The Alderstable: a strategic policy tool or democracy 2.0?

An analysis of unconventional types of participation in the Schiphol Airport development policy process

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MSc Thesis

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Source of cover picture: Schiphol Group

Preface

This thesis is the final part of my Master of Science program Systems Engineering, Policy Analysis and Management at the faculty of Technology, Policy and Management at Delft University of Technology. This research has been performed at Platform Nederlandse Luchtvaart, a platform that is committed to an economically healthy, sustainable and safe aviation by providing reliable information and expertise to politics and public.

The research provides insight into unconventional types of participation in the Schiphol Airport development policy process, describes its advantages and disadvantages, compares it with other policy processes and asks stakeholders about their opinion on the policy process.

I would like to thank all persons that have contributed to my research: my family and friends for their support, my colleagues from Platform Nederlandse Luchtvaart, my interviewees, the respondents of the Q-methodology, Ricky Curran and Warren Walker of Delft University of Technology for providing foreign contacts regarding airport development policy processes, the foreign contacts themselves: Richard de Neufville, Douglas Baker, Andreas Hotes and Andrew Daly, the members of my graduation committee for their feedback and the interesting discussions: Maarten Kroesen, Sebastiaan Meijer, Bert van Wee and especially Joris Vlaming, also for providing me the opportunity to perform my graduation research at Platform Nederlandse Luchtvaart.

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Ferrie Förster

Executive summary

This research gives insight into the advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process. A Q-methodology is performed to identify the perspectives of stakeholders regarding the current and future Schiphol Airport development policy process.

The main conclusions of this research are:
- The Alderstable is a unique policy process, because there are no other policy processes identified that have such a high level of participation, including resident representatives, who co-decide about issues of national importance;
- There are some clear advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process, it is the question whether the benefits such as creating support for decisions regarding the development of Schiphol Airport outweigh the advantages such as putting time and effort in such an extensive policy process;
- Stakeholders are quite positive about the Alderstable, but they have some comments on the functioning of the CROS, mainly because it has a less prominent role since the introduction of the Alderstable. In addition, the participation of resident representatives creates a new gap between those resident representatives and the residents who they represent. Furthermore, some stakeholders think that the resident representatives have a too important role: the question is what their legitimacy and mandate is and what the best way is to represent those residents;
- Five perspectives regarding the current and future Schiphol Airport development policy process can be identified: 'Government, stop the further growth of Schiphol!', 'Room for Schiphol', 'No room for Schiphol', 'Together we can make a broad policy' and 'Let the parties mutually come to a decision';
- Stakeholders think that the current process is not very effective and efficient, mainly because the expectation management is not good, the role of the Ministry is not active enough and their framework is not clear enough. According to a majority of the respondents, the Ministry should give a main line framework and let the parties mutually come to a decision on the further development of Schiphol Airport in the future policy process. Next to that, the Ministry has to show their colors more and residents are allowed in the decision making process;
- There is a high level of disagreement between the perspectives on some statements: mainly on the further growth of Schiphol Airport and on the responsibilities of spatial planning and housing construction around Schiphol Airport;
- The perspectives are divided regarding the characterization of the Alderstable as a strategic policy tool and as democracy 2.0. Overall, it can be said that the Alderstable has solved direct problems and local residents have added knowledge and experience, but the Alderstable can also be used as a tool to involve stakeholders in the policy process.

Given the above conclusions, the following recommendations can be done:
- Include BAS (*Bewoners Aanspreekpunt Schiphol*, the resident information point and complaints center), in the ORS (*Omgevingsraad Schiphol*, the Environment Council Schiphol);

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- Ensure full information and optimal communication by providing all relevant available information regarding the development of Schiphol Airport;
- Ensure a high level expectation management for the ORS, by clearly defining the level of participation, the roles of the participants, the framework, the final goals, the time scope and the Rules of Procedure;
- Ensure an efficient and effective structure for the ORS and prevent fragmentation in terms of the introduction of several working groups, committees etcetera;
- Involve national politicians in the process of introduction of the ORS to discuss the starting points and participants of the ORS;
- Focus on improvements of the Meeting place which will replace the CROS. Ensure a broad consultation within the ORS that all stakeholders can join who are interested to discuss a variety of subjects regarding Schiphol Airport;
- Ensure a decision making body of a smaller group of participants within the ORS to propose measures regarding the development of Schiphol Airport, following the example of the Alderstable;
- Limit the level of participation of the ORS to co-producing of policy proposals for the further development of Schiphol Airport
- Improve the representation of regional and local authorities and try to reach one representation, for example through a (geographically) clustered system;
- Improve the representation of local residents, for example through a (geographically) clustered system and make effort to also involve the 'silent' citizens;
- Involve the subjects of long term development of Schiphol Airport and spatial planning and housing construction around Schiphol Airport in the ORS;
- Enable national politicians to make decisions about the long term development of Schiphol Airport;
- Perform an external evaluation of the Alderstable process by (policy) process experts;
- Perform further research on the most effective and efficient structure of the ORS, on the representation of regional and local authorities and on the representation of local residents.

Summary

Dutch citizens have become more involved in policy making the past few decades, because they are more willing to take action when the government prepares unjust decisions and they have the idea they can influence those decisions. In addition, politicians and policy makers have stimulated types of unconventional participation in order to increase the support for their decisions.

In the Schiphol Airport development policy process, these types of unconventional participation are present as well. Several consultations have been introduced such as the BRS (*Bestuurlijke Regie Schiphol*, the Regional Coordinative Consultation); a consultation that discusses issues regarding Schiphol Airport and consists of regional and local authorities. In 2003, the CROS (*Commissie Regionaal Overleg luchthaven Schiphol*, the Regional Consultative Committee Schiphol Airport) has been established as a deliberative body in which aviation sector parties, regional and local authorities and resident representatives participate. This body has the goal to minimize nuisance resulting from Schiphol Airport and to promote an optimal use of the airport and can currently give a requested or unrequested advice to the Minister.

Next to the CROS, the Alderstable (*Alderstafel*) is functioning since 2006, which is a deliberative body consisting of the Ministry of I&E (Infrastructure and the Environment, *Ministerie van Infrastructuur en Milieu*), aviation sector parties (BARIN, KLM, Schiphol Group, LVNL), regional and local authorities and resident representatives. This body has the goal to advise the Cabinet on the further development of Schiphol, the reduction of noise and the quality of the living environment. The Alderstable has reached a final advice in 2008 about the development of Schiphol Airport until 2020. These advices were accepted one-on-one by the Cabinet and the Parliament; it has been fully translated into national policy.

These deliberative consultations are examples of unconventional participation in policy processes and have some advantages and disadvantages compared to traditional policy making. The most important advantages are creating a higher support for the decisions that are taken and a higher level of involvement of citizens in policy making which reduces the gap between government and citizens. In addition, it leads to a higher chance of adopting the policy and prevents resistance to implementation of the policy. Unconventional participation also knows some disadvantages, the most important are that it can lead to an erosion of democratic institutions and to an infringement of the responsibilities of the elected politicians. Furthermore, the legitimacy and representation of the participants can be questioned and the process can be time-consuming and expensive.

This leads to the following main research question:

What insight into the advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process can be given?

To answer this question, a literature study is performed on the theory on unconventional types of participation in policy making and a comparison of the Schiphol Airport development policy process with other Dutch and foreign airport policy processes with unconventional types of participation is made. Furthermore, interviews are taken with stakeholders in the Schiphol

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Airport development policy process and a Q-methodology is performed, which gives insight in a quantitative way into the perspectives of the different stakeholders towards the current and future Schiphol Airport development policy process.

To answer the first sub research question: <u>what are similarities and differences between the theory on unconventional types of participation and the Schiphol Airport development policy process?</u>, it can be concluded that there are five levels of participation: informing, consulting, advising, co-producing and co-deciding. The highest level of participation in the Schiphol Airport development policy process can be found at the Alderstable: it is a co-deciding body, where participants initiate, discuss, negotiate and decide about policy proposals for the further development of Schiphol Airport, an issue of national importance. The Alderstable also advises about regional and local projects, for example measures that increase the quality of the living environment. These policy proposals are accepted one-on-one by the Cabinet and the Parliament.

Regarding the second sub research question: <u>what are similarities and differences between the Schiphol Airport development policy process and other comparable policy processes with unconventional types of participation?</u>, the Schiphol Airport development policy process is compared with some Dutch policy processes (TOPS, which is the predecessor of the Alderstable, Project Mainport Rotterdam, the Socio-Economic Council and the social consultation) and the foreign policy processes regarding Frankfurt Airport and Heathrow Airport. It can be concluded that the Alderstable is a unique policy process, because none of the compared policy processes has such a high level of participation. In addition, it is unique that representatives of local residents are allowed to join the decision making regarding the further development of Schiphol Airport, an issue of national importance.

To answer the third sub research question: <u>what are advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process?</u>, it can be concluded that there are some most important advantages, independent of the view on democracy:
- It solves direct problems: exceeding of the noise limits, the lack of a political majority and the presence of a high level of distrust between stakeholders;
- It provides certainty;
- The decision has support from the stakeholders;
- It increases the chance of adopting the policy;
- It reduces the resistance to implementation and in that way prevents legal procedures;
- It leads to an integration of the most important interests and opinions;
- It leads to an enrichment of the content;
- It leads to an increase of the quality of the policy;
- Stakeholders add knowledge and experience;
- It restores trust and leads to a higher faith in government;
- It leads to a policy proposal that cannot be made by the Cabinet or the Parliament.

There are also some most important disadvantages or risks of unconventional types of participation in the Schiphol Airport development policy process:

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- Participants have no commitment to the public ethos and do not represent the people as a whole;
- The legitimacy and representation of participants can be questioned;
- Unconventional participation can lead to new conflicts;
- There is a risk for stakeholder frustration;
- It is difficult to deal with the complex information and to assure the quality of the information.
- It can lead to fragmentation of the policy process;
- The unconventional participation can be used as a strategic policy tool;
- It is time-consuming and can be expensive, which raises the question whether the benefits such as creating support for decisions regarding the development of Schiphol Airport outweigh the drawbacks such as putting time and effort in such an extensive policy process.

Regarding the fourth sub research question: <u>what are the opinions of the stakeholders regarding unconventional types of participation in the Schiphol Airport development policy process?</u>, it can be concluded that stakeholders are quite positive about the Alderstable, but they have some comments on the functioning of the CROS, mainly because their role is less clear since the introduction of the Alderstable. The BRS functions well, but has many participants. Some stakeholders think the delegation of decision making from the Parliament to the Alderstable is questionable, because the government also has to protect the smaller parties.

In addition, a stakeholder states that the citizen participation leads to a new gap between the resident representatives that participate in the policy process and the residents who they represent. Other stakeholders state that there are risks of further fragmentation, which leads to a lower transparency, and risks of increase of the (technical) complexity. There is also a risk of groupthink: the unity can be at the expense of critical consideration of the facts. Furthermore, new conflicts arise because of the unconventional participation: there is a heated discussion about the long term development of Schiphol Airport and about whether or not to involve the subject of spatial planning and housing construction around Schiphol Airport as a subject to advise on in the ORS (*Omgevingsraad Schiphol*, the Environment Council Schiphol).

Finally, some stakeholders think that resident representatives have a too important role in the policy process. The question is what their legitimacy and mandate is and what is the best way to represent those residents: through direct elections, appointment by municipalities or through resident platforms. Some stakeholders state it is a possibility to include environmental organizations, entrepreneurs or passengers in the policy process.

To answer the fifth sub research question: <u>what are perspectives of stakeholders regarding the current and future Schiphol Airport development policy process?</u>, it can be concluded that the following factors regarding the Schiphol Airport development policy process follow from the Q-methodology:
- Factor 1: Government, stop the further growth of Schiphol!, where the government has to take action to protect the residents around Schiphol Airport against further growth. Further growth will increase the existing problems on noise and housing construction,

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while spatial planning and housing construction around Schiphol Airport is purely a responsibility for national, regional and local governments;

- Factor 2a: Room for Schiphol, which favors further growth of Schiphol Airport and does not want residents to be included in the decision making process and are against the ORS to advise on spatial planning and housing construction around Schiphol Airport;
- Factor 2b: No room for Schiphol, which rejects further growth of Schiphol Airport and demands that residents are included in the decision making process and is in favor of the ORS to advise on spatial planning and housing construction around Schiphol Airport;
- Factor 3: Together we can make a broad policy, which perceives a lot of complexity and too much focus on noise in the current policy process, but thinks the current process is slightly effective and efficient. Residents are allowed in the decision making process, but the resident representation has to be improved, for example through the resident platforms. Furthermore, Schiphol Airport may grow further and spatial planning and housing construction is not purely a responsibility of existing governments;
- Factor 4: Let the stakeholders mutually come to a decision, where the Ministry has to give a main line framework and let the stakeholders mutually come to a decision regarding the further development of Schiphol Airport. The current policy process is perceived as a little negative and there are absolutely no symptoms of groupthink in the current process. The ORS will not make the policy process more effective and efficient. Furthermore, Schiphol Airport may grow further and spatial planning is purely a responsibility for existing authorities.

A majority of the stakeholders perceive the current process as not very effective and efficient, mainly because the expectation management is not good, the role of the Ministry is not active enough and their framework is not clear enough. According to the stakeholders the Ministry has to give a main line framework and let the parties mutually come to a decision on the further development of Schiphol Airport in the future policy process. Next to that, the Ministry has to show their colors more and residents are allowed in the decision making process. These decisions have to be defined in legally binding covenants. The current policy process with consultation, discussion and negotiation has to be taken as a basis.

From the Q-methodology also follows a high level of disagreement between the perspectives on some statements: mainly on the further growth of Schiphol Airport and on the responsibilities of spatial planning and housing construction around Schiphol Airport. These issues have to be taken into account for the future policy process. It has to be clear who discusses and who decides about what aspects of these issues. Next to that, two perspectives are quite positive about returning the decision making to the national government, while the other perspectives believe the stakeholders can reach a compromise together. It is most likely that a certain type of consultation will be continued in the Schiphol Airport development policy process. Finally, the Q-methodology reveals that stakeholders are not positive about the involvement of new stakeholders in the policy process, so it can be concluded that for the decision making process, the stakeholders have to be the same as in the current situation.

Overall, it can be concluded that unconventional types of participation in the Schiphol Airport development policy process have increased the quality of the decision making compared with the classical decision making process. In addition, it takes over the responsibility of national politicians to make decisions about issues of national importance. The Cabinet and the

Parliament have decided to delegate their responsibilities to the Alderstable and the participants at the Alderstable have reached an agreement about the further development of Schiphol Airport. Hence, it has been a positive development, because the Alderstable has solved direct problems and it has increased the level of knowledge and experience, mainly by the involvement of local residents. In that way, it can be seen as democracy 2.0. The Alderstable was meant to be temporary, but the Ministry now sees the advantages of a deliberative body that can make decisions regarding the development of Schiphol Airport. In that way, the Ministry can use the Alderstable more as a strategic policy tool to involve stakeholders in the policy process and solve complex issues regarding Schiphol Airport. Therefore, an extensive discussion with stakeholders is needed. Advices from consultations such as the Alderstable are welcome, but at the same time, national politicians have to be enabled to make decisions about the long term development of Schiphol Airport.

Finally, to give an answer on the main research question, unconventional types of participation in the Schiphol Airport development policy process have some clear advantages, but also some clear disadvantages. Assuming the participatory democracy as a positive development, the Alderstable can be regarded as a positive development as well. It increases the level of knowledge and experience, because the stakeholders are extensively involved in the decision making process regarding Schiphol Airport. Together, they can discuss complex problems and try to co-decide about policy proposals, which would normally be the responsibility of national politicians. The perspectives think different about characterizing the Alderstable as a strategic policy tool or democracy 2.0. Two perspectives are very much in favor of residents to participate in the decision making process, they see the Alderstable as democracy 2.0, but not really as a strategic policy tool. Two perspectives see the Alderstable definitely as a strategic policy tool, but the main difference between these two perspectives is that one of the perspectives is in favor of further growth of Schiphol Airport and the other perspective is against further growth.

Based on these conclusions, the following recommendations to the Ministry, as the end-responsible for the decision making process, and the secretaries of the Alderstable and the CROS, who are setting up the ORS, can be given:

- Assess whether it is possible to include BAS, the resident information point and complaints center, in the ORS. This will lead to joined forces and provides direct links between the consultation and the information and communication center of Schiphol Airport;
- Ensure full information and optimal communication by providing all relevant available information regarding the development of Schiphol Airport in order to reach a high level of transparency;
- Ensure a high level expectation management for the ORS, by clearly defining the level of participation, the roles of the participants, the framework, the final goals, the time scope and the Rules of Procedure;
- Ensure an efficient and effective structure for the ORS and prevent fragmentation in terms of the introduction of several working groups, committees etcetera;
- Involve national politicians in the process of introduction of the ORS to discuss the starting points and participants of the ORS;
- Focus on improvements of the Meeting place which will replace the CROS. Ensure a broad consultation within the ORS that all stakeholders can join who are interested to discuss a variety of subjects regarding Schiphol Airport;

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- Ensure a decision making body of a smaller group of participants within the ORS to propose measures regarding the development of Schiphol Airport, following the example of the Alderstable;
- Limit the level of participation of the ORS to co-producing of policy proposals for the further development of Schiphol Airport. The final decision about the long term development of Schiphol Airport has to be made by national politicians, because that is mainly a discussion about the integral balance between economic benefits and environmental drawbacks such as the increase of external risks, noise nuisance and spatial planning restrictions;
- Improve the representation of regional and local authorities and try to reach one representation, for example through a (geographically) clustered system;
- Improve the representation of local residents, for example through a (geographically) clustered system and make effort to also involve the 'silent' citizens;
- Ensure an extensive discussion about the long term growth of Schiphol Airport, based on reliable information and including all important stakeholders and their interests. This discussion has to be included in the ORS, because that body has to deal with all discussions regarding Schiphol Airport;
- Involve spatial planning and housing construction around Schiphol Airport as a discussion subject in the ORS in order to broaden the agenda. Discussion is possible without infringing the legal responsibilities of national, regional and local authorities;
- Determine whether and how national politicians can be enabled to make decisions about the long term development of Schiphol Airport;
- Perform an external evaluation of the Alderstable process by (policy) process experts in order to identify possible improvements that have not been mentioned yet.

These recommendations have some implications, mainly for the current process to introduce the ORS. This introduction was planned for May 2013, but has not been realized yet. When the Ministry and the secretaries choose to follow-up one or more of the recommendations, that will take some time. It is important to accurately consider the aspects that are presented and contain disagreement. Another implication can be that participants of the Alderstable think their role will be less prominent. Expectation management is an important instrument to make sure that all participants agree with the new policy process and support the formal status, structure and level of participation. A final implication can be that, based on the co-produced policy proposal of the consultation, the national politicians are cherry-picking from those proposals. National politicians have to weigh all important interests and then have to make a decision which leads according to their balance to the most effective and efficient policy.

Finally, this research has some open ends which lead to the following recommendations on topics for further research:
- Perform further research on the most effective and efficient structure of the consultation regarding the development of Schiphol Airport, including its level of participation, participants and subjects to discuss;
- Perform further research on the most effective and efficient way to represent regional and local authorities in the Schiphol Airport development policy process;
- Perform further research on the most effective and efficient way to represent local residents in the Schiphol Airport development policy process.

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Abbreviations

ANVR	The General Dutch Association of Travel Companies (*Algemene Nederlandse Vereniging voor Reisondernemingen*)
ANWB	Dutch automobile association (*Algemene Nederlandse Wielrijders Bond)*
BARIN	Board of Airlines Representatives in the Netherlands
BLRS	A joint platform of local residents (*Bescherming Leefmilieu Regio Schiphol*)
BAS	Residents point of contact Schiphol (*Bewoners Aanspreekpunt Schiphol*)
BRS	Regional coordinative platform, consisting of the provinces North-Holland, South-Holland, Utrecht and municipalities around Schiphol (*Bestuurlijke Regie Schiphol*)
CDA	Continuous Descent Approaches
CGS	Committee Noise Hindrance Schiphol (*Commissie Geluidhinder Schiphol*)
CNV	Federation of Christian trade unions (*Crhistelijk Nationaal Vakverbond*)
CROS	Regional Consultative Committee Schiphol Airport, consisting of representatives of aviation sector parties, most municipalities around Schiphol and local residents (*Commissie Regionaal Overleg luchthaven Schiphol*)
CSO	The elderly association (*Centrale Samenwerkende Ouderen*)
FFR	Forum Airport and Region, Frankfurt Airport consultation
FNV	A Dutch trade union federation (*Federatie Nederlandse Vakbeweging*)
HACC	Heathrow Airport Consultative Committee
I&E	Infrastructure and the Environment (*Ministerie van Infrastructuur en Milieu*)
IGS	Noise hindrance information center (*Informatiecentrum Geluidshinder Schiphol*)
KVK	The Dutch Chamber of Commerce (*Kamer van Koophandel*)
KLM	Royal Dutch Airlines (*Koninklijke Luchtvaart Maatschappij*, and part of the Air France-KLM group since 2004)
MHP	Trade Union for managerial and professional employees (*Vakcentrale voor Middengroepen en Hoger Personeel*)
MKB	Organization for small and medium enterprises (*Midden- en Kleinbedrijf*)
LTO	Organization for agriculture and horticulture (*Land- en Tuinbouworganisatie*)
LVNL	The Dutch Air Traffic Control (*Luchtverkeersleiding Nederland*)
NDL/HIDC	Holland International Distribution Council (*Nederland Distributieland)*
NGO	Non-Governmental Organization
ONR	Non-State parties consultation of PMR (*Overleg Niet-Rijkspartijen*)
ORS	Environment Council Schiphol (*Omgevingsraad Schiphol*)
PLRS	Platform Living environment Schiphol Region, a platform of local residents (*Platform Leefmilieu Regio Schiphol*)
PMR	Project Mainport Rotterdam
RDF	Regional Dialogue Forum, the former consultation of Frankfurt Airport
SER	The Social-Economic Council (*Sociaal-Economische Raad*)
SGS	Foundation Noise Hindrance Schiphol (*Stichting Geluidshinder Schiphol*)
SNM	Foundation Nature and the Environment (*Stichting Natuur & Milieu*)
TOPS	Temporary Consultation Platform Schiphol (*Tijdelijk Overleg Platform Schiphol*)
VGP	A joint platform of local residents (*Vereniging Gezamenlijke Platforms*)
VNO-NCW	The largest Dutch employers organization (*Verbond van Nederlandse Ondernemingen en het Nederlands Christelijk Werkgeversverbond*)
VNV	The Dutch Airline Pilots Association (*Vereniging Nederlandse Verkeersvliegers*)

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1. Introduction

A trend in the Dutch society since the late 1980s and early 1990s is that a considerable group of citizens believes that they can influence politics at a national level (Verhoeven, 2009). Between 1975 and 2006, the percentage of citizens that would take action if the Parliament was preparing to adopt an unjust law increased from 30 to 52% (SCP, 2007). Normally, this happens through conventional participation, such as lobbying, commenting on proposed regulations or going to court (Innes & Booher, 2004). Approval of classical types of unconventional participation such as demonstrations, mass gatherings and protest marches increased from 35 to 70% between 1975 and 2006 (SCP, 2007). More and more citizens believe that unjust government action is not acceptable (Dekker, 2003). A research states that in 2007 between 70 and 80% of Dutch citizens believe that the government has to involve citizens more in policy making (McKinsey & Company, 2007).

At the beginning of the 1990s, political parties such as GroenLinks (a green political party) and D66 (a progressive liberal political party) gained more popularity (Weggeman, 2003). Especially D66 focused on reforms of the structure of the political process. This has also led to the emerging of interactive policy making: a process of horizontal interaction that engages a plurality of public and private actors in the formulation and/or implementation of public policy (Torfing & Triantafillou, 2011). This includes an increase of unconventional types of participation such as deliberative democracy, e-democracy, public conversations, participatory budgeting, citizen juries, study circles, collaborative policy making, and other forms of deliberation and dialogue among groups of stakeholders or citizens (Bingham, Nabatchi, & O'Leary, 2005). These types of unconventional participation can also occur in focus groups, roundtables, new forms of town meetings, choice work dialogues, cooperative management bodies and other partnership arrangements. Citizens have become more involved in politics and have a more active contribution than just voting during elections. Politicians make more efforts to use interactive policy making to increase the societal support for their decisions. Beck has mentioned the trend of increasing interactive policy making already in 1992, where he stated that the increasing unconventional participation is an expression of the developed democracy (Beck, 1992).

In the Schiphol Airport development policy process, these new unconventional types of participation have been introduced as well. The BRS (*Bestuurlijke Regie Schiphol*, the Regional Coordinative Consultation) is a consultation that consists of the provinces of North-Holland, South-Holland and Utrecht and 43 municipalities in the region around Schiphol Airport (Provincie Noord-Holland, 2013). It has the goal to represent the interests of the Schiphol region at a national government level and at the aviation sector regarding the development of Schiphol Airport in relation to the environment.

In 1968, a noise hindrance information center (IGS, *Informatiecentrum Geluidshinder Schiphol*) has been established where complaints on noise were registered (Bouwens & Dierikx, 1997). This was the direct result of the construction of the Zwanenburgbaan, a new runway which led to protests in the municipalities of Zwanenburg and Halfweg due to a lack of communication between Schiphol, the national government and the surrounding municipalities (De Jong, 2012). The information center has been replaced by the SGS (Foundation Noise Hindrance Schiphol,

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Stichting Geluidshinder Schiphol) in 1974, which had the main goal to give advices that could lead to a reduction of noise hindrance and to provide information about noise hindrance around Schiphol Airport (Reformatorisch Dagblad, 1974). This consultation can be regarded as the first type of unconventional participation in the Schiphol Airport development policy process. The government, Schiphol Airport, the province of North-Holland and some municipalities were involved in the SGS. This foundation has been replaced by the CGS (Committee on Noise Hindrance Schiphol, *Commissie Geluidhinder Schiphol*) in 1979, which functioned as an advisory body for the Minister and consisted of the same participants as the SGS, but also including environmental parties and local residents (Bröer, 2006). This was the first time that local residents participated in the Schiphol Airport development policy process. In 1999, TOPS (Temporary Consultation Platform Schiphol, *Tijdelijk Overleg Platform Schiphol*) has been introduced next to the CGS as a temporary consultation that had to come to an advice to the Minister on the development of Schiphol Airport. It consisted of aviation sector parties, the province of North-Holland, some municipalities, environmental organizations, a platform of local residents, employers and employees organizations and the CGS. In the end, it failed to reach an agreement and was suspended. In 2003, the CGS transformed into the CROS (*Commissie Regionaal Overleg luchthaven Schiphol*, the Regional Consultative Committee Schiphol Airport) with the implementation of the new Aviation Act (De Jong, 2012). The CROS is a deliberative body in which aviation sector parties, regional and local authorities and resident representatives participate. At first, the CROS did not have the formal power to give an advice to the Minister, but a few years later, this has been changed and currently, the CROS can give a requested or an unrequested advice to the Minister (CROS, 2010).

In 2006, the Cabinet presented the government position regarding Schiphol Airport, based on an extensive evaluation program. The Cabinet formulated its perspective with contributions from many parties, including committees, advisory councils, planning offices, municipalities, provinces, interest groups, local residents around the airport and many others (Cabinet, 2006). Despite the involvement of these stakeholders, there was a lot of criticism on the Cabinet's perspective and in addition, there was an actual problem with exceeding the noise limits (Huijs, 2011). In order to balance the growth of Schiphol Airport, the reduction of noise and the quality of the living environment, the Dutch government has set up the Alderstable (*Alderstafel*) next to the CROS at the end of 2006 (Alderstafel, 2013a). The Alderstable is a deliberative body in which the Ministry of I&E (Infrastructure and the Environment, *Ministerie van Infrastructuur en Milieu*), regional and local authorities, aviation sector parties and resident representatives participate in order to reach a full consensus advice to the Minister. The Alderstable has reached a final advice in 2008 about the development of Schiphol Airport until 2020. These advices were accepted one-on-one by the Cabinet and the Parliament, so it has been fully translated into policy (Rijksoverheid, 2008a); (Rijksoverheid, 2008b). Right now, the participants are discussing the implementation of this advice and negotiating about a new noise system. Later this year, after finishing the final advice, the CROS and the Alderstable will be replaced by the ORS (*Omgevingsraad Schiphol*, the Environment Council Schiphol). The ORS will consist of a Meeting place (*Ontmoetingsplek*) which will be used to inform and discuss issues and a Negotiating table (*Onderhandelingstafel*) which will be used to propose advices to the Cabinet (Alders & Verheijen, 2012). More or less, the current functions of the CROS and the Alderstable will be continued.

Inkeles is very critical about the development of unconventional participation, because it can lead to an erosion of democratic institutions (Inkeles, 1998). The importance of political

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institutions such as political parties, elections, parliaments, bureaucracies and judges in their contribution to the policymaking could be neglected. The question is in which way effective and efficient policy can be made for the further development of Schiphol Airport, with a high societal support, but without eroding democratic institutions.

An elected politician has the responsibility to make decisions and at the same time desires high societal support for their decisions. In the ideal situation, the policy making process is effective and efficient. Citizens and some political parties are asking more for unconventional types of participation which could lead to a higher level of involvement of citizens in the policy making process and which could also lead to a higher support of the decisions that are taken. These unconventional types of participation have some drawbacks, it could for example lead to infringement of the responsibilities of the elected politicians, the legitimacy and representation of the participants can be questioned and the process can be time-consuming and expensive (Vroom, 2000). Legitimacy means the legal right of a person to make decisions about a certain issue. Representation means that participants are representative for the group they represent. Of course, unconventional types of participation also have some advantages. For example, it leads to a higher chance of adopting the policy, it reduces the gap between government and citizens and it prevents resistance to implementation of the policy (Torfing & Triantafillou, 2011). Based on the problem description, the following knowledge gaps can be identified:

- Democratic implications as a result of unconventional types of participation such as deliberative forums and collaborative decision making in the Schiphol Airport development policy process and its advantages and disadvantages are unknown;
- It is questionable whether unconventional types of participation in the Schiphol airport development policy process are a positive development.

The goal of this research is two-fold: first, determine the advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process and second, determine whether unconventional types of participation in the Schiphol Airport development policy process are a positive development.

1.1 Research questions

Given the problem description, the identified knowledge gaps and the research goals, the following main research question can be defined in order to narrow down the knowledge gaps and to fulfill the research goals:

What insight into the advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process can be given?

In order to answer the main question, several sub research questions are defined. The sub research questions try to find an answer for the main research question.

1. What are similarities and differences between the theory on unconventional types of participation and the Schiphol Airport development policy process?
2. What are similarities and differences between the Schiphol Airport development policy process and other comparable policy processes with unconventional types of participation?

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3. What are advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process?
4. What are the opinions of the stakeholders regarding unconventional types of participation in the Schiphol Airport development policy process?
5. What are perspectives of stakeholders regarding the current and future Schiphol Airport development policy process?

The first research question is relevant, because it explains the concept of unconventional participation and places the Schiphol Airport development policy process in the field on unconventional participation. It also provides an answer on the question why participation is present in the Schiphol Airport development policy process. The second research question continues on this classification and compares the Schiphol Airport development policy process with other policy processes with unconventional types of participation. The hypothesis is that the Alderstable is a unique policy process with a high level of participation. The third research question provides insight into the advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process, which can possibly determine whether unconventional types of participation in the Schiphol Airport development policy process are a good development. Research question four elaborates on the opinions of stakeholders regarding unconventional types of participation in the Schiphol Airport development policy process. Stakeholders are participants in the Schiphol Airport development policy process and some of them participate at the Alderstable, in the CROS or in the BRS. There is a great difference between the interests of these stakeholders, which can lead to polarization in the policy process, which has earlier been identified in the researches of Van Eeten (1999) and Kroesen (2011). Stakeholders have a lot of knowledge and experience in the Schiphol Airport development policy, so this bottom-up approach involves their useful knowledge and experience. In that way, it can be determined whether unconventional types of participation in the Schiphol Airport development process are a positive development and whether directions for improvements for the current policy process can be given. The final research question presents perspectives of stakeholders regarding the current and future Schiphol Airport development policy process. These perspectives have an added value in a way that they are retrieved in a quantitative way and reveal subjective viewpoints of the stakeholders which can help to study possible directions for improvement of the current Schiphol Airport development policy process.

1.2 Research approach and methodologies
This research consists of two phases: the first phase is a literature study which answers the first three sub research questions and the second phase is the analytical phase where interviews are taken and a Q-methodology is performed in order to answer the last two sub research questions.

The first phase contains a literature study on the developments in society and policy making regarding participation in policy processes. In addition, the developments of unconventional participation in the Schiphol Airport development policy process are described. This is input for chapter 2. After that, a literature study on unconventional types of participation in policy making is performed, as well as a classification of the several types of unconventional participation in the Schiphol Airport development policy process. In addition, other comparable Dutch and foreign airport policy processes with unconventional types of participation are classified. Furthermore, the similarities and differences between these policy processes and the Schiphol

Airport development policy process are described. This is input for chapter 3. This information is retrieved from policy documents, research reports, scientific articles, newspaper articles and personal contact with foreign airport stakeholders. In chapter 4, the theoretical advantages and disadvantages of unconventional types of participation are described, which are retrieved from literature. Chapter 4 continues with the second phase of this research. In this phase, information from previous interviews is used and interviews with stakeholders in the Schiphol Airport development policy process are taken to determine their opinion regarding the Schiphol Airport development policy process and to define positive and negative aspects. In addition, a Q-methodology is performed. This method is suitable, because it gives insight into the perspectives of the different stakeholders towards a certain issue (Brown, 1980). Q-methodology reveals the subjective viewpoint of participants and it shows correlations between the personal profiles of the participants (Smith, 2001). For this research, the issue is the current and future Schiphol Airport development policy process. In a Q-methodology, between 40 and 50 statements are presented to the stakeholders and they are asked to rank-order the statements from their individual point of view (Van Exel & de Graaf, 2005). Input for the statements is obtained from the literature study in the first phase and from the interviews with stakeholders in the Schiphol Airport development policy process. The theory on Q-methodology, the analysis and its results are also described in chapter 4. In chapter 5, the most important results are discussed and the author's view on democracy, unconventional types of participation and the Schiphol Airport development policy process is given. After that, conclusions and recommendations are drawn in chapter 6. The main expected outputs are advantages and disadvantages of unconventional types of participation in the Schiphol Airport development process and opinions and perspectives of stakeholders regarding the current and future Schiphol Airport development process. This thesis ends with a reflection on the process and the content in chapter 7. For an overview of the research approach, which can also be used as a reading guide, see Figure 1.

