and also give them a say. That's just good governance. Except, that is not being done."*⁶⁸

⁶⁵ Landowner 39:14 12-06-2023 (author's translation)
⁶⁶ Farmer 03:05 07-04-2023 (author's translation)
⁶⁷ Farmer 01:00 08-06-2023 (author's translation)
⁶⁸ Landowner 51:12 12-06-2023 (author's translation)

“That they take risks in making decisions and that they start before the last signature is made. You run into that, and you get tired of that. Because you have been very frugal with your land.”⁶⁹

The perspective that landowners form does not seem to be based on just one incident. It seems to indicate that it is an accumulation of different experiences that cause a decline in trust of parties related to the government. This may be due to poor communication, not being understood or feeling that there were insufficient opportunities to have a say during the decision-making process. The feeling caused by these factors makes compensation seem like only a weak substitute. Instead, landowners need more communication, understanding and a fair process.

This is reaffirmed by the statements of two landowners and a farmer.

“That there is a letter in my mailbox beforehand and that I can have contact with someone about the project.”⁷⁰

“Well then, then I take, look, you've lost the democratic process, so to speak, you'll have to accept that.”⁷¹

“So, I think taking us more seriously that is the most important thing.”⁷²

Sub-conclusion

In conclusion, several factors fall short of effective collaboration governance within the perspective of the landowner. For example, in the *principled engagement* component, there is insufficient *discovery* and there is no *deliberation*. It seems to indicate that some of the work takes place without little to no interaction with the landowner. In addition, in the *shared motivation* component there is insufficient *trust*, insufficient *mutual understanding* and also a deficiency of *legitimacy*. As evidenced by the above. The latter factor in particular builds on the findings of Fisher (2010). In which there does seem to be some confirmation on Fisher's (2010) theory according to the landowner's perspective.

⁶⁹ Farmer 07:00 08-06-2023 (author's translation)

⁷⁰ Landowner 07:35 08-06-2023 (author's translation)

⁷¹ Landowner 40:18 12-06-2023 (author's translation)

⁷² Farmer 14:10 07-04-2023 (author's translation)

4.3 Role of participation

The reader is now familiar with the attitudes that stakeholders have toward collaboration with other stakeholders. With this knowledge, the model of Bäcklund & Mäntysalo (2010) can be used to compare it with the stakeholders' view on the role of citizen participation. Because Enexis' attitude toward collaboration with the landowner was not discussed in the previous paragraph, since Enexis has limited contact with the landowner. In this paragraph, which is more appropriate for this exposition, the perspective on the landowner is discussed in a bit more detail.

Arcadis

As shown in the previous section, Arcadis strives to build a good relationship with the landowner. They try to do this by showing understanding and including them in the process. However, in some cases a landowner's needs cannot be met and a tolerance obligation is needed. That Arcadis is trying to treat the landowner on the step of *communicative* is clear from the following statement in which a senior advisor quoted.

"If you're a landowner, then you have the biggest right that exists in the Netherlands and its property rights and then you just have something to say about your land."⁷³

A NVR surveyor and appraiser also reveals that during negotiations, a certain motive is always presented. If this cable cannot be laid, the landowner himself can also demand less from the energy grid in the future.

"It's often a motive that you have to put in front of them, because most people often think of restrictions. Look, if there is such a cable in the ground, you are not allowed to build or plant trees on it. So, in that respect it does encroach on the property, but at the same time if the person in question wants something of an aggravation himself in the future, yes then, he is probably also dependent on those same parcel owners."⁷⁴

By taking into account the impact of the operations on the landowner and seeking consensus by explaining the public interest and thus asserting a claim to rational decision-making. This excludes the incrementalist role because consensus is actually sought in many cases. Yet, there does not seem to be an agonistic role because the landowner is not asked to participate in the consideration of the course of a particular cable route. In addition, there is always a power differential in which Arcadis can proceed with a tolerance obligation which contradicts the condition in which a landowner is a legitimate adversary.

⁷³ A senior advisor 07:55 04-04-2023 (author's translation)

⁷⁴ A NVR surveyor and appraiser 09:52 25-04-2023 (author's translation)

Enexis

To describe Enexis' perspective on landowners, it is notable that the land affairs specialist from Enexis makes the following two somewhat contradicting statements.

*"You should not touch other people's property. Property rights are one of the strongest rights. Keep that in mind, period."*⁷⁵

*"No, because that costs way too much money, you know, You can't say, just go 5 km around. First of all, it costs way too much money, way too much effort and that's where you run into your problems also."*⁷⁶

On the one hand, the land affairs specialist let it be known that it is not self-evident to just touch someone's ground. On the other hand, it seems to indicate that changes are also not readily possible because of the high cost and effort involved during alterations to the route. Building upon this, a legal and land affairs manager quoted the following position of the landowner.

*"The position of the landowner is of course clear, the landowner wants a good price for the land or a fair compensation for the use of his land, or for the right in rem to put in or on his land or property, entitled assets that are there in perpetuity, in that land. That's quite an encroachment on your property right, so the landowner wants mostly to have as little trouble as possible and also to get a good price."*⁷⁷

In addition, the land affairs specialist let it be known that some landowners are pushing way too far and thus thwarting common interest. As this land affairs specialist quoted:

*"I just think that some take it way too far that they can shut everything down despite it is for the common good. So, I, I think sometimes it goes way too far. (...) This precedes public benefit, public interest, what do you want, power or not. (...) At someone else's property, the ground must also be opened up as long as it is not theirs. Yes, it doesn't work that way"*⁷⁸

In accordance with the aforementioned, Enexis seems to be aware of the impact that it will have on the landowner. After all, the participants reveal that it is an infringement on someone's property rights and can cause nuisance. Nevertheless, some landowners create problems that Enexis believes thwart social interest. Subsequently, compensation for the damage suffered by the landowner plays an important motive in the perspective of Enexis. This is reaffirmed by a land affairs specialist with the following quote.

