The power to collaborate: How judicious use of power accelerates the strategic capacity of regions in the Netherlands

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APPENDIX I

SOCIAL-ECONOMIC PROFILE OF THE THREE INVESTIGATED REGIONS

Map 1: Population per municipality in 2006 (based on CBS 2007)
Map 2: Number of jobs per municipality in 2006 (based on CBS 2007)
APPENDIX II

THE CASE STUDY PROTOCOL

All three cases in all phases of the research were treated according to replicated inquiry patterns and retrievable organization of databases. In all cases, the same techniques were used for data collection and the same procedures of inquiry were conducted to analyze the empirical findings. Both explicit and tacit sources of empirical data was collected and analyzed through the research. The explicit sources included official documents (produced by the regional collaborative associations and their individual members) and codified mass-communication sources (internet sites of relevant stakeholders and local/regional media). Tacit knowledge was exposed and analyzed through the conduction of semi-structured interviews with stakeholders’ representatives, political leadership and practitioners. Respondents’ records provided complementary empirical data for the appraisal of strategic capacity and provided primary sources for revealing and retrieving the power mechanism that influenced it.

I. Appraising regional strategic capacity

**RECEPTION CAPACITY** – refers to the degree in which information is internalized and knowledge is created as a derivative of the diversity and intensity in which stakeholders are involved during the formation of regional spatial-economic strategies. Potential stakeholders included actors from the public sector (governments), private sector and the non profit sector (see table 1).

<table>
<thead>
<tr>
<th>STAKEHOLDER</th>
<th>TYPOLOGY</th>
<th>SPECIFICATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>PUBLIC SECTOR</td>
<td>Intra Regional Governments</td>
<td>Local and regional governments within the RCA’s demarcated area</td>
</tr>
<tr>
<td></td>
<td>Inter Regional Governments</td>
<td>Neighboring municipalities or regional governments</td>
</tr>
<tr>
<td></td>
<td>Super Regional Governments</td>
<td>Higher governments (Ministries, EU representatives)</td>
</tr>
<tr>
<td>PRIVATE SECTOR</td>
<td>Representative organizations</td>
<td>Chamber of Commerce and/or employers’ organizations</td>
</tr>
<tr>
<td></td>
<td>Companies, private investors</td>
<td>Local, regional or multinational companies</td>
</tr>
<tr>
<td>NON PROFIT SECTOR</td>
<td>Research and Education centers</td>
<td>Universities, colleges and research centers</td>
</tr>
<tr>
<td></td>
<td>NGOs</td>
<td>Societal organizations and interest groups</td>
</tr>
</tbody>
</table>
A complementary aspect to stakeholder analysis for appraising the regional base of knowledge was the *multiplicity of policy fields* upon which the regional parties collaborated and for which regional strategies were composed. Those included the themes with direct relevancy to spatial economic developments (spatial planning, housing, transport and economy).

The variety and intensity in which stakeholders were involved got a visual impression with the help of the regional strategic compass (figure 1). The compass reflects the degree of which each type of stakeholders was involved in the regional strategic forming process. The level of inclusion is reflected with four ordinal scales:

- **0-** No participation;
- **1-** Incidental participation: Ad hoc participation over specific regional strategic theme;
- **2-** Enduring participation: continuous involvement in the strategic forming of *specific* regional strategic theme;
- **3-** Permanent participation: continuous involvement in the strategic forming of *all* regional strategic themes.

**Figure 1: Regional strategic compass**
CONSOLIDATION CAPACITY – The degree to which the RCAs manage to define strategies, select between alternatives and create coherent series of actions is apprised along four aspects of the strategic output:

- The formation of well-defined and agreed upon spatial economic strategies;
- The conduction of united collective lobby for regional choices by external parties;
- The coordination and distribution of internal spatial economic investments/projects;
- The coherent integration of different projects and different policy fields.

REALIZATION CAPACITY – The degree to which the regional strategic output was realized focused on the official commitments expressed by external stakeholders in their reaction to regional lobbying campaigns and the official commitment of internal stakeholders with regard to internal coordinating efforts. In both cases the official commitments expressed by external and internal stakeholders provided the empirical data for apprising realization capacity. Realization capacity therefore was derived from the collective success to influence external parties to officially adopt the regional position regarding spatial-economic matters (lobby) and the collective success to bring internal parties to integrate the regional positions in their local policies.