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Research flow diagram

	Phase 1	**Phase 2**
Research problem	Erosion of democratic institutions due to unconventional types of participation	
Research goal	Determine advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process	Determine whether unconventional types of participation in the Schiphol Airport development policy process are a positive development
Research questions	1. What are similarities and differences between theory on unconventional types of participation and the Schiphol Airport development policy process? 2. What are similarities and differences between the Schiphol Airport development policy process and other comparable policy processes with unconventional types of participation? 3. What are advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process?	4. What are the opinions of the stakeholders regarding unconventional types of participation in the Schiphol Airport development policy process? 5. What are perspectives of stakeholders regarding the current and future Schiphol Airport development policy process?
Main research question	What insight into the advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process can be given?	
Research approach	- Literature study - Interviews	- Interviews - Q-methodology
Research output	1. Similarities and differences between theory on unconventional types of participation and the Schiphol Airport development policy process (Ch. 2) 2. Similarities and differences between the Schiphol Airport development policy process and other comparable policy processes with unconventional types of participation (Ch. 3) 3. Advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process (Ch. 4)	4. Opinions of stakeholders regarding the Schiphol Airport development policy process (Ch. 4) 5. Perspectives of stakeholders regarding the current and future Schiphol Airport development policy process (Ch 4)
	- Discussion (Ch. 5) - Conclusion and recommendations (Ch. 6) - Reflection (Ch. 7)	

Figure 1: Research flow diagram

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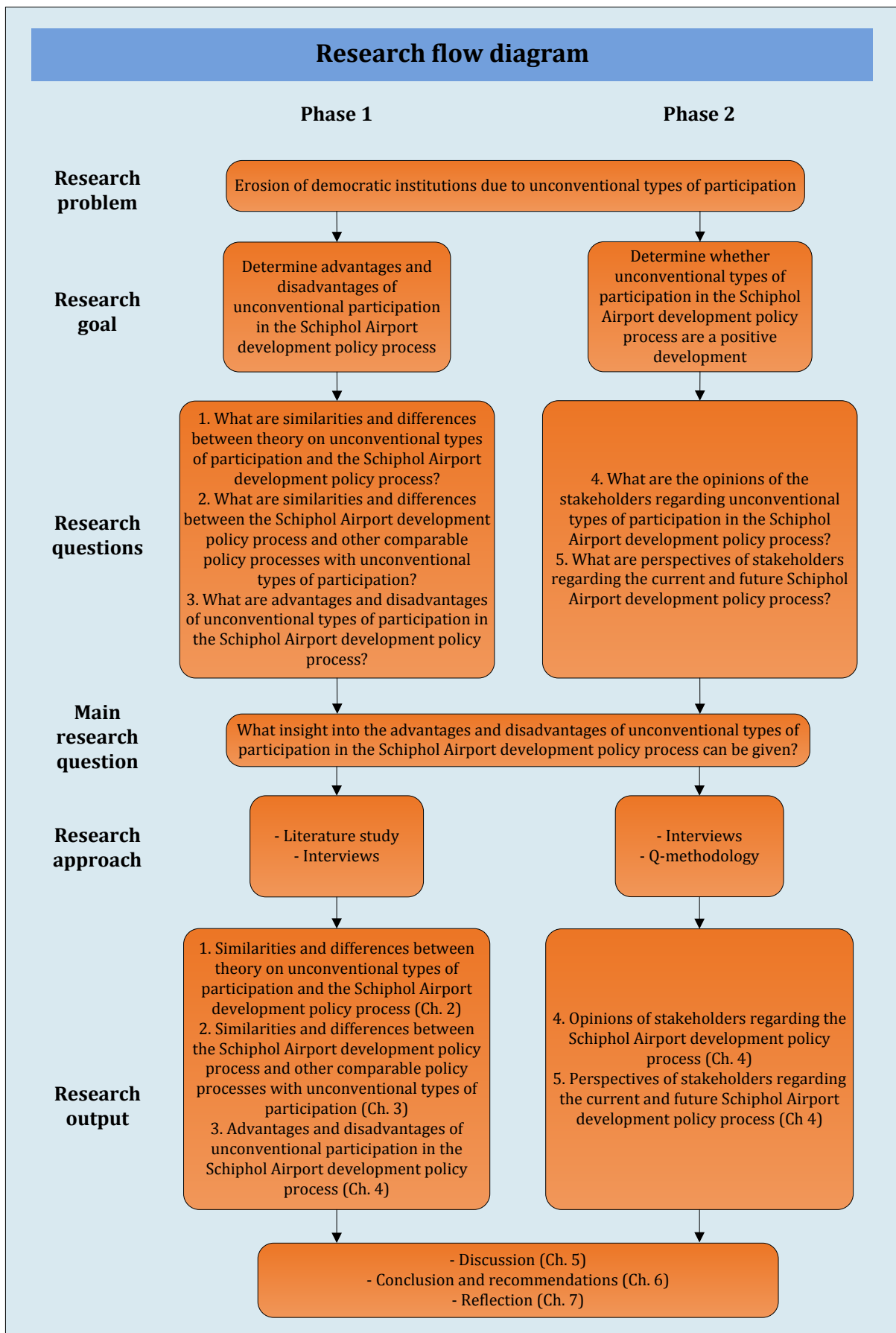
1.3 Research scope and assumptions

In order to get appropriate results within the given amount of time of the research, a delineation has to be made. The scope of the Schiphol Airport development policy process is narrowed down to a focus on the Alderstable, because the Alderstable is the consultative body where the real decisions are made. The BRS and the CROS are also taken into account, but the advantages and disadvantages of the Alderstable are the most important. In addition, the research scope is on consultations mainly focused on consultations regarding noise, because there are also some consultations concerning spatial planning and economic development. Taking all these consultations into account would be too fragmented and would also increase the complexity, because the operation at Schiphol Airport also causes spatial planning restrictions. Furthermore, it is assumed that the Alderstable and the CROS will be replaced by the ORS, which will consist of a Meeting place and a Negotiating table. At this moment, the first steps are taken to establish the ORS, but there still is some discussion about the final structure and representation of participants.

1.4 Relevance of the research

The current literature is not able to provide clear answers to the question whether unconventional types of participation in policy processes are a positive development. This research tries to contribute to an answer on that question, at least for the case of the Schiphol Airport development policy process. The scientific relevance of this research is two-fold: this research views possible additions to Q-methodology on the case of establishing perspectives of stakeholders regarding the current and future Schiphol Airport development policy process and thereby increasing scientific knowledge and the applicability of Q-methodology on policy processes. Specifically for the Schiphol Airport development policy process, this article tries to contribute to identify potential problems and possible directions for improvement of the current policy process regarding the application of unconventional types of participation.

The societal relevance of this research is that it provides insight into the policy and policy making of the development of Schiphol Airport. Schiphol Airport is an airport of national importance and has direct and indirect economic benefits, but it also causes negative effects such as noise, CO_2 emissions and external risks. Politicians are elected by citizens to take the right decisions, but unconventional types of participation can give certain citizens and societal organizations the power to influence these decisions. From a societal point of view, it is questionable whether this is a positive development and this research tries to contribute to an answer on that question.

1.5 Structure of the research

Chapter 2 starts with a literature study on developments in society and policy making regarding participation in policy processes. In addition, it provides a comparison of these developments with the Schiphol Airport development policy process. Chapter 3 describes the theory on unconventional types of participation and classifies the unconventional types of participation in the Schiphol Airport development process. In addition, a comparison is made with other Dutch and foreign airport policy processes with unconventional types of participation. Chapter 4 elaborates on the theoretical advantages and disadvantages of unconventional participation and views the opinions of the stakeholders regarding the Schiphol Airport development policy process. Chapter 4 continues with the Q-methodology and its outcomes, which provides perspectives of stakeholders regarding the current and future Schiphol Airport development

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policy process and the chapter ends with the advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process. Chapter 5 includes a discussion on the author's view on democracy, unconventional types of participation and the question whether these types of unconventional participation are a positive development in the Schiphol Airport development policy process. The report ends with conclusions and recommendations in chapter 6 and a reflection on the process and the content in chapter 7.

2. Developments in society and policy making

Before the unconventional types of participation in the policy process for the development of Schiphol Airport are analyzed, the developments in society and policy making and for the Schiphol Airport development policy process are described. In paragraph 2.1, developments in society are viewed, explaining why citizens want to participate more in the policy process and in paragraph 2.2, initiatives regarding participation from politics and policy makers are described. In paragraph 2.3, these developments are described for the Schiphol Airport development policy process. The chapter ends with some conclusions in paragraph 2.4.

2.1 Developments in society

The Netherlands has a low power distance index of 38, which means that the power is decentralized and there are equal rights in society (Hofstede & Hofstede, 2005). The level of masculinity is very low as well: a score of 14, which means the Netherlands is a real feminine society and decision making is achieved through involvement (Hofstede & Hofstede, 2005). Finally, the level of individualism is quite high in the Netherlands with a score of 80, which means that there is a high preference of loosely-knit social framework in which individuals have to take care for themselves (Hofstede & Hofstede, 2005). It can be said that the Dutch culture is positive regarding interactive policy making.

There are three theoretical perspectives that relate developments in interactive policy making to developments in society: the social capital perspective, the modernization perspective and the individualization perspective (Verhoeven, 2009).

The social capital perspective includes a decline of social capital, in the form of networks, norms of reciprocity and social trust, leading to a weakening of the social culture, which results into a declining participation in elections and a decreasing confidence in political institutions and politicians (Putnam, 2000). Interactive policy making is only meaningful when it contributes to representative forms of democracy. Direct influence of citizens or protests do not fit within this perspective, because they refer to personal interests and do not serve the public interest (Putnam, 2000).

The modernization perspective states that electoral behavior is declining and that support for direct influence and protest behavior is growing due to societal developments (Inglehart, 1999); (Dalton, 1996). Inglehart introduced the term 'post-materialism' (Inglehart, 1977) based on Maslow's hierarchy of needs. According to that theory, people at first want to meet their basic needs such as food and water (Maslow, 1954). The second need of people is safety, followed by love and belonging, esteem, self-actualization and self-transcendence. Inglehart distinguished materialistic needs, which can be compared with basic and safety needs of Maslow, and post-materialistic needs, such as quality of life and self-fulfillment (Inglehart, 1977). When people satisfy their materialistic needs, they attach more value to post-materialistic needs. For example, Inglehart determined in a survey that the support of protection of the environment in 43 countries is the highest in the Netherlands and in Scandinavian countries, while these countries have the lowest levels of air and water pollution (Inglehart, 1995).

The individualization perspective assumes that interactive policy making is not developing in one clear direction, but it is broadening through the time (Beck, Giddens, & Lash, 1994).

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Individual citizens have access to the broadening political arena and they step into it when they are individually confronted with a certain policy measure, more assigned to reflexivity. People seem to take more action to protect their living environment.

2.2 Developments in policy making

Next to the developments in society, some developments in policy processes regarding interactive policy making can be observed as well. Many policy processes, especially those for large infrastructure projects, can be seen as wicked problems (Rittel & Webber, 1973); (Radford, 1977) or ill structured problems (Dunn, 1994). These problems have cognitive and social uncertainties. Cognitive uncertainties are those where stakeholders do not agree about the solution and the nature of the problem, and social uncertainties are those where wicked problems cross traditional boundaries between the public and private sector (Huijs, 2011). The involved stakeholders are unable to solve these uncertainties and are unable to make policy on these issues themselves (Koppenjan & Klijn, 2004). Thus, mutually dependent stakeholders need the support of each other.

A reaction of policy makers on this trend is the transition of the classical theories of consultation politics to more of a governance network approach the past few decades (De Bruijn & Ten Heuvelhof, 2008). One view is the management of networks as promoting a mutual adaption of the behavior of actors with divergent goals and ambitions regarding an issue in a given context of inter-organizational relationships (Kickert & Koppenjan, 1997). Fredrickson has also observed that public administration is moving towards theories of cooperation, networking, governance and institution building and maintenance as a response to the declining relationship between jurisdiction and public management in a fragmented and disarticulated state (Frederickson, 1999). Government refers to the formal state institutions that have legitimate, coercive power, while governance refers to deliberative attempts to govern particular policy areas through negotiated interaction between a several actors, processes and institutions (Torfing & Marcussen, 2007). As a result, the political system in the traditional sense is losing its importance as a governing system. The pacified elite-driven system is changing into a liberal-participatory democracy, where more actors influence the policy making (Ferree, Gamson, Gerhards, & Rucht, 2002). Governance and network management emerge as responses to the new reality of the network society that is currently present (Hajer & Wagenaar, 2003).

The primacy of politics means that within a representative democracy, elected politicians have the responsibility to decide upon critical societal issues. In reality, politicians lack the information, skill and resources to control the decision making (Koppenjan, Kars, & Van der Voort, 2011). Politicians focus more on problem-oriented politics, which is more visible for citizens (Marres, 2005). The media has become far more important, especially the Internet and social media, with the result that news quickly reaches the public. A shifting of politics takes place, whereby important decisions are taken more outside the influence domain of the vertical steering and accountability of the representative democracy (Bovens, Derksen, Witteveen, Kalma, & Becker, 1995). Public policy and governance are not produced exclusively by central or local governments and bureaucracies, pure state regulation is inflexible, inefficient and too costly, which leads to privatizations, quasi-markets and commercialization of the public sector (Torfing & Marcussen, 2007).

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In policy making, the trend towards a network approach can be defined as the trend towards an interactive policy process which includes more horizontal relationships between citizens and government (Pröpper & Steenbeek, 1996). A note that has to be made is that interactive policy making often is employed *before* a formal political decision has been made (Hajer & Wagenaar, 2003). Unconventional types of participation are an example of interactive policy making and are applied before the policy making process is started. Weggeman describes the switch to a green polder consultation: negotiations between government, business sector and private organizations about environmental and infrastructure problems (Weggeman, 2003). There are three important differences between interactive policy making and green polder consultation: first, the green polder consultation focuses on cooperative actors, not on individual citizens. Second, the number of actors is limited in the green polder consultation, and third, because of the limited number of actors, the emphasis will be on negotiating in the green polder consultation, instead on creating ideas by the involved actors (Weggeman, 2003).

To determine which form of participation has to be applied in the process of policy making on a certain issue on a certain government level, a distinction is made between conventional participation and unconventional participation. Politicians or policy makers can choose to apply participation in a policy making process. Conventional participation in the Netherlands is quite common, examples are comments on proposed policy measures, lobbying politicians or going to court when the proposed policy is regarded as unjust. Politicians or policy makers can also choose in advance to apply unconventional participation. In that way, the participants have to be determined, as well as the level of participation and the structure of the participation. This framework is visualized in the following framework, see Figure 2.
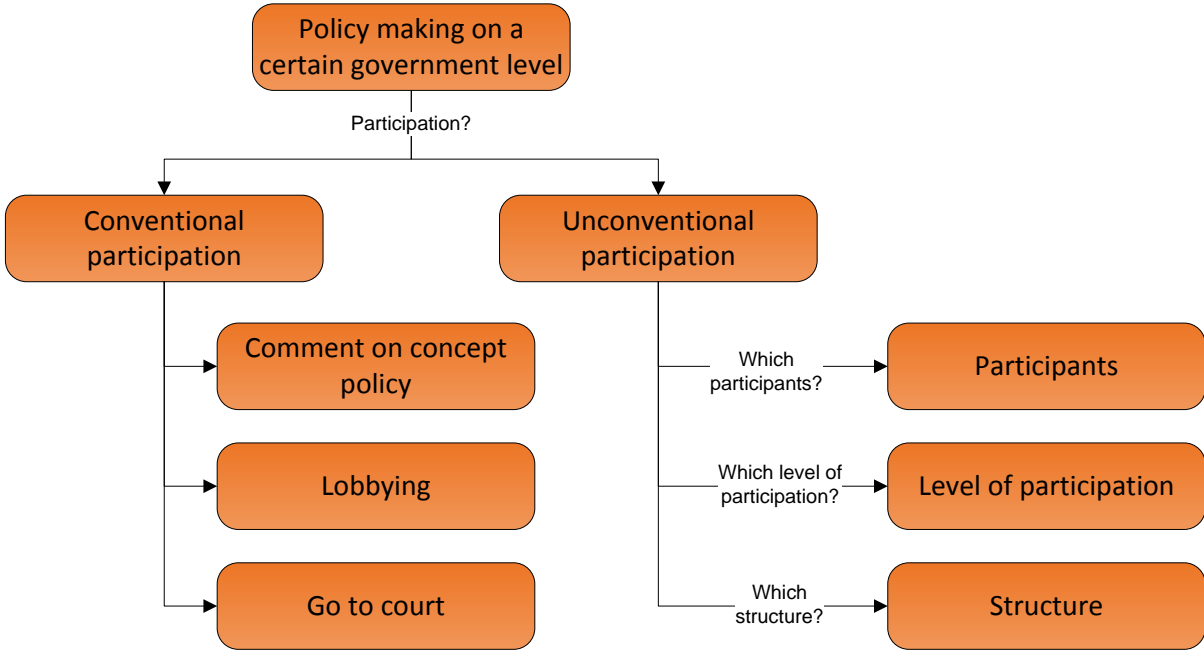
Figure 2: Participation framework

2.3 Developments in the Schiphol Airport development policy process

The developments in society and policy making are also observable in the Schiphol Airport development policy process. People seem to stand up more for themselves and the protection of their environment since the late 1980s, which can be explained by the theory of post-materialism. An example is that it is possible to submit complaints about aircraft noise resulting

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from Schiphol Airport. In Figure 3, the number of complaints is visualized (CBS, PBL, Wageningen UR, 2011). Since 2003/2004 an enormous increase of the complaints can be seen, while the number of aircraft movements only slightly increased. This can partly be explained by the introduction of the Polderbaan in 2003, where a whole group of 'new' residents started to experience noise hindrance. The actual noise hindrance around Schiphol Airport has decreased in the period between 1986 and 2005, while the number of aircraft movements has doubled (CBS et al., 2011).
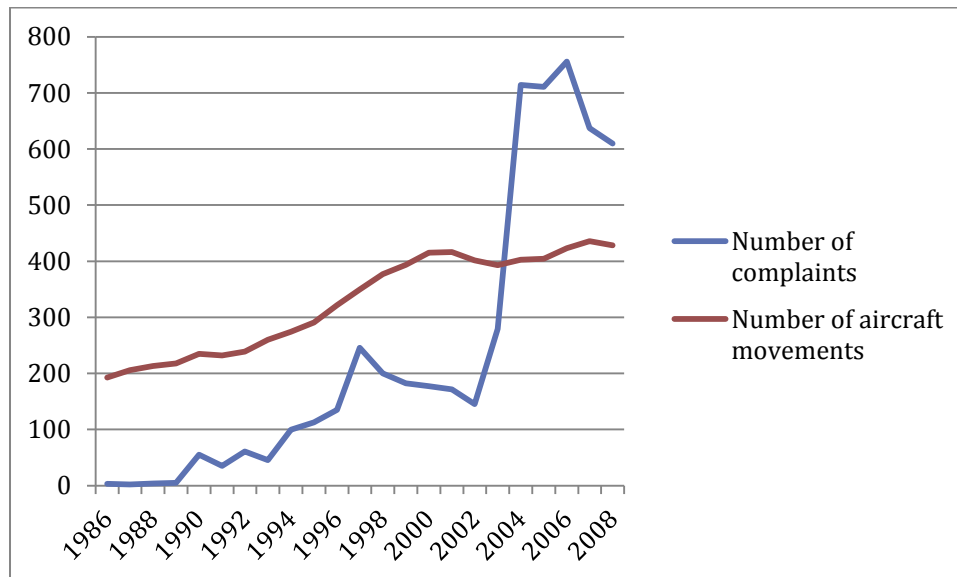
Figure 3: Number of complaints and aircraft movements at Schiphol Airport

In the 1970s, more and more environmental groups were established and in the 1990s and 2000s, more and more resident platforms against noise hindrance were established (Platform Vliegoverlast Amsterdam, 2013); (Platform Vlieghinder Regio Castricum, 2013) (Werkgroep Vliegverkeer Bijlmermeer, 2013). In 2006, an association of joint platforms has been founded to achieve more influence (Von der Meer, 2007). These platforms try to influence politicians and contact the media to get attention for their viewpoints, mainly to reduce the noise hindrance from Schiphol Airport.

In the Schiphol Airport development policy process, stakeholders are dependent on each other. Schiphol Group is the owner of the airport, KLM (*Koninklijke Luchtvaartmaatschappij*, Royal Dutch Airlines) is the main 'client' and LVNL (*Luchtverkeersleiding Nederland*, the Dutch Air Traffic Control) is responsible for the air traffic control. Regional and local authorities experience economic benefits and drawbacks in terms of noise hindrance and the Ministry is end-responsible for the decision making. Schiphol Group, the owner of Schiphol Airport, is not privatized, but still owned for 69.77% by the Dutch State (Ministry of Finance), for 20.03% by the city of Amsterdam, 8% by Aéroport de Paris and 2.2% by the city of Rotterdam. Politicians have already discussed several times about this issue, but new decisions have not (yet) been made (Douwes, 2007).

The trend of more horizontal decision making also applies to the Schiphol Airport development policy process. The BRS is a regional consultation including all regional and local authorities around Schiphol Airport. They discuss the development of Schiphol Airport in relation to the environment and they also have a delegation which represents the interests of the BRS at the

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Alderstable. The CROS is a deliberative body, including aviation sector parties, regional and local authorities and resident representatives appointed by municipalities participate and discuss both the minimization of nuisance resulting from Schiphol Airport as the promotion of an optimal use of the airport (CROS, 2010). Next to the CROS, the Alderstable has been introduced as a deliberative and advisory body, where the Ministry, aviation sector parties, regional and local authorities and resident representatives participate and negotiate and decide about policy proposals for the development of Schiphol Airport and monitor the implementation of the agreements that are made.

2.4 Conclusions

Some general conclusions can be drawn in this chapter. Dutch citizens have post materialistic characteristics, are well-organized and have become more active in policy making in the last decades, because they more want to protect their environment and are more willing to take action when the Dutch government prepares to adopt unjust decisions. Dutch politicians and policy makers have stimulated several types of unconventional participation, also for wicked problems such as the development of Schiphol Airport. The discussion regarding Schiphol Airport knows a severe tension between economic benefits and environmental drawbacks. Several consultations are discussing the issue, on a managerial level; the BRS, on a local and regional level; the CROS and at the Alderstable, where policy proposals for the further development of Schiphol Airport are made.

3. Theoretical participation framework and its application to policy processes

In the previous chapter, literature has been provided about trends in society and policy making and a description of these developments in the Schiphol Airport development policy process has been provided. This chapter elaborates on the different levels of participation and government issues and the position of the several consultations in the Schiphol Airport development process and other comparable policy processes within these levels of participation and government issues. In paragraph 3.1, the different levels of participation from theory are described and the theoretical participation framework is presented. In paragraph 3.2, the several types of unconventional participation in the Schiphol Airport development policy process are explained in more detail. In paragraph 3.3, other comparable Dutch and foreign airport policy processes are analyzed and classified and in paragraph 3.4, a comparison between these policy processes and the Schiphol Airport development policy process is made. The chapter ends with some conclusions in paragraph 3.5.

3.1 Levels of participation and government framework

In this paragraph, a theoretical framework for the different levels of participation and government levels is provided.

Interactive policy making and unconventional types of participation can occur at different participation levels. Edelenbos has defined a participation ladder for interactive policy making (Edelenbos, 2000):

- Co-deciding: politicians and administration delegate the development and decision making of policy to those involved, and the civil service provides an advising role. Politicians simply accept the outcomes. The results of the process have an immediate binding force;
- Co-producing: politicians, administration and involved actors determine a problem-solving agenda in which they search for solutions together. Politicians are committed to these solutions with regard to the final decision making, after having tested this outcome in terms of starting points;
- Advising: in principle politicians and administration determine the agenda and give involved actors the opportunity to raise problems and formulate solutions. These involved actors can influence the development of policy. Politicians are committed to the results but may deviate (if accounted for) from them in the final decision making;
- Consulting: politicians and administration mainly determine the agenda and involve useful actors as a discussion partner in the development of policy. Politicians do not commit to the results of these discussions;
- Informing: politicians and administration mainly determine the agenda for decision making, they decide themselves and only inform the actors that are involved.

Originally, there was a clear separation between the national, regional and local government. The local government fits into the regional government and the regional government fits into the national government (Hajer & Wagenaar, 2003). The political space was related to this system, but this system is losing its power. Politics and policy making occurs in new configurations (Dryzek, 1999). An example is the delegations of several responsibilities from the national

government to local governments. Politics in the network society is characterized by the search for multi-level governance (Hajer, 2000). Still, policy can be made for issues on several government levels:

- Local government: on issues of local importance, such as building a city hall or a noise barrier, where the city council is end-responsible;
- Regional government: on issues of regional importance, for example on large spatial planning and development projects, where the Provincial States are end-responsible, but also issues that have effects on the region, such as changing the arrival and departure routes of aircraft;
- National government: on issues of national importance, such as the development of a harbor or airport of national importance, where the Parliament is end-responsible.

Combining the participation ladder with the government levels leads to the following framework, see Figure 4.
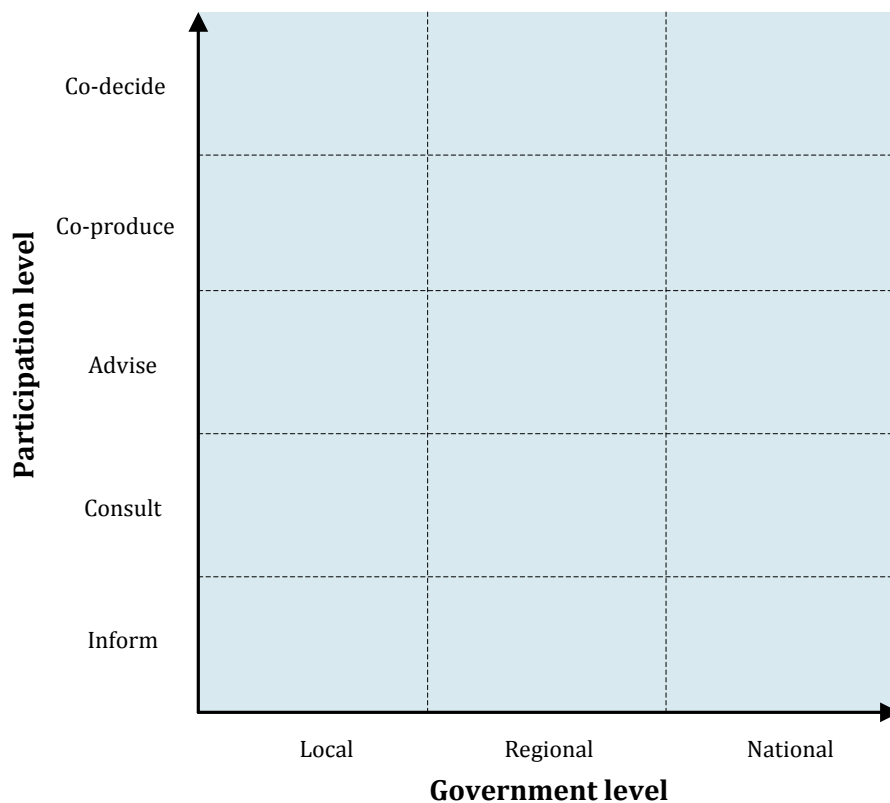
Figure 4: Participation level vs. government level framework

3.2 Participation in the Schiphol Airport development policy process

In this paragraph, the different types of participation in the Schiphol Airport development policy process are analyzed. For the analysis, the participation level vs. government level framework from the previous paragraph is used, including the identification of the participants, characteristics of the policy process and the policy outcome, if applicable. For a visualization of this framework, see Figure 5.

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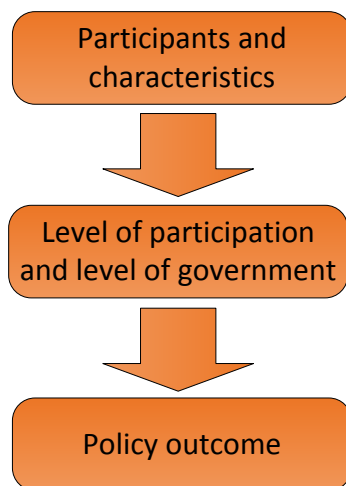
Figure 5: Policy process analytical framework

Many stakeholders are involved in the Schiphol Airport development policy process. For a complete overview of these stakeholders, their role, goal, interest, power, attitude and replaceability, see Appendix A: Stakeholder analysis. Some stakeholders participate in one or more consultations and some stakeholders only get informed and try to influence politicians or the media. Two important stakeholders that have to be introduced are the VGP (*Vereniging Gezamenlijke Platforms*, a joint platform of local resident) and the BLRS (*Bescherming Leefomgeving Regio Schiphol*, a joint platform of local resident that comes forth from the VGP after a conflict). Below, the several consultations are analyzed; first the BRS, then the CROS and finally the Alderstable.

The BRS

The BRS is a consultation that consists of the provinces of North-Holland, South-Holland and Utrecht and 43 municipalities in the region around Schiphol Airport (Provincie Noord-Holland, 2013). For a complete overview of the participants, see Appendix B. The province of Utrecht, the municipality of Utrecht and the municipality of Lelystad are also involved in the BRS, which is interesting, because these municipalities are pretty far away from Schiphol Airport. The BRS has a couple of times a year a meeting with all representatives and always have a meeting one week before the Alderstable meeting to discuss the viewpoint of the BRS at the Alderstable. A delegation of the BRS takes place at the Alderstable, which consists of representatives of:

- The province of North-Holland;
- The province of South-Holland;
- The municipality of Amsterdam;
- The municipality of Haarlemmermeer;
- The municipality of Amstelveen;
- The municipality of Castricum.

The representative of the province of North-Holland is the chairman of the BRS. The municipality of Amsterdam has a notable role, because they own Schiphol Group for 20.03% and they have economic benefits from Schiphol Airport in terms of business aviation and tourism. The municipality of Haarlemmermeer also has economic benefits from Schiphol Airport, but more in terms of companies that are located at and around Schiphol Airport. The same applies to Amstelveen, where also the head office of KLM is located. Other municipalities mainly have to deal with the drawbacks of Schiphol Airport such as external risks, (noise) nuisance and spatial

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planning restrictions. The BRS is a real consultation for information exchange; they formulate a viewpoint for the Alderstable, but do not present any advices, so there is no policy outcome. The viewpoints are mainly focused on the Schiphol region as a whole. The BRS is not a real type of unconventional participation, because it only includes regional and local authorities and no other parties. It is more a consultation that represents the interests of the regional and local authorities.

The CROS

The CROS is initiated in 2003 with the introduction of the new Aviation Act and is currently an independent deliberative and advisory body. It has the goal to minimize nuisance resulting from Schiphol Airport and to promote an optimal use of the airport (CROS, 2010). The CROS consists of three delegations: the aviation sector (KLM, Schiphol Group, LVNL, Transavia and Martinair), representatives of the provinces of North-Holland, South-Holland and Utrecht and 22 municipalities in the region around Schiphol Airport and resident representatives appointed by these municipalities. Since 2012, Hans Alders, former Minister and Commissioner of the Queen of the province of Groningen, is the chairman of the CROS. See Figure 6 for a visualization of the members of the CROS and see Appendix C for a complete overview of all members of the CROS. It is notable that the Ministry is only present as an observer during the CROS-meetings. Furthermore, a representative of the Alderstable secretary is present as an observer and it is also possible to invite other persons as an observer or guest speaker.
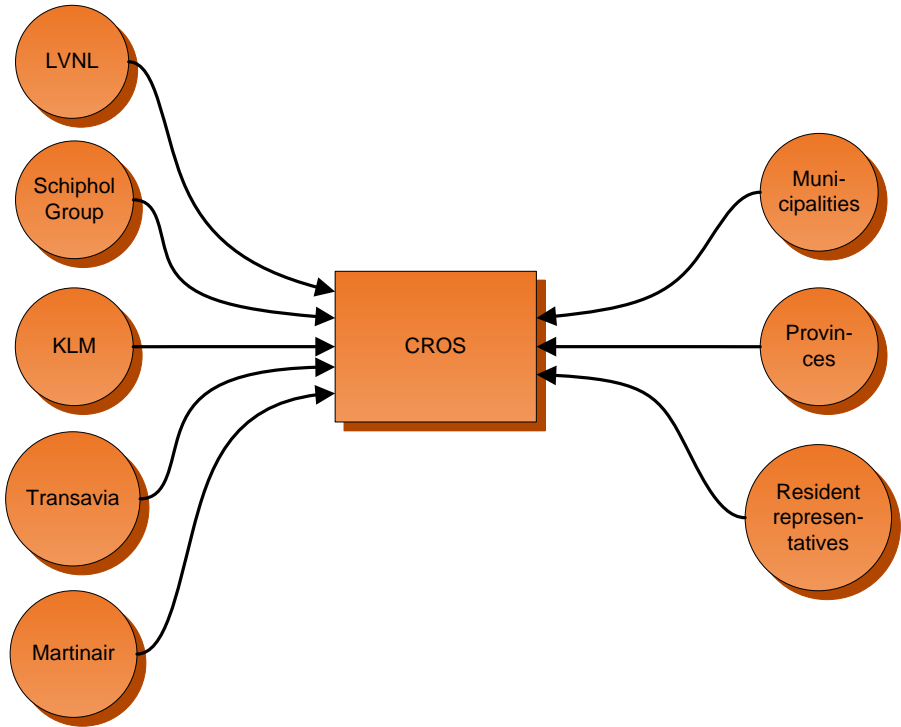
Figure 6: Members of the CROS

Because of the large amount of participants, a system of clustered representation is introduced. There are eight clusters where one representative of the local authorities and one resident representative of that cluster take place. For a complete overview of these clusters and its members, see Appendix C: The CROS. It can be observed that the cluster system is not very clear. The geographical boundaries are not very logical and some clusters only have one municipality,

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while other clusters have more municipalities. The clusters with more municipalities often have a preliminary consultation before the CROS-meeting to formulate their common viewpoint.

On average, the CROS meets four times a year. These meetings are not public and a short version of the minutes is published on the website after each meeting. In these meetings, discussions about subjects take place, decisions are taken and advices are adopted. All three delegations have to agree with the decision; otherwise it is not a CROS-advice (CROS, 2010).

In addition, all resident representatives that represent a cluster have a preliminary consultation before the CROS-meeting in order to formulate their common viewpoint. Two of these resident representatives also participate at the Alderstable (CROS, 2010). Often, the aviation sector parties have a preliminary consultation as well.

The CROS knows two permanent working groups: the agenda committee and the working group use forecast (*Gebruiksprognose*). There is also a focus group optimization parallel departure, a sub-working group NOMOS (the Noise Monitoring System) and a temporary working group research nuisance perception. See Figure 7 for an overview of the structure of the CROS.
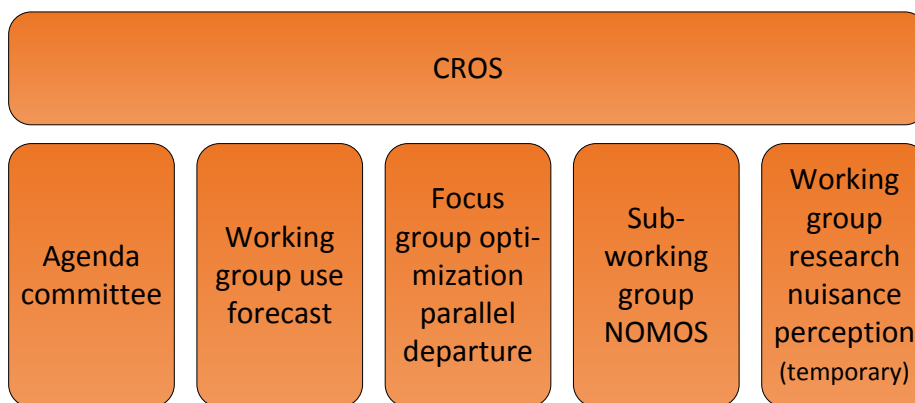
Figure 7: Structure of the CROS

The CROS formally has an advisory function regarding the use forecast, which describes the predicted use of the runway system. The use of this system can have local or regional effects regarding the noise hindrance. Furthermore, the CROS proposes noise reduction measures, which mainly have local or regional effects.