*"Well, landowners do get heard. Only at some point does it stop. See before you can do something like that, there must have been so many conversations and letters registered."*⁷⁹

This all together, causes Enexis to see the landowner's role in the *incrementalist* step. Changes in the route of a cable appear to be impossible or difficult to make due to the high cost and effort involved in such changes. Because of the articulated damage, there is compensation for the landowner. In this, a compromise is sought through negotiation. The comprehensive rationalist step is out of the question

⁷⁵ Land affairs specialist 31:20 30-05-2023 (author's translation)

⁷⁶ Land affairs specialist 18:52 30-05-2023 (author's translation)

⁷⁷ Legal and land affairs manager 04:20 23-05-2023 (author's translation)

⁷⁸ Land affairs specialist 12:48 30-05-2023 (author's translation)

⁷⁹ Land affairs specialist 17:16 30-05-2023 (author's translation)

because the landowner is still protected by property law which means that Enexis is not allowed to simply use the land of the landowner. On the other hand, the communicative step does not exist. Mainly because Enexis tries to act on the basis of common interest and takes the feelings of the individual in the search for consensus less into account.

Municipality

The previous paragraph already made it clear that the municipality takes participation seriously. But how exactly does the municipality implement this? According to a junior steward and the director of underground infrastructure, the municipality does that in the following manner.

“The very best is simply to see people face to face. (...) walk-in nights, in which people can ask questions”⁸⁰

“It is recorded on maps and there is a whole participatory process of communication around it to bring it to the attention of the neighborhoods. What is happening in your neighborhood? What is your own influence on matters? What is coming your way? Depending on what? Well, what awaits those particular neighborhoods.”⁸¹

It appears that the municipality implements participation by allowing a lot of physical interaction and allowing to have a say during the process. This is once again confirmed by spatial development policy officer:

“Nowadays, the first requirement is, we are going to ask what people in the neighborhood think about the plan. Before we spend even a minute on it?”

From the municipality's perspective, everything seems to indicate that they see citizens or landowners in an *agonistic role*, this is in line with the findings of Yu Keping (2017) in which government bodies are searching for new ways of governance. They are seen as a legitimate adversary and are providers of complementary views during such walk-in-night. The communicative step would not match in accordance with the earlier quotes made by the participant of the municipality. This is because consensus is not sought; in fact, citizens provide input before a project is started at all. With this, projects are mainly focused on the idea that citizens provide their input and where citizens themselves look for consensus.

⁸⁰ Junior steward 38:05 02-06-2023 (author's translation)

⁸¹ Director of underground infrastructure 10:41 13-06-2023 (author's translation)

Landowners

As described in the introduction, the landowner's perspective on their role in participation plays an important factor in this study. They appear, after all, to be dissatisfied with the current state of affairs. The previous section already showed that there are occasions when the landowner is not sufficiently included in the participation process. However, a farmer thinks about that slightly differently.

*"I actually think that if it really directly involves you, then you do get involved in that."*⁸²

From this statement, this farmer appears to be satisfied with his current place in the participation process. As shown earlier, this farmer was also satisfied with the entire process, with the exception of the communication mistake during the process. In addition, to the quote of this farmer, one landowner quoted that during physical changes in the environment this landowner wants to be involved and have a say.

*"For example, if there is going to be a scaffold at 400 m and it will be 25 m high and 12 acres in size. I want to think about that or have a say. I think that is the duty of care that the municipality or companies like that have."*⁸³

This confirms what was discussed earlier, landowners want to see themselves as someone who wants to be taken seriously and not be taken by surprise. Because this is a common thread within all four landowners, landowners appear to see themselves on the *communicative* step preferably. Subsequently, landowners are aware of the need and the relevance of expanding the energy network. As one landowner quoted:

*"Yes yes yes, there is little you can do about that of course, that process just goes on. It's no different, but I do understand it."*⁸⁴

Which means that the landowner understands that it has to happen, even if they are not eager for it, but they would like to be involved in thinking about how it happens. This excludes the agonistic step because the landowner is not a real provider of complementary views. However, landowners do want to be involved, they do not want to be part of a strategic game in which only compromise is sought. They want to have the feeling of having participated, as a rational actor, in which their needs are taken seriously. Of course, these needs depend entirely on the context and thus the landowner. The following paragraph focuses on the extent to which these needs can create the feelings related to NIMBY.

⁸² Farmer 10:26 07-04-2023 (author's translation)

⁸³ Landowner 40:42 12-06-2023 (author's translation)

⁸⁴ Landowner 10:31 08-06-2023 (author's translation)

4.4 To what extent does NIMBY play a role

To introduce this section, a comparison is made with Wolsink's (1993) theory. In it, six different assumptions are made on which NIMBY is based. According to the research four of the six assumptions can be confirmed:

- The projects involved represent 'higher' interests than those of the local population.
- Everyone agrees on the usefulness of these facilities.
- Everyone prefers not to have the facilities situated in their own backyard.
- Everyone prefers to have the facilities situated in someone else's backyard.

The previous sections have made it clear that landowners see the benefit of expanding the energy network and that it benefits society. Landowners in fact point to the need that the energy grid should be expanded in order to be able to participate in the energy transition themselves by purchasing solar panels for example. An energy grid with limited capacity eliminates this possibility, which is in the interest of the landowner himself. But therefore also the charging of the electric car and the expansion of the city and possible business activity. Which confirms the first and second assumption made by Wolsink (1993).

In addition, landowners also express that they would rather not have it on their own land because it could lead to various forms of nuisance. Therefore, they prefer to locate it on someone else's property. This is clearly reflected in the data obtained. Landowners are definitely not keen on having cables or distribution stations located in or near their land. As it turned out, it causes numerous problems that landowners do not want. They have to spend extra time and, in their opinion, receive marginal compensation in return. In addition, it may prevent their business operations. This shows that the third and fourth assumptions of Wolsink (1993) can also be confirmed by the data that has been collected.

The other two assumptions by Wolsink (1993), outlined below, cannot be confirmed by this study.

- The decision-making on local facility siting is laborious.
- The attitudes and opinions which go to make up the NIMBY phenomenon are seen as static. The NIMBY theory does not appear to allow for the possible alteration of insights regarding usefulness and location.