II. Using interviews for generating and examining hypotheses

Interviews with public officials, political figures and representatives of the different stakeholders were used to reveal explanatory mechanisms to explain regional successes or shortcomings during the regional strategic forming process. The questions raised during the interviews occasionally demanded reflection and contemplation by the respondents. Respondents were asked factual, informative questions regarding the strategic output and collaborative practice (What? When? Who?) in order to estimate regional strategic capacity. Complemented questions of more compound nature (Why? How?) were presented to respondents in order to detect influential variables and reveal explanatory mechanisms for the observations.

Even though interviews within the same case had different rhythms and emphasized different inquiry angles some question regarding three components of the research were raised in all of them. Those questions regarded the actual regional strategic capacity, the mode of regional governance and the search and understandings of potential explanatory mechanisms (See table 2).
Table 2: Questions asked during interviews with respondents from the region

<table>
<thead>
<tr>
<th>REPETITIVE QUESTIONS PRESENTED TO RESPONDENTS INVOLVED IN THE RCA ACTIVITIES</th>
<th>QUESTIONS REGARDING REGIONAL STRATEGIC CAPACITY</th>
<th>QUESTIONS REGARDING MODES OF REGIONAL GOVERNANCE</th>
<th>QUESTIONS REGARDING EXPLANATORY MECHANISM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who is taking part of the RCA? How often do the collaborative parties come together? How do the voices of other public/private/non profit are brought to the regional consultations? What does the RCA wishes to achieve within the collaboration? What are the spatial/economic strategies the RCA produced to achieve the regional aim? Which decisions were most disputable and challenging? How did the RCA dealt with the conflicts among members? What was the result of the conflict? How did the RCA ensured participating parties would commit to the agreements? What do you consider the greatest achievement of the RCA? Why? Which issue appeared to be too hard for the RCA members to agree on? Why?</td>
<td>Do you consider the voluntary/compulsory character of the RCA constructive to the quality of the regional collaboration? Would you favor a more hierarchic model of governance in the region to increase capacity for strategic decision-making? Why? Would you favor including more parties in the RCA? Which? Why?</td>
<td>How did the collaborative practice started? Why did ‘X’ were not involved in the regional strategic forming process? How does the RCA make its decisions? Why didn’t you step out of the collaboration when disappointed? Why did you join the collaboration? How do you explain this specific success? How do you explain that on this issue the RCA did not manage to agree? What was missing for the RCA in order to agree on the issue? What would you consider a crucial condition for successful collaborative practice in the region? How did ‘X’ influenced the regional collaboration?</td>
<td></td>
</tr>
</tbody>
</table>
### III. Data analysis

The answers given by respondents were codified with the help of qualitative research software (Atlas.Ti) in order to retrieve and detect repetitive patterns that could explain variation in the degree of regional strategic capacity. All recorded interviews were typed and labeled according to the meta-groups of codes referring to regional strategic capacity, regional governance and conditions of success. Table 3 specifies codified arguments as identified in interviews.

<table>
<thead>
<tr>
<th>CODE</th>
<th>SPECIFICATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public sector dominance</td>
<td>Regional collaboration in the fields of spatial-economic strategies are strongly predominated by local and regional governments</td>
</tr>
<tr>
<td>Difficulty to attract private sector</td>
<td>Local private companies have usually no capacity to participate in spatial economic strategic forming in the region. Multinationals show limited interest in participating in generic regional strategic forming.</td>
</tr>
<tr>
<td>Importance of selectivity</td>
<td>The collaboration must focus on specific issues and joint resources around limited number of projects in order to be effective.</td>
</tr>
<tr>
<td>Realization uncertainty</td>
<td>There is a gap between declared policies and agreements and the actual realization of those in practice.</td>
</tr>
<tr>
<td>Not structure but issue</td>
<td>The search for an ideal governmental structure to provide efficient and complete answers to regional challenges is doomed to fail. It is better to learn to collaborate within the given structures on the issues at stake.</td>
</tr>
<tr>
<td>Complementary modes of governance</td>
<td>The voluntary character of the collaboration is complementary to the official relations between stakeholders. The two modes complement rather than compete with each other</td>
</tr>
<tr>
<td>Voluntary is awkward</td>
<td>The voluntary practice entails long and intensive consultations in which all parties need to be persuaded</td>
</tr>
<tr>
<td>Inclusion delays decision-making</td>
<td>Wide involvement of stakeholders leads to delayed decision making procedures.</td>
</tr>
<tr>
<td>Exclusion delays implementation</td>
<td>Exclusion of parties from the decision-making process leads to delays and objection during realization of regional policies/projects</td>
</tr>
<tr>
<td>Unity as critical mass</td>
<td>It is important for the collaborating parties to radiate unity behind regional positions towards external parties.</td>
</tr>
</tbody>
</table>
## The power to collaborate