The Alderstable

As has been said earlier, the focus of the analysis in this research is on the Alderstable. There are four delegations present at the Alderstable: the Ministry of I&E, the aviation sector (BARIN, KLM, Schiphol Group, LVNL), representatives of the BRS and resident representatives from CROS and VGP (Alderstafel, 2013a). All stakeholders that have been identified as important stakeholders to be involved in the policy process are present at the Alderstable. See Figure 8 for a visualization of the members of the Alderstable and see Appendix D for a complete overview of the participants of the Alderstable.

In Appendix E, a complete overview of the Schiphol Airport development policy process is given, including the BRS and the CROS. The working groups are not involved in this overview for two reasons: first, because that would make the overview way more complex and second, because

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most working groups consist of administrative support, who mainly do the preparations for the real decision making.
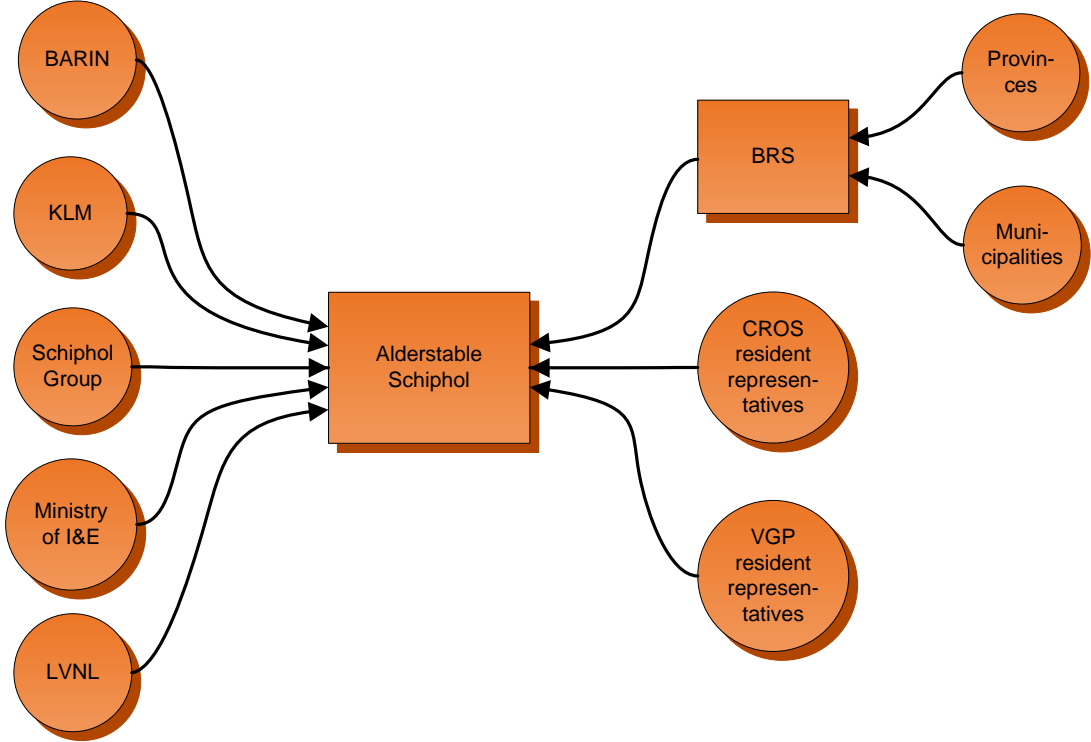
Figure 8: Members of the Alderstable

The BRS-delegation and the delegation of resident representatives both have a preliminary consultation before the Alderstable meeting and often, the aviation sector delegation has a preliminary consultation as well. Before an Alderstable meeting takes place, subjects to be discussed are prepared at the process table, the Vermeegentable. The chairman of the Alderstable is the same as the current chairman for the CROS: Hans Alders. The Alderstable knows the following working groups: a Commission Shared Vision, a working group implementation covenant noise reduction and a working group quality of the living environment. See Figure 9 for an overview of the structure of the Alderstable.
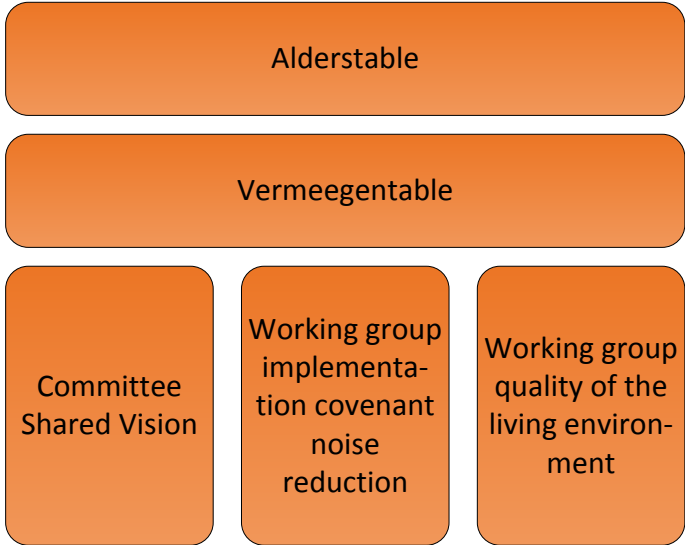
Figure 9: Structure of the Alderstable

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The Dutch government has delegated the formulation of policy proposals for the development of Schiphol Airport to the Alderstable. The Alderstable knows a high level of participation: participants are allowed to discuss, negotiate and co-decide about a policy proposal that is accepted one-on-one by the Parliament (Rijksoverheid, 2008a); (Rijksoverheid, 2008b). The policy proposals are about the development of Schiphol Airport, an issue of national importance, which included a further growth in a maximum amount of aircraft movements a year. Next to that, the Alderstable has made policy proposals for measures to reduce noise hindrance, but also for regional and local projects that increase the quality of the living environment. The Alderstable knows a successful policy outcome, with the final advice in 2008.

Regarding the framework from paragraph 3.1, the BRS is a consultation that formulates viewpoints for the Schiphol region as a whole. The CROS is a consultative and advisory body that presents advices and proposes measures that have a regional or a local effect. Finally, the Alderstable can be placed in the upper part of the framework: participants initiate, negotiate and co-decide policy proposals for the development of Schiphol Airport, an issue of national importance, but also decide for example about noise reduction measures that have a regional of local effect. The final agreement of the Alderstable is in principle one-on-one accepted by the Cabinet and the Parliament. For a visualization, see Figure 10.
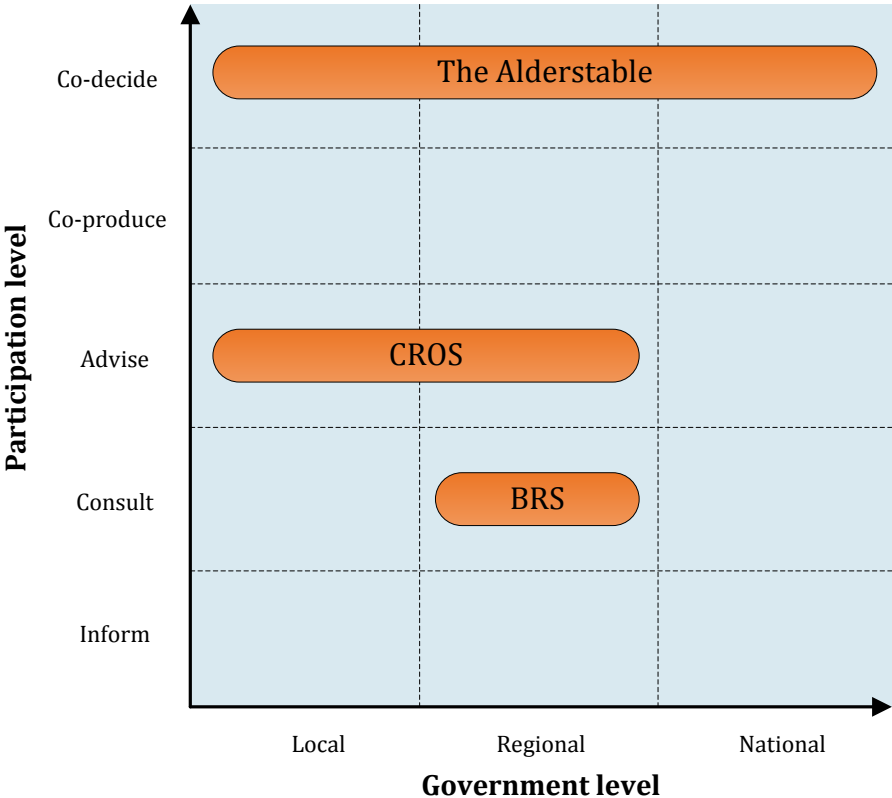
Figure 10: The unconventional types of participation of the Schiphol Airport development policy process

3.3 Participation in other comparable policy processes

In this paragraph, an overview is given of other examples of policy processes which are comparable to the Schiphol Airport development policy process. First, some other Dutch policy processes are compared and second, some foreign airport policy processes are compared. For the analysis, again the framework from the previous paragraph is used, which identifies the participants, characteristics of the policy process and the policy outcome, if that is applicable.

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3.3.1 Comparable Dutch policy processes

The Schiphol Airport development policy process is a unique policy process. The predecessor of the Alderstable was TOPS, so that policy process is analyzed in this sub paragraph. Another successful policy process with unconventional participation under the lead of Hans Alders is the Project Mainport Rotterdam. A third consultation that is viewed, is the SER (*Sociaal-Economische Raad*, the Social-Economic Council), because it is a successful consultation which has already come to many advices the past few decades. Finally, the social consultation is viewed, which is a very recent polder consultation between the government, employers and employees on national social policy. These policy processes have been selected because they are mentioned in one of the interviews and in addition, TOPS, Project Mainport Rotterdam and a commission of the SER are identified as green polder consultations by Weggeman (2003).

TOPS

TOPS was a temporary consultation platform that had to come to a unanimous advice to the Minister on the development of Schiphol Airport. It started in January 1999 with the following participants (Weggeman, 2003):

- Schiphol Airport N.V.;
- KLM;
- Charter carriers (Martinair);
- BARIN (Board of Airlines Representatives in the Netherlands);
- Environmental organizations (SNM (Foundation Nature and the Environment, *Stichting Natuur en Milieu*), Milieudefensie, Milieufederatie North-Holland);
- PLRS (*Platform Leefmilieu Regio Schiphol*, Platform Living environment Schiphol Region, a platform of local residents);
- FNV (*Federatie Nederlandse Vakbeweging*, a Dutch trade union federation);
- VNO-NCW (*Verbond van Nederlandse Ondernemingen en het Nederlands Christelijk Werkgeversverbond*, the largest Dutch employers organization);
- Municipality of Haarlemmermeer;
- Municipality of Amsterdam;
- Municipality of Aalsmeer;
- The province of North-Holland;
- CGS.

The consultation was chaired by Hans van der Vlist, former deputy for environmental affairs of the province of South-Holland.

The Parliament wanted some tranquility regarding the Schiphol-file, but the responsibility for decision making remained in the hands of the Ministerial project team during the TOPS-process (Huijs, 2011). Van Buuren et al. have defined some important characteristics of the TOPS process (Van Buuren, Boons, & Teisman, 2012):

- TOPS was separated from running processes;
- Boundaries of the problem scope were given on beforehand;
- TOPS had the competence to advise the minister about various policy initiatives;
- There was indirect participation of inhabitants;
- The Ministry was not an active party, only an observer;
- There were possibilities for forum shopping;

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- There was no control over the implementation of the policy proposals.

It was rather unclear whether TOPS would only have the role as advisory body or also to co-produce policy (Weggeman, 2003). Afterwards, it can be seen as an advisory level of participation. The idea was to advise about the further development of Schiphol Airport in relation to the environmental standards, so this is an issue of national importance.

After a few months, a preliminary advice was agreed (Van Houten, 1999). It was not a unanimous advice, because the environmental organizations and the local residents did not agree, because it included an enlargement of the environmental standards. This also led to a tensed relation between Schiphol Airport and the environmental organizations, but the participants were in the opinion that they could continue the consultation.

What happened a few months later was that aviation sector parties did not want to continue to discuss the medium term development of Schiphol within TOPS (Weggeman, 2003). During a political debate, the prime minister set a deadline for the Schiphol decision making process; it had to be ready before the end of the year. The environmental organizations and the local residents stated that the Cabinet was slowly working towards a further growth of Schiphol to 600.000 aircraft movements a year. After a meeting with the involved Ministries, the environmental organizations and local residents decided to quit TOPS. During the next TOPS meeting, all participants decided unanimously that the TOPS policy process would be substantiated.

Van Buuren et al. concluded that TOPS was not able to create a certain degree of embeddedness in the existing complex governance system, mainly because of a too low investment in realizing the connections between the new collaborative governance arrangement and the compounded existing subsystems in the governance system (Van Buuren et al., 2012).

Weggeman also has some important comments on the TOPS process (Weggeman, 2012):
- From the start of the policy process, the framework was unclear;
- There is some overlap with the consultation of CGS, where the same discussions are present;
- There is overlap with the ministerial project team, because they wanted to do the implementation of the decisions on the environmental norms at their own.

In the end, TOPS brought parties together. It is remarkable that local residents, environmental organizations and employers and employees organizations participated in the process, because they have diverging interests, also compared with the aviation sector parties. In the end, it did not succeed in bringing parties close enough to reach an agreement. This can be explained by the separation of the policy process from running processes, the short timeframe, the lack of willingness to make concessions, no agreements on the control of the implementation of the decisions and the 'hidden agenda' of the aviation sector parties and the Ministry, leading to a certain level of distrust for the environmental organizations and local residents.

Project Mainport Rotterdam

A more successful policy process was the Project Mainport Rotterdam (PMR), which has been discussed by the Summit meeting and the ONR (Non-State parties Consultation, *Overleg Niet-Rijkspartijen*) in 1999. The ONR had the following participants (Weggeman, 2003):

- Environmental organizations (Consept, Association of Natural Monuments (*Vereniging Natuurmonumenten)*, SNM);
- ANWB (Dutch automobile association, *Algemene Nederlandse Wielrijders Bond)*;
- FNV;
- VNO-NCW;
- NDL/HIDC (Holland International Distribution Council, *Nederland Distributieland)*;
- Municipality of Rotterdam;
- City region of Rotterdam;
- The province of South-Holland;
- Union of Water Boards.

The Summit Meeting had the following participants (Weggeman, 2003):

- The five involved Ministries;
- The project organization of PMR.

The process first started with a consultation with all the above participants, and the Minister of Transport as the chairman (Weggeman, 2003). Individual citizens did not play a role in the participation (Edelenbos, Domingo, Klok, & Van Tatenhove, 2006). The goal was to have an active discussion with public and societal groups. A process covenant was drawn, with the following important starting points (Gemeente Rotterdam, 1999):

- The process is aimed at supporting the Minister with an advice, the Minister controls the process and is responsible;
- The focus is on the strategic and conditional main points, the implementation takes place in close cooperation with the involved parties;
- Participants are representatives of large grassroots, they can provide input on everything they find important;
- During the process, it is tried to reach consensus, but for the decision making on the advices, a majority of votes is sufficient, a different opinion will be included in the advice.

The environmental organizations refused to acknowledge these starting points. Hans Alders came in as a mediator and the following important starting points were added (Weggeman, 2003):

- There will be an active participation of the Minister;
- There will be no overlap with other consultations;
- There will be an independent chairman and secretary;
- Clarity about the input of non-State parties and the way to deal with this input regarding the decisions that have to be made;
- Involvement in the structuring, outsourcing and interpretation of researches;
- The consultation may not be used as a signal to the Parliament that 'everything is okay';
- Participation does not mean that it is not allowed anymore to appeal.

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From now on, two separate consultations were started: the Summit Meeting and the ONR in a more active role, with the goal to present an advice to the Minister (Weggeman, 2003). Thus, there was an advisory level of participation on the development of the harbor of Rotterdam, an issue of national importance.

Finally, the ONR reached a successful policy outcome, because they came up with a unanimous advice to the Summit Meeting and the Cabinet. It had the characteristics of a package deal with the condition that the advice would be rejected if the Cabinet or the Parliament would not accept certain parts of the advice or if one of the participants would withdraw (Overleg Niet-Rijkspartijen, 2001). The advice was not only on the further development of the harbor of Rotterdam, but also about an integral improvement of the region of Rotterdam (SER, 2001a). At first, the Cabinet was not willing to accept the advice, but after a motion of the Parliament, the Cabinet accepted the advice in the end and translated it into national policy (Edelenbos et al., 2006). That means the level of participation was actually co-producing. After finishing the advice, the ONR decided that their role would be more monitoring.

A success of the ONR was that the connections between the different consultations and decisions were well connected (Van Gils & Klijn, 2007). It is remarkable that environmental organizations, transport organizations and employers and employees organizations participated in the process and reached a unanimous agreement, because they have diverging interests.

In the end, some farmers and fishers appealed at the Council of State and eventually won their case in 2005 (Gemeente Rotterdam, 2007). Except for this 'mistake' to not involve farmers and fishers in the process, the ONR consultation was a success, mainly due to an open process, good connections between the different consultations and decisions and courage of participants to stick their necks out (Weggeman, 2003).

Social-Economic Council
Another successful consultation is the SER, the Social-Economic Council. In the Netherlands it is known as the most famous polder consultation, established in 1950 by law (Dankers, Van Bavel, Jaspers, & Peet, 2010). It consists of three delegations: employers organizations, trade unions and independent members who are appointed by the government. All three delegations have 11 seats each; the division of the seats for the employers organizations and trade unions is as follows (SER, 2013):
Employers organizations
- VNO-NCW: 7 seats
- MKB (*Midden- en Kleinbedrijf*, organization for small and medium enterprises*)* Netherlands: 3 seats
- LTO (*Land- en Tuinbouworganisatie*, organization for agriculture and horticulture) Netherlands: 1 seat

Trade unions
- FNV: 8 seats
- CNV (*Christelijk Nationaal Vakverbond*, federation of Christian trade unions): 2 seats
- MHP (*Vakcentrale voor Middengroepen en Hoger Personeel*, trade union for managerial and professional employees): 1 seat

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Currently, Wiebe Draijer, a managing partner of McKinsey & Company, is the chairman of the SER and he is supported by a secretary. The chairman is one of the independent members of the Council. The SER gives the Cabinet and the Parliament requested and unrequested advices on national socio-economic policies (Dankers et al., 2010). The SER clearly has an advisory level of participation on socio-economic issues of national importance.

The SER gathers almost weekly and also knows several committees and working groups with participants of the three delegations and sometimes participants from other organizations, such as environmental organizations, the Consumers Association and the CSO (*Centrale Samenwerkende Ouderen*, the elderly association). The committees present their advice to the Council. The SER advises to the Cabinet, who are obliged to respond to these advices.

Some important starting points of the SER consultations are (Rijksoverheid, 1950):
- Members vote without consulting their grassroots, with regard to the public interest;
- It is tried to reach consensus in every consultation, but for the decision making, a majority of the votes is sufficient.

In addition, the SER knows some important Rules of Procedure (SER, 2001b):
- Proposals for decisions or advices are done by the executive board, a SER-commission or at least three SER-members;
- All members can propose amendments for a certain decision or an advice.

The SER has already delivered around 1000 advices, some even with other stakeholders such as environmental organizations, so that can be seen as a success. This is mainly due to the establishment of the consultation by law for more than 50 years now, with all related procedures and rules. Individual residents do not participate in the SER consultation. Remarkable about the SER is that the employers organizations and trade unions that have a great difference in interests meet each other and together with the independent members come to several advices without further involvement of the government.

Social consultation
In 1945, the Foundation of Labor has been founded with the goal to promote good labor relations (Stichting van de Arbeid, 2013a). The foundation has a central place in the preparation and shaping of government policy. The following organizations are members of the foundation:
Employers organizations
- VNO-NCW: 4 seats
- MKB Netherlands: 2 seats
- LTO Netherlands: 2 seats
Trade unions
- FNV: 4 seats
- CNV: 2 seats
- MHP: 2 seats

The foundation gathers around twice a year and also has several working groups. Decisions are only made with more than ¾ of the votes (Stichting van de Arbeid, 2013b). It has some similarities with the SER, but important differences are (Stichting van de Arbeid, 2013c):
- The SER is governed by public law, where the foundation is a private organization;

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- The SER has three delegations, whereof one with independent members, while the foundation has two delegations: the employers organizations and trade unions;
- The SER is an advisory body on socio-economic policy for the Cabinet and the Parliament, while the foundation offers a place for negotiations between employers organizations and trade unions, leading to a requested or unrequested advice for the government or other institutions.

At the end of 2012, a new round of social consultation with the Cabinet has been started to restore trust and gain broad support for their national policies. The above six organizations sent their chairmen which were supported by at least one member, and they gathered with five Ministers from the Cabinet. At the start, there was no concrete agenda and no concrete agreements were expected, it was only seen as a symbolic value and a way to rebuild trust (Herderschêe & Du Pré, 2012). This can be seen as a consultative level of participation for national policies.

The Cabinet stated that it is committed to a collaborative approach with the social partners to solve the problems in the labor market and they want to have an open discussion with the Coalition agreement as a framework (Ministerie van Sociale Zaken en Werkgelegenheid, 2012).

After a while, the chairman of the FNV stated that the Cabinet was executing their own plans without consultation and in this way, the social consultation did not make any sense (Herderscheê & Troost, 2013). The Prime Minister convinced the chairman of the FNV to continue with the social consultation (NOS, 2013a). In the first phase, only the employers organizations and trade unions discussed about an agreement (Zantingh, 2013). However, there was a lot of contact with the Cabinet separately as well.

Later in the process, the Cabinet stated that they attached great importance to reach an agreement with the social partners (Rijksoverheid, 2013a). They expected an agreement before the end of March and when that could not be met, there would be a new situation (Volkskrant, 2013). This has led to a new level of participation: at least an advisory level.

In March, the foundation gathered to discuss the progress of the social consultation, which led to the statement that in April, more clarity could be given (Stichting van de Arbeid, 2013d). The Cabinet stated a few days later that the consultation could take some more weeks and explicitly did not mention a target date (Rijksoverheid, 2013b). The consultation had a complex agenda and the Cabinet desired a broad support.

Some political opposition parties requested for a deadline for the advice and wanted the Cabinet to be more stringent towards the social partners (Visser, 2013). Otherwise there would be too less time to have a responsible democratic process to determine the budgets for 2014, because the European deadline would be at 1 May 2013.

At 11 April, a final agreement has been made between the employers organizations and the trade unions. The same day, negotiations with the Cabinet started as well and an agreement between the three delegations could be made (Van Kampen, 2013). In the end, the social consultation has produced policy proposals which were accepted by the Cabinet; however they deviated to some extent from the starting points of the Coalition agreement (Rijksoverheid,

2013c). That means the level of participation has increased even more: to a co-producing level. The agreements still have to be translated one-on-one in national policy, though.

A remarkable characteristic of the social consultation is that the employers organizations and the trade unions with a great difference in interests come to policy proposals to solve problems in the national labor market. For the two delegations, the Coalition agreement was unacceptable, so every change would be a better option. In addition, the employers organizations and trade unions have more often collaborated and reached agreements, in the SER. The Cabinet now has a broad support for the measures that are agreed upon, but that are not 100% the measures they had in mind. Finally, individual citizens were not involved in the social consultation.

3.3.2   Comparable foreign airport development policy processes

In foreign countries, national governments have to deal with airport development policy processes as well. Teisman states that policy making in Germany and the United Kingdom has shifted more from government to governance, with a greater focus on networks and strategic alliances (Teisman, 2000). In the United States, stakeholders in airport operations participate extensively in the decision making process (De Neufville & Odoni, 2003). But there is a wide range of airports and they have different approaches in community relations and public participation programs, some are more successful than others (De Neufville, personal contact, 2013). In Australia, there is a difference between publicly and privately owned airports, but the decision making is very top-down: the Federal Government always makes the final decision (Baker, personal contact, 2013). In the United Kingdom, the policy process for London Heathrow Airport is currently very exciting and involves people at the highest level of government (Daly, personal contact, 2013). In Germany, at Frankfurt Airport, the stakeholder management is also very important, and in the past, several times mediation has been applied (Hotes, personal contact, 2013). Therefore, the policy process for the development of Schiphol Airport is compared with the airports of Frankfurt and Heathrow, also because it is expected they have a high degree of similarity.

The Frankfurt Airport Forum Flughafen und Region (FFR)
Before analyzing the Frankfurt Airport policy process, the culture of Germany is compared with the culture of the Netherlands, because cultural differences can also determine whether unconventional participation is applied. Regarding the power distance index, it can be stated that the score of the Netherlands and Germany is more or less at the same level: the Netherlands has a score of 38, while Germany has a score of 35 (Hofstede & Hofstede, 2005). Germany is a decentralized country, supported by a strong middle class. A great difference in level of masculinity can be observed: the Netherlands has a masculinity score of 14, while Germany has a masculinity score of 66 (Hofstede & Hofstede, 2005). That means that Germany is more driven by competition, achievement and success. In addition, the level of individualism is a little lower in Germany: 67 versus 80 in the Netherlands (Hofstede & Hofstede, 2005), which means that the German society is less individualistic, but still with a strong belief in self-actualization. Finally, in the early 2000s, German citizens were not involved in politics and since then, the political culture was to involve citizens more in the policy process (Gegechkori, 2011). It can be stated that in Germany, politicians are more expected to be decisive and assertive, regarding the high level of masculinity, which means that unconventional participation is less likely than in the Netherlands.

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Frankfurt Airport is located in the State of Hessen, which has more than 6 million inhabitants (Statistische Ämter des Bundes und der Länder, 2013). Because of the layered government structure of Germany, Frankfurt Airport mainly is the responsibility of the State of Hessen, which can be seen as a region of the federal state of Germany. The development of Frankfurt Airport knows quite some mediation processes and consultations (Hotes, personal contact, 2013). Three of these processes and consultations are discussed below: first, the mediation process between 1998 and 2000, second, the Regional Dialogue Forum (RDF) and third, the Forum Airport and Region (FFR). The focus is on the FFR, because that is the current consultation regarding Frankfurt Airport.

First, in 1997, Lufthansa recommended expansion of Frankfurt Airport due to an expected lack of capacity (Wempe, 2012). In 1998, the Prime Minister of the state initialized a mediation process, which started in the same year. Mediation was chosen because of the bad experiences in the past, while constructing another runway.

The consultation had the following participants (Wempe, 2012): representatives of towns and cities, NGO's (Non-Governmental Organizations), representatives of the economy, Frankfurt Airport, Lufthansa, Air Traffic Control, the Federal Ministry of Transport, the State Ministry of Environment, the State Ministry of Transport and the Board of Airline Representatives in Germany. The level of participation can be regarded as consulting, because the goal was to reach an agreement.

The process was guided by three mediators. There were three working groups: traffic, economy and ecology, health and social matters. The basic question that the mediation group tried to answer was: how can the airport develop and grow without impairing the environment and the quality of living in the region too much? (Garcia-Zamor, 2001)

In total 24 meetings where 20 studies were assigned and 15 hearings were carried out. It resulted into an agreement in 2000 about expansion of the airport with an optimization of the existing system, an anti-noise pact with measures to mitigate noise, a night flight ban and continuation of the dialogue process in the RDF. Lindblom states that the powerful position of the business elites often tends to 'impair' the democratic decision-making process and affects the policy outcomes in favor of the elites (Lindblom, 1990).

Second, the consultation continued in the RDF, which consisted of 33 participants: representatives of towns and cities, NGO's, industries, Frankfurt Airport, Lufthansa, Air Traffic Control, churches and unions. The RDF had the following main tasks (Wempe, 2012):
- Continuation of the dialogue;
- Objectification of the discussion by information and expertise;
- Guidance to approval procedures;
- Keeper of the mediation results.

There were five project teams: anti-noise pact, optimization, ecology and health and long term perspectives. The RDF has met 57 times to discuss about and decide on outcome of the project teams' work. In total, 19 studies were ordered and 20 hearings took place. In addition, a citizen's advice bureau was built up as a liaison agency and information center.

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It resulted into a new agreement in 2007 on the construction of a new landing runway, including a permission to have some aircraft movements at night.

Third, in 2008, the FFR was installed, as a follow-up of the Regional Dialogue Forum. The participation level stayed the same: a consultation concerning regional and local issues resulting from Frankfurt Airport. In 2011, the new runway was opened, but also the Higher Administrative Court has decided on a night flight ban. In 2012, the Federal Administrative Court decided that 133 aircraft movements are possible between 22.00 and 23.00 hour and between 5.00 and 6.00 hour.

The FFR has a very clear structure, with a Board of Directors consisting of one independent member, a representative of the aviation industry and a representative of towns and cities (Forum Flughafen & Region, 2013a). The steering committee is the decision making body, which consists of members of the executive committee, representatives of the State Chancellery, the State Ministry of Transport, an expert group and an Aircraft Noise Commission. The expert group consists of representatives of Frankfurt Airport, Lufthansa, Air Traffic Control, pilots, research institutes, authorities and towns and cities. It focuses on active noise abatement by identifying and analyzing active noise mitigation measures. Next to that, there is a Convention with around 60 representatives of affected municipalities, aviation sector, state political parties, environmental and local NGO's, a citizens group in favor of aviation, trade associations and churches. A citizens group against aviation is member of the FFR, but they are not active. Individual citizens are not included in the Convention. Finally, there is an environment and communication center, for information and administration. For a visualization of the consultation structure, see Figure 11. For an overview of all participants, see Appendix F.

Figure 11: Frankfurt Airport consultation structure

The State has provided a budget of 265 million Euros for a regional fund, particularly for passive noise abatement. The suggestion of the FFR is to give 60% of the funds to private households and 15% to public facilities such as schools and kindergartens for noise insulation and 25% to towns and cities for community development (Wempe, 2012). These are clearly issues of regional and local importance. The Convention is not a decision making body, but intended for a discursive dialogue.

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The FFR does not have any formal power but can act as an independent body doing qualified work (Wörner, 2013). The FFR knows the following important Rules of Procedure (Forum Flughafen & Region, 2013b):

- Board decisions are made unanimously;
- The steering committee tries to achieve consensus;
- For decision making, a qualified majority is sufficient, which means that a majority of the members present agree and none of the present chairman of the forum rejects the proposed decision;
- The Convention is not a decision making body;
- The Convention deals particular with issues related to the expansion of Frankfurt Airport, issues related to the economic development of aviation, noise and actions and achievements in the area of active and passive sound insulation, regional funds property management, compensation, the results of monitoring and future developments in the region and the airport;
- The Board may invite other persons as guests or speakers to the Convention;
- The agenda of the Convention meetings is determined by its Board;
- Participants of the Convention are invited to submit suggestions for topics to Convention sessions, the Board takes the suggestions into account when drawing the agenda, where relevant for the FFR;
- The expert group takes decisions by a simple majority of the present members;
- Decisions of the expert group are not legally binding;
- Substantive decisions of the expert group require confirmation of the steering committee;
- The expert group can propose reports and researches.

The mediation processes and consultations have been quite successful, except the problems with the night flights. Furthermore, local residents are not very happy with the current policy process and its outcomes. Local action groups have joined forces and protest almost weekly in a terminal of Frankfurt Airport against the excessive airport expansion and demand a ban on night flights (Flörsheim-Hochheim, BI, 2013). Regarding the FFR, it is still remarkable that around 60 participants in the Convention meet each other and try to find shared recommendations. At the same time, such a large number of participants is very difficult, because it is almost impossible to hear everybody (Fraktion Bündis 90/Die Grünen, 2008). It is quite an achievement that organizations from all directions are involved: aviation parties, regional and local authorities, political parties, environmental organizations, a citizens group in favor of aviation, business organizations and churches, all with different interests. Finally, the hierarchy can have some disadvantages, because it is difficult for the Convention to propose subjects or decisions that actually are agreed upon. Finally, the FFR does not have any formal power, so the level of participation is not very high, but regarded as consulting.

The Heathrow Airport Consultative Committee (HACC)
Before analyzing the Heathrow Airport policy process, the culture of the Netherlands is compared with the culture of the United Kingdom, because cultural differences can also determine whether unconventional participation is applied. Regarding the power distance index, it can be stated that the score of the Netherlands and the United Kingdom is more or less at the same level: the Netherlands has a score of 38, while the United Kingdom has a score of 35 (Hofstede & Hofstede, 2005). The power distance score of the United Kingdom is quite low,

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despite the historical British class system. A great difference in level of masculinity can be observed: the Netherlands has a masculinity score of 14, while the United Kingdom has a masculinity score of 66 (Hofstede & Hofstede, 2005). That means that the United Kingdom is more driven by competition, achievement and success. In addition, the level of individualism is a little higher in the United Kingdom: 89 versus 80 in the Netherlands (Hofstede & Hofstede, 2005), which means that the UK society is a little more individualistic, with a strong belief in personal fulfillment. Finally, distrust in politics appears to be a long standing phenomenon in British politics (Jeffreys, 2007). Political partisanship has declined 40% between 1964 and 2006 (Whiteley, 2012), while participation in consumption and contact politics, boycotting goods and contacting the media, have grown (Pattie, Seyd, & Whiteley, 2003). It can be stated that in the United Kingdom, politicians are more expected to be decisive and assertive, regarding the higher level of masculinity, but citizens are already involved in policy making for a longer time. This means that unconventional participation is a little less likely than in the Netherlands.

In the 1980s and 1990s, new stakeholders entered the policy arena of the United Kingdom and the discourses of liberalization, deregulation and global commercialization fragmented traditional hierarchies across civil aviation (Caves & Gosling, 1997). Airports were growing, while the resistance and protests increased. Local protest groups went to the European Court of Human Rights and initially won a judgment over the regulation of night flights (Torfing & Marcussen, 2007). The government of the United Kingdom recognizes that what happens around airports really matters to the communities who live and work there, and a national aviation policy can only be successful if it provides a sensible approach to addressing the concerns of communities (Department for Transport, 2013). There is currently a range of mechanisms for airports to engage with key stakeholders in the local area, including Airport Consultative Committees, airport master plans, airport transport forums and airport surface access strategies. Local community groups felt there was room for improvement of the existing mechanisms. The government therefore point out some improvements (Department for Transport, 2013):

- The Government expects all airports and aerodromes to communicate openly and effectively with their local communities about the impact of their operations;
- Membership of Airport Consultative Committees varies, but in line with the legislation always includes representatives from local authorities, local community groups, which may include resident groups, and users of the airport: airlines and passengers;
- The Airport Consultative Committees should remain flexible, proportionate and non-prescriptive and wants to ensure that existing good governance and working arrangements are not upset;
- Noise management has to be done with greater transparency, trust and local accountability of airports to local communities affected.

London Heathrow is the most important hub airport of the United Kingdom (Heathrow Airport, 2013). Regarding the Heathrow Airport policy process, four consultations are regarded: the Airports Commission, the Parliamentary Commission, the Noise and Track Keeping working group and the HACC. The focus is on the HACC, because that is the current main consultation regarding Heathrow Airport.

First, to study the expansion of London's airports, the government has installed the Airports Commission, consisting of five independent experts and a chairman (Topham, 2012). This

cannot be regarded as a form of participation, because no other societal organizations participate in this process. The Airport Commission should identify and recommend to the government the options for maintaining the UK's status as an international hub for aviation. The government takes the final decisions about national policy, following the appropriate processes.

Second, there is a Parliamentary commission, consisting of members of all British political parties, which tries to reach an advice on the further development of Heathrow Airport. Recently, they came with an advice to expand Heathrow Airport (Monaghan, 2013). This is also not a real form of participation, because only national politicians participate.

Third, the owner of London Heathrow Airport, BAA, chairs a working group which is called Noise and Track Keeping, which includes representatives of the Heathrow Airport Consultative Committee (HACC) (Flindell & Witter, 1999). Main tasks of this working group are to discuss the use of the noise and track keeping system and to assist the HACC with the interpretation of the results. This consultation is more a working group than a form of participation, because it supports the HACC with interpretations.