They might even be invalidated, especially when major changes are involved, such as the installation of a distribution station. For example, municipalities indicate that they organize several walk-in evenings at such events. Still, landowners experience poor communication from the operating parties. In which they experience not being heard, indicating that decision-making is indeed laborious within the perspective of the landowner. How is this possible? And are the attitudes and opinions really static?

As discussed by Pol et al (2006) and Devin-wright (2009) there are several factors influencing the attitude and opinions experienced by landowners. It appears that landowners sometimes sit at the table with someone who has no understanding of farming business, quoted by a farmer. Such feelings are directly related to suspicion of management. In which the landowner has doubts about whether the work is being done properly. Additionally, one landowner also does have concerns about the effect on health.

“They are in low-frequency sound, those stations are all in the 50 and 65 Hertz. Which is a sound that is not blocked by walls.”⁸⁵

Failure to address such concerns only increases negative feelings, which are directly related to the rise of the feelings related to NIMBY. To further build upon this theory by Pol et al (2006), one landowner quoted that it may influence the value of his property.

“Because I have land that cannot be used or used less. And the value drops in that case, yes.”⁸⁶

From this, it appears that the various emotional influences on NIMBY of Pol et al (2006) can be confirmed. However, one farmer disliked it when other parties goes to work with the land that this farmer has always gone about sparingly. After all, it is his asset for business operations. This may confirm the theory of Devin-wright (2009) in which a farmer is attached to his land because it goes along with the identity of being a farmer. However, there is only one landowner where this emerges clearly.

It is difficult to extract, from the data, whether participation during decision-making is indeed laborious and whether NIMBY is static. As shown in Chapter 4.2, according to the landowners, they were mainly reluctant to collaborate due to the following factors: poor communication, not being understood or feeling that there were insufficient opportunities to participate. Now let it turn out that these very factors reinforce the feelings centered around NIMBY. Especially this last factor, which was also found by Fisher (2010), referring to the possibility that there can be an institutional void during participation in which landowners cannot participate meaningful. There seems to be a possibility that this could indicate a connection with the obligation of tolerance available to the operating parties. As Enexis stated (Chapter 4.2) they will always win such tolerance obligations. This might show that the operating parties will not be immediately compelled to allow meaningful participation by landowners. After all, they will always win anyway. This might show that there could indeed be an institutional void that, as Fisher (2010) hypothesized, is difficult to confirm. The question that can be asked is whether an obligation to tolerate is indeed a good remedy. Both Arcadis, Enexis and the municipality assume that it is a means necessary to indeed force certain landowners to cooperate for the common good. Yet the tool seems to point to an underlying institutional void.

In conclusion, NIMBY certainly seems to play a role in landowners' dissatisfaction. However, from the data obtained, good communication with landowners seems to reduce all the different factors that reinforce NIMBY. In this, it is important to find out what emotional experience the landowner has. By taking these needs seriously and actually factoring them into the process, many concerns are removed by the landowner. This is precisely the task Arcadis has to take on, to put the landowner's needs alongside the needs of Enexis. In which Arcadis tries to build a bond of trust, as evidenced by the model of Sloan & Oliver (2013), with the landowner and thus tries to eliminate feelings related to NIMBY.

⁸⁵ Landowner 27:28 12-06-2023 (author's translation)

⁸⁶ Landowner 11:03 08-06-2023 (author's translation)

(New) leadership

As shown in Chapter 4.1 and Chapter 4.2, according to several Arcadis employees, it appears that Enexis sometimes has an outdated corporate culture in which deviating from the norm is difficult. In contrast, Enexis employees believe that other parties may have a more pragmatic attitude because the work is for the common good.

As stated in the collaborative governance model, there are four different drivers for collaborative governance that can influence change. All indications are that two of the four drivers may be influential to witness a change in the current cohesion of the parties. It has been shown that there is a lot of uncertainty about exactly how everything should play out. It involves work that has never been done on this scale before and is also of great necessity for the well-being of citizens. This confirms one of the four drivers in the model, *uncertainty*. The other driver that can be confirmed is *leadership*. As has been shown, the conservative image of Enexis has been named by several Arcadis employees, and the two parties are working on numerous refinements in cooperation. This is shown, in other words, by the findings of Chapter 4.2 Which showed that many steps have been taken to improve current cohesion.

This will allow the various factors mentioned in Chapter 4.2 that fall under the *shared motivation* and *principled engagement* components of collaborative governance model to be resolved. When these factors are improved there is a better *joint action capacity* which could eventually lead to an *adaptation* in which the landowner is less likely to experience emotions that reinforce the feeling of NIMBY. By means of (new) leadership, landowners can be approached in a different way and also helped so that they are less likely to enter collaboration with strengthened feelings (NIMBY) in the first place.

The feeling experienced by landowners is also in alignment with the thoughts of several employees of Arcadis and Enexis. During the interviews, for example, a legal and land affairs manager, an advisor and a NVR surveyor and appraiser, mentioned it was already clear that certain measures could be taken to improve communication with each other. Therefore, it seems to indicate that Arcadis and Enexis appear to be aware of a lack of communication between the two parties. This in turn affects the feelings and experience of the landowner. As has been shown, the landowner has a need for clarity; the landowner wants to know exactly what is ahead of him. It is precisely the lack of communication from the operating parties that seems to cause the landowner to experience even more of a dispersal of feelings related to NIMBY.

The following statements by a legal and land affairs manager, an advisor and a NVR surveyor and appraiser confirm this idea there is a general need for more clarity in the process through communication.