<table>
<thead>
<tr>
<th>Importance of selectivity</th>
<th>It is important to show selectivity and focus on limited number of issues the region wishes to promote when communicating with external parties.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central government crucial</td>
<td>The central government (ministries) have crucial role in igniting and shaping the regional collaboration as it holds financial resources and it makes strategic decisions.</td>
</tr>
<tr>
<td>Intra-regional rivalry</td>
<td>The intra-regional rivalry between cities reduces the capacity to drive clear and coherent spatial economic strategies</td>
</tr>
<tr>
<td>Central city</td>
<td>The influence of larger cities within the region is higher than the influence of the smaller ones.</td>
</tr>
<tr>
<td>Better in than out</td>
<td>Municipalities adhere to collaborative approach even in times their interests are not optimally served since the alternative of being excluded is perceived as more threatening.</td>
</tr>
<tr>
<td>Human factor</td>
<td>The level to which individuals in key positions are able to work with each other is crucial for the regional collaboration</td>
</tr>
<tr>
<td>Issue oriented</td>
<td>Fruitful collaboration is dependent on the issue at stake. Different issues demand different stakeholders and different arrangements</td>
</tr>
<tr>
<td>Problem-oriented</td>
<td>Fruitful collaboration is dependent on tangible problem(s) acknowledged by all regional parties.</td>
</tr>
<tr>
<td>Arrogance is the enemy</td>
<td>Arrogance and paternalistic approach of certain party or person within the region reduces the willingness of other parties to collaborate or adopt its position.</td>
</tr>
<tr>
<td>Sense of success</td>
<td>Creating a sense of success is crucial for keeping the collaboration in tact.</td>
</tr>
<tr>
<td>Reflexive effect</td>
<td>Perceived success by internal and external parties stimulates intensification of the collaboration as more parties join and new issues are tackled.</td>
</tr>
</tbody>
</table>
## OVERVIEW RESPONDENTS OF THE THREE CASES

### BRABANTSTAD

<table>
<thead>
<tr>
<th>Name</th>
<th>Title and Organization</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steven Adriaansen</td>
<td>Alderman Spatial Planning and Housing, Roosendaal Municipality</td>
<td>25-10-2007</td>
</tr>
<tr>
<td>M.H.W Bredeschneyder</td>
<td>Administrative advisors, Eindhoven Municipality</td>
<td>14-11-2007</td>
</tr>
<tr>
<td>Guy Kepen</td>
<td>Head government relations, Philips</td>
<td>21-06-2007</td>
</tr>
<tr>
<td>Herman Klitsie</td>
<td>Mayor of Oss municipality</td>
<td>21-11-2007</td>
</tr>
<tr>
<td>Gertjan Koolen</td>
<td>Project leader Studio BrabantStad, North-Brabant Province</td>
<td>31-01-2007</td>
</tr>
<tr>
<td>Bas Pollman</td>
<td>Director Chamber of Commerce, Eindhoven</td>
<td>27-11-2006</td>
</tr>
<tr>
<td>W.A.L Reijlink</td>
<td>Coordinator BrabantStad, Breda Municipality</td>
<td>14-02-2007</td>
</tr>
<tr>
<td>Paul Rüpp</td>
<td>Board Executive Spatial Planning and BrabantStad, North-Brabant Province</td>
<td>07-05-2007</td>
</tr>
<tr>
<td>Myrna Spil</td>
<td>Senior strategist, Tilburg Municipality</td>
<td>18-10-2007</td>
</tr>
<tr>
<td>Frank van der Wende</td>
<td>Program manager South-east Brabant-North Limburg, Ministry of Economic Affairs</td>
<td>22-05-2007</td>
</tr>
<tr>
<td>Vincent van der Werff</td>
<td>Account manager South (DG Ruimte), Ministry of Spatial Planning</td>
<td>26-06-2007</td>
</tr>
</tbody>
</table>
The power to collaborate