Fourth, Heathrow Airport knows the HACC as an independent committee since 1948, which includes around 40 representatives and deputies from local authorities and councils, environmental, consumer and tourism groups, groups representing passengers, the business community, airlines, independent members and the government as an ex-officio member (Heathrow Airport Consultative Committee, 2013a). Individual citizens or citizens groups are not involved in the HACC. Residents are supposed to be represented by the local authorities and councils. For all participants, see Appendix G.

The HACC has an independent chairman who is supported by a secretary and an advisor. The HACC gathers around six times a year. The HACC knows four sub-committees: the Passengers Services sub-committee, the Surface Access sub-committee, the General Purposes & Economic Issues & Forward Policies sub-committee and the Environment and Local Issues sub-committee (Heathrow Airport Consultative Committee, 2013b). For an overview of the consultation structure, see Figure 12.

Figure 12: Heathrow Airport consultation structure

Finally, Heathrow Airport managers regularly attend public meetings where noise issues are discussed. These consultation mechanisms change from time to time.

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The HACC knows the following important Rules of Procedure (Heathrow Airport Consultative Committee, 2013c):

- The HACC provides a forum where all subjects can be discussed concerning the development or operation of Heathrow Airport which have an impact on its users and the people that live and work around the airport;
- The consultation is a positive and interactive process aiming to allow the efficient operation at the airport while moderating its impact on the local community;
- If the Managing Director of Heathrow Airport is unable to accept a recommendation of the Committee, and if, after discussion, when the Committee desires that, the Managing Director undertakes to bring the recommendation to the Board of Heathrow Airport;
- There is room for 'any other business' on the agenda, but this must be limited to minor matters and when any issues are present, this must be notified to the chairman;
- Any major matter which members want to raise, except in cases of urgency, must be notified to the secretary at least 17 days before the meeting.

Expansion of Heathrow Airport seems to have been politicized: at London Heathrow Airport, a third runway and a sixth terminal were planned by the Labour Government in 2009 (Butcher, 2012). In 2010, there were General Elections during which the Conservatives and the Liberal Democrats campaigned to block the expansion of London Heathrow Airport. After the General Elections, the Conservatives and Liberal Democrats had a majority and so they abandoned the airport expansion plans. Airlines operating from London Heathrow Airport, commerce in the capital and BAA, the private owner of London Heathrow Airport, were very disappointed with the change of policy (BBC, 2010).

The HACC clearly knows a consultative level of participation. The HACC is a public forum, which provides information exchange and has discussions about issues resulting from Heathrow Airport, which is mainly focused on regional issues such as noise, noise complaints, air quality and sometimes on national aviation policy frameworks (Heathrow Airport Consultative Committee, 2013d). Participants are mainly informed and can discuss these issues. No real decisions are made; recommendations are done to the Managing Director of Heathrow Airport. Decisions regarding the expansion of Heathrow Airport purely take place in the political arena. Some parties are skeptical about the value of the government's consultation (London Green Party, 2008). The broad composition of the HACC is remarkable, including participants all directions in society, except the local residents. The amount of 40 participants is rather high, which can make it difficult to hear everybody, just like in the Frankfurt Airport consultation.

3.4 Similarities and differences with the Schiphol Airport development policy process

All Dutch and foreign airport policy processes with unconventional have been described. In this paragraph, they are characterized in the framework that has been provided in 3.1. After that, a comparison of these policy processes with the Schiphol Airport development process is made, with a focus on the Alderstable, because that is the most important decision making body in the Schiphol Airport development policy process. First, the participants are compared, second the level of participation and level of government and third the characteristics and policy outcome, following the framework that has been presented in 3.2.

Regarding the participants, TOPS shows the most similarities with the Alderstable. The number of participants at TOPS is a little broader than that of the Alderstable, for example with the addition of environmental organizations, employers organizations and employees organizations. The Ministry was not directly involved in TOPS. The most important difference in interests at TOPS is between the environmental organizations and the aviation sector parties. In the end, the environmental organizations together with the local residents left TOPS, leading to its suspension.

The participants of PMR are quite similar to the participants of TOPS, but then of course without the aviation sector parties, but also without the involvement of local residents. The Ministry was included in the consultation later on, after a request of the environmental organizations. Another similarity is that the chairman of PMR was also Hans Alders.

The SER and social consultation almost have the same participants: employers organizations and trade unions, where the SER also has some independent members. Both consultations do not have any involvement of citizens. In the first and the last stage of the social consultation process, the Cabinet also joined the negotiations. The SER is an independent body and does not have any involvement of the national government. Despite of the large difference in the interests of the participants, both consultations have come up with unanimous advices.

Compared with the foreign airport consultations, the Alderstable has a very smaller composition of participants. Frankfurt Airport also involves churches, environmental organizations, a citizens group in favor of aviation, business organizations and political parties, while Heathrow airport also involves environmental organizations, consumer and tourism groups, groups representing passengers and the business community and does not involve any local residents or resident groups. It has to be noted that these consultations show more similarities with the CROS than with the Alderstable, but then without the involvement of local residents.

Regarding the level of participation, the Alderstable knows the highest level of participation of all policy processes that are analyzed in this research. Participants at the Alderstable initiate, negotiate and co-decide about policy proposals. Most Dutch policy processes are advising, while the PMR and social consultation can be regarded as a co-producing policy process in the end. The foreign airport policy processes can be regarded as consultations and therefore a very lower level of participation than the Alderstable. Making decisions regarding the development of the airport is more top-down and because of the masculine culture more the responsibility of politicians in these foreign airport policy processes, especially for Heathrow Airport. The consultations of Frankfurt Airport and Heathrow Airport with stakeholders are more similar to the BRS and CROS.

The Alderstable co-decides about issues of all three government levels: national, regional and local. The social consultation co-produces on a national level, while TOPS and the SER advise on national issues. The PMR co-produced policy both on the national level as on the regional level. The two foreign airport consultations both discuss regional and local issues. In that way, they are also more similar to the BRS and the CROS.

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With regard to the characteristics, TOPS logically shows the most similarities with the Alderstable process, because it is the Alderstable predecessor. Van Buuren et al. have defined some differences between TOPS and the Alderstable (Van Buuren et al., 2012):

- TOPS was separated from running processes, while the Alderstable was intertwined with running processes;
- The boundaries of TOPS were given beforehand, while the boundaries of the Alderstable are redefined during the process;
- TOPS had the competence to advise the minister about various policy initiatives, while the Alderstable had also the competence to accomplish binding covenants;
- TOPS had known indirect participation of inhabitants while the Alderstable knows direct participation of inhabitants;
- TOPS had no active participation of the national government, while the government has a binding participation at the Alderstable;
- At TOPS there were possibilities for forum shopping, while at the Alderstable there are no possibilities for forum shopping;
- TOPS only advised about policy proposals, while the Alderstable was also responsible for controlling the implementation of the policy proposals.

Regarding the other policy processes, there are some small similarities and differences, but it can be stated that every policy process is tailor-made and has its own specific characteristics.

All policy processes have had a positive policy outcome, except TOPS, because environmental organizations together with the local residents left the consultation. For the foreign policy processes it is a little different, because these policy processes are only discussing subjects concerning the airport and they do not have a formal role and really come to real decisions or advices.

When all policy processes are put in the framework from paragraph 3.1, this looks like the following, see Figure 13. It can be observed that the Alderstable is a unique policy process with unconventional participation.
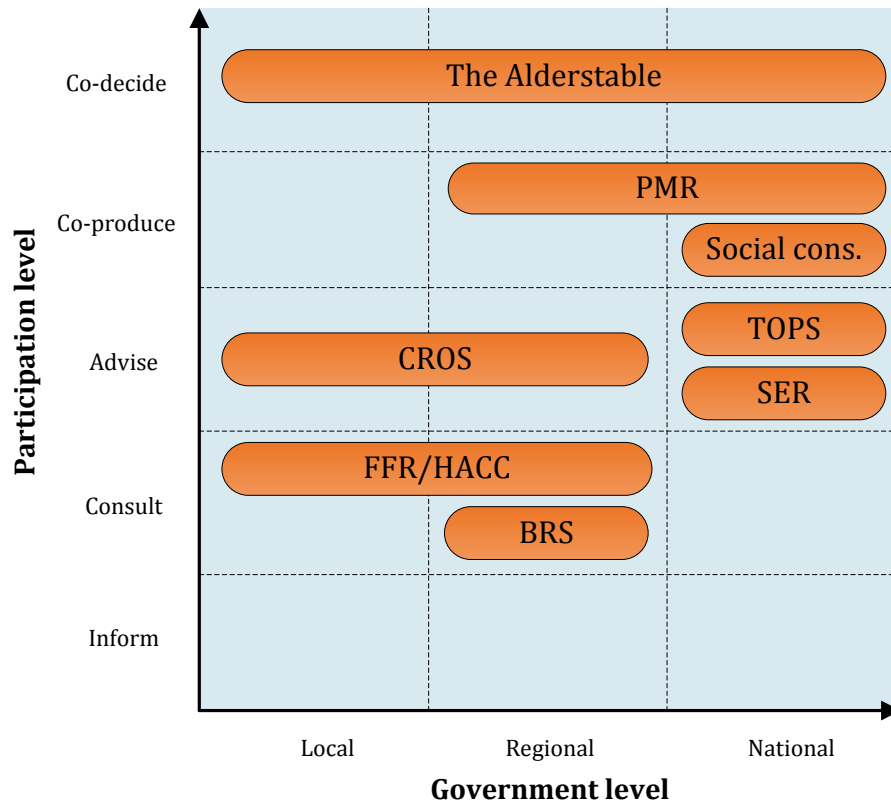
Figure 13: All policy processes in the participation level vs. government level framework

3.5 Conclusions

Several levels of participation can be identified: from informing to consulting, advising and co-production to co-decision. Policy making can take place on three government levels: for national issues, regional issues and/or local issues.

The Schiphol Airport development policy process knows several consultations: the BRS is a consultation that represents regional interests; it is not a real type of unconventional participation, because it has no policy outcomes. The CROS is a consultative and advisory body on regional and local issues and the Alderstable is a deliberative body co-deciding about national, regional and local issues. It is also remarkable that resident representatives appointed by municipalities participate at the CROS and the Alderstable. The advices of the Alderstable are in principle accepted one-on-one by the Cabinet and the Parliament.

Furthermore, it can be concluded that there are some similarities between the Schiphol Airport development policy process and other comparable Dutch and foreign airport policy processes. Of course, every policy process is tailor-made, but for every policy process the most important stakeholders are involved. In some policy processes, the composition of participants is broader than compared with the Alderstable. Especially the two foreign policy processes for large airports of national importance have a broad composition: environmental groups and business groups are involved and for Frankfurt even churches and political parties. A great difference is that both foreign airport policy processes do not involve local residents. That can be explained by the level of participation of these policy processes: the two foreign policy processes are both consulting; they do not have formal power and do not make decisions, while the Alderstable is co-deciding about policy measures. Making decisions regarding the development of the airport is

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more the responsibility of politicians in these foreign airport policies, especially for Heathrow Airport. The foreign airport consultations therefore have more similarities with the BRS and the CROS.

It can be concluded that the Alderstable is a unique policy process, because it knows a very high level of participation, where participants, including resident representatives, are co-deciders of policy proposals for the further development of Schiphol Airport, an issue of national importance. No other policy process has been identified that knows such a high level of participation. PMR has been co-producing about national and regional issues, the social consultation has been co-producing on the national level, but for the social consultation, the agreements still have to be translated into national policy. TOPS and SER are both advising on a national level, while the CROS is advising on a regional and local level. The BRS is a regional consultation representing the interests of the Schiphol region and is not considered as a real type of unconventional participation. The two foreign airport policy processes are consultations regarding regional and local issues and therefore have more similarities with the BRS and the CROS.

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4. Advantages and disadvantages of unconventional participation

The previous chapter elaborated on the structure of the Schiphol Airport development policy process, the several consultations in this process and similarities and differences with other comparable Dutch and foreign airport policy processes. To determine whether unconventional types of participation in the Schiphol Airport development policy process are a positive development, in this chapter the advantages and disadvantages of unconventional types of participation are determined. The most important theoretical advantages and disadvantages of unconventional participation are determined in paragraph 4.1. Furthermore, stakeholders are asked about their opinions regarding the Schiphol Airport development policy process. A qualitative approach is used to give an overview of the opinion of the stakeholders towards the Schiphol Airport development policy process. This is described in paragraph 4.2. In addition, a more quantitative approach is used to determine the perspectives of the stakeholders regarding the current and future Schiphol Airport development policy process by applying the Q-methodology. In paragraph 4.3, the Q-methodology is explained and in paragraph 4.4, the results of the Q-methodology are presented. In paragraph 4.5, the most important advantages and disadvantages of the Schiphol Airport development policy process are described, based on the theoretical advantages from paragraph 4.1. Finally, conclusions are drawn in paragraph 4.6.

4.1 Theoretical advantages and disadvantages of unconventional participation

In this paragraph, the most important theoretical advantages and disadvantages of unconventional types of participation are defined, which are retrieved from literature.

4.1.1 Advantages of unconventional participation

Interactive policy making is used to create support, to enrich the content, to solve problems and to support the participative democracy (Edelenbos, 2000). This support can lead to a more effective and democratic legitimate policy (De Graaf, 2007). In addition, the involvement of citizens in policy making increases the trust in decisions, the quality of the democracy and the strengthening of the citizenship (OECD, 2001).

Interactive policy making is regarded as a possible solution for reducing the gap between citizens and government, for gaining knowledge and expertise from society as input for policy and to improve the quality of the policy (Edelenbos, 2000). It leads to a better understanding of projects and issues (Duram & Brown, 1999) and it integrates various interests and opinions (Griffin, 1999), due to involvement of the most important stakeholders. By having a dialogue between the government and the most affected citizens and organizations, the chances of adopting policies that reflect the needs and preferences of relevant constituencies might be increased instead of the ideological opinion of elected politicians and the technical and bureaucratic concerns of policy experts (Torfing & Triantafillou, 2011). The resistance to implementation will then also be reduced. When interactive policy making is done in a positive way, it can lead to an increase of the faith in the government (Reed, 2008).

4.1.2 Disadvantages of unconventional participation

Duyvendak and Krouwel point out that in practice, the interest groups that participate in the policy process are given a more prominent role than individual citizens (Duyvendak & Krouwel,

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2001). Bovens describes some more disadvantages: the transparency of the policy process can be less, certain types of interest groups are given more power than classical political bodies and process managers and civil servants will have a more prominent role (Bovens, 2000).

Another disadvantage is that the boundary between the political system and civil society will tend to become blurred (Torfing & Triantafillou, 2011). The concern is not the integrity of government, but the integrity of civil society. In addition, citizens are able to hold the government accountable for its actions and inactions in traditional policy making. Within interactive policy making, the actors are representatives of organizations or a part of the society and have no commitment to the public ethos; they have the legitimate right to pursue their own interests (Torfing & Triantafillou, 2011). Another disadvantage is that direct participation of certain stakeholders does not mean they represent 'the people as a whole', where normally 'the people' can influence political decisions only indirect as voters. Unconventional participation can also be used as an excuse for the national government to get rid of the complex policy issue (De Jong & Boelens, 2013), so in that way, it can be classified as a strategic policy tool.

Interactive decision making is a type of direct democracy, which is applied in the game of representative democracy (Klijn & Koppenjan, 2000). This involves a role conflict for political and administrative officeholders because decisions taken by direct participation possess a legitimacy of their own that may challenge the legitimacy of the representational decision-making channel. Furthermore, interactive policy making can identify new conflicts (Kangas & Store, 2003). It is also a possibility that stakeholders are involved who are not representative (Reed, 2008). Two more disadvantages are that it can also be time-consuming and sometimes expensive (Vroom, 2000). When the interactive policy process is done poorly, it can lead to a loss in faith in the government. Interactive policy making can also lead to stakeholder frustration (Reed, 2008).

Finally, some disadvantages of interactive policy making can be mitigated by metagovernance: a reflexive and strategic attempt to govern interactive governance areas without reverting too much to traditional statist governing tools based on command and control (Torfing & Triantafillou, 2011). In addition, cultural, political and historical contexts should also be taken into account (Stenseke, 2009). These contexts are out of the scope of this research, because the focus is mainly on the consultations themselves. A short view on these contexts has been given for the Netherlands and the two foreign airport policy processes.

In Table 1 below, an overview of the identified advantages and disadvantages of interactive policy making is listed.

Advantages	Disadvantages
Higher support for policy	Interest groups in the policy process have a more prominent role than individual citizens
Solve problems	Less transparency of the policy process
Enrich the content	Interest groups have more power than classical political bodies
Support the participative democracy	Process managers and civil servants have a more prominent role
Raise of effectiveness of policy	The boundary between the political system

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	and civil society will tend to become blurred
Raise of democratic legitimacy of policy	Integrity of civil society can be doubted
Increase the trust in decisions	Actors in interactive policy making have no commitment to the public ethos
Can increase the quality of the democracy	Certain stakeholders may not represent 'the people as a whole'
Increase the strengthening of the citizenship	Can be a strategic policy tool
Reduce the gap between citizens and government	Legitimacy of the representational decision-making is challenged
Gain knowledge and expertise from society as input for policy	Can identify new conflicts
Improve the quality of the policy	Stakeholders can be involved who are not representative
Better understanding of projects and issues	Can be time-consuming
Integrates various interests and opinions	Can be expensive
Increase the chances of adopting policies	Can lead to loss in faith in the government
Reduce the resistance to implementation	Can lead to stakeholder frustration
Can lead to increase in faith in the government	

Table 1: Advantages and disadvantages of interactive policy making

4.2 Opinions regarding the Schiphol Airport development policy process

In this paragraph, the outcomes of the interviews are described. The following parties have been interviewed: aviation sector parties inside and outside the policy process, the Ministry of I&E, regional and local authorities, resident representatives from inside and outside the policy process, experts and a former member of the Parliament. For the general interview format, see Appendix H. These interviews are complemented with previous public interviews from 2010 from the magazine 'Sneller & Beter' (Faster & Better) from the Ministry of I&E. Stakeholders have given some comments on the functioning of the several types of unconventional participation in the Schiphol Airport development policy process which are applicable to them. Furthermore, stakeholders have general comments regarding participants and their representation. The output of the interviews is structured in the following categories: opinions about the Alderstable and its decision making, opinions regarding CROS and the BRS and finally opinions about the participants and the representation of participants.

4.2.1   The Alderstable and its decision making

The focus of the interviews has been on the Alderstable, so this has the result that the most comments are concerning the Alderstable. A lot of factors have arisen, so to structure this sub-paragraph, the outputs from the interviews are structured in several subjects that have been put forward by the stakeholders.

Reasons to start the Alderstable

A stakeholder states that the situation before the Alderstable was stuck, everything was considered politically, which did not led to any progress: not for the aviation sector parties that wanted to grow, not for the local residents that wanted more protection of the environment and not for the government that wanted to find a balance between these two interests (Interview I). Decision making on aviation issues has taken place in the Parliament in the past, at that time, all stakeholders stated that there was a need for an integral approach where all interests would be involved in a process that would be separated from the daily national politics (Interview E). The

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current process fulfills these needs. Another stakeholder adds that the Alderstable was a smart move, because there was no majority of political parties in the Parliament that could reach agreement about the development of Schiphol Airport (Interview R). Considering that, the Alderstable solved this problem.

Another stakeholder states that the reason to establish the Alderstable had to do with the construction of the Polderbaan, which had expectations among residents that the noise would be reduced and for the aviation sector parties it meant further growth of the airport (Interview B). In the end, none of these expectations was met, leading to dissatisfied stakeholders and distrust (Interview B). Hans Alders has been given the assignment to bring the parties together, talk with each other and come together out of the deadlock (Interview B). Again, the Alderstable has solved this deadlock to a certain extent.

A further reason to establish the Alderstable is that the noise system was very complex, experts had to explain to politicians how the system worked and that was not an option, so the Alderstable had to fix that (Interview K). Other stakeholders add that the Alderstable has been introduced due to the failure of the CROS (Interview H); (Interview O). The CROS has too much participants and it is not feasible to reach an agreement about the further development of Schiphol Airport.

Uniqueness and success of the Alderstable
Some stakeholders state that this is a unique policy process (Interview A); (Interview G), or at least a success to a certain extent (Interview F). Representatives from Paris Charles de Gaulle Airport come over here and watch how the policy process is arranged, because over there, the policy process is top-down (Interview G). This policy process with the involvement of local residents does not take place in neighboring countries (Interview E). An interviewee adds that the main strength of this policy process is that it is a process with a good discussion which is supported broadly (Interview I). The group at the Alderstable is a little bit smaller, business can be done and it functions well (Interview O). A positive aspect of the Alderstable is that some trust has been recovered compared to ten years ago (Interview P). An added value of the Alderstable is that all information is shared with each other: the information transparency of the airport has increased significantly (Interview J).

It is positive that the Alderstable has led to results (Interview I). The current construction of the CROS together with the Alderstable is regarded as very productive (Interview J). It offers a platform to balance the noise hindrance and the quality of the airport network, where participants give and take (Interview J). The Alderstable is decisive, more decisive than the CROS, with the right participants that have a clear mandate (Interview Q).

Another stakeholder states that the attention is now focused on the Alderstable: to a certain extent it is prevented that individual interests would lobby politicians and that would ensure a less coordinated way of decision making (Interview E). The agreements have provided certainty: the aviation sector wanted to grow and that has been discussed with the stakeholders, independently of the political direction (Interview E).

Compared to earlier committees and consultations, the Alderstable is successful, because it has brought stakeholders together, but whether it remains successful in the long term, that is an

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interesting question (Interview K). If higher ambitions regarding the growth of Schiphol Airport have to be realized, the concept of the Alderstable is unsuitable (Krul, 2010). The risk of such a negotiation process is that the maximum result will not be met and that a solution will be found that satisfies all participants and which has a lower level of ambition (Krul, 2010).

Expectation management
The expectation management for the Alderstable is very clear, because there are clear frameworks (Interview O). Another stakeholder comments that there were high expectations about the Continuous Descent Approaches (CDA) agreements, but which could not be implemented, leading to a lower trust of the region in the aviation sector, especially in the outer area (Interview P). It is clear that a good expectation management is still important.

Delegation of decision making and national vs. regional interest
The delegation of the decision making has been a good choice, because the Parliament would not have been able to achieve such a detailed agreement with this high support (Interview R). The Parliament simply does not have the time to put into this process (Interview R). On the one hand, it can be regarded as inability of the Parliament, because decision making should be the primacy of the Parliament, but on the other hand, and that is also a democratic view, the decision making can be delegated to the body that is able to make decisions (Interview R). A regional problem has to be solved regionally (Interview K). The government has to set a framework of national importance, which cannot be delegated to the regional partners, because it is about national interests (Interview K); (Interview N). The primacy has to be at the politics; they have to make a high-level balance of the several interests and based on the integral balance that has been made at the Alderstable (Interview E). Not all decisions can be made by the Cabinet and the Parliament, because it is not always about a national problem, so a consultation group for the development of Schiphol Airport is needed (Interview N). The general view is that Schiphol Airport has national issues and regional issues and that decision making can be delegated to a body that is representative and able to make these decisions. Some issues cannot even be solved by the national government, because they are regional issues.

Advise/co-decide
The policy for the development of Schiphol Airport is actually made at the Alderstable (Interview I). Officially, it is an advice to the Cabinet, which the Cabinet has to respond to, but the policy is in principle accepted one-on-one (Interview I). If the Cabinet does not accept the policy advice one-on-one, they should not choose for this type of policy making (Interview C). It is also not the intention that the Parliament would adopt some amendments on these advices (Interview C).

The Alderstable in itself does not make the final decisions: the advices are one and indivisible and the Parliament had no other option than to accept those advices (Interview R). In addition, the local and regional politicians have also agreed on these advices. When the local residents would not have agreed on the advices, it was not accepted one-on-one (Interview R). Officially, the Alderstable provides an advice, but in practice, they co-produce and co-decide about the policy proposals.

Citizen participation
The Alderstable and the CROS are ways of citizen participation, which has to goal to reduce the gap between government and its citizens, but what now happens, is that a new gap occurs

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between the residents who participate in the CROS and the residents who they represent (Interview P).

A stakeholder states that in general, there are two types of citizen participation: the first one is that the government presents an initiative and citizens can participate, the second is citizen initiatives, where citizens come with initiatives themselves (Interview P). It could be interesting to work more often with these citizens initiatives in the Schiphol Airport development policy process.

Malfunctioning/context has changed
The Alderstable has functioned well for a while, but the sell-by date is unclear: the starting points have changed and a new time period has started where the Alderstable is not functioning anymore, it shows its vulnerabilities (Interview L). Another stakeholder adds that the context has changed and agreements are made that certain measures have to be ready at the end of 2014, but there is no party courageous enough to say they what they exactly want with these measures (Interview I).

Takes a lot of time
Sometimes, the process takes a lot of time (Interview E); (Interview G); (Interview Q). Since 2008, the participants are trying to further elaborate on the advices, the momentum disappears, the economic and financial crisis has occurred and previous agreements on the CDA's could not be implemented (Interview G). The question rises whether the time invested, is all worth it.

Fragmentation
The Alderstable will not have a future when the trend will be to install a new consultation, commission or working group for every issue (Interview B). That will lead to too much fragmentation, which is not a sustainable model; it is less transparent and less clear. Another stakeholder adds that there are a lot of consultations that are useless or have to be structured in another way (Interview P). There are a lot of doublings in the process, for example regarding the CROS and the BRS, which is not annoying, but tiresome (Interview Q). An alderman has to talk with residents, with city councilors, in the BRS-large, in the BRS-small, at the CROS and at the Alderstable. That takes a lot of time, which is costly.

Transparency and complexity
Hans Alders is a qualified mediator, who does not have a formal status, but does the work of the government in a process that has not the transparency that is expected from a government (Interview B). Political intervention is needed to join the Alderstable, when a stakeholder friendly asks if they can join, the practical argument is given that the consultation will be too busy (Interview B). Another stakeholder adds that the Alderstable for outsiders is a very non-transparent process and for insiders it is a very technologically non-transparent process, take for example the new noise system (Interview P). Further comment of a stakeholder is that the current process is quite complex, especially the legal protection of local residents (Interview J). Of course, it is questionable whether this transparency and complexity would be better in the classical decision making process.

Groupthink
The current structure with CROS and Alderstable is productive, but there is a possible risk of groupthink: a select group of resident representatives and aviation sector representatives who

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are involved deeply and understand the complexity (Interview J). This can lead to a situation where the discussion is not based on what really happens in society or the aviation sector (Interview J). At first, it is positive when participants have a certain degree of groupthink, but the starting points have changed since the beginning of the process and it is questionable whether the group has changed as well (Interview J); (Interview L). One of the stakeholders adds that Schiphol Airport, KLM and LVNL gather so much with each other, which leads to a unity that is totally in favor of Schiphol Airport, resulting in a dilution of everybody's role and responsibility (Interview H).

Alternative policy process
An alternative policy process could also be possible. One of the stakeholders states that it is good to talk with each other, because communication is important, the process is more important than the content (Interview P). It could also be a possibility to adapt the process: the current process as a basis, but then with a reflection party that weighs the interests of the stakeholders on their importance (Interview L). Another alternative policy process could be that the Ministry proposes a concept-policy, presents it to the stakeholders and then take the comments into account and present a final policy (Interview D).

A political process in the Cabinet and the Parliament is also possible, but in the current process, the integrity and continuity has been secured (Interview E). For the policy process in the Cabinet and the Parliament, there is always a political risk. There could be a Minister that states that Schiphol Airport can grow to 600.000 aircraft movements, but there is also a chance that a new Minister will rise and rejects the previous statement (Interview E).

When the Alderstable would not be there, the development of Schiphol Airport would be dependent on the political wind that is blowing, which would lead to a political risk and a high level of uncertainty (Interview E). The classical model will return, with all its consequences, and the Parliament will say they want a broad support and they want to know the opinion of local residents (Interview O).

It could also be a possibility that the government weighs the balances, where it is logical that the interests of KLM are weighed more heavily than the interests of Maastricht Airlines, but the government is also there to protect the small parties (Interview B). It is remarkable that the residents around Lelystad Airport were not included in the decision making, but they do experience the consequences of those decisions: the relocation of aircraft movements (Interview B).

On the one hand, the 'polder' really belongs to the Netherlands, but on the other hand, people should take the responsibility which is given to them (Interview A). Policy can make the culture, when it is agreed that everything is open, participants will talk a long time about everything. It is the responsibility of the government to decide about more environmental space or more noise space (Krul, 2010). They should have the courage to present a viewpoint. At the same time, the government wants a broad support for their decisions.

When the Parliament would have done the decision making again, they would most likely not reach an agreement and the support from the region would be lost (Interview R). The complexity of this file is so large that it cannot be expected from a politician that he or she is

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political responsible for more issues than Schiphol Airport when they participate at the Alderstable (Interview E). The process is very complex and therefore takes a lot of time.

Spatial planning

There is also some disagreement under the stakeholders on the discussion about spatial planning and housing construction around Schiphol Airport. Some stakeholders think that these subjects have to be included in the ORS, without infringing the existing legal responsibilities of regional and local authorities (Interview G); (Interview O). Other stakeholders find it a pure responsibility for the national, regional and local government, which is already a 'three-stage rocket' (Interview Q).

Long term development

A stakeholder states that an additional consultation has to be started that has to discuss the aviation policy after 2015, where the real decisions have to be made about the further development of Schiphol Airport (Interview G). This consultation will consist of aviation sector parties, local residents, regional and local authorities, environmental organization, employers and trade unions (Interview G). It could also be an option to involve this subject in the current policy process.

4.2.2   CROS

The CROS is useful, because there has been a time that there was no discussion, but it is also observed that the role of the CROS has become less clear since the introduction of the Alderstable (Interview D); (Interview G). Other stakeholders say that the CROS now has a less prominent position (Interview K); (Interview O) or say that everybody within the CROS feels powerless, because the Alderstable has taken all the strategic responsibilities and only side-issues are left for the CROS, which has led to dissatisfaction among the CROS-members (Interview F). Other stakeholders are even more critical: the CROS is a talking club where nothing happened (Interview H) or is a 'bedlam' and a 'fig leaf' of the Secretary of State (Interview O).

Some stakeholders think the CROS is a good way of transferring information and create some support (Interview E); (Interview Q). On the other hand, there are a lot of participants in the CROS, with diverging interests which therefore did not led to any decision making (Interview O); (Interview Q). There are also a lot of doublings between the BRS and the CROS, because the same representatives from municipalities participate in both consultations. At the end of 2011, cluster North has left the CROS, because they had to pay a couple of thousand Euros per year for the CROS, while the real decisions were taken at the Alderstable (Interview O). The expectation management at the CROS was wrong, a lot of parties felt frustrated (Interview O). It is a sort of occupational therapy to prevent that stakeholders would protest at the Parliament, it is a diversion tactic (Interview O).

Sometimes, the discussion in the CROS even was not on the development of Schiphol Airport, but on administrative regulations and rules of procedure (Interview P). It also happened that the alderman and the resident representative from the same municipality were arguing with each other, while it is expected that they would have the same goal and interest (Interview O). There was more arguing among resident representatives, there is no real democratic legitimacy because some of the resident representatives speak in a personal capacity and do not have any grassroots where they are accountable to or get an assignment from (Interview O).

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In the current structure, there is a possibility of forum-shopping: it is possible that some municipalities participate in the BRS and do not participate in the CROS (Interview O).

A stakeholder states that the CROS is stuck, because there are two groups around Schiphol Airport: the ones that see the added value of consultation, because it provides solutions to their problem to a certain extent, and the others who just wants to live next to Schiphol Airport, but do not want the airport (Interview N). This is an unsolvable problem, where the second group can delay or block the policy process, which leads that the first group also does not get their solutions (Interview N). That is not a positive development for the individual citizen that wants a solution, but also not for the economy.

One of the stakeholders has comments about the cluster system: it is a rather vague system (Interview Q).

The CROS is useful in sharing information and having a discussion about Schiphol Airport, but their role has become less clear since the introduction of the Alderstable. Changes are needed to improve this situation.

4.2.3   BRS
The BRS is really managerially, administrators balance the interests of local residents and what is good for the economy, with nuanced viewpoints (Interview O). The BRS functions good, a lot of municipalities participate, but the meetings are effective and the discussion at the Alderstable is well-prepared and fed back (Interview Q).

Municipalities around Schiphol Airport have economic benefits, but also have to deal with spatial restrictions (Interview Q). In addition, some municipalities also represent other municipalities or cooperate with other municipalities (Interview O). An appointment in the BRS is that the BRS-delegation represents all BRS-members, but sometimes is happens that a representative comes up for the interests for his or her municipality (Interview O). In general, the BRS functions well (Interview O); (Interview Q). A negative aspect is the tension between the inner area and the outer area and the development that more municipalities in the outer area want to join the BRS (Interview Q), leading to less focus on the inner area, where the noise hindrance is the highest. With so many municipalities, it is difficult to formulate a common viewpoint, it would be a better option to introduce clusters in order to reduce the number of participants or work in clusters (Interview P). In addition, the attendance of the municipalities is dependent on the agenda: when a certain measure affects municipalities from a certain region, all municipalities from that region will attend the meeting (Interview P).

Despite the large amount of participants, the BRS functions quite well. There are already some municipalities that cooperate or represent more municipalities; this could be stimulated in order to create a better structure of the BRS.

4.2.4   Participants
There has been some discussion about several participants in the interviews. To structure this, categories of participants have been added.

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Local residents

At the start of the process, some stakeholders doubted the involvement of local residents, but that doubt has totally been taken away, because local residents have presented themselves as extremely balanced participants who see the importance of the quality of the network (Interview C). In addition, local residents have formulated a residents alternative for the medium long term advice with a clear vision on aviation, not only according to their own interest, but also to the interest of the quality of the airport network (Interview C).

The Parliament has said that it is inconceivable that the CROS operates without local residents, while the regional and local authorities have wanted to get rid of the local residents for several times (Interview G).

Local residents have direct contacts with members of the Parliament (Fukken, 2010); (Interview C). When residents are not heard enough, they will go to the Parliament and then, the Minister must give account to the Parliament (Interview K). That is the mandate of the residents and their way to influence the process (Interview K).

It is questionable whether the government should ask local residents to decide to which extent they can experience noise (Interview D). A lot of power is given to a small group of residents that live in the Schiphol region (Interview I). In addition, local residents often have only one interest (Interview O).

Local residents have to decide through the city council, because it is impossible to talk with all residents (Interview N). Every representation is not democratically elected (Interview N). It is possible to talk with that representation, but they are not allowed to make decisions (Interview N). The Dutch democratic system includes that decision making on the national level takes place in the Parliament and on a local level in the city council, these bodies consist of elected politicians who are responsible to represent their citizens (Interview N). A representation through resident representatives it is not clear how that is secured, they do not have a responsibility and they do not have mandate (Interview N).

Another stakeholder comments that if participation is provided to citizens, they will use that form of participation (Interview E).

Local residents should not be seen as groups with a power to obstruct, but as parties with important and enriching knowledge that can contribute to the discussion (Alders, 2010a). In addition, when it comes down to a legal procedure at the State Council, the government has to show they have followed a careful process (Alders, 2010a).

Despite that some comments can be made on the involvement of local residents from a classic democratic view, most stakeholders appreciate the presence of local residents in the process.