“Yes, but you see that people who really work together at the office often benefit from a working relationship. So that also produces more quality because you sit down together and say: “Hey, can you take a look at this project, because I think something is going wrong there”. Instead of e-mailing more and more about what you did wrong.”⁸⁷

⁸⁷ Legal and land affairs manager 00:20 23-05-2023 (author’s translation)

“It would actually be beneficial for us as file handlers to know in what way such a conversation is approached with a landowner. What kind of information is shared and how much time is taken. Because now we actually find ourselves in a kind of gap between us as case handlers and the engineer and the legal advisor on land matters. They have contact with the Engineers and we have contact with the legal advisor on land matters.”⁸⁸

“Beforehand, you could put that in a fact sheet or something. That you are in a process where there is an understanding on the following step you should make”⁸⁹

It can thus be concluded that the operating parties recognize the need for good communication. Nevertheless, according to the landowners, this is not yet sufficiently apparent which causes a reinforcement of NIMBY feeling. That NIMBY plays a role in the broadest sense of the word seems likely to be confirmed. Not only are feelings related to NIMBY named by the landowners but it is also recognized by other parties. So far there are two drivers influencing a change in the current dynamics, uncertainty and leadership. Precisely all the uncertainty about the approach, leads to new forms of leadership that can ensure a change in the *principled engagement*, *shared motivation* and thus the *capacity for joint action*. Precisely communication between the operating parties has a direct effect on the landowner's experience. Resulting change can reduce feelings related to NIMBY because it makes the landowner feel engaged in the process. However, the problems caused can always evoke negative feelings in the landowner. It is always possible that the landowner doubts the technology, fears health damage, thinks his land will become less valuable, is affected because the landowner identifies himself with this particular place or that it has a certain symbolic value as described by Pol et al (2006) and Devin-wright (2009).

⁸⁸ Advisor 30:17 06-04-2023 (author's translation)

⁸⁹ NVR surveyor and appraiser 21:18 25-04-2023 (author's translation)

5. Conclusion

In this chapter, the main message of the research will be summarized reviewing the sub-questions which will conclude the research and thus give answer on the main research question.

5.1 Sub questions answered

Which interests do stakeholders have that are involved in the expansion of the energy grid in Overijssel?

The research shows that every stakeholder understands the relevance of expanding the energy grid. Yet each stakeholder has its own interest in this matter. The table below outlines these interests once again.

Arcadis

Unanimity among participants that the energy network should be expanded. Herein, it was clear that good communication between stakeholders is important for them to be able to do their work properly. To thereby represent the interests of two parties. To include inconveniences and the wishes of the landowner in the decision-making process on the one hand, but also to make a proper assessment of the impact of such work on the landowner. On the other hand, Arcadis has an interest in an efficient process in which all parties are satisfied and all work is done properly.

Enexis

Unanimity among participants that the energy network should be expanded. It is becoming clear that Enexis wants to make reinforcements to the energy network as soon as possible. In this regard, they have a legal obligation to do so. To do this, Enexis likes to maintain good contacts with stakeholders with whom they have regular contact to ensure a better process. However, Enexis would like to be able to make a good estimation of each stakeholder in order to make better use of their available time and to be able to distinguish which work will be delegated and which work will be carried out by themselves.

Municipalities

The municipality has two somewhat conflicting interests. Municipalities would like to improve or maintain their spatial quality. While they must also make sacrifices for the expansion of the energy network and the generation of renewable energy. This is reflected in both municipalities under investigation. In addition, the interest represented by these two municipalities is complicated by political decision-making. In which the municipality has no interest in making quick choices. Through numerous participatory processes, the municipality has an interest in careful decision-making. However, decision-making therefore be difficult due to political complexities.

Landowner

Landowners indicated they see the benefit of expanding the energy network. Not only for their own gain but also for the common good. However, it became clear that landowners want to experience little to no harm to their land in this process. In addition, they want to be involved in the process and landowners want to be taken seriously when they are incorporated into the process.

What is the attitude towards collaboration among stakeholders during the expansion of the energy grid in Overijssel?

As a matter of fact, Enexis indicates the need for a more pragmatic attitude from the municipality. Because the municipality is less *determined* to follow through with the expansion of the energy grid according to Enexis. Which is resulting in an reduction in the effectiveness of the collaboration. On the other hand, the municipality actually struggles to adopt this pragmatic attitude because they want to guarantee spatial quality. Which in the municipality's perspective causes a decrease in *mutual understanding*.

Subsequently, when work can be performed, Enexis sometimes appears to be insufficiently relieved by Arcadis. This is because Enexis expects Arcadis not to make mistakes in the work and not to ask too many questions about the case in question. This still happens too rarely, resulting in insufficient agreement on the *definition* of the work and the extent to which the two parties *deliberate* with each other. In contrast, Arcadis actually needs more *deliberation* because they want to represent the interests of landowners. Arcadis reveals that it seeks a middle ground between pragmatism and the landowner's well-being. Because in Arcadis's perspective the landowner is not sufficiently taken into account, Arcadis experiences a decrease in *mutual understanding* concerning the landowner's well-being.

The aforementioned differences are reflected in the landowner's experience. In which a lack of communication seems to play the most significant factor. According to landowners, they are not sufficiently included in the entire project, resulting in less *discovery* and thus less *deliberation*. Partly because of this, there is little *trust*, insufficient *mutual understanding* and also a lack of *legitimacy*, pointing out an institutional void whereby citizens cannot participate meaningfully. However, Arcadis shows that they do engage in trust building process when they interfere with the landowner. The usefulness of this role, in which the concerns mentioned above are addressed, which Arcadis fulfills, is confirmed by the research. The municipality also reveals that participation has never played as large a role as it does now. This shows that work is being done to overcome the limiting factors in the *principled engagement* and *shared motivation* components mentioned by the landowners.

Nevertheless, it remains unclear whether the efforts of the Arcadis, Enexis and municipality can indeed contribute to a change in the current cohesion and thus improve participation among landowners. Because Arcadis and Enexis can still impose an obligation to tolerate, there always remains a certain power differential. Nevertheless, this remedy is considered by the three operating parties as a good means to serve the public interest. What is unclear so far is to what extent the system context affects cohesion. In addition, it is difficult to make such estimates because such change is deeply embedded in the system context and, as theory has shown, difficult to pinpoint.

How do different stakeholders perceive the role of participation among landowners during the expansion of the energy grid in Overijssel?