Ruud van Heugten
_Alderwoman Spatial Planning and Mobility, Helmond municipality_ 15-11-2006

Edgar van Leest
_Senior advisor, City Region Eindhoven_ 17-08-2006

Eric van Merrienboer
_Alderwoman of mobility and environment, Eindhoven municipality_ 04-12-2006

Hans van Oerle
_Adviser BrabantStad, 's-Hertogenbosch Municipality_ 22-10-2007

Pieter van Ree
_Program Manager BrabantStad_ 19-09-2006

Jean van Zeeland
_Project leader A2-axis development, City Region Eindhoven_ 28-11-2006

**CITY REGION ARNHEM-NIJMEGEN**

Carina Basten
_Process and project manager, City Region Arnhem-Nijmegen_ 18-08-2008

Han Bert
_Senior strategist, Nijmegen municipality_ 18-08-2008

Paul Boel
_Regional account manager, Ministry of Spatial Planning_ 03-09-2008

Alain de Haar
_Director Chamber of Commerce, Arnhem-Nijmegen_ 28-08-2008

Bart de Jong
_Advisor 'Tempo Kan', City Region Arnhem-Nijmegen_ 29-08-2008

Harry de Vries
_Mayor Lingerwaarde Municipality_ 08-09-2008

Gert Kroon
_Chairman employers’ organization VNO NOW, Arnhem-Nijmegen_ 28-08-2008

Jaap Modder
_Chairman City Region Arnhem-Nijmegen_ 01-10-2008
Appendix III

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Senior Strategist, Arnhem Municipality 05-09-2008

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Gelderland Province 01-09-2008

Carol van Eert
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Mariëlle van Haaren
Executive Councilor Mobility & Economy, Gelderland Province 01-09-2008

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Head sector spatial development, City Region Arnhem-Nijmegen 15-07-2008

Petra Wingerden-Boers
Mayor Rheden Municipality
Executive Councilor Work & Economy, City Region Arnhem-Nijmegen 14-07-2008

AMSTERDAM METROPOLITAN AREA

Michel Bezuijen
Alderman Haarlemmermeer municipality
Executive Spatial Planning, City Region Amsterdam 13-09-2006

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Coordinator Plabeka, Economic Department Amsterdam municipality 08-12-2007

Dick Hulsebosch
Adjunct director Regional Stimulation Program
Chamber of Commerce, Amsterdam 14-09-2006

Kees Joustra
Program manager North Wing, North-Holland Province 20-04-2007

Jaap Meindersma
Program manager city strategy, Almere Municipality 23-11-2007

Cees Jan Pen
Advisor Economic Affairs, Zaandstad Municipality 08-10-2007
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*Head of managerial department, Amsterdam municipality*  
11-02-2007

Marijke Rombouts  
*Advisor governmental affairs North Wing, Amsterdam municipality*  
22-02-2007

Michiel Ruis  
*Program manager National Program to the North Wing*  
Ministry of Transport, Public Works & Water Management  
09-11-2006

Pieter Tordoir  
*Professor Economic Geography, University of Amsterdam*  
*Director Chamber of Commerce Amsterdam*  
22-11-2006

Fike van der Burght  
*Project leader project management bureau, Amsterdam Municipality*  
11-02-2007

Gerrit van der Plas  
*Senior policy advisor, City Region Amsterdam*  
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Barbara Verbeek  
*Project leader, North-Holland Province*  
20-04-2007

Ton Verheijden  
*General secretary Inter-Municipal collaboration Waterland (ISW)*  
23-04-2007

San Verschuren  
*Team leader strategies, Amsterdam Municipality*  
19-02-2008

Marijn Willems  
*Advisor urban planning, Diemen Municipality*  
23-04-2007