Regional and local authorities

Regional and local authorities are sometimes wrestling with their role, they claim they represent the public interest, but in that case it is also possible to put forward an alderman from another part of the Netherlands (Interview D). Regional and local authorities will always try to achieve something for their region, because it is hard to explain that things will get worse in their region,

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but in the whole region it will get a little bit better (Interview D). The political discussion in the Parliament is now easier, but the political discussion in the city council is getting more and more difficult (Interview D). When an administrator is elected, he or she has the mandate to represent their grassroots, but not the legitimacy to make policy (Alders, 2010a). This legitimacy has to be deserved in the years the administrator makes the right decisions.

There are not doubts that regional and local authorities should join the decision making process.

Economic organizations
Entrepreneurs can also be involved in the policy process, for example by adding the KVK (*Kamer van Koophandel*, the Dutch Chamber of Commerce) (Interview I); (Interview P), because there is a great importance for the regional economy (Interview K), or so that they can support the regional and local authorities (Interview D), when they have something to add to the discussion (Interview F). Another stakeholder believes that the business community is enough represented through the aviation sector parties (Interview F). Other stakeholders also state that the Ministry of Economic Affairs could be involved (Interview K); (Interview P).

Consumer/passenger
The interest of the consumer could also be taken into account: the decisions also have consequences for the Dutch traveler (Interview B). It is also a possibility to include the travel organization ANVR (*Algemene Nederlandse Vereniging voor Reisondernemingen*, the General Dutch Association of Travel Companies) (Interview I).

The Ministry
One of the stakeholders state that the Ministry should not be an active participant in the decision making process, because the Ministry then can co-decide and the Parliament cannot (Interview R). This leads to the increase of the power of the Ministry; they can say what is acceptable and what is not (Interview R). Civil servants play the role of the member of the Parliament, while they are not elected, but have a lot of power in the Schiphol-file (Interview R). In addition, the Ministry now has a double role: they are a participant, but are also responsible for the process, which is a kind of paradox (Interview J).

Finally, an important note is that none of the stakeholder proposes to add the environmental organizations. Another stakeholder states that it would be difficult to have a policy process without the current participants (Interview P). Most stakeholders agree that the current participants at the Alderstable are the right participants at the Alderstable.

4.2.5   Representation of participants
To structure this paragraph, categories of the participant representations have been added where the interviewees have commented on.

General representation
The success of this policy process is very dependent on the individual representatives (Interview G). When certain individuals would not have been present, there would not have been an agreement, if five other individuals had been taken, there would be another result (Interview G).

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The several participants at the Alderstable represent a group that is relevant for the decision making process (Interview E). The question is whether those individual representatives are the right representatives of those groups (Interview E).

For a representative, it is also important to have a high level of knowledge (Interview A); (Interview G). It is difficult to expect from a representative to stay involved in the policy process for twelve years, a representative from a regional or local authority is involved for four years (Interview A). It is important that the representative is committed and fulfills his or her term (Interview A). It is advisable to minimize the change of individual representatives (Teisman & Boussen, 2011).

Local residents
Most comments are made on the representation of local residents. The resident representatives have an important role at the Alderstable, because of their high level of knowledge (Interview G); (Krul, 2010).

The resident representation is an unstructured system (Interview J). It is difficult to do something about the legitimacy of the resident representatives (Interview I). In the end, it can also be just a choice (Interview I).

For a resident representative, it is more difficult to take responsibility, because he or she has to win the trust from his or her grassroots (Interview A). Resident representatives have to achieve something. Some residents mainly reason from the NIMBY, Not In My Back Yard (Interview G). Appointments have been made in the resident representatives profile that they should have a broad view, but is seems that resident representatives have difficulties with this, especially the new ones (Interview G). In general, there is a group of residents who state they are not against Schiphol Airport, but their foundation is they experience nuisance and they want to do something about that (Interview P). Resident representatives should have the ability to have a wider view than their own environment, because reduction of nuisance at one location immediately leads to increase of nuisance at another location (Weggeman, 2012).

An important question is what the legitimacy of residents is (Interview C). It is clear that they have a role and an added value, but the question is how to get the right representatives (Interview C).

The best way of resident representation would be by having direct elections, just like for the Water Boards, but then a sort of Aviation Board (Interview R). When that is not possible, the resident representatives have to be appointed by the city council, just as in the current situation (Interview R).

Other stakeholders state that it would be better to represent the residents through the resident platforms (Interview O). In that way, there will be a better relation with the environment compared with the current situation (Interview F). If that representation functions well, it is prevented that activists will protest apart from the consultation (Interview F). Another stakeholder strongly disagrees with that, because the grassroots of these platforms are the complainers, but it is also about the people who are not hindered (Interview R). The strong point of the current resident representatives is that they make a broad consideration (Interview R). In

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addition, the members of those platforms are only a small percentage of the total population in the Schiphol region (Interview R). In that way, their legitimacy and mandate can be questioned.

A combination of appointed resident representatives by municipalities and a resident representation through resident platforms has the advantage that there is a link with both the grassroots of the residents as the regional authorities (Weggeman, 2012).

It does not matter when a resident is not representing a resident at the table anymore, but is thinking more as an administrator or policy maker (Interview J). It is important that the resident representative keeps the support of his grassroots (Interview J).

A concern is the continuity, especially for the resident representatives (Interview J). Some of them are quite old and they will quit some time. It is interesting to see who will come in their place and how they will deal with the Schiphol-file (Interview J).

Local residents around the Polderbaan are currently not involved, because they have left the CROS, but they have to be involved within the new ORS (Interview G).

There are currently two groups of residents: the ones that are reasonable, who are open for discussion and are not necessarily against the airport, and there is a group who are activists (Interview J). The members of the BLRS are destructive and are not accepted in any consultation (Interview G).

The separation between VGP and BLRS is regrettable, but it is a part of the reality of Schiphol (Interview F). It is desirable that the separation disappears (Interview F); (Interview H).

Regional and local authorities
There also have been made some comments on the representation of regional and local authorities. One of the stakeholders states that the representation of regional and local authorities through the BRS is good (Interview O).

It is important to know who the regional and local authorities represent, because they want both reduction of noise hindrance as construction of new houses (Interview C). In addition, it has to be clear which municipalities have to be involved (Interview C). One of the stakeholders states that the most important municipalities around Schiphol have to be represented by their alderman: Amsterdam, Amstelveen and Haarlemmermeer, and the smaller municipalities should also be represented by an alderman (Interview R).

The involvement of the regional and local authorities was expected to be much higher than in the current situation (Interview A); (Interview G). The regional and local authorities are divided, while the aviation sector parties and the local residents have a clear viewpoint and a strong input (Interview A); (Interview G). Local administrators want to profile themselves to their grassroots during the process (Interview A). It is expected from local administrators to have a broad view, but they are judged during the local elections (Interview Q).

Municipalities now have the choice to join the BRS and/or the CROS (Interview F). Some municipalities have left the CROS, because they could have more influence through the BRS

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(Interview F). One representation of regional and local authorities is more advisable, with the involvement of municipalities based on noise, safety, environment and housing construction criteria (Interview F).

Aviation sector parties

It is questioned whether KLM represents the interests of all airlines (Interview C). After a political intervention, the BARIN was included in the Alderstable (Interview C). BARIN now represents the interests of all airlines, but it could be a possibility to include other airlines, such as ArkeFly or Easyjet (Interview P).

An airline such as ArkeFly was not taken into account (Interview R). It was thought that their destinations would not go further than North Africa (Interview R). It would have been better if ArkeFly had joined the Alderstable, possibly together with Corendon, instead of BARIN (Interview R).

With the involvement of BARIN in 2012, the interests of other airlines than KLM are also represented at the Alderstable. Most stakeholders are satisfied about this representation.

Substantive problems

The process can be perfect, but the information where the discussion is about, it also important, otherwise 'negotiated nonsense' will arise (De Bruijn & Ten Heuvelhof, 1998). The process organization has the important role to prevent this 'negotiated nonsense' (Interview C). It has already been stated that experts had to explain the politicians how the noise system worked. This also applies for the residents delegation. Some of the reports that are presented to the residents have to be explained by experts (Interview K). That role of the experts is regarded as undesirable, because the experts sometimes do not agree with each other as well (Interview K). It could for example happen that an expert of the environmental impact assessment committee has another interpretation than one of the other experts (Interview K). On the science-policy interface, the science overrules the policy, because participants ask the experts for their blessings, which is an undesirable situation (Interview K). The future policy process must not be a technological process (Interview K). Checking all these facts and performing second opinions takes a lot of time and is costly as well.

Information transparency is very important and the information also has to be symmetric (Interview C). Aviation sector parties have access to a lot of operational information and this information also has to be shared to create a higher level of understanding (Interview C). It is possible to perform a second opinion, but that has to be carefully considered (Interview C).

One of the stakeholders proposes the theory of a transaction model for the future Schiphol Airport development policy process: noise can be seen as an economic good, so when an airline wants to fly over your house, a transaction should take place (Interview M). The current market conditions are maybe not very positive, but when an economic good gets scarce, it will be a real option. The production of noise can also be used as a basis for the transaction model. When the airport is taken as given, what do local residents then want? Schiphol will not disappear, the aircrafts will keep on flying over your house, and then it will be easier to talk about compensation (Interview M). Airlines could afford the ticket tax, which was about 350 million Euros. Another stakeholder adds to the transaction model that participants have different

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interests, they should negotiate and when the aviation sector wants to fly in a specific hour, they should give the local residents something in return (Interview K). This is an interesting idea, but may be hard to realize and it is questionable whether it is the right time to implement such an idea. Besides that, there could be some resistance from the aviation sector parties, especially when the prices will be too high.

Below, a short list with substantive problems is identified:
- A climate of distrust between residents and politicians on the one hand and Schiphol Airport and the Ministry on the other hand, because they have been stretching the restricted values concerning the capacity of Schiphol Airport over and over again (De Jong, 2012).
- Issues between Schiphol Airport and KLM, because Schiphol Airport wants to make profit and on the one hand pays great attention to their 'main client' KLM, but are also open for other airlines that want to pay higher fares. KLM also wants to make profits and does not want to pay higher fares to Schiphol Airport and does also not want other large airlines to perform a lot of flights at Schiphol Airport. They have reached an agreement about this issue on 30 May 2013 (NOS, 2013b);
- Selectivity, which is the relocation of non-hub aircraft movements to regional airports. On the one hand, this has to do with the network quality and on the other hand with the monopoly position of KLM at Schiphol Airport (Interview L). According to another stakeholder, the network vision of Schiphol and KLM is legally unacceptable; it is contrary to the Competition Act (Interview B).
- What are the real economic benefits of Schiphol Airport, what is a quality airport and how does the long term future of Schiphol Airport look like? One of the stakeholders is states that the added value and the quality of Schiphol Airport need a closer look: what is the meaning of international accessibility? (Interview K). Another stakeholder adds that the economic aspect of the development of Schiphol Airport should earn more attention, because everybody thinks the airport will grow and will exist forever, but that is not the case (Interview J).
- Runway use: currently, there is a '2+1' runway use system, which means that at the same time, two runways for departing aircraft and one runway for arriving aircraft are used, or the other way around. To increase the capacity of Schiphol Airport, a '2+2' runway use system can be introduced, which means that at the same time two runways for departing aircraft and two runways for arriving aircraft are used, which also leads to more noise hindrance. According to the residents, Schiphol Airport may not grow further than 510.000 aircraft movements (Interview G). That also means that they are against the '2+2' runway use system.
- Measuring noise levels versus calculating noise levels: in the past, there were differences between the direct measurement of noise levels and the calculation of noise levels (Interview K). A special committee has been introduced in order to investigate this issue. They state that it is possible to measure noise levels, but it is complicated because of environmental noise (Commissie Deskundigen Vliegtuiggeluid, 2006). From a technical point of view, the environmental noise can be filtered, but that is complicated and costly. Therefore, the current noise enforcement system calculates the noise levels.
- A noise enforcement system versus flying according agreement (*Vliegen Volgens Afspraak, VVA*): a stakeholder has the opinion that nobody wants to be poured in concrete, so a noise enforcement system will not work, the same applies to a penalty

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system (Interview D). The focus then will be about the concept flying according to agreement, but is also dependent from the outcome of the final Alders advice (Interview D). The question is whether flying according agreement provides the same level of legal protections to residents as the noise enforcement system. Another stakeholder is in favor of a noise-measured system, where the maximum standard is the limit where health damage occurs (Interview N). Within that region, nobody is allowed to live.

- The issue of noise hindrance reduction versus the construction of new houses: municipalities want to reduce the noise hindrance for current local residents, but they also want to build more houses, because that is positive for their local economy (Interview C). Newly built houses around Schiphol Airport are for sale with advertisements that the houses are located in a peaceful environment, so it is not strange that these residents will complain (Interview P). Residents that are currently living around Schiphol Airport therefore want to have influence on the decision where new houses can be built (Interview G). Regional and local authorities are against that idea, because they find they are responsible to make decision about spatial planning and housing construction around Schiphol Airport (Interview O); (Interview Q).

It can be said that a lot of time and knowledge is needed to understand these issues. It is not surprising that several participants state that a certain level of knowledge and knowledge of the subject is needed to participate in the policy process (Van Ojik, 2010); (Krul, 2010). When experts are asked for their opinion, they can disagree with each other, because they can have a different interpretation. The question then is: who is right the most?

4.2.6 Synthesis

From the interviews, it becomes clear that most stakeholders are quite positive about the Alderstable. It has been introduced because the situation was stuck: there was no political majority that could make a decision, there was a high level of distrust between residents and aviation sector parties and the Ministry as a result of wrong expectation management during the construction of the Polderbaan and the noise system was too complex and had to be fixed.

The Alderstable is unique, trust has been recovered and it has led to results, so it can be seen as a success in that way. The question is whether it will remain successful in the long term, because with such a negotiation process will lead to a solution that satisfied all participants and thus has a lower level of ambition.

Most important positive aspects of the Alderstable are the expectation management, because the frameworks are clear and the high level of participation, including residents who have added a lot of knowledge and experience.

Most important negative aspects of the Alderstable are that citizen participation has the goal to reduce the gap between government and its citizens, but now, a new gap occurs between the residents who participate and the residents who they represent. In addition, some stakeholders question the sell-by date of the Alderstable, because the starting points have changed. Furthermore, the current process takes a lot of time and there are a lot of doublings in the process, mainly due to the fragmentation because of the existence of several consultations and the complexity, for example in the legal protection of local residents against noise. There is also a

risk of groupthink, to a certain level that is not a problem, but participants have to be aware on what really happens in society and the aviation sector.

Some factors can be questioned, for example the delegation of decision making. On the one hand, the Cabinet or the Parliament could not have made all these detailed decisions themselves, but on the other hand, the primacy of solving national issues has to be at the national politics, so in that way it can be seen as an inability of the national politics. It has to be noted that it is important to involve national politicians when setting up a form of unconventional participation in order to have political support. Another questionable factor is transparency, because for stakeholders that participate at the Alderstable, the policy process is very transparent, but for stakeholders that do not participate at the Alderstable, the policy process is less transparent. Transparency of the policy process is important to ensure the societal support for the unconventional participation. The question is whether the policy process would be more transparent when the policy making was organized in another way, because policy making at the national government can also take place in backrooms. An alternative policy process also has a political risk, because the development of Schiphol Airport then is depending on the political wind that is blowing. Two factors with high disagreement are spatial planning and the long term development of Schiphol Airport. Some stakeholders want to include spatial planning and housing construction around Schiphol Airport into the Alderstable and others are firmly against that proposal. Regarding the long term development, some stakeholders think the 510.000 aircraft movements have to be a long term cap on the amount of aircraft movements of Schiphol Airport, while others are strongly in favor of further growth of the airport.

Stakeholders are less positive about the CROS, some of them still think the CROS is useful, but others state that the role of the CROS has become less clear since the introduction of the Alderstable. Most important positive aspect of the CROS is the information exchange. Most important negative aspects of the CROS are the large amount of participants, the bad expectation management, the problems among resident representatives and the vague cluster system.

According to the stakeholders, the BRS functions well, despite the large amount of participants. Most important positive aspects are that the meetings are effective and the cooperation between most municipalities is good. Most negative aspects are the tensions between the inner area and the outer area and the large amount of participants that sometimes makes it difficult to formulate a common viewpoint.

Furthermore, some general comments are made on participants and the representation, role and legitimacy of participants. Some stakeholders have doubts about the involvement of local residents in the decision making, because they can be represented by their city council and it is impossible to talk with all residents. A majority of the stakeholders appreciate the participation of local residents. Some stakeholders propose to involve economic organizations such as the KVK, or consumer/passenger organizations such as the ANVR. Stakeholders must be affected by the issue before they are involved in the policy making process regarding that issue. Next to that, the participants must have a clear legitimacy and mandate before they join the participation process.

Some stakeholders ask questions about whether the individual representatives are the right representatives of those groups. The representation of the most important stakeholders must be

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well-organized, otherwise it is not clear which interests are involved in the policy process. Resident representatives are appointed by municipalities, but that is an unstructured system. It is difficult to get the right representative. It could also be an option to represent the residents through the resident platforms, because in that way, the relation with the environment will be better. It is important that residents make a broad consideration; otherwise the discussion will only be about NIMBY.

Regional and local authorities struggle with their role and are the least clear about their opinion, because they both want to protect their residents against noise as they want to construct new houses in their region. From them, it is also expected to have a broad view, but they are judged during the local elections.

Finally, some stakeholders state that KLM did not represent the interests of all aviation parties, but mainly their own interests. With the inclusion of BARIN, this issue has been solved. For a visualization of the output of the interviews, see Appendix I: Structure of the output of the interviews.

The outputs of the interviews provide useful information, but it is also interesting to check what the stakeholders think of each other's opinions and what the general perspectives of the stakeholders are towards the current and future Schiphol Airport development policy process. To determine this in a quantitative way, the Q-methodology is well suited, because it provides insight into the perspectives of the different stakeholders towards a certain issue (Brown, 1980). In the next paragraph, the methodology is explained and the analysis is performed.

4.3 Q-methodology

This paragraph describes the execution of the Q-methodology. The Q-methodology provides insight into the perspectives of the different stakeholders towards a certain issue (Brown, 1980). In the field of policy analysis, it is recommended as a method to gain an in-depth understanding of policy issues (Durning, 1999). Respondents, who are called the P-set, are confronted with around 40 to 50 statements, called the Q-set (Van Exel & de Graaf, 2005). The respondents have to rank-order the statements from their individual point of view, according to some preference, judgment or feeling and thereby reveal their subjective viewpoint (Smith, 2001). Q-methodology is unique, because it combines the strengths of qualitative analysis and quantitative analysis (Dennis & Goldberg, 1996).

The respondent's rankings are subject to factor analysis. Q-methodology can be seen as an inversion of conventional factor analysis (Stephenson, 1935). It correlates persons instead of tests, and these correlations show similar viewpoints, or segments of subjectivity which exist (Brown, 1993). An important advantage of Q-methodology is that not many respondents are needed.

Previous researches that have used Q-methodology regarding Schiphol Airport are the researches from Van Eeten (1999) and Kroesen (2011). The research of Van Eeten shows a strong controversy and polarization in the Schiphol Airport debate in 1999 between actors pro-growth and actors anti-growth. The following perspectives can be regarded as policy arguments that could enrich the policy agenda: societal integration of a growing airport, ecological modernization of the aviation sector and sustainable solutions to a growing demand for

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mobility. The research of Kroesen confirms this level of polarization in 2011 where the following perspectives have been found: aviation is good for the economy, aviation is an ecological threat and aviation can go along with the environment. In addition, Kroesen has found a perspective that does not regard noise as a problem and a perspective that sees aviation as a local problem. In his second Q-methodology, Kroesen again finds two opposing perspectives: the government should provide room for growth of the airport and the government should contain strict and enforceable noise norms and protect residents against noise. A third perspective is a policy that is focused on innovation and selectivity and a fourth perspective highlights trust and transparency.

These researches determine perspectives regarding Schiphol Airport and after the Q-methodology of this research, these results are compared with those perspectives.

4.3.1   Defining the Q-sample

First step is to define the Q-sample, the concourse that contains all relevant statements of the discourses (Van Exel & de Graaf, 2005). In this research, a distinction is made between the current policy process (CROS/Alderstable) and the future policy process (ORS). The literature study in chapter 2 and 3 and statements from interviews from chapter 4 are used as input for the Q-sample. A two-way approach is used to determine the final Q-sample: first, all statements from the interviews are listed and categorized and second, some important themes are determined from literature. In the end, both approaches are combined in order to come up with the final Q-sample of 41 statements, see Table 2. The statements cover the whole concourse and the statements are mutually exclusive as well.

Q-sample statements
1. Residents are allowed to join the negotiation consultation
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR
3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around Schiphol' than in the current situation
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol
8. In the current policy process, resident representatives have a too important role
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account
10. In the current policy process, the role of the Ministry is active enough
11. The Ministry should more show their colors in the policy process
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation
14. The current decision making process regarding the development of Schiphol is effective and efficient
15. The introduction of the ORS will make the policy process more effective and more efficient
16. The decision making regarding the development of Schiphol must return to the national government
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and

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bailouts of residents
19. In the current policy process, the framework from the Ministry is clear
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision
21. The current economic situation in the Netherlands ensures that the agreements made are outdated
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol
30. Schiphol may not grow further than 510.000 aircraft movements a year
31. It is good that in the current policy process the agreements are defined in legally binding covenants
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards
33. It is a good agreement to relocate certain aircraft movements to regional airports
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'
37. In the current policy process, there is too much focus on noise
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts

Table 2: Q-sample statements

4.3.2 Participants and procedure

Second step is to determine the participants, which is called the P-set. It is a structured sample of respondents who are theoretically relevant to the problem under consideration (Van Exel & de Graaf, 2005). For this analysis, it is important that the participants are also participants in the Schiphol Airport development policy process. This does not apply for all interviewees; in the end a P-set of 12 participants is determined. These 12 participants cover all participants in the Schiphol Airport development policy process, so the aviation sector parties, representatives of local and regional authorities, the Ministry of I&E and resident representatives. In addition, an aviation sector party outside the policy process, a resident outside the policy process, a former member of the Parliament and experts participate in the Q-methodology in order to get some responses from stakeholders that do not participate directly at the Alderstable or in the CROS.

Each respondent has to rank the 41 statements from the Q-sample from -5 to +5 from their point of view. To determine this ranking, the online tool FlashQ is used (Hackert & Braehler, 2007).

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For one respondent, a paper version has been made and the same procedure as for the FlashQ has been followed. First, the respondent has to put all statements in the category 'agree', 'disagree' or 'neutral'. Second, a normal distribution form is presented to the respondent, see Appendix J: Q-methodology distribution form. The respondent now has to choose the two statements where he or she most agrees with, put them most right in the distribution form and then the two statements where he or she most disagrees with and put them most left in the distribution form. Next step is to put all remaining statements in the distribution form. It is possible that a respondent has more 'agree' statements than there are free places on the normal distribution form. In that case, the respondent has to make a choice which statements that he or she the least agrees with, have to be placed in neutral places. After completing the normal distribution form, the respondent is asked for an argumentation of his or her choice for the two most agreed and two most disagreed statements. Finally, some questions are asked about the group or organization the respondent represents, since what year the respondent is involved in the Schiphol-file, what the function of the respondent is in his or her organization or group and whether the respondent has further comments on the Q-methodology. These answers can possibly explain the results or abnormalities in the results and interpretation of the factors later on (Van Exel & de Graaf, 2005).

4.3.3 Analysis

To perform the analysis of the responses, the PQ-method software (version 2.33) is used, which is especially designed for Q-methodology (Schmolck, 2002).

First, a correlation matrix of the Q-sorts is constructed, which presents the level of agreement or disagreement between each Q-sort and the other Q-sorts. See Appendix K for the results. Only some low correlations between the Q-sorts can be identified, most of them are positive.

Second, the correlation matrix is input for factor analysis, to identify the number of natural groupings of the responses by being similar or dissimilar to one another (Brown, 1980). In addition, factor analysis is used to examine how many basically different responses are in evidence (Brown, 1993). Respondents with the same views on a topic share the same factor. Each Q-sort has a factor loading, which expresses the extent to which each response is associated with each factor. See Appendix L for the results. Eight factors are extracted, where factor 1 explains 20% of the variation, which means that 20% of the respondents share this perspective. Factor 2 and 3 explain both 15% of the variation. The final interpretable factors have to satisfy two conditions: their eigenvalue has to be higher than 1.0 and a minimum of two q-sorts have to load significantly on the factor. Factor 5 has an eigenvalue of 1.04, but factor 6, 7 and 8 have an eigenvalue lower than one. These factors are eliminated from further analysis.

Third, the five remaining factors are rotated to determine the final set of factors. There are two ways of rotation: objective through varimax or theoretical through judgment. For this research, varimax rotation is used, because varimax is appropriate for exploratory researches like this research (Van Exel & de Graaf, 2005). Rotation is used to examine the different opinions from different angles. Rotation switches the perspective from which they are observed, it does not affect consistency in sentiment throughout individual responses or the relation between responses. Each final factor represents a group of individual points of view that are highly correlated with each other and uncorrelated with other points of view, see Table 3.

Factor Matrix with an X Indicating a Defining Sort					
Q-sort	1	2	3	4	5
R	0.2101	0.0860	0.0617	0.7442X	-0.2022
J	-0.1227	-0.0339	0.7385X	0.0870	-0.1687
H	0.8072X	0.1773	0.0481	-0.0042	0.2285
K	0.3789	-0.0804	0.6874X	-0.0326	0.0571
F	0.3745	-0.0468	-0.2616	0.0435	0.7138X
B	-0.0146	0.9159X	0.0809	0.0017	0.1492
P	0.5581X	0.5103	0.1360	-0.0760	-0.3638
I	0.2816	-0.0138	-0.2193	0.1955	**-0.6700X**
E	-0.1009	-0.0945	0.1465	0.8539X	0.0806
Q	0.8611X	-0.1643	-0.0228	0.1390	-0.1649
G	-0.0276	**-0.7153X**	0.1173	-0.0050	0.5538
A	-0.0332	0.1680	0.7121X	0.1706	0.1508
% Expl. Var.	18	14	14	12	13

Table 3: Rotated factor matrix with five factors

For two factors, a respondent loads negatively, so for the interpretation of the factor, the factor arrays have to be turned around, leading to an interpretation of 7 factors. Regarding the small number of respondents that define the factors, a factor rotation with 4 factors is performed in order to reach less interpretable factors, because that is more representative and in that way better to interpret than 7 factors. For the results, see Table 4.

Factor Matrix with an X Indicating a Defining Sort				
Q-sort	1	2	3	4
R	0.1032	0.0391	0.2042	0.6806X
J	-0.1894	0.0383	0.6829X	0.1382
H	0.8323X	0.1853	0.0833	0.0100
K	0.3641	0.0036	0.6280X	0.0408
F	0.5895X	-0.3090	-0.1119	-0.3296
B	0.0138	0.7261X	0.2141	-0.2809
P	0.3996	0.7068X	0.0782	0.2170
I	0.0481	0.2697	-0.3022	0.6440X
E	-0.1018	-0.3069	0.3563	0.5321X
Q	0.7596X	0.0351	-0.0680	0.4458
G	0.1647	**-0.8529X**	0.1360	-0.2296
A	-0.0083	0.0700	0.7627X	-0.0289
% Expl. Var.	18	14	14	12

Table 4: Rotated factor matrix with four factors

Now, there is only one factor with a respondent loading negatively, so this leads to 5 interpretable perspectives. The total variance that can be explained is now 63%, which was 71% with 5 factors. This is an acceptable decrease of the total explained variance.

Each respondent can be assigned to a perspective, based on their loadings. Via the formula 2.58*(1/√n) with the number of statements n=41 it is defined that Q sorts loadings at ±0.40 or over are statistically significant at the 0.01 level. At this level, 10 respondents load solely significantly on one factor and two respondents load significantly on two factors. In this case, 83% of the data can be used in the final analysis of the factors. According to Watts and Stenner, it is possible to manipulate the level of significance (Watts & Stenner, 2005). It is considered to be an appropriate measure in Q-methodology to minimize the amount of non-significant or

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confounding Q-sorts within the data and maximize the amount of Q-sorts loading upon a single factor. The significant Q-sort loading is increased to ±0.45, and in that way, all respondents load solely significantly on one factor. Now, 100% of the data can be used in the final analysis of the factors, which is presented in the next paragraph.

4.4 Results

In this paragraph, the results of the Q-methodology are presented. The four identified factors lead to five interpretable perspectives, because one respondent loads negatively on factor 2. First, these factors are described, second, the consensus and disagreement statements are identified and third, the relations between the characteristics of respondents and factors are defined.

4.4.1   Identification of factors

To define the perspectives that the respondents have, the factors have to be described. Factor scores on a factor's composite Q-sort and difference scores point out the salient statements that deserve special attention in describing and interpreting that factor (Van Exel & de Graaf, 2005). Usually, the statements ranked at both extreme ends of the composite sort of a factor, called the characterizing statements, are used to produce a first description of the composite point of view represented by that factor.

A factor score for a statement is the normalized weighted average statement score (Z-score) of respondents that define that factor. The weight w is based on the respondent's factor loading f, and is calculated as: $w=f/(1-f2)$. The weighted average statement score is then normalized (with mean of 0.00 and standard deviation of 1.00) to remove the effect of differences in numbers of defining respondents per factor, and making statements' factor scores comparable across factors (Van Exel & de Graaf, 2005). Statements with a Z-score larger than 1 (or smaller than –1) are referred to as characterizing for that factor. Based on their Z-scores, statements can be attributed to the original quasi-normal distribution, resulting in composite (or idealized) responses for each factor, which is called a factor array. The composite responses of a factor represent how a hypothetical respondent with a 100% loading on that factor would have ordered all the statements of the Q-set. When a factor loading exceeds 0.40 (at the 0.01 level of significance), this is called a defining variate. The difference score is the magnitude of difference between a statement's score on any two factors that is required for it to be statistically significant. The difference score is based on the standard error of the factor scores and a multiplier for the required level of statistical significance (Brown, 1980). When a statement's score on two factors exceeds this difference score, it is called a distinguishing (or distinctive) statement. Though, a statement may be distinctive between two factors, usually a statement is printed out as distinguishing only if it distinguishes one factor from all the other factors. See Table 5 for the factor arrays per factor and see Appendix M for the full scores per factor.

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Q-sample statements	Factor arrays			
	1	2	3	4
1. Residents are allowed to join the negotiation consultation	4	-3	4	-1
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR	-3	0	-4	-5
3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK	-2	0	-1	-4
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu	2	-2	-2	-3
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'	-2	-3	-5	2
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around Schiphol' than in the current situation	0	0	3	-3
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol	1	-1	1	2
8. In the current policy process, resident representatives have a too important role	0	4	-4	4
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account	-5	1	0	1
10. In the current policy process, the role of the Ministry is active enough	-4	-3	-2	-1
11. The Ministry should more show their colors in the policy process	3	1	4	2
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies	1	3	-1	0
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation	-2	0	1	-2
14. The current decision making process regarding the development of Schiphol is effective and efficient	-5	-4	1	-2
15. The introduction of the ORS will make the policy process more effective and more efficient	-4	-1	0	-4
16. The decision making regarding the development of Schiphol must return to the national government	3	2	-3	0
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment	-3	1	4	3
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents	2	3	-3	-1
19. In the current policy process, the framework from the Ministry is clear	-3	-3	-3	0
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision	0	4	2	5
21. The current economic situation in the Netherlands ensures that the agreements made are outdated	-1	5	-1	-1
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes	-1	-2	2	1
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process	-4	-2	-1	-2
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance	5	-1	0	3
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	5	5	-5	5
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol	-1	-5	-2	-2
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine	-2	-2	1	3
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol	0	3	-3	0
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	4	2	3	-3
30. Schiphol may not grow further than 510.000 aircraft movements a year	4	-5	-4	-4

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31. It is good that in the current policy process the agreements are defined in legally binding covenants	2	-1	2	4
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards	-3	3	3	2
33. It is a good agreement to relocate certain aircraft movements to regional airports	3	-4	2	3
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this	1	-4	1	1
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	-1	1	5	-3
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'	-1	2	-2	1
37. In the current policy process, there is too much focus on noise	0	4	5	4
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	3	1	3	-1
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	2	-1	-1	1
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	1	0	0	-1
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts	1	2	0	-5

Table 5: Factor arrays per factor

Factor 1: Government, stop the further growth of Schiphol!

Three respondents share this perspective and the factor explains 18% of the total variance. According to this perspective, the government has to take action to protect the residents around Schiphol Airport against further growth. Further growth will increase the existing problems on noise and housing construction, while spatial planning and housing construction around Schiphol Airport is purely a responsibility for national, regional and local governments. The current policy process is regarded as not effective and inefficient and respondents do not place trust in the ORS. It is a better option when the decision making regarding Schiphol Airport returns to the national government.

Respondents in this perspective state that the current decision making process regarding the development of Schiphol Airport is not effective and efficient (14: -5, read: statement 14, score - 5). One of the respondents states that the Alderstable is the place to make decisions and the CROS and other activities are a fig leaf and folklore (Respondent H). This can mainly be explained by the current expectation management, which is not good (23: -4), the role of the Ministry, which is currently not active enough (10: -4) and their framework, which is not clear (19: -3). One of the respondents says that the Ministry has delegated its responsibility to Hans Alders and its table, his job is to maintain the peace and to keep the Minister and Secretary of State out of the wind (Respondent H).

It is better when the decision making regarding the development of Schiphol Airport returns to the national government (16: 3), because the introduction of the ORS will not make the policy process more effective and efficient (15: -4) and the ORS will not solve the fragmentation (13: -2). When the ORS will be introduced, expectation management is very important: the room for maneuver for participants has to be made clear in advance (24: 5). A respondent states that it otherwise will remain a discussion group where the aviation sector parties secure their interests

and the local residents will be overlooked (Respondent H). In addition, the Ministry should more show their colors in the policy process (11: 3)

According to this perspective, residents are allowed to join the negotiation consultation (1: 4) and they do not have to take the national importance and economic value more into account (9: -5), because otherwise the aviation sector parties decide everything in their own interests and the position of the local residents will be marginalized (Respondent H). Passengers are not allowed to join the negotiation consultation (2: -3), but environmental parties are (4: 2), probably because passengers are not against further growth of Schiphol Airport, while the environmental parties are against further growth of Schiphol Airport.

Respondents in this perspective find that Schiphol Airport may not grow further than 510.000 aircraft movements a year (30: 4), otherwise "the current problems will increase, both for the local residents in terms of noise as for the local authorities in terms of housing construction" (Respondent F). In the current policy process, too little is talked about various scenarios for the growth of Schiphol Airport (29: 4). A respondent states that there is currently not discussed about the future of Schiphol Airport after 2020 at all, while stakeholders have an opinion about it (Respondent F).

Spatial planning and housing construction around Schiphol is purely a responsibility for existing national, regional and local authorities (25: 5). Respondents in this perspective slightly disagree that the ORS should advise on spatial planning and housing construction around Schiphol (26: -1). Most likely, they want the government to protect the environment and the residents around Schiphol Airport.

Finally, respondents in this perspective think it is a good agreement to relocate certain aircraft movements to regional airports (33: 3). They also agree that is good that in the current policy process the agreements are defined in legally binding covenants (31: 2) and future agreements must be defined in stringent standards (32: -3), probably because that gives certainty.

Factor 2
Three respondents share this perspective and the factor explains 14% of the total variance. Two respondents load positively on this factor and one respondent loads negatively on this factor, so actually, there are two bipolar factors that can be interpreted in two opposing ways: factor 2a, which totally shares this perspective, and factor 2b, which exactly opposes this perspective.