This research shows that different stakeholders have different perceptions about the role of the landowner, see table below.

| | Arcadis | Enexis | Municipalities | Landowner |
|-----------------------|----------------|----------------|-----------------------|------------------|
| Perceived role | Communicative | Incrementalist | Agonistic | Communicative |

Because of Arcadis' and Enexis' ability to impose an obligation to tolerate, they cannot avoid using this tool in some cases when a landowner does not want to cooperate for the common good. Both sides let it be known that this can be necessary. However, the difference is in how these parties deal with the landowner. As it turned out, Enexis actually assumes that landowners must cooperate because Enexis has already done work to figure out the most efficient placement of the cable or station. Arcadis is actually trying to include the landowner a bit more in this process and incorporate any adjustments that benefit the landowner.

The municipality has a special role in this. The municipality, as discussed, has two interests that serve the landowner. Ensuring spatial quality but also to ensure the ability to use energy. In this, the municipality must make its own choices as to exactly how to go about this. This also emerged in the interviews in which it became clear that the municipalities are searching for a good approach. Through numerous participation evenings and various policies designed to ensure that citizens were included in the process and thus had the experience that participation was possible. Therefore, the attitude that the municipality has in seeking an approach that matches the contemporary challenges related to the expansion of the energy grid fits exactly as described in the theory by Yu Keping (2018).

To finalize the answer on this question the perception the landowner has on themselves. The landowner does not necessarily have to be involved in everything. The landowner, as discussed earlier, wants to be taken seriously, participate in the process and if there is any input that it will be considered and possibly included.

This different perceptions do play precisely into the aforementioned differences between the different attitudes of stakeholders. In which, consequently, the effectiveness of collaborative governance is reduced. Because the perception on the role of the landowner is consistent with previous observations, this adds to the validity of this study. As this is also depicted in the conceptual model, that this factor is influencing effective collaboration.

To what extent does NIMBY play a role in the dissatisfaction among landowners during the energy grid expansion in Overijssel?

The deficiencies in this current multi-stakeholder collaboration provide an amplification of feelings related to NIMBY among the landowners. Therefore, sentiments on which NIMBY is based, as described by Pol et al (2006) and Devin-wright (2003), can largely be confirmed by this research. In addition, the emotions related to NIMBY are amplified by a lack of communication. Resulting in not being understood and insufficient opportunities to have a say during the decision-making process. Which in turn leads to a reduction in the need to collaborate among landowners and thus also reduces effective collaboration.

Nevertheless, there seem to be new drivers for collaboration to have been initiated. In which the human dimension among the operating parties is central. Through more face-to-face meetings and sticking to agreements, Enexis and Arcadis can better inform the landowner, resulting in better communication experienced by the landowner. This change in management can be a good trigger for a new way of collaboration, which is in line with the model of collaborative governance. Where leadership can be a driver for cohesion in the collaboration dynamics. This change seems to allow for a different output. Which creates a new form of adaption which in turn can result in the breaking of the self-reinforcing effect. In addition, all the uncertainty surrounding this issue plays into new forms of leadership and may cause changes in collaboration dynamics.

Yet it seems than certain feelings related to NIMBY are never eliminated. Certain concerns can be addressed through good communication and openness with the landowner. The emotional attachment a landowner has to a piece of land or to a particular view will always remain. Or the suspicion toward technology or management. Arcadis and Enexis are aware of this and are therefore in favor of an obligation to tolerate. However, this measure seems to drive a sense of power differential among the landowner. Thus, NIMBY will always be able to affect the attitude landowners have toward cooperation. As described above, there are several ways to counteract the influence of NIMBY and its self-reinforcing effect.

5.2 Main question answered

After answering the sub-questions, it has been deemed possible to answer the main question of this research. To repeat, the main question of this research is given below.

How can the most prominent stakeholders that are involved in expansion of the energy network in Overijssel, work towards more effective collaboration?

Currently, the cohesion among stakeholders is such that there is a self-reinforcing effect regarding NIMBY which decreases the effectiveness of collaboration. Partly because of different interests that the various parties have, each stakeholder has its own attitude towards collaboration. Because stakeholders lack *mutual understanding, deliberation and joint definition* this will ultimately lead to a reduction in the *capacity of joint action* during the process. Currently this manifests itself mainly in the lack of communication towards the landowner. At least, this is how it is perceived by the landowner. In the experience of the landowner it is expressed by means of poor communication, not being understood or feeling that there were insufficient opportunities to have a say during the decision-making process. This is currently the landowner's experience which reinforces NIMBY, making collaboration even more difficult.

To confirm the above conclusion, stakeholders' perceptions of the landowner were also examined. This also showed that there are still many differences in how the stakeholders involved perceive the landowner. Which thus further builds on the earlier observation within the dynamics of this collaborative governance model, that there is room for improvement in *mutual understanding, deliberation and joint definition*.

During the research, two drivers within the collaborative governance model emerged that could change the current cohesion among stakeholders. For example, there is much uncertainty about exactly how to approach the expansion of the energy network. It involves work that has not been done on this scale before. In addition, there are forms of new leadership in which Arcadis, Enexis and the municipalities are working together to better communicate with each other. These drivers seem to be a first step to counter the self-reinforcing effect of NIMBY. Precisely to better include the landowner in the process and provide better disclosure and information.

To finalize the answer, it has become clear that new drivers have become available that can start to influence the dynamics in the collaborative governance model. The interpretation of these drivers (uncertainty and leadership) will mainly have to be done by Arcadis, Enexis and the municipalities. By improving the current shortcomings (*mutual understanding, deliberation and joint definition*) there will be an *adaptation* in the current collaborative dynamics which will reduce the feeling of NIMBY and the dissatisfaction experienced by landowners. This process will have to continue for a longer period of time to give a solid system in which the landowner regains confidence in the operating parties. When the self-reinforcing effect is called to a halt, everything seems to indicate that there is an opportunity to work together more effectively.

The following two remarks follow from this research, the need for effective collaboration remains an aspiration, there may always be negative feelings among the landowner that reduce the effectiveness of collaboration. In addition, it was also found that the systemic context is influential, referring to the institutional void and thus the difficult to perceive power differences

6. Discussion

6.1 Research interpretations and implications

The results are largely consistent with the theory discussed. As pointed out in the introduction by Walsh (n.d.), there are several factors influencing the NIMBY feeling. Certainly the description of Pol et al (2006) can be confirmed by this study. However, an important new factor emerges during this research, communication. This factor is not directly described in the theory but communication does appear to reinforce the feelings related to NIMBY as described in the theory discussed. Through this self-reinforcing effect, the landowner seems to create a strong disapproval toward government bodies. From this standpoint it is possible to explain the social dissatisfaction spoken of in the introduction. In addition, the interpretations surrounding NIMBY were tested within the frameworks of Wolsink (1993) to determine whether it is actually NIMBY.

The conceptual model that is an important guide in shaping this research, which seems to give a good idea of the nature of the various factors affecting the effectiveness of collaboration. During the interviews no new topic was pointed out. Of course the data collection took place by using a semi-structured interview in which the participants are somewhat guided through the questions. However, when deviation from the prescribed questions took place there was no mention of a new variable that influenced the effectiveness of collaborative governance. In addition, the differences obtained in studying the dynamics in the current cooperation are confirmed by the different perceptions of stakeholders on the landowner. In this it is possible to speak of overlap, the data has been tested through two different theories in which both theories give similar results.

That communication seems to be one of the most important factors in the landowner's perspective seems to be proven in this study. However, the question can be asked whether more communication is really the solution. Indeed, the municipality and Arcadis are doing their best to involve the landowner as much as possible in the project in question. Perhaps it is still too early to perceive the changes brought about by the Arcadis, Enexis and the municipalities in the society at large. As Yu Keping (2017) describes, governments are searching for new forms of governing. As revealed in the study, Arcadis has only been fulfilling their role in current collaboration for 1.5 years. In addition, Arcadis, Enexis and municipalities reveal they are searching for the best way to expand the energy network. Because the current urgency to expand the energy network is still a fairly new project, the collaboration of all parties involved is still far from optimal. Currently there are already several initiatives to improve the collaboration among the stakeholders and thus optimize the principled engagement and shared motivation for more capacity for joint action, which in turn relates to the role of participation. Because these initiatives need time for adaption in the collaboration dynamics, it is difficult to draw firm conclusions regarding the role of communication in general. However, for now it seems to be an important focal point for the parties involved.

6.2 Limitations of the research

There are several factors that limit this study's overall reliability and validity. Starting with the researcher's subjectivity, as discussed in Section 3.4, an attempt was made to eliminate this as much as possible. Still, one cannot escape the researcher's subjectivity. For example, the emphasis for each stakeholder seemed to be laid onto the most dominant emotion, influencing the tendency of the conversation. Especially since the focus of this research is on optimizing the components in the collaborative governance model, the emphasis was indirectly on what goes wrong rather than what goes right. Because of this emphasis, respondents might have tended to exaggerate precisely in this regard.

In addition, this study is limited by the somewhat limited research population for Overijssel. Although the results are largely consistent with, or build upon already existing theory, generalizability of the study population can be debated. Only two different municipalities were examined herein, which put a constraint on a discussion of the municipal context. There are little to no differences to be found between the two municipality examined however it would have been advisable to examine multiple municipalities within the province to rule out coincidences and place more emphasis on the municipal context. Besides this, the participants were selected randomly and by chance. Although there seemed to be saturation during the interviews for each stakeholder, a risk remains in the generalizability of the study.

The number of landowners interviewed is slightly low as well. Unfortunately, problems during data collection prevented the possibility of speaking to more landowners. In-depth interviews provide a strong argument against the lack of landowners interviewed but it is rather questionable to make statements about the entire province of Overijssel based on four landowners.

Surely, after all, the final shortcoming of this study seems to be a limited critical review of the collaborative governance model. This model stems from a meta-analysis, which certainly increases its validity. However, since much of the research findings were interpreted by using this model, a more critical view might be possible. Because the other theories are very similar in their outcomes, the collaborative governance model serves as a good model for interpretations. Perhaps this study falls short of that. However, an argument can be made in which a critical reflection to such a model does not follow the purpose of this research.

6.3 Further research

Several new research possibilities emerge from this study. One in which the way of "good communication" can take form. How exactly do stakeholders ensure that they communicate well with each other. In particular, how do Arcadis, Enexis and the municipalities communicate with each other so that the landowner knows exactly where he stands. The other possibility is to conduct a similar study over the years to test whether the role of communication has changed. This would help confirm the validity of this study. In addition, the dynamics of collaboration have been shown to be subject to much variation and thus change. Since this is a somewhat exploratory study, it seems advisable to conduct a similar study to re-establish the progression or state of affairs.

An other possibility which builds upon the previous idea, is to examine the systemic context. To which extent does national politics and the legitimacy of participation influences the collaborative regime as described in the model of Emerson, Nabatchi, & Balogh (2011).

As most of the recommendations are build upon the idea of more and better communication between the parties involved. It seems advisable to conduct a study in which ICT applications can be incorporated into an integral web so that all parties are informed (real-time) of the state of affairs. This would also ensure more targeted collaboration because each party knows where it stands in the current process. A more systematic analysis of the problem is then also possible. Where in the process delays often occur and where in the process there should be more and better communication with each other, but also with the landowner.

6.4 Recommendations

Make a priority of face-to-face meetings. This is an activity that can be quickly forgotten or have a low priority because it does not produce immediate results. It is precisely through a change in management (leadership) that this occupation can be made a priority. This will then have to manifest itself in the form of a 15-minute cup of coffee per each other. If you are near someone from the same business, drive by. Visit each other at the office or organize collaboration days between with different companies involved in the same project.

Appoint someone from ICT to make web applications in which all the involved parties have access to the current state of affairs. Such as which process is currently going. What is the next progress. What is the estimated time of the current process.