Factor 2a: Room for Schiphol
According to this perspective, Schiphol Airport can absolutely grow further and local residents should not be included in the decision making process. Spatial planning and housing construction is purely a responsibility for existing authorities and the ORS may not advise about these subjects. This perspective is clearly pro-aviation and pro-Schiphol.

Respondents in this perspective think that the current policy process is not effective and efficient (14: -4). This can mainly be explained by the current economic situation in the Netherlands that ensures that the Alderstable agreements are outdated (21: 5), probably because Schiphol Airport can grow to 510.000 aircraft movements in 2020, but has reached only 423.000 aircraft movements yet. In addition, the expectation management is not good (23: -2)

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and there is too much fragmentation in the current process (12: 3). Furthermore, there is too much focus on noise (37: 4), the role of the Ministry of not active enough (10: -3) and their framework is not clear (19: -3).

The respondents in this perspective are quite positive to return the decision making regarding the development of Schiphol Airport to the national government (16: 2) and they are slightly negative about the introduction of the ORS (15: -1). In the future policy process, they prefer that the Ministry gives a main line framework and let the parties mutually come to a decision (20: 4).

According to this perspective, residents may not join the negotiation consultation (1: -3), because they are currently not representative for 'the residents around Schiphol Airport' (5: -3) and have a too important role (8: 4). Environmental parties may also not join the negotiation consultation (2: -2). In this way, the parties that mainly are against a further growth of Schiphol Airport are excluded from the decision making process.

Respondents in this perspective find that Schiphol Airport may grow further (30: -5) and too little is talked about various scenarios of the growth of Schiphol (29: 2). This perspective clearly wants a policy that provides more room for Schiphol, no matter what.

Spatial planning is purely a responsibility for existing national, regional and local authorities (25: 5). The ORS may not advise about spatial planning and housing construction around Schiphol Airport (26: -5), probably because that could block a further growth of Schiphol Airport.

Furthermore, respondents in this perspective do not think it is a good agreement to relocate aircraft movements to regional airports (33: -4), which can be explained because the relocation of aircraft movements does not fit into the mainport concept. Respondents also think it is not a good idea to make alternative agreements for the relocation of aircraft movements to regional airports (34: -4), probably because the agreements made are one and indivisible and that would mean the agreements to realize a further growth until 2020 would also be rejected.

Finally, in the future policy process, agreements have to be defined in target figures instead of stringent standards (32: 3) and more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents (18: 3) or a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol Airport (28: 3). Apparently, respondents in this perspective think this is a possible solution to compensate for the noise hindrance.

Factor 2b: No room for Schiphol
This factor is exactly the opposite of factor 2a. So, Schiphol Airport may absolutely not grow further and local residents absolutely have to join the decision making process. Spatial planning and housing construction around Schiphol Airport is not purely a responsibility for existing authorities and the ORS has to advise about these subjects. This perspective is clearly anti-aviation and anti-Schiphol.

The respondent in this perspective thinks that the current decision making process is effective and efficient, because there is not too much fragmentation, the expectation management is quite

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good and the agreements are not outdated: the respondent says that the economic factors have been considered extensively, including in relation to the economic and financial crisis (Respondent G). Additionally, the role of the Ministry in the current process is active enough and their framework is clear.

The respondent is slightly positive about the ORS and the decision making must not return to the national government. The Ministry should not give a main line framework in the future policy process, probably because the respondent wants the stakeholders to define this framework themselves.

Residents absolutely have to join the negotiation consultation, they are currently representative for 'the residents around Schiphol Airport' and they do not have a too important role in the current policy process. This perspective probably thinks that the residents are a good party to counterbalance the aviation sector parties.

The airport may not grow further than 510.000 aircraft movements a year; otherwise the nuisance is unmanageable (Respondent G). Enough is talked about various scenarios for the growth of Schiphol Airport. This perspective clearly wants a policy that does not provide more room for Schiphol.

Spatial planning is not purely responsibility for the national, regional and local authorities; the ORS also has to advise about spatial planning and housing construction around Schiphol Airport. The respondent states that the living environment is closely related with the area where the nuisance occurs, currently, inconsistent plans are made and local residents should counterbalance the representatives of local and regional authorities (Respondent G).

Finally, it is a good idea to relocate aircraft movements to regional airports and alternative agreements must be made for relocating certain aircraft movements to regional airports. There should not be more deployed on individual financial compensation, relocation subsidies and bailouts of residents or a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol Airport. Agreements have to be defined in stringent standards.

Factor 3: Together we can make a broad policy
Three respondents share this perspective and the factor explains 14% of the total variance. According to this perspective, there is a lot of complexity and too much focus on noise in the current policy process, but the current process is slightly effective and efficient. Residents are allowed in the decision making process, but the resident representation has to be improved, for example through the resident platforms. Furthermore, Schiphol Airport may grow further than 510.000 aircraft movements and spatial planning and housing construction is not purely a responsibility of existing governments.

Respondents are slightly positive about the current policy process (14: 1), because they do not want the decision making to return to the national government (16: -3) and they do not think there is too much fragmentation in the current process (12: -1). Respondents do think the role of the Ministry is not active enough (10: -2) and their framework is not clear (19: -3).

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Respondents in this perspective are neutral about the introduction of the ORS (15: 0), where the Ministry should more show their colors (11: 4). Respondents quite agree that the Ministry has to give a main line framework and let the parties mutually come to a decision (20: 2).

According to this perspective, residents are allowed to join the negotiation consultation (1: 4), they currently do not have a too important role (8: -4), but they are not representative for 'the residents around Schiphol Airport' (5: -5). A representation of residents through resident platforms will be more representative for 'the residents around Schiphol Airport' compared with the current situation (6: 3). Passengers are not allowed to join the negotiation consultation (2: -4). A respondent states that passengers have a too limited interest regarding these negotiations and their interest is represented sufficiently by the aviation sector parties (Respondent K).

Schiphol Airport may grow further (30: -4) and too little is talked about various scenarios for the growth of Schiphol Airport (29: 3).

Spatial planning and housing construction around Schiphol is not purely a responsibility for national, regional and local authorities (25: -5), but the ORS may not advise on spatial planning and housing construction (26: -2), probably, respondents in this perspective think it is a good idea to discuss issues regarding spatial planning and housing construction, but providing a formal advise is a step too far.

Respondents in this perspective think that sufficiently is invested in noise reduction measures and the quality of the living environment (17: 4). A respondent states that the past few years a lot of time, energy and money is put into noise reduction measures around Schiphol Airport, even in economic difficult times (Respondent A). In addition, it is a good agreement to relocate certain aircraft movements to regional airports (33: 2).

According to this perspective, there is too much focus on noise (37: 5). A respondent states that there is paid more attention for the effects of emissions worldwide, and that subject is lacking in the current policy process (Respondent A). Another respondent adds that there are more interests in the region, such as economy, other aspects of livability than noise, accessibility, urbanization etcetera and that broadening the discussion could lead to better policy options for this region (Respondent K). In addition, there is a lot of (technical) complexity in the current process (35: 5). A respondent states that local residents are not able to assess whether measures are handled well, because of the high complexity (Respondent K). In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase? (38: 3). Future agreements should be made in target figures (32: 3). Apparently, respondents in this perspective are tired of the continuous discussion about growth versus noise and want to broaden the subjects to discuss: how can the welfare of citizens be increased?

Finally, respondents do not want more deployment on individual financial compensation, relocation subsidies and bailouts of residents (18: -3) or a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol Airport (28: -3), probably because they do not see it as a possible solution to compensate the noise hindrance.

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Factor 4: Let the stakeholders mutually come to a decision

Three respondents share this perspective and the factor explains 12% of the total variance. According to this perspective, the Ministry has to give a main line framework and let the stakeholders mutually come to a decision regarding the further development of Schiphol Airport. The current policy process is perceived as a little negative and there are absolutely no symptoms of groupthink in the current process. There is no trust in the ORS. Furthermore, Schiphol Airport may grow further and spatial planning is purely a responsibility for existing authorities.

Respondents are quite negative on the current policy process (14: -2). This can mainly be explained because there is too much focus on noise (37: 4) and because the expectation management is not good (23: -2). However, there is not a lot of (technical) complexity in the current policy process (35: -3).

Respondents in this perspective are negative about the introduction of the ORS (15: -4), mainly because it will not solve the fragmentation (13: -2). One of the respondents states that he does not have any trust in the ORS (Respondent R). In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision (20: 5). A respondent states that mainport Schiphol as an engine for the national and local economy can (and should) not be a subject for discussion, sufficient room for growth and a commercially feasible operation should be ensured (Respondent E). Another respondent states that the Ministry should not negotiate themselves, because as a referee you also do not play soccer yourself (Respondent R).

Respondents are slightly negative about residents to join the negotiation consultation (1: -1). The current resident representatives are representative for 'the residents around Schiphol' (5: 2) and the representation of residents through resident platforms will not be more representative than in the current situation (6: -3). Respondents think that resident representatives have a too important role (8: 4) and therefore have a too strong influence on the policy outcome. Passengers are absolutely not allowed to join the negotiation consultation (2: -5) and the same applies to entrepreneurs (3: -4) and environmental parties (4: -3), because "too many participants at the table leads to no or sluggish decision making, the government should 'hear' and weigh [all interests]" (Respondent I).

According to this perspective, Schiphol may grow further than 510.000 aircraft movements (30: -4), because growth will be necessary to remain the essential mainport function for the Dutch economy in future worldwide economic developments (Respondent E). In the current policy process, enough is talked about various scenarios for the growth of Schiphol Airport (29: -3)

Spatial planning and housing construction is purely a responsibility for national, regional and local authorities (25: 5). A respondent explains that too much is built in areas where in the future (possibly) hindered people will live (Respondent E). Therefore, the ORS may not advise on spatial planning and housing construction around Schiphol (26: -2), probably because they are afraid that spatial planning and housing construction will further restrict the growth of Schiphol Airport.

According to this perspective, the current policy functions well: sufficiently is invested in noise reduction measures and quality of the living environment (17: 3) and the policy 'Schiphol can

grow and the nuisance will be minimized' works fine (27: 3). In addition, it is good that in the agreement is made to relocate certain aircraft movements to regional airports (33: 3) and that agreements are defined in legally binding covenants (31: 4).

Finally, respondents think there are no symptoms of groupthink in the current policy process (41: -5).

4.4.2 Consensus and disagreement statements

All respondents have given the statements a certain score and when all these scores are summed up, a total score per statement can be given. In Table 6, the top 5 most agreed statements are presented. Apparently, respondents want the Ministry to give a main line framework and let the parties mutually come to a decision, residents are allowed to join the negotiation consultation and it is good that the decisions have to be defined in legally binding covenants. That is how the policy process is organized right now. Two more agreement statements are that the Ministry should more show their colors in the policy process and that more should be talked about a broader social context: in what ways can the welfare of residents increase?

	Q-sort agreement statements
1	In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision (20)
2	It is good that in the current policy process the agreements are defined in legally binding covenants (31)
3	The Ministry should more show their colors in the policy process (11)
4	Residents are allowed to join the negotiation consultation (1)
5	In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase? (38)

Table 6: Top 5 agreement statements

The same overview can be made for the statements where participants most disagree about. In Table 7, the top 5 most disagreed statements are presented. Apparently, respondents do not want passengers to join the negotiation consultation. In addition, they think the expectation management is not good in the current policy process and they perceive the current decision making process regarding the development of Schiphol as not effective and not efficient. Finally, the respondents do not put much trust in the ORS, because they do not think that it will make the policy process more effective and efficient and they do not think the future policy process will be less fragmented than the current policy process.

	Q-sort disagreement statements
1	Passengers are allowed to join the negotiation consultation, for example through the ANVR (2)
2	In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process (23)
3	The introduction of the ORS will make the policy process more effective and more efficient (15)
4	By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation (13)
5	The current decision making process regarding the development of Schiphol is effective and efficient (14)

Table 7: Top 5 disagreement statements

There is only a small positive correlation between the identified factors, see Table 8. Values vary between 0.03 and 0.19. This is in line with the earlier mentioned correlation matrix, where correlations were not that high either. The highest correlation is between factor 2 and factor 4 and the lowest correlation is between factor 2 and factor 3. There are no negative correlations between factors, which means that there is no strong opposition between factors.

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Correlations Between Factor Scores				
Q-sort	1	2	3	4
1	1.0000	0.1000	0.0517	0.1492
2	0.1000	1.0000	0.0333	0.1915
3	0.0517	0.0333	1.0000	0.0974
4	0.1492	0.1915	0.0974	1.0000

Table 8: Correlation between factors

A statement that is not distinguishing between any of the identified factors is called a consensus statement (Brown, 1980). The distinguishing and the consensus statements can be used to highlight the differences and similarities between factors (Van Exel & de Graaf, 2005). From the results, it can be observed that there is no strong consensus on one of the statements, which is in line with the earlier mentioned low correlation between the factors and between statements. Respondents have some consensus on the statement that the Ministry should more show their colors in the policy process. In addition, they are quite positive on the suggestion to talk more about a broader social context, in what ways the welfare of the residents can increase, except factor 4. The same positivity applies to the representation of the BRS, where only factor 2 is slightly negative about. A lower consensus is on the statement that it is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation. Finally, the respondents are quite neutral about the statement that in the future policy process parties who participate in the negotiation consultation are obliged to participate in the informative consultation. This can be explained in a way that respondents did not completely understand the statement. The intention was to ask respondents whether they would accept forum shopping in the future policy process, but that is difficult to catch in a simple statement that is understood by all participants. For an overview of the top 5 consensus statements, see Table 9. The full list of consensus and disagreement statements can be found in the Appendix N.

Q-sample statements	Factor arrays			
	1	2	3	4
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	1	0	0	-1
11. The Ministry should more show their colors in the policy process	3	1	4	2
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	3	1	3	-1
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	2	-1	-1	1
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol	1	-1	1	2

Table 9: Top 5 consensus statements

A statement that is distinguishing between any of the identified factors is called a disagreement statement (Brown, 1980). These statements are interesting, because they reveal a current problem or they present a potential problem for the near future. From the results, it can be observed that there is strong disagreement on several statements. The strongest disagreement is on the statement that spatial planning and housing construction around Schiphol Airport is purely a responsibility for national, regional and local authorities. Factors 1, 2(a) and 4 strongly agree with this statement, while factor 2b and 3 strongly disagree with this statement. In addition, there is strong disagreement on the statement that Schiphol Airport may not grow

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further than 510.000 aircraft movements a year. Factor 1 and 2(b) strongly agree with this statement, while factors 2(a), 3 and 4 strongly disagree with this statement.

There is also some disagreement about the (technical) complexity in the current policy process: factor 3 strongly agrees with that statement and factor 2(a) slightly agrees with that statement, while factor 1 and 2(b) slightly disagree with that statement and factor 4 moderately disagrees with that statement.

Furthermore, there is disagreement about the role of the residents: factor 1 is neutral about this, while factor 2(a) and 4 think their role is too important and factors 2(b) and 3 disagree with that. In addition, there is some disagreement about the statement that residents should join the negotiation consultation. Factor 1 and 3 strongly agree with that, while factor 2(a) disagrees with that, factor 4 slightly disagrees with that and factor 2(b) agrees.

In addition, there is some disagreement about the statement that too little is talked about scenarios for the growth of Schiphol in the current process. Factor 1 strongly agrees with that, factor 2(a) and 3 moderately agree with that, while factor 2(b) and 4 moderately disagree with that. Finally, there is some disagreement about the decision to relocate aircraft movements to regional airports. Factor 2(b) strongly agrees with that statement, while the factors 1, 3 and 4 moderately agree and factor 2(a) strongly disagrees. For an overview of the top 7 disagreement statements, see Table 10. For a total overview of all the consensus and disagreement statements, see Appendix N.

Q-sample statements	Factor arrays			
	1	2	3	4
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	5	5	-5	5
30. Schiphol may not grow further than 510.000 aircraft movements a year	4	-5	-4	-4
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	-1	1	5	-3
8. In the current policy process, resident representatives have a too important role	0	4	-4	4
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	4	2	3	-3
1. Residents are allowed to join the negotiation consultation	4	-3	4	-1
33. It is a good agreement to relocate certain aircraft movements to regional airports	3	-4	2	3

Table 10: Top 7 disagreement statements

In a graph, with on the two axes the Schiphol growth factor and the spatial planning responsibility factor, the perspectives can be classified as follows, see Figure 14.

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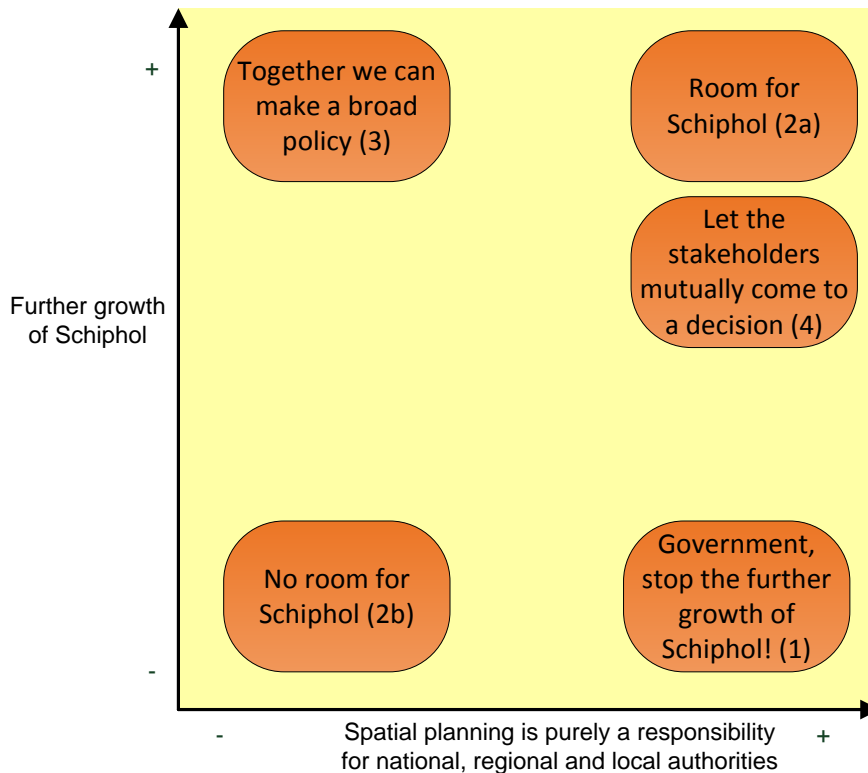
Figure 14: Perspective further growth and spatial planning graph

4.4.3   Relations between the characteristics of respondents and factors

In the Q-analysis, respondents were also asked about their organization, function and time involved in the Schiphol-file. With the software program SPSS (version 20.0), crosstabs have been constructed to determine the relations between the characteristics of respondents and the identified factors. A note has to be made that none of the variables met the conditions of a valid Chi-square test due to lack of respondents, so these results only give an indication.

Some relations between the characteristics of respondents and their perspectives can be identified. Regarding the delegations of the respondents, no real relations can be found. Two of the three the aviation sector parties in the policy process share factor 3, the other shares factor 4. Resident representatives and local authorities are somewhat divided. The Ministry shares factor 4. Regarding the functions of the respondents, no real relations can be found. Two of the three Directors share factor 4, the other shares factor 2a. All other functions are divided, for example the three advisors share respectively factor 1, 2a and 3. Regarding the time the respondents are involved in the Schiphol-file, it is interesting to see that respondents who are involved from before 2003, share factor 1 and factor 2b. Respondents who are involved later on, mainly share factor 2a and factor 3. It is also interesting to observe that both resident representatives are already involved from before 2003. The representatives of the aviation sector, the Ministry and local authorities are only involved since 2006 or later. Regarding the decisive statement that Schiphol Airport must grow further, the aviation sector parties seem to strongly agree with this statement, while the residents seem to strongly disagree with this statement. Regarding the second statement about the responsibility for spatial planning and housing construction around Schiphol Airport, it can be observed that the delegations are somewhat divided regarding this statement, but the differences, though, are large. Some

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respondents within a delegation strongly disagree, while others strongly agree. For an overview of the crosstabs, see Appendix O.

4.4.4 Similarities and differences with previous researches

In this sub paragraph, the results of the Q-methodology of this research are compared with the previous researches of van Eeten (1999) and Kroesen (2011).

The same division of factors as in the research of Van Eeten has been found in the Q-methodology of this article: three factors describing a specific perspective and a bipolar factor which both includes the perspective in favor of further growth of Schiphol Airport and against further growth of Schiphol Airport. Furthermore, the research of Van Eeten presented the following perspectives: societal integration of a growing airport, ecological modernization of the aviation sector and sustainable solutions to a growing demand for mobility. The Q-methodology of this research is more focused on the policy process and means to improve the current policy process and did not have the intention to view more policy arguments on the future of aviation.

Comparing the results with the first research of Kroesen, he has found the following perspectives: a pro-aviation perspective, an anti-aviation perspective, a perspective that states that aviation and the environment can go together, a perspective that does not regard noise as a problem and a perspective that sees aviation as a local problem. Again, the difference between in favor of Schiphol growth and against Schiphol growth can be identified. Furthermore, Kroesen has identified three other factors, but those perspectives are more focused on perspectives purely from residents around Schiphol Airport, while the perspectives of the Q-methodology in this research is focusing more on means to improve the current policy process.

The other research of Kroesen is more focused on non-acoustical factors and noise policy preferences. The following perspectives have been identified: the government must have a clear vision regarding further growth of Schiphol Airport, the government must protect residents and the environment against further growth of Schiphol, Schiphol Airport and the environment is a solvable problem and noise is a social problem. Kroesen has found two perspectives where the government has to take action, the same as in this Q-methodology. The first perspective wants the government to protect residents and the environment against further growth of Schiphol Airport, while the second perspective wants the government to stimulate further growth of Schiphol Airport, which is more or less similar to the research of Kroesen. Furthermore, the research of Kroesen is focused more on noise policy preferences, while this research is focused more on means to improve the current policy process.

The comparison of the results of the Q-methodology from this research with the previous researches of van Eeten and Kroesen shows some similarities, which means that the results of all the researches are consistent to a certain extent and this research confirms the levels of disagreement in the previous researches. A difference is that the results of the Q-methodology in this research show great disagreement between the perspectives on several statements, also on the further growth of Schiphol Airport, but mainly on the responsibility of spatial planning and housing construction. This last disagreement has not been identified in the two previous researches, so the results of the Q-methodology in this research show a possible new disagreement in the Schiphol Airport debate than identified in the researches of Van Eeten and Kroesen.

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4.5 Advantages and disadvantages in the Schiphol Airport development policy process

In this paragraph, a synthesis of the theoretical advantages and disadvantages of unconventional participation from paragraph 4.1 with the Schiphol Airport development policy process is done, based on the literature, the interviews and the Q-methodology. First, the developments over the past few years are described, to provide insight into the results of the Alderstable so far. After that, the most important advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process are described.

4.5.1   Developments over the past few years

Two important policy proposals have already been made by the Alderstable: the short term advice in 2007 and the medium long term advice in 2008. Both processes are discussed below.

The short term advice

In June 2007, the Alderstable came up with a short term advice for the development of Schiphol (Alders, 2007). Main agreement was that Schiphol Airport can grow to a maximum of 480.000 aircraft movements in 2010. Next to that, agreements have been made on the quality of the living environment and on noise reduction measures.

During the political debate on the short term advice, there was some confusion about the voting behavior of the resident representatives (Huijs, 2011). At first, they pretended they were against the short term advice, but during the debate in the Parliament one of the residents told the Minister they supported the short term advice. So in the end, there was a unanimous advice for the short term which has been accepted one-on-one by the Cabinet and the Parliament.

The unexpected vote from the resident representatives in favor of the short term advice led to some disagreements among the local residents (Huijs, 2011). The resident representatives were accused of not having a mandate to agree with the short term advice. Some residents started the VGP and made clear they had not been in favor of the short term advice and they did not longer place trust in the resident representatives. They indicated they wanted to join the Alderstable as an additional representative of local residents to negotiate about the medium long term advice themselves (Huijs, 2011). Some members of the Parliament proposed to add the VGP to the Alderstable. The same was proposed in the self- evaluation of the Alders advice for the short term. A starting point for participation of the VGP was that they would no longer oppose the short term advice (Huijs, 2011). The short term advice has led to a division among local residents.

The medium long term advice

After the short term advice, a second round of negotiations was started. In October 2008, the Alderstable came up with the medium long term advice (Alders, 2008). Main agreement was that Schiphol Airport could grow to a maximum of 510.000 aircraft movements in 2020. Next to that, additional agreements were made on the quality of the living environment, noise reduction measures and selectivity: a maximum of 70.000 non-hub aircraft movements has to be relocated to the regional airports of Lelystad and Eindhoven. In addition, changes in noise limits were made and a preferential runway system has been introduced. These agreements were put down in three legal binding covenants, which have been accepted one-on-one by the Cabinet and the Parliament (Rijksoverheid, 2008a); (Rijksoverheid, 2008b).

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Again, there was confusion about the voting behavior of the resident representatives. At that time, there were two CROS resident representatives and one VGP resident representative. Only one CROS resident representative was in favor of the medium long term advice, just before the final decision had to be taken (Huijs, 2011). The VGP organized an emergency meeting, which was attended by 12 of the 26 resident platforms. During that meeting, 7 of the 12 platforms voted against the medium long term advice. Also 7 of the 12 platforms voted for continuation of participation at the Alderstable. But the VGP resident representative had already made up his mind and he left the Alderstable (De Jong, 2012). The second CROS resident representative suddenly was in favor of the medium long term advice too. Both remaining resident representatives were in favor of the medium long term advice, so it was framed as a unanimous decision. In fact, two out of the three resident representatives supported the medium long term advice, but the one that was against the advice left the Alderstable.

The residents that supported the VGP resident representative that had left the Alderstable joined forces and started the BLRS. The remaining resident platforms stayed in the VGP, and some other resident platforms were gathered to broaden the VGP. The new VGP was still allowed to participate at the Alderstable, and the BLRS succeeded in making sure that the Parliament made the amendment that they would be informed about the proceedings of the Alderstable (Huijs, 2011).

Environmental organizations and residents living around the airports of Lelystad and Eindhoven had comments on the medium long term advice (Huijs, 2011). They commented on the lack of legal protection of residents and on the fact that the decision to relocate aircraft movements to the regional airports was taken without their involvement. Finally, low cost carriers that fly on Schiphol Airport criticized the advice, because non-hub aircraft movements would be relocated to regional airports, which could be considered as unfair competition. They claimed that KLM was not representing all airlines at the Alderstable, but was mainly representing their own interests (Huijs, 2011).

As a result of these comments, the Alderstables Lelystad and Eindhoven were started in 2009 (Alderstafel, 2013a). In addition, it has been decided that the BARIN would be included in the Alderstable Schiphol after a request of the Parliament in 2011 (Alderstafel, 2013b).

In August 2010, the Alderstable Schiphol came with a final advice on a two-year experiment with a new noise system, which would start already in November 2010 (Alders, 2010b). This experiment included flying according to agreement where a preferential runway system would be used, based on weather conditions and the number of hindered residents, without the noise enforcement points and their limiting values.

An intermediate evaluation of the experiment with the new noise system for Schiphol Airport was conducted in April 2012 (Alders, 2011) and it was decided to continue with the noise system experiment (Alders, 2012a). The experiences from the first year provided enough confidence that the new noise system was on the right track (Rijksoverheid, 2012).

In 2012, it also became clear the CDA experiment would not be feasible. For the regional and local authorities as well as for the local residents, this was an important agreement. In

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November, alternative agreements were made: the maximum amount of night flights would be reduced to 29.000 a year before 2015 (Alders, 2012b). For a short overview of the developments over the past few years, see Figure 15.

2006
- April: Cabinet's perspective on the development of Schiphol Airport
- December: start Alderstable Schiphol

2007
- June: Alders advice Schiphol short term (2010): a maximum of 480.000 aircraft movements (at night 32.000) in 2010, covenant living environmental quality and covenant noise reduction measures
- September: the VGP was added to the Alderstable

2008
- October: Alders advice Schiphol medium long term (2020): a maximum of 510.000 aircraft movements (at night 32.000) in 2020 and a maximum of 70.000 aircraft movements at the airports of Lelystad and Eindhoven and covenant selectivity

2009
- March: start of the Alderstable Lelystad en Alderstable Eindhoven

2010
- August: advice on the two-year experiment with a new noise system (start: November 2010)

2011
- November: the BARIN was added to the Alderstable Schiphol

2012
- April: evaluation of the experiment with a new noise system and decision to continue with the experiment
- November: alternative agreements for CDA's: night flights will be reduced to 29.000 aircraft movements

Figure 15: Timeline Schiphol Airport development policy process

The Ministry of I&E, regional and local authorities, aviation sector parties and resident representatives have unanimously made agreements about the development of Schiphol, after one of the resident representatives left the Alderstable. Currently, the Alderstable is controlling the implementation of these agreements. Since the end of 2008, participants are negotiating about the implementation of this advice and a new noise system. The final advice is expected later this year. After completing this advice, the ORS (*Omgevingsraad Schiphol*, the Environment Council for Schiphol) will be introduced, which includes both the CROS as the Alderstable in a new institution with a 'Meeting place' and a 'Negotiating table' (Alders & Verheijen, 2012).

4.5.2 Advantages

In this sub paragraph, the most important advantages of unconventional participation in the Schiphol Airport development policy process are described, with the focus on the Alderstable, based on the theoretical advantages from paragraph 4.1 and the outcomes of the interviews and the Q-methodology. After the theoretical advantages from paragraph 4.1, another important advantage of the Alderstable is defined. This sub paragraph ends with some questionable advantages.

Whether or not the participative democracy is regarded as a positive development on its own, the Alderstable supports the idea of the participative democracy. Participation reduces the gap between citizens and government and strengthens the citizenship.

At the Alderstable, representatives of regional and local authorities and local residents are allowed to participate. This also leads to a higher societal support for the decisions. There was a

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lot of criticism on the Cabinet's perspective on Schiphol Airport in 2006 and there was not a political majority that was able to make a decision. Next to that, there was a high level of distrust among stakeholders and there was an actual problem with exceeding the noise limits. These were the main reasons to start the Alderstable. The Alderstable has solved the problem of the Cabinet (and the Parliament) to come up with an agreement that is supported by all important stakeholders. Because all important stakeholders participate, the Cabinet and the Parliament could only say yes to the unanimous final agreement on policy proposals. So the unanimous agreements at the Alderstable absolutely increased the chance of adopting the policies. The same applies to reducing the resistance to implementation of the policy measures. Because citizens care about their living environment, they are willing to take action when a decision is taken that affects their environment. In the Netherlands, individuals or organizations have the possibility to appeal at the Council of State. These legal procedures can delay the decision making process and are expensive as well. With the involvement of citizens and organizations in the policy process, these legal procedures can be prevented. Also, the trust in the decisions made increases. This also applies to the trust of the Cabinet and the Parliament in the decisions, because of the successful policy outcome. This also leads to an increase in faith of the government by the participants of the Alderstable. Especially, the relation between the local residents and the government has improved.

The local residents came up with an own policy proposal for a further growth of Schiphol Airport to 500.000 aircraft movements. Within the covenants, several measures were proposed by the local residents, so in that way, the content of the policy process is absolutely enriched. It can also be stated that a higher level of knowledge and expertise from society as input for policy has been reached. One of the resident representatives is already involved in the Schiphol-file since the 1960s. The specific knowledge of the involved stakeholders has improved the quality of the policy. Every policy measure has been scrutinized by all participants and when the feasibility seemed to be high and it could also count on the approval of the other participants, the policy measure has been included in the final policy proposal.

Schiphol Airport is an issue of national importance, but also has drawbacks for the environment. With the involvement of regional and local authorities and local residents, there is a better understanding of these drawbacks. Furthermore, the most important interests and opinions of these delegations are put forward. It is tried to integrate these interest and opinions, but finally, at the Alderstable, negotiating was needed to achieve a compromise.

In addition to the theoretical advantages from chapter 2, the Alderstable has led to certainty for all participants: the aviation sector parties now know they can grow to 510.000 aircraft movements in 2020, the regional and local authorities and local residents now know what they can expect. For a long time, there was a lot of uncertainty about the further development of Schiphol Airport.

Finally, some factors can be doubted. The first factor is the raise of effectiveness of policy. As has been stated above, there currently is certainty about the further development of Schiphol Airport, but the effectiveness is questionable. This is also dependent from which (or who's) objectives the effectiveness is determined. Second, the increase of the democratic legitimacy of policy is questionable, because the 'classic' democratic legitimacy is assigned to elected politicians. The participants in the Alderstable process are not elected. When one of the

participants is very smart or has a lot of power, his or her viewpoint can be more important than the others, while in principle, all interests have to be involved and weighed. On the other hand, the elected politicians have decided to delegate their decision making to the Alderstable. Third, the increase of the quality of the democracy can be doubted. On the one hand, power is delegated to 'the people', so from that perspective it is a positive development. On the other hand, elected politicians are chosen to make decisions about issues of national importance, and now, the power has been delegated to a small, selective group of people, who are not democratically elected. From that perspective, it undermines the 'classical' democracy. A statement about this development is dependent on the view on democracy and therefore needs some further discussion, which is done in Chapter 5.

4.5.3 Disadvantages

A synthesis of the disadvantages from paragraph 4.1 with the Schiphol Airport development policy process is done in this sub paragraph, with the focus on the Alderstable. Some additional important disadvantages are mentioned after the theoretical advantages from paragraph 4.1 and the sub paragraph ends with a questionable disadvantage.

The political system is classically the system that has the responsibility and the power to make decisions. Of course, the civil society elects the politicians in that system and with that vote, the politicians are given the legitimacy to make decisions until the next elections. With unconventional types of participation, this boundary will tend to become blurred. It depends on the view on democracy, whether this disadvantage can be questioned. It is a fact that the legitimacy of the representational decision-making is challenged, but the elected decisions have chosen to delegate their responsibility and power to the Alderstable, so it is dependent on the view on democracy whether this is a questionable disadvantage.

At the Alderstable, participants are asked to reason from the viewpoint of the public interest. This does not mean all participants are fully committed to the public ethos and of course, every participant still wants to represent their own interest the most. Furthermore, 'the people as a whole' normally can influence political decisions indirectly through elections. Stakeholders normally represent their own interest, so they do not represent the 'people as a whole'. That especially applies to the aviation sector, that mainly demands further growth of Schiphol Airport, but also to resident representatives, who mainly represent the residents who experience nuisance from Schiphol Airport. In addition, stakeholders can be involved who are not representative. Several parties at the Alderstable have been accused of being not representative. KLM is seen as the representative of the airlines, but they did agree with the measure to relocate non-hub aircraft movements to regional airports, which has major drawbacks for non-hub airlines. These non-hub airlines did not feel represented by KLM, which was the main reason to add BARIN as a representative to the Alderstable. In addition, this disadvantage applies to the representatives of the BRS, the regional and local authorities. Now, the province of North-Holland and South-Holland and the municipalities of Amsterdam, Haarlemmermeer, Amstelveen and Castricum together form the BRS-delegation and they represent the viewpoint of the BRS. It is questionable if they represent all municipalities, especially because some municipalities experience direct nuisance from a certain runway, for example the municipality of Aalsmeer. Finally this disadvantage applies to the resident representatives. Firstly, they mainly represent the interest of the residents that experience nuisance and secondly, they live in a certain municipality. In both cases, it is questionable if they

represent all residents in the Schiphol region, so also the residents that are in favor of the airport, or that they more represent the residents that experience nuisance or represent the residents in their geographical environment. Furthermore, participants negotiate and have the responsibility to make decisions at the Alderstable, their integrity can be doubted. For the Alderstable, there is no direct reason to think this is applicable.