From the above recommendation, it becomes possible to monitor the process. Therefore, this will be the final phase in which each process can be optimized. The bottleneck of the current process will always have to be solved. Are there often problems or delays when the engineer visits the landowner? If so, these issues can be addressed. Then the next bottleneck can be solved. As already indicated in the previous section, follow-up research is certainly advisable. Not only is it advisable, it is also a recommendation. Create a system containing a visual representation of each process and its expected duration. Make this system accessible to everyone. Make sure everyone can work through the process and post adjustments or notes as needed. Make this accessible to the landowner and make sure the landowner can get in touch with the appropriate party. Are the plans still in the design phase? Make sure the landowner can ask questions to the appropriate party.

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A Diagnostic or Logic Model Approach to Collaborative Governance

| Dimension and Components | The Collaborative Governance Regime | | | | | | | |
|---------------------------|---|--|--|--|---|---|---|---|
| | System Context | Drivers | Collaborative Dynamics | | | Outputs Collaborative Actions | Collaborative Outcomes Impacts | Adaptation |
| | | | Principled Engagement | Shared Motivation | Capacity for Joint Action | | | |
| Elements within Component | <ul style="list-style-type: none"> - Resource Conditions - Policy Legal Frameworks - Prior Failure to Address Issues - Political Dynamics/Power Relations - Network Connectedness - Levels of Conflict/Trust - Socio-economic/Cultural Health & Diversity | <ul style="list-style-type: none"> - Leadership - Consequential Incentives - Interdependence - Uncertainty | <ul style="list-style-type: none"> - Discovery - Definition - Deliberation - Determination | <ul style="list-style-type: none"> - Mutual Trust - Mutual Understanding - Internal Legitimacy - Shared Commitment | <ul style="list-style-type: none"> - Procedural/Institutional Arrangements - Leadership - Knowledge - Resources | <ul style="list-style-type: none"> Will depend on context and charge, but might include: - Securing Endorsements - Enacting Policy, Law, or Rule - Marshalling Resources - Deploying Staff - Siting/Permitting - Building/Cleaning Up - Enacting New Management Practice - Monitoring Implementation - Enforcing Compliance | <ul style="list-style-type: none"> Will depend on context and charge, but aim is to alter pre-existing or projected conditions in System Context | <ul style="list-style-type: none"> - Change in System Context - Change in the CGR - Change in Collaboration Dynamics |

Appendix B

General interview guide

Intro

Hello, first I would like to address our gratitude for your cooperation in my research. My research is focused on the perception stakeholders have on the Enexis project. The focus lies in effective collaboration and the propensity of real-estate owners to collaborate. Enexis is an energy network operator, who is responsible for the maintenance and operation of this network. Because of the rising demand for electric energy, the energy network needs to expand. During these expansion projects real estate owners are involved, they should agree if Enexis is allowed to work in their land. But before I go in depth on the topic of this interview, I would like to introduce myself. I am Casper Koenders from Radboud University in Nijmegen. I am a master student and I am conducting this interview for my graduate research in spatial planning.

As mentioned before, my interview concerns the understanding of effective collaboration between stakeholders who are involved in the Enexis project. It appears that collaboration between government and citizens is difficult. Regardless of your political affiliation, the provincial council elections revealed that many citizens and farmers are dissatisfied with current policies, especially around nitrogen and the energy transition. During my research I try to find out which factors can ensure that stakeholders can collaborate effectively in the Enexis project.

The interview itself will last about 30 minutes. Your answers will be confidentially processed by me and, if you consent, be published along with the other results in a research report. I will execute this research within your privacy conditions, all data will be anonymous processed. This means that during the data analysis and writing of my research no link with any person can be made. To start the interview, I would like to ask you some basic questions first.

Themes (questions)

Personal information (5 min)

1. Can you tell me something about yourself?

.....

Role during Enexis project (5 min)

2. How would you describe the relevance of the project?

.....

3. How would you describe your role in this project?

.....

4. What do u think of the role you currently have? (Asking about experience)

.....

5. What is your opinion on the conversation you have during such projects.

.....

Influence on other stakeholders during the project (10 min)

6. What do you think of the other parties that are involved during the project?

.....

7. How would you describe the interaction with the other stakeholders during the discussion fase?

.....

8. To what extent do you feel your opinion affects the outcome? (Remark power dynamics?)

.....

Effective collaboration during the project (10 min)

9. What are the most important different needs and interests between the stakeholders involved during the project?

.....

10. How would you describe the current interplay between the stakeholders involved?

.....

11. How would you describe the ideal interplay between all the stakeholders involved?

.....

12. Would you like to see something different in the interplay between the stakeholders that are involved during the project?

.....

Follow-ups

Wrap up questions

13. Do you have remarks or topics you want to discuss?

.....

Closure

14. Did you like this interview and the questions that were asked?

.....

15. Do you have any feedback on how I could improve my interview?

.....

I would like to thank you for your cooperation and address that your input is really valuable for me. If you don't mind, I would like to contact you again to present my results. Finally, I would like to know from you if you have any contacts who I could interview as well and could deliver us valuable input for my research.

Appendix C

Landowners interview guide

Intro

See appendix B

Themes (questions)

Personal information (5 min)

1. Can you tell me something about yourself?

.....

Role during Enexis project (5 min)

2. How would you describe the relevance of the project?

.....

3. How would you describe your role in this project?

.....

4. What do u think of the role you currently have? (Asking about experience)

.....

5. What is your opinion on the conversation you have during such projects.

.....

Influence on other stakeholders during the project (10 min)

6. What do you think of the other parties that are involved during the project?

.....

7. How would you describe the interaction with the other stakeholders during the discussion fase?

.....

8. To what extent do you feel your opinion affects the outcome? (Remark power dynamics?)

.....

9. Would you prefer more or less involvement? Please list a few reasons why.

.....

10. Which feelings would you describe thinking about the Enexis project?

.....

11. Why did you feel this way about the Enexis project?

.....

Effective collaboration during the project (10 min)

12. What are the most important different needs and interests between the stakeholders involved during the project?

.....

13. How would you describe the current interplay between the stakeholders involved?

.....

14. How would you describe the ideal interplay between all the stakeholders involved?

.....

15. Would you like to see something different in the interplay between the stakeholders that are involved during the project?

.....

Follow-ups

Wrap up questions

16. Do you have remarks or topics you want to discuss?

.....

Closure

17. Did you like this interview and the questions that were asked?

.....

18. Do you have any feedback on how I could improve my interview?

.....

I would like to thank you for your cooperation and address that your input is really valuable for me. If you don't mind, I would like to contact you again to present my results. Finally, I would like to know from you if you have any contacts who I could interview as well and could deliver us valuable input for my research.

Appendix D

Codes and code groups Landowners

Note : the colors not are used for the purpose in this research, there is no meaning to it.

| Code name | Code group 1 | Code group 2 |
|--|---------------------------|--------------|
| Good interplay Enexis | Good interplay Enexis | |
| Feeling on compensation | NIMBY | |
| View on Enexis | Role Enexis | |
| Relevance of expanding energy grid | Relevance | |
| Landowner experiences bad or no communication | Bad interplay Enexis | |
| Negative feelings before project (NIMBY) | NIMBY | |
| Reason lack of trust | Bad interplay Enexis | |
| Stakeholders do not share the same knowlegde | Bad interplay Enexis | |
| Mediator during projects prefered (role Arcadis) | Role Arcadis/Mediator | |
| Different intrest causing clash | Bad interplay Enexis | |
| Negative feelings during operations | Feelings landowner | |
| Content with current form of participation | Participation | |
| Participation leading to new outcome | Participation | |
| Not content with current participation | Participation | |
| Prefered method during participation | Participation | NIMBY |
| Spectism about used method and technology | Bad interplay Enexis | |
| Lack of democratic decision making | Role municipality | |
| No NIMBY indentified, other feeling | Feelings landowner | NIMBY |
| Community bonding | Participation | |
| Participation age related | Participation | |
| Solutions for better interplay | Solution better interplay | |
| NIMBY related to land composition | NIMBY | |
| Role municipality | Role municipality | |

Codes and code groups municipalities

Note : the colors not are used for the purpose in this research, there is no meaning to it.

| Code name | Codegroup 1 | Codegroup 2 |
|--|-------------------|----------------------------|
| Consultation Enexis when selling fragmented land | Good interplay | |
| Role Arcadis | Role Arcadis | |
| How to increase support base | Participation | Solutions better interplay |
| Role Enexis | Role Enexis | |
| Dependence initiative taker | Participation | |
| Problems underground limit topsoil development | Relevance | Role municipality |
| Municipality protecting spatial quality | Role municipality | |
| Conditions for good collaboration | Good interplay | Solutions better interplay |
| Content with current collaboration Enexis | Good interplay | |
| Role municipality | Role municipality | |
| Scepticism about policies and government | Participation | NIMBY |
| Ground policy municipality | Role municipality | |
| Mixed visions among stakeholders | Bad interplay | |
| Searching for solutions | Good interplay | |
| Influence political stance | Role municipality | |
| Arguments on which type of sustainable energy | Relevance | |
| Policy on sustainable energy | Role municipality | |
| More transparency during stakeholder interplay | Bad interplay | Role municipality |
| Protocol and participation | Participation | |
| Support base age related | Participation | |
| Relevance expansion energy grid | Relevance | |
| Related to NIMBY | NIMBY | |
| Challenges during capacity problem | Bad interplay | Relevance |

Codes and code groups Enexis

Note : the colors not are used for the purpose in this research, there is no meaning to it.

| Code name | Codegroup 1 |
|---|---------------------|
| NIMBY | NIMBY |
| Importance of agreements | Good interplay |
| Influence of experience in the past | Bad interplay |
| Initiate shared motivation among stakeholders | Good interplay |
| Expectations Enexis | Role Enexis |
| Reasons bad interplay | Bad interplay |
| Propriety rights | Role landowner |
| Reasons landowners dissatisfied | Bad interplay |
| Relevance expanding energy grid | Relevance |
| Problems during expansion | Relevance |
| Importance energy law | Relevance |
| View on project impact landowner | Role landowner |
| Role Arcadis | Role Arcadis |
| Role Enexis | Role Enexis |
| Non-profit organisation | Role Enexis |
| Collaboration for social relevance | Good interplay |
| Role municipality | Role municipality |
| Importance of stakeholders | Good interplay |
| Cable placement is well considered | Role Enexis |
| Influence landowner on project | Role landowner |
| General solution to enhance interplay | Solutions interplay |
| Importance of human interaction interplay Arcadis | Solutions interplay |
| Internal communication Enexis | Role Enexis |
| Capacity and priorities Enexis | Role Enexis |
| Content with interplay Arcadis | Good interplay |

Codes and code groups Arcadis

Note : the colors not are used for the purpose in this research, there is no meaning to it.

| Code name | Codegroup 1 |
|---|---------------------------------|
| Relevance of expanding energy network | Relevance |
| Lack of collaboration Enexis | Enexis |
| Lack of collaboration in the past | Bad interplay stakeholders |
| Good communication and happy stakeholders | Good interplay stakeholders |
| Working method agriculture landowner | Landowner |
| New way of collaboration | Solution interplay stakeholders |
| Role engineer | Enexis |
| Expedient Enexis cables | Enexis |
| Importance of good relation | Solution interplay stakeholders |
| Bad collaboration between stakeholders | Bad interplay stakeholders |
| Problems during project | Good interplay stakeholders |
| Limited alignment and shared vision | Good interplay stakeholders |
| Goal and vision Arcadis | Arcadis |
| Relevance and importance landowner | Landowner |
| Interplay between stakeholders | Relevance |
| Expectation and solution for better collaboration | Bad interplay stakeholders |
| Fixed or customized compensation working method | Compensation |
| New perspective and leadership Enexis | Enexis |
| Role Enexis | Enexis |
| Solidarity among landowners | Landowner |
| Communication between Arcadis and Enexis | Good interplay stakeholders |
| Communication with landowner | Landowner |
| Reason wrong alignment | Bad interplay stakeholders |
| Compensation landowner | Landowner |
| Possibilities new way of communication | Solution interplay stakeholders |
| No alternative leading to obligation to tolerate | Relevance |
| Emotion landowner | Landowner |
| Motive landowner | Landowner |