The aviation sector parties represent the interests of the aviation sector, but they are counterbalanced by the resident representatives, who have been given a prominent role and are citizens that represent the interests of the residents around Schiphol Airport. From the democratic perspective that an individual citizen votes on a politician that has to make decisions for him or her, this can be seen as a decrease of the power of that individual citizen. The Schiphol-file is only one of the many files a national politician has to deal with, so his or her influence on the Schiphol-file will not be that large. In addition, a national politician has to represent the public interest and also has to take the interests of smaller parties in the aviation sector and environmental organizations into account.

In the Alderstable process, process managers and civil servants have a more prominent role. Hans Alders as the chairman and a mediator has been given an important role. On the one hand, he has to maintain the trust and keep all participants calm and on the other hand, he has to reach a unanimous agreement. In addition, representatives of the Ministry of I&E participate in the Alderstable process, who are actually civil servants. Whether this is a major disadvantage can be questionable, because the elected politicians have delegated their responsibility to the body of the Alderstable with the assignment to come to an agreement.

Participation can also be used as a strategic policy tool by politicians and policy makers. For the Schiphol Airport development policy process, the Cabinet has delegated the tensed discussion about the further development of Schiphol Airport to the Alderstable. The goal is to build trust and reach a unanimous agreement, so there is no direct reason to assume that the Alderstable is used as a strategic policy tool. When participation is used as a strategic policy tool, this can also lead to a loss in faith in the government. In the previous sub paragraph, it has been stated that for the participants of the Alderstable, the faith in the government has increased, but stakeholders who do not participate in the Alderstable have been disadvantaged and it is possible that they experience a loss in faith in the government, because they think the government also has to protect the small parties.

At the Alderstable, participation has led to new conflicts. One example is when it became clear that the agreement about CDA's could not be implemented. At that moment, an alternative agreement had to be made. Regional and local governments as well as local residents were absolutely not pleased with this development and the aviation sector parties did not want the alternative agreements would have a negative effect on their operations. In the end, the compromise has been made to reduce the maximum number of night flights. Furthermore, the Alderstable did not lead to stakeholder frustration because of a failure of the process itself, but it has led to frustration within the residents delegation. After the short term advice, there was some dissatisfaction among residents which in the end has led to a division of the residents in CROS and VGP. Just before approval of the medium long term advice, the VGP resident representative left the Alderstable and started the BLRS, which has led to an even larger division of residents.

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The formulation of the short term and medium long term advice has taken place in a relatively short time period. In 2006, the Alderstable started, in 2007, there was an advice for the short term and in 2008, there was an advice for the medium long term. Since 2008, the Alderstable is discussing about the implementation of the medium long term advice and about a new noise system. This latest round of negotiation takes some more time. This asks a certain level of perseverance of all participants. Next to the hours that the participants have to put into the process, there are costs for the whole process organization: Alders, his secretary and administrative support, but also the requests for research reports and second opinions. Of course, it is the question if that outweighs the economic and financial benefits of having an agreement right now and at the same time preventing legal actions.

In addition to the theoretical disadvantages, from a classical democratic view, residents should democratically be represented by local authorities. Local residents as a separate stakeholder cleverly claimed their position at the Alderstable through the Parliament (De Jong, 2012). It depends on the view on democracy whether this is a questionable disadvantage. In addition, it has been stated earlier that resident representatives also have added a lot of knowledge and experience, which is an advantage.

The last couple of years, for every large issue that emerged, a committee, working group, sub-working group, consultation or focus group has been established. This has led to a fragmentation of the policy process, which makes the policy process more complex, more time-consuming and less transparent, especially for participants outside the Aldertable. The role of the CROS has become less clear since the introduction of the Alderstable, which leads to frustrating members of the CROS. At first, the Alderstable was meant to be temporary, but now it has become clear that the Alderstable is needed as a permanent body to monitor the implementations of the decisions and possibly can be used to make new decisions (Alders & Verheijen, 2012).

Finally, transparency of the Alderstable can be doubted: for the participants of the Alderstable, the transparency is clear, they receive all information, are present at all meetings and can join all commissions and working groups. For participants outside the Alderstable, the policy process is less transparent, for most of them, it is not even possible to join the policy process. A high level of transparency is needed to ensure the societal support for the unconventional participation. The only way to follow the developments is to ask for information. Of course, it is questionable whether this would be different when there would be no unconventional type of participation. It is possible that the decision making then would take place in the backrooms.

4.6 Conclusion

Unconventional participation has advantages and disadvantages: on the one hand, it can solve problems, it can reduce the resistance to implementation and it reduces the gap between government and citizens. It can also lead to a more open and participatory democracy and generates creative ideas with a higher support from society. On the other hand, it can be time-consuming and costly, it may affect the relation between the political system and civil society and it can lead to problems regarding legitimacy and representation.

Based on the interviews, it can be concluded that an additional reason next to the exceeding of the noise limits and the lack of a political majority to make decisions, to start the Alderstable is

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due to a lack of trust between the stakeholders in the Schiphol-file, which is mainly caused due to mistakes that have been made in the communication during the construction of the Polderbaan. The CROS was not able to solve this deadlock, the situation was stuck and there was no majority in the Parliament that could reach an agreement. Therefore, the Alderstable has been introduced.

The Alderstable can be regarded as a unique policy process and quite successful as well, because it has recovered trust, it has led to results and it provides certainty: an agreement for a further development until 2020. The question is whether the Alderstable has a future.

Some stakeholders think the delegation of decision making from the Parliament to the Alderstable is questionable: in 2006, politicians were not able to reach an agreement and from a democratic view, it then can be an option to delegate the decision making to a body that is able to make decisions about those issues. The question is whether national politicians are still not able to make an integral balance of the most important interests and reach an agreement about the long term development of Schiphol Airport that is based on that integral balance. The further development of Schiphol Airport is an issue of national importance, so in principle, national politicians have to weigh all important interests and make decisions about this issue.

One of the stakeholders says that citizen participation is meant to reduce the gap between government and citizens, but what happens now is that a new gap occurs between the resident representatives that participate in the policy process and the residents who they represent. This has the implication that the legitimacy and the representation of these resident representatives are questioned. On the one hand, this results in residents that try to have influence in another way, because they do not feel represented by their resident representative. On the other hand, national politicians and stakeholders are under the assumption that the residents do represent the residents around Schiphol Airport, but are actually more individual participants.

Furthermore, stakeholders mention a lot of disadvantages on the operational level. They state that the Alderstable takes a lot of time, which also leads to a pretty expensive policy process. The question is whether the benefits in creating support for decisions regarding the development of Schiphol Airport and the prevention of legal actions outweigh the drawbacks in putting time and effort in such an extensive policy process. Some other risks are a further fragmentation, which leads to a lower transparency, and an increase of the (technical) complexity. There is also a risk of groupthink: the unity can be at the expense of critical consideration of the facts.

Another question is what would be an alternative policy process and what would be the consequences of that policy process. When the policy process is returned to the national government, it leads to political risks: it is unknown whether a majority will be in favor or against further growth of Schiphol Airport and it depends on the Minister which policies are proposed.

Next to that, there is a strong disagreement about the further growth of Schiphol Airport and about who is responsible for spatial planning and housing construction around Schiphol Airport.

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Stakeholders are quite positive about the Alderstable, but have a lot of comments regarding the CROS. It could therefore also be a possibility to maintain the structure of the Alderstable as much as possible and to focus on a transformation of the CROS.

Stakeholders also think that resident representatives have a too important role in the policy process. The question is what their legitimacy and mandate is and what is the best way to represent local residents: through direct elections, appointment by municipalities or through resident platforms. In addition, it could be a possibility to include environmental organizations or entrepreneurs, for example through the KVK or to include passengers, for example through the ANVR.

Finally, based on the interviews, there are a lot of substantive issues to deal with. A high level of knowledge and knowledge about these issues is currently needed to participate at the Alderstable. When experts are asked for their opinion, they can disagree with each other, because they can have a different interpretation. The question then is: who is right the most? That is an undesirable situation and it is a possibility that the discussion takes place on a higher level.

From the Q-methodology, it can be concluded that four factors can be identified, leading to five perspectives regarding the current and future policy process for the development of Schiphol Airport, because one of the respondents load negatively on factor 2:

- Factor 1: Government, stop the further growth of Schiphol!, where the government has to take action to protect the residents around Schiphol Airport against further growth. Further growth will increase the existing problems on noise and housing construction, while spatial planning and housing construction around Schiphol Airport is purely a responsibility for national, regional and local governments;
- Factor 2a: Room for Schiphol, which favors further growth of Schiphol Airport and does not want residents to be included in the decision making process and are against the ORS to advise on spatial planning and housing construction around Schiphol Airport;
- Factor 2b: No room for Schiphol, which rejects further growth of Schiphol Airport and demands that residents are included in the decision making process and is in favor of the ORS to advise on spatial planning and housing construction around Schiphol Airport;
- Factor 3: Together we can make a broad policy, which perceives a lot of complexity and too much focus on noise in the current policy process, but thinks the current process is slightly effective and efficient. Residents are allowed in the decision making process, but the resident representation has to be improved, for example through the resident platforms. Furthermore, Schiphol Airport may grow further and spatial planning and housing construction is not purely a responsibility of existing governments;
- Factor 4: Let the stakeholders mutually come to a decision, where the Ministry has to give a main line framework and let the stakeholders mutually come to a decision regarding the further development of Schiphol Airport. The current policy process is perceived as a little negative and there are absolutely no symptoms of groupthink in the current process. The ORS will not make the policy process more effective and efficient. Furthermore, Schiphol Airport may grow further and spatial planning is purely a responsibility for existing authorities.

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From the Q-methodology, it can be further concluded that a majority of the respondents want the Ministry to give a main line framework and let the parties mutually come to a decision, where the Ministry also has to show their colors more. In addition, residents are allowed to join the decision making process and it is good that the decisions are defined in legally binding covenants. Respondents allow local residents to join the decision making process, but they do not want passengers to join. Furthermore, they do not think the expectation management is good in the current policy process, they think the current decision making process regarding the development of Schiphol is not effective and not efficient and they do not place high trust in the ORS. According to the respondents, a policy process has to be introduced where the Ministry gives a main line framework and let the parties mutually come to a decision.

Next to that, the Q-methodology shows no strong consensus between perspectives on one of the statements and there is a strong disagreement between perspectives on several statements. The two main disagreement statements are: 1) spatial planning and housing construction around Schiphol is purely a responsibility for national, regional and local authorities and 2) Schiphol may not grow further than 510.000 aircraft movements a year. It seems obvious that the discussion will be about a further growth of Schiphol Airport on the long term, but it is questionable whether there should also be discussed about spatial planning and housing construction. The disagreement on the further growth or housing plans itself does not matter: it will lead to a heated discussion between participants with different perspectives. Furthermore, there is some disagreement about the role of the residents and the statement whether residents are allowed to join the decision making process.

Regarding the characteristics of respondents, the largest differences can be observed between the residents and the aviation sector parties. Residents in the policy process share factor 1 and 2b, while aviation sector parties in the policy process share factor 3 or 4. The resident representatives are already involved in the Schiphol-file from before 2003. The representatives of the aviation sector, the Ministry and local authorities are involved since 2006 or later.

It is remarkable that the respondents were quite positive and understanding during the interviews, but the Q-methodology revealed high level of disagreement between the perspectives on some statements. This can be explained because more and more issues raised, when more interviews were taken. When a new issue raised, this issue was not returned to the previous stakeholders to ask their opinion about that issue. All these issues were included in the Q-methodology, which revealed the subjective viewpoints of all stakeholders about all issues.

This information provides directions for the future process for policy making for the development of Schiphol Airport. The major challenge is to deal with the two disagreement statements about the responsibility for spatial planning and housing construction around Schiphol Airport and the further growth of Schiphol Airport. A balanced discussion with the involvement of all important interests is needed in order to come up with a policy proposal that is effective and tries to satisfy the most important stakeholders as much as possible.

With the formulations of the long term and the short term advices, some issues have arisen, especially among the local residents. The first advice has led to a division among residents and at the end of the second advice, one of the resident representatives left the Alderstable. Despite that, the Alderstable is quite successful, because it has produced two agreements, supported by

all delegations. In addition, alternative agreements have been made when it became clear that the agreement on CDA's could not be implemented. On a short notice, the final decisions on the new noise system will be made and then the ORS will be introduced which will replace the current CROS and Alderstable.

Regarding the advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process, it can be concluded that a statement on the question whether the Alderstable is a positive development or not, depends on the view on democracy and way of policy making. Assuming a positive view on the participatory democracy and unconventional participation, the Alderstable is a positive development. But assuming a negative view on the participatory democracy and unconventional participation, the Alderstable a negative development. This balance is further elaborated in chapter 5.

Apart from a statement about the view on democracy and way of policy making, some clear advantages and disadvantages can be defined. Advantages are that the Alderstable has solved direct problems: the Cabinet received a lot of criticism on their viewpoint in 2006, there was a high level of distrust among stakeholders and there was an actual problem with exceeding the noise limits. Two years later, there was an agreement on the further development of Schiphol Airport made by all delegations. This is a decision with a high societal support and provides certainty to all stakeholders. The involvement of these stakeholders also leads to a better understanding, an integration of the most important interests and opinions and in addition to an enrichment of the content and reach a higher level of knowledge and experience in the policy process. Finally, it increases the chance of the adoption of the policy and prevents the resistance to implementation of the policy.

Disadvantages are that the participants do not have any commitment to the public ethos, they have the right to represent their own interest instead of the public interest. Participants are asked to have a broad view and keep the public interest in mind, but it is likely that participants mainly take their own interest into account. In addition, the participation has led to new conflicts, for example on the responsibility of spatial planning and housing construction. The current participation process is time-consuming, it asks a lot of time of the participants, which leads to higher cost, also for the process organization: Alders and his secretary, administrative support and additional researches. When applying unconventional participation, the time and costs have to be estimated in order to check whether the benefits outweigh the drawbacks. It is also difficult to deal with the complex information and to assure the quality of the information. Finally, unconventional participation has led to stakeholder frustration within the residents delegation: there is a division among residents because of disagreement on the previous Alders advices.

5. Discussion

The results of this study have raised some discussion points. In order to draw conclusions based on the information provided by this study, a discussion about some critical aspects is needed. First, comments are given about the view on democracy in paragraph 5.1, second, comments are given about the view on unconventional types of participation in paragraph 5.2. Third, comments are given specifically for the Schiphol Airport development policy process in paragraph 5.3.

5.1 The author's view on democracy

In principle, democracy means that people have a say in the decisions that affect their lives. In the Netherlands, we know a representative democracy: people that are allowed to vote, choose a politician that represents his or her interests on a local or national level. These politicians are given the mandate and legitimacy to make decisions until the next elections. In addition, these politicians have the responsibility to serve the public interest and to weigh all important interests and make the right decisions for their municipality, region or country, also based on their political view.

In the Netherlands, we see a transition to a more participatory democracy: a type of democracy where citizens participate in the direction and operation of political systems, which also follows from the developments in society and policy making from chapter 2. On the one hand, this can be explained by the developments in society: Dutch people know a high welfare, are mainly post-materialists, care about their living environment and live in a more feminine culture, where decision making is achieved more through involvement. In addition, the Dutch politician culture is more consensus-oriented than power-oriented, the Netherlands is especially known as a 'polder' country, where everything is being discussed. In that way, interactive policy making is almost inevitable. Politicians and policy makers are able to consult stakeholders regarding a certain policy issue, and they can even decide to give others a mandate to come up with an advice regarding that issue. The question is: to what extent may politicians delegate their responsibilities? In other words: to what level of participation, stakeholders are allowed to participate in the policy making process?

5.2 The author's view on unconventional types of participation

Conventional types of participation are types of participation that are provided by the government: voting during elections, give an opinion on a concept policy proposal, lobbying politicians or influence viewpoints through a political party conference. Last option is to go to court when a stakeholder or organization thinks the government makes an unjust decision. This last option is not preferable, because it takes a lot of time and delays a policy outcome, even when the policy outcome would have a positive effect for a lot of other people.

There are also some unconventional types of participation, where the structure is determined by the participants or the process organization. Modern examples are collaborative policy making and consultations consisting of societal organizations and citizens. I think these unconventional types of participation are a good development for some complex policy issues, but I also want to add the following comments to that, based on the previous conclusions in this study:
- Unconventional types of participation should only be applied when conventional types of participation do not function and do not lead to a policy outcome, because

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unconventional participation is time-consuming and therefore can also be expensive. When an issue can be solved with traditional policy making, that has to be preferred;

- Otherwise, an estimation of the time and costs of unconventional participation must be done and the benefits must outweigh the drawbacks, because in that way, the participants have the commitment to the unconventional participation;
- The responsible politicians must take a legitimate decision to apply unconventional participation and provide a framework as a starting point. In addition, they have to agree with the participants, because the politicians have the responsibility to involve the most important interests. In that way, there is political support for the unconventional participation;
- For every decision that is asked, the level of participation and the frameworks must be defined and the highest level of participation has to be co-producing the policy proposal. The definition of the participation level is an important aspect in the expectation management regarding the policy process. Decisions on the further development of Schiphol Airport have to be taken by national politicians, because they have to weigh all important interests, and stakeholders are allowed to co-produce the policy proposal, because they have a lot of knowledge and experience regarding the policy issue;
- Participants in the unconventional participation process must be affected by the concerned issue and must have a clear interest, legitimacy and mandate. In that way, it is ensured that the most important stakeholders are involved and their legitimacy and mandate are assured;
- It must be clear who the participants exactly represent and they have to be accountable to their grassroots, because otherwise it is not clear which interests are exactly involved in the policy process;
- The process organization must ensure a balanced discussion, because all relevant interests must be involved, heard and weighed in order to reach an agreement that is effective and tries to satisfy the most important stakeholders as much as possible;
- The process of unconventional participation must be as transparent as possible, both for the participants of the participation process as for the stakeholders that are not involved in the participation process, because in that way, the societal support for the unconventional participation is ensured.

When these conditions can be met, unconventional types of participation can also be applied in the Schiphol Airport development policy process, but I will come back to that in the next paragraph.

Furthermore, I want to comment on some theoretical doubts and disadvantages that have been identified. Actually, I see unconventional types of participation as a quite positive development and want to talk rather about potential risks that can occur during a participation process. The first one is the raise of effectiveness of the policy. As a starting point, you have to take the raise of effectiveness from the viewpoint of the public interest, so from the national politicians or the civil society. When the most important interests are included in the unconventional participation and a balanced discussion is held, it will lead to a policy outcome that is optimal from societal perspective, so that means it will be more effective than traditional policy making. Of course you get problems when some representatives of a specific interest are smart or have a larger power than the others, or when a person thinks that some interests are more important

than other interests. This may lead to a suboptimal policy outcome. However, I think that has to be the consideration of a national politician during the final decision making.

Second, the raise of democratic legitimacy is doubted. As I already stated earlier, I think that when national politicians make a legitimate decision to delegate their decision making to a body that is able to make decisions about that issue, it still is legitimated, with the comment that the body will not go further than co-produce the policy proposal and that the national politicians agree with the participants in order to include the most important interests.

Third, the increase of the quality of the democracy is doubted. I have already stated that I personally support that the Netherlands has a more and more participatory democracy, so when citizens or organizations participate, this leads to a higher level of participatory democracy. When the process is well-organized, a right representation of the participants is ensured and the national politicians have made a legitimate decision to delegate their responsibilities, there will be no doubt about the increase of the quality of the democracy.

Fourth, an identified disadvantage is that participants of the unconventional participation may not have commitment to the public ethos, because they have the legitimate right to pursue their own interests. I personally think that is not a problem as well, because the participants together should represent the most important interests of the society, thus the participants can represent their own interests. For the process organization, it is important that they include all important interests and make sure there is a balanced discussion. Again, the national politician can weigh the interests of the participants and make a decision based on that balance.

Fifth, an important disadvantage is that the boundary between the political system and civil society will tend to become blurred due to unconventional types of participation. I personally do not think that is a problem, firstly because you see that the political system and the civil society grow towards each other more and more, especially in the Netherlands, which has a more feminine culture, as has been stated earlier. More and more tasks and responsibilities are delegated from the national government towards the local authorities. Consequently, local authorities delegate more and more tasks towards the civil society, for example the exploitation of community centers, neighborhood watches and volunteers in health care. Of course, politicians do have the responsibility to make the right decisions, based on the most important interests, but the involvement of citizens in decision making can solve problems for some issues. So why would it then be bad that the boundary between the political system and the civil society will tend to become blurred?

A lot of the successfulness of unconventional types of participation depends on the outcome of the policy process. Therefore, the process organization has an important role: they accurately have to look at the structure, the level of participation, the participants and their representation, the starting points and they have to ensure the political and societal support. I think Dutch policy makers learn from every new type of unconventional participation and when these lessons learned are translated into improvements for the next unconventional type of participation, the chance of that type to be a success will increase.

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5.3 The author's view on the Schiphol Airport development policy process

In this paragraph, the conditions from the previous paragraph are compared to the Schiphol Airport development policy process and I give my personal opinion about it. The Alderstable has been introduced in 2006, because there was a high level of distrust, there were a lot of comments on the Cabinet's viewpoint regarding the development of Schiphol Airport and there was an actual problem with exceeding the noise limits. Within two years, the participants of the Alderstable have managed to reach an advice for the further development of Schiphol Airport, which is a great achievement.

Now, participants are used to the current situation with the existence of the Alderstable and in addition, the participants are quite positive about the current situation. But according to my opinion, that is not the only reason to apply unconventional participation in the Schiphol Airport development policy process, because in that way, the participation can be regarded as a strategic policy tool instead of a serious policy tool that tries to involve stakeholders.

On the one hand, Schiphol Airport is an issue of national importance, because it has benefits for the Dutch economy. To increase these economic benefits, Schiphol Airport needs some room to develop. This can lead to an increase of the number of aircraft movements, which again leads to a higher level of external risk, CO_2 emission, noise and spatial planning restrictions. In my opinion, this integral balance is a political choice that has to be made by a national politician.

On the other hand, national politicians should determine on a high level what measures have to be taken to protect the environment and local residents. Some measures are of regional importance, such as the change of a flight route or housing isolation. These measures can be proposed by the civil society and local or regional politicians are able to make decisions about this.

Furthermore, citizens care about their living environment and they are willing to take action when a decision is taken that affects their environment. When the government does not approve their comment on the policy, citizens or organizations can start a legal procedure and they can appeal at the Council of State. These legal procedures can delay the decision making process and are expensive as well. With the involvement of citizens and organizations early in the policy process, these legal procedures can be prevented. At least, the government can argue at the Council of State that they have done their very best to involve all stakeholders carefully in the policy process, so the involvement has to be a serious form of participation.

What is needed then, to involve the civil society in the Schiphol Airport development policy process? In my viewpoint, that is:
1. A high level of information, communication and transparency, because that increases the understanding and the trust of all stakeholders regarding Schiphol Airport;
2. A consultation where a variety of subjects can be discussed and where all parties that are interested can join, because there, all important parties can give their opinion about issues regarding Schiphol Airport they find important;
3. Decisions of national importance such as the further growth of Schiphol Airport have to be made by the Cabinet and the Parliament and advices can be asked from the consultation, because such a decision is mainly on the balance between economic

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benefits and environmental drawbacks. National politicians have to weigh all important interests and make a decision based on that balance;

4. Decisions of regional or local importance have to be made by the regional or local political body or the regional consultation, because these decisions are no national issues which makes the regional or local political bodies able to make decisions about it.

Overall, I think the Alderstable has been a positive development from 2006 to 2008, because it solved some direct problems. But right now, the discussion has become too complex and too fragmented, which makes the current policy process not a sustainable model. It has to be determined whether and how national politicians can be enabled to make decisions about the long term development of Schiphol Airport. These decisions can be complemented with proposals or advices from a consultation such as the Alderstable.

As has been said earlier, the intention is to accommodate the CROS and the Alderstable within the ORS. The final structure and starting points are not determined yet. What is currently known, is that the ORS will consist of a Meeting place and a Negotiating table. It is assumed that the Meeting place will be used as a consultation to inform and discuss subjects and issues regarding Schiphol Airport. The Negotiating table will then be the body where the advices to the Cabinet are discussed.

I personally think that this structure is a good structure, under the four conditions that I have described above. The focus has to be on improvements of the Meeting place, because that is the former CROS where the stakeholders have the most comments on. Furthermore, there is currently an information and complaints center for Schiphol Airport, called BAS (*Bewoners Aanspreekpunt Schiphol*, Residents point of contact Schiphol). From the Frankfurt Airport policy process, it can be learned that an environment and communication center is part of the policy process, which could be an option for the Schiphol Airport development policy process as well.

Regarding the participants in the decision making process, I think the current delegations at the Alderstable represent all important interests. You can doubt of the participation of environmental organizations, entrepreneurs and passengers, but my opinion is that the interests of environmental organizations firstly is against aviation, because it has a negative influence on the environment, and second, their interests are represented enough by the local residents. I think the interests of entrepreneurs and passengers are enough represented by the aviation sector parties.

Regarding the content of the decision making process, I think there currently is too much (technological) complexity. When experts are needed to explain the several reports that are needed to support the decision making, that is concerning. But when experts themselves disagree with each other, because they have a different interpretation, that is even more concerning, because then it is the question who has right the most. I think the decision making has to return to a higher level: the balance between economic benefits of Schiphol Airport as a result of further growth and environmental drawbacks in terms of an increase of noise, external risks and spatial restrictions. That decision needs an extensive balance of all important interests and I think this balance has to be made by national politicians, because they have the responsibility to take decisions that are of national importance.

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Furthermore, I want to address two more issues: the representation of regional and local authorities and the representation of local residents. Right now, the municipalities are individually represented in the BRS and there is a cluster system for the CROS. In my opinion, it would be better when there is one representation of municipalities and provinces. There has to be a clustered system, based on geographical boundaries for the Negotiating table. You already see more geographical administration cooperation in the Netherlands, for example in environment services and regional execution services. In addition, this has the advantage that there will not be a region that is purely cooperating because they share the same noise problems. They are encouraged to have a broader view and have to formulate in which ways the welfare in their region can be increased. For an overview of the geographical administrative structure, see Appendix P. An important disadvantage is that some geographical regions are quite large and even include areas that are not hindered by Schiphol Airport. Therefore, it would for example be an option to give the direct Schiphol region (Noordzeekanaalgebied) two representatives and all the other regions only one representative at the Negotiating table.

Next to that, the current idea is to represent the local residents through resident platforms. In that way, they have clear grassroots, which gives them legitimacy and a mandate. I personally do not agree with that, because you then get representatives of platforms that mainly focus on noise problems and only consist of residents that are hindered by the noise from Schiphol Airport. Van Buuren et al. also state that the ongoing debate about growth versus noise has to be avoided, in order to make understanding of the importance of regional development and livability in the pursuit airport development possible (Van Buuren et al., 2012). I think it is better to have a geographical representation, for example one resident representative per geographical region as described above. The best way is to have direct elections, but I do not think that is feasible. I think every city council should appoint a resident representative, just like in the current situation. These resident representatives can all join the Meeting place, for the Negotiating table I think one resident representative from the inner area (Noordzeekanaalgebied) and one resident representative from the outer area sufficiently cover the interests of the residents in the Schiphol region. It is expected from these residents that they represent all the residents in the Schiphol region and therefore do not represent their own interest, but more the public interest and they have to think as *the* citizens instead of as an individual citizen. Furthermore, these resident representatives have to be accountable to the city council and be cooperative with the other stakeholders in the Schiphol Airport development policy process.

The Q-methodology has revealed two major disagreements: the first about the subject of spatial planning and housing construction around Schiphol Airport and the second about the further growth of Schiphol Airport. First, regarding spatial planning and housing construction: some stakeholders want to advise on these plans, while others state that this is purely a responsibility of national, regional and local authorities. I think you should meet somewhere in between, for example that general advices can be given for the spatial planning and that stakeholders can be consulted for housing construction plans around Schiphol Airport. Second, about the further growth of Schiphol Airport. I have already stated that Schiphol Airport has benefits for the Dutch economy and that national politicians have to make a decision whether they want Schiphol Airport to grow further, based on an integral balance of all important interests. When it is determined whether Schiphol Airport can grow further, the Negotiating table can advise the Cabinet on a more detailed policy proposal.

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The title of this thesis contains a question: is the Alderstable a strategic policy tool or is it democracy 2.0? Now, I will try to give an answer on that question. A strategic policy tool has been defined as an excuse for the national government to get rid of the complex policy issue. Democracy 2.0 is a new way of democracy where citizens participate in the policy process as a result of changes in society. Regarding the different perspectives from the Q-methodology, the first factor 'Government, stop the further growth of Schiphol!' sees the Alderstable as a strategic policy tool, because they are afraid the aviation sector always secures their interests and the local residents are overlooked and only involved to maintain the peace and keep the Minister and Secretary of State out of the wind. In that way, they are neutral about the Alderstable as a way of democracy 2.0, because they think the local residents are not able to counterbalance the aviation sector parties or their interests are not heard enough. Factor 2a sees the Alderstable as a strategic policy tool, because in that way the most optimal policy solution can be found in collaboration with the most important stakeholders to prevent resistance to implementation and to prevent legal actions. It could also be a possibility to return the decision making regarding Schiphol Airport to the national government, because the current government is quite aviation-minded. In addition, they think residents must not be included in the decision making process, so they do not see the Alderstable as a form of democracy 2.0. Factor 2b is exactly the opposite of factor 2a, which sees the Alderstable as a serious policy tool to reach a compromise about the development of Schiphol Airport and is absolutely in favor of residents to participate in the decision making process. Factor 3 is neutral regarding the Alderstable as a strategic policy tool, because they believe the stakeholders together can discuss the balance between further growth of Schiphol Airport and the protection of the environment and local residents. Local residents should be included in the decision making process, so it is clearly a way of democracy 2.0. Factor 4 is also neutral regarding the Alderstable as a strategic policy tool, because they think the stakeholders can mutually reach an agreement within the framework of the Ministry. Otherwise, there will be a political risk and the further development of Schiphol Airport depends on the political wind that is blowing. In addition, they are slightly negative about residents to join the decision making process, so they do not really see the Alderstable as a way of democracy 2.0. For a visualization, see Figure 16.
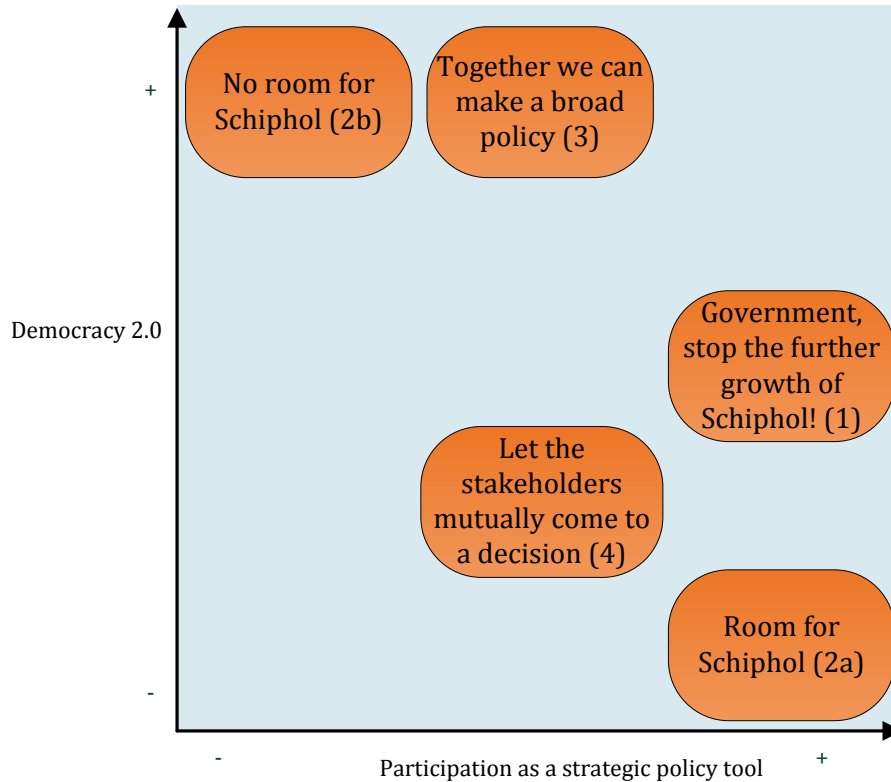
Figure 16: Democracy 2.0 vs. strategic policy tool graph

My personal view is that the Ministry has the best meanings with the Alderstable, but the Alderstable has mainly been introduced because there were direct problems which could not be solved by the Ministry itself. The Alderstable was meant to be temporary, but the Ministry sees the advantages of the Alderstable as a body that to involves stakeholders in the policy process and is able to make decisions on complex issues regarding Schiphol Airport, so they want to make it more permanent. In that way, it can be seen as a more strategic policy tool. The CROS is not functioning very well, so the both the Alderstable as the CROS will be replaced by the permanent ORS, which solves a direct problem: the current issues with the CROS. When this type of participation is seen as a goal itself, I think it will only function as a way of transferring information. A consultation or deliberative body that provides advices has to be a mean, used as a serious policy tool, to involve the most important stakeholders and reach an efficient and effective policy that is supported by the participants.

Finally, and I cannot stress it enough, expectation management remains very important. What are the roles of the participants, what is the level of participation, what is the framework and what is the end goal? This has to be clear for the national politicians, the participants and their grassroots and the process organization before the new ORS starts.

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6. Conclusions and recommendations

In this chapter, the main findings and recommendations are presented. In paragraph 6.1, the conclusions are drawn and in paragraph 6.2, the recommendations are given.

6.1 Conclusions

The main question for this research is:

To what extent should the Schiphol Airport development policy process be supported by unconventional types of participation?

By answering the sub research questions, an answer to this main question is given. First, it can be concluded that changes in the Dutch society occur: people are getting more individualistic and post-materialistic. Dutch citizens are well-educated and well-organized, they more and more come up for the protection of their living environment, want to take action when the government is preparing unjust policy decisions and live in a feminine culture, where decision making is achieved more through involvement. In addition, it can be concluded that changes in the political area and policy making area occur: interactive policy making and unconventional types of participation such as collaborative policy making and consultations consisting of organizations and citizens are applied more often. National politicians delegate their responsibility to advise about an issue of national importance to a consultative body that is able to make decisions about that issue. The consultative body which includes several stakeholders is then given a mandate and a legitimacy to discuss the issue, balance the interests and come to a policy proposal.

The Alderstable is such a consultative body that has been introduced in 2006 to advise about policies for the development of Schiphol Airport. The Alderstable consists of aviation sector parties, the Ministry of I&E, regional and local authorities and representatives of local residents. These parties came to an agreement in 2008 about the further development of Schiphol until 2020, after one of the resident representatives had left the Alderstable.

To answer the first sub research question: <u>what are similarities and differences between the theory on unconventional types of participation and the Schiphol Airport development policy process?</u>, it can be concluded that the Alderstable knows a very high level of participation. In theory there are five levels of participation: informing, consulting, advising, co-producing and co-deciding. It is concluded that the Alderstable is a co-deciding body, because they initiate, discuss, negotiate and decide about policy proposals for the further development of Schiphol Airport, which is an issue of national importance. Their policy proposals are accepted one-on-one by the Cabinet and the Parliament. In addition, the Alderstable advises about regional and local projects, for example measures that increase the quality of the living environment.

Regarding the second sub research question: <u>what are similarities and differences between the Schiphol Airport development policy process and other comparable policy processes with unconventional types of participation?</u>, the Schiphol Airport development policy process is compared with some Dutch policy processes (TOPS, which is the predecessor of the Alderstable, Project Mainport Rotterdam, the Socio-Economic Council and the social consultation) and the foreign airport policy processes regarding Frankfurt Airport and Heathrow Airport. It can be

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concluded that the Alderstable is a unique policy process, because there are no other policy processes identified that have such a high level of participation, where participants co-decide about issues of national importance. Furthermore, it is unique that local residents appointed by municipalities participate in such a consultation and co-decide about the final policy proposal. In addition, the composition of the Alderstable is quite small, only the most important stakeholders are involved. That is necessary, because otherwise it is hard to make decisions. Of course, the Alderstable can also learn from other comparable policy processes, especially from the two foreign airport policy processes. For example, the integration of the information and communication center in the policy process as has been done in the Frankfurt Airport policy process can be a good option.

To answer the third sub research question: <u>what are advantages and disadvantages of unconventional types of participation in the Schiphol Airport development policy process?</u>, it can be concluded that there are some clear advantages: the Alderstable has solved direct problems: exceeding of the noise limits, the lack of a political majority and the presence of a high level of distrust between stakeholders. In addition, it has led to an advice that provides certainty and it has broad support from the stakeholders, which also increases the chance of adopting the policy and reduces the resistance to implementation and thereby preventing legal procedures at the Council of State. Furthermore, it leads to an integration of the most important interests and opinions, an enrichment of the content and an increase of the quality of the policy. The stakeholders add knowledge and experience, which leads to a policy proposal that cannot be made by the Cabinet or the Parliament.

There are also some disadvantages or risks of unconventional types of participation in the Schiphol Airport development policy process: participants have no commitment to the public ethos and do not represent the people as a whole, because they have the legitimate right to represent their own interests. The legitimacy and representation of participants can be questioned, because they are not elected and it is unclear who they exactly represent. In addition, the unconventional participation can lead to new conflicts: for example on the responsibility of spatial planning and housing construction. There is also a risk for stakeholder frustration, for example as has been the case within the residents delegation. Several residents and resident platforms did not support the short term advice and at the end of the long term advice process, one of the resident representatives left the Alderstable. These developments led to a division among residents. It is also difficult to deal with the complex information and to assure the quality of the information. Finally, the unconventional participation can lead to fragmentation of the policy process, it is time-consuming and can be expensive, and it is the question whether it is the question whether the benefits in creating support for decisions regarding the development of Schiphol Airport and preventing legal actions outweigh the drawbacks in putting time and effort in such an extensive policy process.

Regarding the fourth sub research question: <u>what are the opinions of the stakeholders regarding unconventional types of participation in the Schiphol Airport development policy process?</u>, it can be concluded that stakeholders are quite positive about the Alderstable. There are some comments on the functioning of the CROS, mainly because their role is less clear since the introduction of the Alderstable. The BRS functions well, but has many participants. Some stakeholders think the delegation of decision making from the Parliament to the Alderstable is questionable: in 2006, there was no political majority for a certain agreement and it then can be

an option to delegate the decision making to a body that is able to make decisions about those issues. But the question is whether politicians are still not able to balance the most important interests and make a decision based on that balance.

In addition, a stakeholder states that citizen participation is meant to reduce the gap between government and citizens, but what happens now is that a new gap occurs between the resident representatives that participate in the policy process and the residents who they represent. This has the implication that the legitimacy and the representation of these resident representatives are questioned. On the one hand, this results in residents that try to have influence in another way because they do not feel represented by their resident representative. On the other hand, national politicians and stakeholders are under the assumption that the residents do represent the residents around Schiphol Airport, but are actually more individual participants.

Other stakeholders state that there are risks of further fragmentation, which leads to a lower transparency, and risks of increase of the (technical) complexity, which can lead to negotiated nonsense, that has to be prevented by assuring the quality of the information. There is also a risk of groupthink: the unity can be at the expense of critical consideration of the facts. Furthermore, new conflicts arise because of the unconventional participation: there is a heated discussion about the long term development of Schiphol Airport and about whether or not to involve the subject of spatial planning and housing construction around Schiphol Airport within the ORS.

Finally, some stakeholders think that resident representatives have a too important role in the policy process. The question is what their legitimacy and mandate is and what is the best way to represent those residents: through direct elections, appointment by municipalities or through resident platforms. Some stakeholders propose to include environmental organizations, entrepreneurs or passengers in the policy process.

To answer the fifth sub research question: <u>what are perspectives of stakeholders regarding the current and future Schiphol Airport development policy process?</u>, it can be concluded that the following factors regarding the Schiphol Airport development policy process follow from the Q-methodology:

- Factor 1: Government, stop the further growth of Schiphol!, where the current process is perceived as negative and the government has to take action to protect the environment and the residents by stopping the further growth of Schiphol Airport;
- Factor 2a: Room for Schiphol, which favors further growth of Schiphol Airport and does not want residents to be included in the decision making process and are against the ORS to advise on spatial planning and housing construction around Schiphol Airport;
- Factor 2b: No room for Schiphol, which rejects further growth of Schiphol Airport and demands that residents are included in the decision making process and is in favor of the ORS to advise on spatial planning and housing construction around Schiphol Airport;
- Factor 3: Together we can make a broad policy, where the stakeholders with an improved representation of local residents together can discuss about a variety of subjects. Then, they collaboratively find a balance between further development of Schiphol Airport and noise nuisance and reach a compromise;
- Factor 4: Let the stakeholders mutually come to a decision, where the Ministry has to give a main line framework and let the stakeholders mutually come to a decision regarding the further growth of Schiphol Airport.

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In addition, it can be concluded that stakeholders perceive the current process as not very effective and efficient, mainly because the expectation management is not good, the role of the Ministry is not active enough and their framework is not clear enough. According to the stakeholders, the Ministry should give a main line framework and let the parties mutually come to a decision in the future policy process. In addition, the Ministry more has to show their colors and residents are allowed in the decision making process, but passengers are not. The decisions have to be defined in legally binding covenants. The current policy process with consultation, discussion and negotiation has to be taken as a basis.

Furthermore, in contrast to the several individual interviews that are taken, the Q-methodology showed a high level of disagreement between the perspectives on several statements: mainly on the further growth of Schiphol Airport and on the responsibilities of spatial planning and housing construction around Schiphol Airport. These issues have to be taken into account for the future policy process. It has to be clear who discusses and who decides about what aspects of these issues. Furthermore, there is some disagreement about the role of resident representatives and whether residents have to join the decision making process. Next to that, two perspectives are quite positive about returning the decision making to the national government, while the other perspectives believe the stakeholders can reach a compromise together. It is most likely that a certain type of consultation will be continued in the Schiphol Airport development policy process. Finally, the Q-methodology reveals that stakeholders are not positive about the involvement of new stakeholders in the policy process, so it can be concluded that for the decision making, the stakeholders have to be the same as in the current situation.

Overall, it can be concluded that unconventional types of participation in the Schiphol Airport development policy process have increased the quality of the decision making compared with the classical decision making process. In addition, it takes the responsibility of national politicians to make decisions about issues of national importance. The Cabinet and a majority of the Parliament have decided to delegate their responsibilities to the Alderstable and the participants at the Alderstable have reached an agreement about the further development of Schiphol Airport. Hence, it has been a positive development, because the Alderstable has solved direct problems and it has increased the level of knowledge and experience. The Schiphol Airport development needs an extensive discussion and input from stakeholders. Advices from consultations such as the Alderstable are welcome, but at the same time, national politicians have to be enabled to make decisions about the long term development of Schiphol Airport, based on the balance of the most important interests, while they are currently not extensively involved in the process of the introduction of the ORS.

When viewing the several perspectives on the strategic policy tool and democracy 2.0 graph, it can be concluded that the perspectives think different about placing the Alderstable in this graph. Two perspectives are very much in favor of residents to participate in the decision making process, they see the Alderstable as democracy 2.0, but not really as a strategic policy tool. Two perspectives see the Alderstable definitely as a strategic policy tool, but the main difference between these two perspectives is that one of the perspectives is in favor of further growth of Schiphol Airport and the other perspective is against further growth. Apparently, the first of these two perspectives wants to realize more aircraft movements and wants to satisfy the stakeholders in the policy process, and the other perspective wants the government to take

action and protect the environment and the local residents. The last perspective is a little negative about participation of local residents in the decision making process and thus a little negative about the Alderstable as democracy 2.0 and neutral regarding the Alderstable as a strategic policy tool, they believe the stakeholders can mutually come to a decision about the further development of Schiphol Airport. Unconventional participation has to be used as a serious policy tool and has to involve the most important stakeholders in order to realize effective and efficient policy.

Finally, to give an answer on the main research question, unconventional types of participation in the Schiphol Airport development policy process have some clear advantages, but also some clear disadvantages. Assuming the participatory democracy as a positive development, the Alderstable can be regarded as a positive development. It increases the level of knowledge and experience, because the stakeholders are extensively involved in the decision making process regarding Schiphol Airport. Together, they can discuss complex problems and co-produce policy proposals, which would normally be the responsibility of national politicians. Stakeholders within the current participation process are quite positive about the current policy process, but stakeholders outside the current participation are critical about the current policy process, because the government also has to protect the smaller parties. Furthermore, the unconventional participation can also lead to new conflicts, there is a high level of disagreement about the further growth of Schiphol Airport and the responsibility for spatial planning and housing construction around Schiphol Airport.

6.2 Recommendations

Based on these conclusions, the following recommendations to the Ministry, as the end-responsible for the decision making process, and the secretaries of the Alderstable and the CROS, who are setting up the ORS, can be given:

- Assess whether it is possible to include BAS, the resident information point and complaints center, in the ORS. This will lead to joined forces and provides direct links between the consultation and the information and communication center of Schiphol Airport, following the example of the Frankfurt Airport policy process. It is also advisable to visit with the Schiphol Airport development policy process organization Frankfurt Airport and learn from their experiences;
- Ensure full information of an assured level of quality and ensure optimal communication by providing all relevant available information regarding the development of Schiphol Airport in order to reach a high level of transparency. This level of transparency is not only important for the inside participants, but also for participants outside the policy process. This level of openness creates more trust among all stakeholders;
- Ensure a high level expectation management for the ORS, by clearly defining the level of participation, the roles of the participants, the framework, the final goals, the time scope and the Rules of Procedure. This makes sure that all participants in the ORS know where they are up to and what their room for maneuver is;
- Ensure an efficient and effective structure for the ORS and prevent fragmentation in terms of the introduction of several working groups, committees etcetera. This increases the transparency and reduces the time that is needed for the policy process;
- Involve national politicians in the process of introduction of the ORS to discuss the starting points and participants of the ORS. This ensures the political support that is needed for the ORS, otherwise the Parliament can reject the ORS as an consultative body;

- Focus on improvements of the Meeting place which will replace the CROS. Ensure a broad consultation within the ORS that all stakeholders can join who are interested to discuss a variety of subjects regarding Schiphol Airport. This makes sure that all stakeholders can say what they want and be heard;
- Ensure a decision making body of a smaller group of participants within the ORS to propose measures regarding the development of Schiphol Airport, following the example of the Alderstable. This makes sure that the decision making is more efficient and effective;
- Limit the level of participation of the ORS to co-producing of policy proposals for the further development of Schiphol Airport. The final decision about the long term development of Schiphol Airport has to be made by national politicians, because that is mainly a discussion about the integral balance between economic benefits and increase of external risks, noise nuisance and spatial planning restrictions. That should not be negotiated by the aviation sector parties and the local residents. It is advisable that advices of these stakeholders should complement the decision making of the Parliament and should not replace the decision making of the Parliament;
- Improve the representation of regional and local authorities and try to reach one representation, for example through a (geographically) clustered system. This prevents that municipalities can choose between two consultations as is possible in the current policy process (CROS/BRS);
- Improve the representation of local residents, for example through a (geographically) clustered system and make effort to also involve the 'silent' citizens. This increases the legitimacy and prevents that people can say the resident representatives are not representative for 'the residents around Schiphol Airport';
- Ensure an extensive discussion about the long term growth of Schiphol Airport, based on reliable information of an assured level of quality and including the important stakeholders and their interests. This discussion has to be included in the ORS, because that body has to deal with all issues regarding Schiphol Airport, so that also applies to the most heated discussion about the long term development of Schiphol Airport;
- Involve spatial planning and housing construction around Schiphol Airport as a discussion subject in the ORS in order to broaden the agenda. Discussion is possible without infringing the legal responsibilities of national, regional and local authorities;
- Determine whether and how national politicians can be enabled to make decisions about the long term development of Schiphol Airport, because they have the responsibility to take decisions of national importance and therefore have to balance the most important interests;
- Perform an external evaluation of the Alderstable process by (policy) process experts in order to identify possible improvements that have not been mentioned yet.

These recommendations have some implications, mainly for the current process to introduce the ORS. This introduction was planned for May 2013, but has not been realized yet. At the moment, it is not clear in which phase the introduction of the ORS exactly is. When the Ministry and the secretaries choose to follow-up one or more of the recommendations, that can take some time. It is important to accurately consider the aspects that are presented and contain disagreement. Another implication can be that participants of the Alderstable think their role will be less prominent. Expectation management is an important instrument to make sure that all

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participants agree with the new policy process and support the formal status, structure and level of participation. A final implication can be that, based on the co-produced policy proposal of the consultation, the national politicians are cherry-picking from those proposals. National politicians have to weigh all important interests and then have to make a decision which leads according to their balance to the most effective and efficient policy.

Finally, this research has some open ends which lead to the following recommendations on topics for further research:
- Perform further research on the most effective and efficient structure of the consultation regarding the development of Schiphol Airport, including its level of participation, participants and subjects to discuss;
- Perform further research on the most effective and efficient way to represent regional and local authorities in the Schiphol Airport development policy process;
- Perform further research on the most effective and efficient way to represent local residents in the Schiphol Airport development policy process.

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7. Reflection

In the final chapter of this research, a reflection is given. In paragraph 7.1, a reflection on the process is done and in paragraph 7.2, a reflection on the content has been described.

7.1 Reflection on the process

In September 2012, I had the first contact with Joris Vlaming from Platform Nederlandse Luchtvaart. After some discussions with Yashar Araghi and Maarten Kroesen, I started a literature study in December on the Schiphol Airport development policy process. I immediately experienced that this was a very complex subject, with a lot of diverging interests and opinions. In January 2013, I started my internship at Platform Nederlandse Luchtvaart. Quickly, I had the first interviews with stakeholders in the Schiphol Airport development policy process. At first, I was planning to make a simulation game of the Alderstable, trying to vary several initial conditions in order to improve the policy process. That seemed a little too complex to perform in five months, and in addition, a lot of problems and frustrations arisen from the first interviews with the stakeholders. I narrowed down to a focus on the policy process itself, with an additional delineation on noise. During the midterm meeting in March, we have decided to perform a Q-methodology to identify the perspectives of the stakeholders regarding the Schiphol Airport development policy process. That has led to some very interesting results. Looking back, I realize that I have made a lot of scope changes, which lead to work iteratively and have sometimes put the planning under a high pressure, but I can say that I am glad with the decisions that we have taken and above all, it was really interesting to get insight into the details of the Schiphol Airport development policy process. I could add another few months on further research on this subject, but it is also important to be satisfied with the result that has been reached so far.

7.2 Reflection on the content

The following goals were formulated at the beginning of this research:

- Determine the advantages and disadvantages of unconventional participation in the Schiphol Airport development policy process;
- Determine whether unconventional types of participation in the Schiphol Airport development policy process are a positive development.

An extensive overview of the most important advantages and disadvantages in the Schiphol Airport development policy process has been provided. In the past, the Alderstable has solved direct problems, which is a positive development. Depending on the view on democracy, based on these advantages and disadvantages, it can be said whether the unconventional types of participation in the Schiphol Airport development policy process are still a positive development and a desirable development for the future. Observing that the Netherlands is moving more and more towards a participatory democracy, it can be said that the unconventional types of participation regarding complex policy issues are indeed a positive development, because they enrich the content and involve a higher level of knowledge and experience from the involved stakeholders. I personally believe that interactive policy making belongs to the future in the Netherlands, because of the rise of information and communication technology, and especially social media. The boundary between the political system and the civil society is already blurred, and politicians are focusing more on problem-oriented politics and therefore asking citizens for their expertise and knowledge.

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Regarding the Q-methodology, this research is the third Q-methodology regarding Schiphol Airport and has confirmed the previous levels of polarization. In addition, it has revealed a new disagreement compared with the previous researches: the responsibility of spatial planning and housing construction. Furthermore, it showed that even with 12 respondents, perspectives can identified regarding a policy process, in this case for the development of Schiphol Airport.

Next to that, some critics regarding the research method can be given. First, there are some general critics on the Q-methodology, for example on the reliability and the possibility for generalization (Thomas & Baas, 1992). The Q-methodology uses a small sample of respondents and asks them to sort statements according to their viewpoint. Different researchers or approaches can lead to different Q-samples from the same concourse. According to Brown, this is not seen as a problem for two reasons (Brown, 1993). First, the structure is chosen as a logical construct which is used by the researcher. Regardless the starting point, the aim is always to get a Q-sample that is representative of the wide range of existing opinions about the subject. Second, irrespective of the structure and of what the researcher considers a balanced set of statements, in the end, it is the subject that gives meaning to the statements by sorting them.

It could also be an option that one or several respondents have responded reserved, careful or strategic (Oppenheim, 1992). Some stakeholders have mentioned during the interviews that they attach great importance to the current trust among the stakeholders. To encourage the stakeholders to give fair and just answers, the Q-methodology was anonymous and confidential.

As has been mentioned earlier, the Q-methodology deals with a small number of respondents. In the Schiphol Airport development policy process, four delegations negotiate about agreements: the aviation sector, the Ministry, regional and local authorities and resident representatives. From all four delegations, respondents have contributed to the Q-methodology. Almost all individual parties at the negotiating table also have contributed to the Q-methodology. In addition, a resident representative and an aviation sector party from outside the policy process, an expert and a former member of the Parliament have been asked to contribute to the Q-methodology. It could have been an option to ask more representatives from the same organization to participate in the Q-methodology. This has not been performed, due to lack of time and because every organization has one contact person. The limited amount of participants is a limitation of this research.

Finally, a possible inconsistency has been observed in the Q-methodology of this research. Statement 34: 'in the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this' can be interpreted in two ways: 'alternative agreements must be made' or 'there are hardly any policy instruments to realize the agreements for relocating aircraft movements'. It is expected that some respondents only focused on the second part of the statement. With the interpretation of the 'Room for Schiphol' perspective, respondents states that it is not a good agreement to relocate aircraft movements to regional airports, but it is also not a good idea to make alternative agreements for the relocation of aircraft movements to regional airports (because there are hardly any policy instruments to realize this). This could possibly be explained that respondents see the agreements on the relocation of aircraft movements as a given. Anyway, this inconsistency is accepted and it is considered to have no major impact on the further results of the Q-methodology.

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Appendices

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Appendix A: Stakeholder analysis

The development of Schiphol Airport can be seen as a large infrastructure project. To know which stakeholders are able to participate in the Schiphol Airport development policy process, it has to be determined which stakeholders are present in the multi actor environment. Therefore, all relevant stakeholders are identified[1]. This has led to the following list of relevant stakeholders:

- KLM (*Koninklijke Luchtvaart Maatschappij*, Royal Dutch Airlines and part of the Air France-KLM group since 2004);
- Schiphol Group, which is a public company, owned for 69.77% by the Dutch State (Ministry of Finance), for 20.03% by the city of Amsterdam, 8% by Aéroport de Paris and 2.2% by the city of Rotterdam. Schiphol Group is the owner of Schiphol Airport, as well as Rotterdam The Hague Airport, Lelystad Airport and 51% of the shares in Eindhoven Airport;
- LVNL (*Luchtverkeersleiding Nederland*, the Dutch Air Traffic Control, an independent administrative body under the responsibility of the Ministry of I&E)
- Ministry of I&E (Infrastructure and the Environment);
- Parliament;
- BARIN (Board of Airlines Representatives in the Netherlands);
- Other airlines;
- The provinces of North-Holland, South-Holland and Utrecht;
- Municipalities in the region around Schiphol;
- Cargo stakeholders;
- VGP (*Vereniging Gezamenlijke Platforms*, a joint platform of local residents);
- BLRS (*Bescherming Leefmilieu Regio Schiphol*, the new joint platform of local residents);
- CROS resident representatives;
- VGP resident representatives;
- Environmental organizations;
- Resident platforms;
- Residents;
- VNV (*Vereniging Nederlandse Verkeersvliegers*, the Dutch Airline Pilots Association);
- KVK (*Kamer van Koophandel*, the Dutch Chamber of Commerce);
- Entrepreneurs;
- ANVR;
- Passengers.

In addition, the level of power and the level of interest of each stakeholder determine the importance of a stakeholder. Power-interest grids help to determine which stakeholder's interests and power must be taken into account in order to address the issue at hand. For the further analysis of the Schiphol Airport development policy process, this can be useful, because then it can be determined whether the right stakeholders are involved in the policy process, or certain important stakeholders might not be involved and it possibly has to be considered to involve those stakeholders. The power and interest regarding the Schiphol Airport development policy process of every stakeholder is determined by having a discussion about where to place

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[1] Stakeholder analysis according to Bryson (2004) with two PNL colleagues on 9 January 2013

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the stakeholder[2]. For every stakeholder, it is determined what their power is in the decision making process, for example in terms of lobby or blocking power. To determine the level of interest, the main activities of every stakeholder are identified and the question is asked what the impact of a negative policy process would have on these activities. Based on their level of power and level of interest, every stakeholder is placed in a power-interest grid, see Figure A 1.
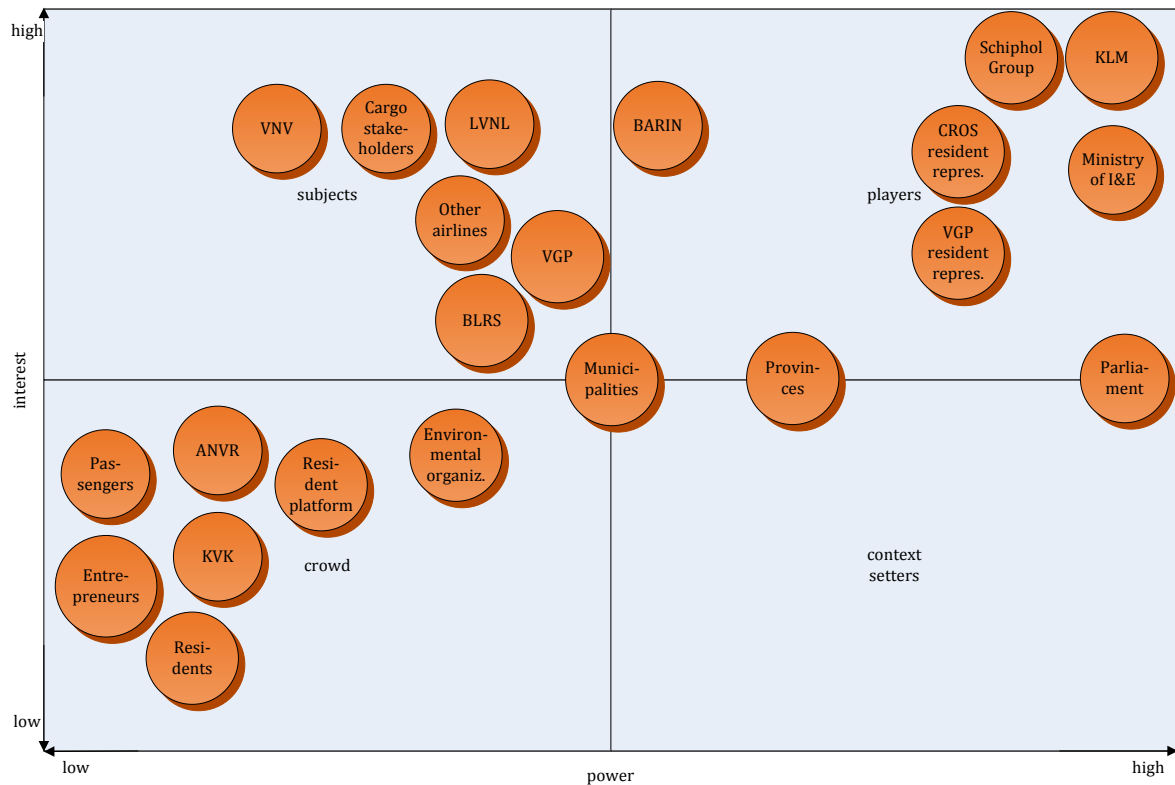
Figure A 1: Stakeholder power-interest map

Furthermore, the role, goal and replaceability of each stakeholder are determined. The role of each stakeholder in the policy process can be used as basic information. It is also useful to know what the objectives of the stakeholders are. This provides insight into whether the goals of some stakeholders are far apart from each other or are even their opposites. When a stakeholder has a low replaceability, it is important to take the stakeholder extensively in the policy process and effort have to be made to satisfy the stakeholder. For the whole stakeholder analysis, see Table A-1 below. The information of this analysis is used for the further analysis of the Schiphol Airport development policy process, for example to check whether the most important identified stakeholders are involved in a consultation.

From the stakeholder analysis, it can be concluded that KLM is the most important stakeholder, next to Schiphol Group and the Ministry of I&E and the CROS/VGP resident representatives. These stakeholders can be found in the upper right quadrant of the power interest grid and can be seen as the players in the policy process. BARIN can also be found in the upper right quadrant, but they have less power than KLM, Schiphol and the Ministry of I&E. None of the stakeholders have a high replaceability, some stakeholders such as environmental organizations,

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[2] Stakeholder analysis according to Bryson (2004) with two PNL colleagues on 9 January 2013

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the KVK, the ANVR, do not have to be included extensively in the policy process, but they will always exist. The goals of the aviation sector parties are focused on (profitable) growth and (sustainable) development of Schiphol Airport, while residents, resident representatives and resident platforms want to reduce the (noise) nuisance from Schiphol Airport, which are two quite opposing objectives. It will therefore be a challenge to reach an agreement in the decision making process.

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In Table A-1, the long list of stakeholders, with their role, goal, interest, power, attitude and replaceability is described.

Stakeholder	Role	Goal	Interest	Power	Attitude	Replaceability
KLM (Royal Dutch Airlines, *Koninklijke Luchtvaart Maatschappij*, and part of the Air France-KLM group since 2004)	largest Dutch airline, home carrier of Schiphol Airport, participant of the Alderstable and CROS	profitable growth, which not only contributes to the business goals, but also to the economic, societal and social developments[1]	very high interest, because their core business activities are dependent on Schiphol Airport	very high power, because KLM is the largest airline in the Netherlands and home carrier of Schiphol Airport operating almost half of the total flight movements and KLM is participant at the Alderstable	positive attitude, because the current policy process leads to a high support	low, because KLM is the largest and most powerful airline in the Netherlands and operating as the home carrier of Schiphol Airport
Schiphol Group (public company, owned for 69.77% by the Dutch State (Ministry of Finance), for 20.03% by the city of Amsterdam, 8% by Aéroport de Paris and 2.2% by the city of Rotterdam)	100% shareholder of Schiphol Airport, Rotterdam The Hague Airport, Lelystad Airport and 51% of the shares in Eindhoven Airport, participant of the Alderstable and CROS	sustainable development of Schiphol Group and in particular Schiphol Airport[2]	very high interest, because Schiphol Group is 100% shareholder of Schiphol Airport	very high power, because Schiphol Group is 100% shareholder of Schiphol Airport and Schiphol Group is participant at the Alderstable	positive attitude, because the current policy process leads to a high support	low, because Schiphol Group is the 100% shareholder of Schiphol Airport
LVNL (Dutch Air Traffic Control, *Luchtverkeersleiding Nederland*)	responsible for the Dutch air traffic control, as an independent administrative body under the responsibility of the Ministry of I&E, participant of the Alderstable and CROS	continuity of air traffic services in the Netherlands, proactive in the development of Schiphol Airport[3]	high interest, because a great part of their core business activities are dependent on air traffic from Schiphol Airport	medium power, because LVNL is important for the air traffic control, but are also an independent administrative body and not only dependent on Schiphol Airport and LVNL is participant at the Alderstable	positive attitude, because the current policy process leads to a high support	low, because they are the independent administrative body responsible for the air traffic control in the Netherlands
Ministry of I&E (Infrastructure and the Environment)	end responsible for the Dutch transport and infrastructure policy and regulation, including aviation, participant of the Alderstable and hearer at the CROS	increase quality of life and accessibility, with a smooth flow in a well-appointed, clean and safe environment[4]	very high interest, because accessibility through Schiphol Airport is of national importance and the Ministry is end responsible for Schiphol Airport development policy	very high power, because the Ministry of I&E is end responsible for Schiphol Airport development policy and the Ministry of I&E is participant at the Alderstable	positive attitude, because the current policy process leads to a high support	low, because the government will remain responsible for Dutch transport and infrastructure policy, thus Schiphol Airport

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Parliament	highest legislative body which has the power to enact, amend and reject laws	high welfare for Dutch citizens	medium interest, because Schiphol Airport is one of the many subjects the Parliament deals with and now, the Parliament has delegated the decision making to the Alderstable	very high power, because the Parliament as the highest legislative body always has the last word and has the power to enact, amend and reject laws	positive attitude, because the current policy process leads to a high support	low, because it is the highest legislative body in the Netherlands and democratically elected by citizens
BRS (Regional Coordinative Consultation, *Bestuurlijke Regie Schiphol***)**	a regional coordinative consultation, where decision making on the development of Schiphol Airport is discussed, participant of the Alderstable	a balanced development of the area around Schiphol Airport[5]	high interest, because Schiphol Airport provides jobs and economic value, but also causes nuisance to the area around Schiphol Airport	high power, because it is a joint consultation of regional and local authorities and it has six representatives at the Alderstable	positive attitude, because the current policy process leads to a high support	medium, it is a regional coordinative consultation which is quite successful at the moment, but it could be replaced by another consultation when the effectiveness and efficiency of the current consultation decreases
CROS (Regional Consultative Committee Schiphol Airport, *Commissie Regionaal Overleg luchthaven Schiphol***)**	a regional consultative consultation, established in law, where the development of Schiphol Airport is discussed	optimize the use of the airport and decrease the nuisance[6]	high interest, because the CROS is part of the Schiphol Airport development policy process	medium power, because it is less important due to the introduction of the Alderstable, but is still established in law and therefore provides official advices	slightly negative attitude, because their role has become less important since the introduction of the Alderstable	medium, it is a regional consultative consultation established in law, but the law can be amended or repealed and then the consultation can be abolished or replaced
BARIN (Board of Airline Representatives in the Netherlands)	represents the interests of airlines that operate in the Netherlands, participant of the Alderstable	strive for the best conditions for successful aviation in the Netherlands[7]	high interest, because they represent airlines that are operating in the Netherlands, and mainly on Schiphol Airport	medium power, because it is a joint board of Dutch airline representatives and it has a representative at the Alderstable	slightly positive attitude, because the current policy process leads to a high support, but does not take the interests of all Dutch airlines into account	medium, it is a board of airline representatives, but when the board is malfunctioning, it could be replaced by another board

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Other airlines	the role varies by airline, but all other airlines want to be profitable and keep or expand their position in the Netherlands. Transavia and Martinair participate at the CROS	the goal varies per airline, but for example ArkeFly: creating a maximum shareholder value by being the world's leading leisure travel group and offering customers a wide choice of different and flexible travel experiences and thus meeting their changing needs[8]	medium interest, because their core business is to be profitable and they do not interfere much with the Schiphol Airport development policy process	medium-low power, because some airlines have an influence in the Schiphol Airport development policy process or write position papers, but they are not a participant at the Alderstable	slightly negative attitude, because the current policy process does not take the interests of all Dutch airlines into account	medium, airlines are replaceable, but that is unwanted for Schiphol
Provinces	responsible for provincial policy, especially spatial planning and environmental affairs, the provinces of North-Holland, South-Holland and Utrecht participate in the BRS and CROS	high welfare for provincial residents	medium interest, because Schiphol Airport is one of the many subjects the province deals with and the province is also represented in the BRS	medium-high power, because the province is a regional authority and is responsible for spatial planning and environmental affairs around Schiphol Airport, but they are not directly represented at the Alderstable, only through the BRS	positive attitude, because the current policy process leads to a high support	low, because the province is responsible for provincial policy
Municipalities	responsible for local policy, especially housing construction and reducing hindrance for local residents, most municipalities participate in the BRS and CROS	high welfare for local residents	the interest varies per municipality, but on average they have a medium interest, because Schiphol Airport is one of the many subjects the municipality deals with and most municipalities are also represented in the BRS	medium power, because municipalities are responsible for local policy and not directly represented at the Alderstable, only through the BRS	positive attitude, because the current policy process leads to a high support	low, because municipalities are responsible for local policies

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Cargo stakeholders	represent the interests of airfreight industry companies in the Netherlands	development of the Dutch airfreight industry[9]	high interest, because they represent airfreight industry companies that are operating in the Netherlands, and mainly through Schiphol Airport	medium-low power, because they do lobby at the Ministry and Parliament, but do not have a representative at the Alderstable	slightly positive attitude, because the current policy process leads to a high support, but it does not totally cover all interests of Dutch cargo stakeholders	medium, cargo stakeholders are replaceable, but that is unwanted for Schiphol
VGP (joint platform of local residents, *Vereniging Gezamenlijke Platforms*)	represents the interests of all resident platforms that are connected to the VGP	continued restriction on the growth of Schiphol Airport, stabilization of the nuisance in the inner area and reduction in the outer area and optimal protection of residents against nuisance[10]	high interest, because the outcome of the policy process has an impact on their environment	medium power, because it is a joint platform of local residents and it has a representative at the Alderstable	slightly negative attitude, because the current policy process does not take enough the interests of residents into account and the starting points are not fair: acceptation of the previous decisions is a precondition for participation	medium, it is a joint platform of local residents, but when the platform is malfunctioning, the platform can be replaced by another platform
BLRS (new joint platform of local residents, *Bescherming Leefomgeving Regio Schiphol*)	represents the interests of all resident platforms that are connected to the BLRS	maintaining, improving or introducing local area standards for noise, danger, health and environmental impact[11]	high interest, because the outcome of the policy process has an impact on their environment	medium power, because it is a joint platform of local residents, although it has no representative at the Alderstable, the Parliament acknowledges them as a representative joint platform of local residents	slightly negative attitude, because the current policy process does not take enough the interests of residents into account and the starting points are not fair: acceptation of the previous decisions is a precondition for participation	medium, it is a joint platform of local residents, but when the platform is malfunctioning, the platform can be replaced by another platform
CROS resident representatives	represent the interests of resident representatives that are connected to the CROS, participant of the CROS and Alderstable	not very clear, but most likely it is to reduce nuisance, in particular noise nuisance	high interest, because they have to represent all residents in the area around Schiphol Airport and the outcome of the policy process has an impact on these residents	medium-high power, they represent the interests of residents around Schiphol Airport and they are participants at the Alderstable	slightly positive attitude, because the current policy process leads to a high support	medium, CROS resident representatives are appointed by municipalities, they can be replaced after 4 or 8 years, and the way of 'electing' resident representatives can also be changed, but the resident representative itself will be hard to replace

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VGP resident representatives	represent the interests of resident platforms that are connected to the VGP, participant of the Alderstable	not very clear, but mostly in line with the CROS resident representatives	high interest, because they have to represent all residents in the area around Schiphol Airport and the outcome of the policy process has an impact on these residents	medium-high power, they represent the interests of resident platforms around Schiphol Airport and they are participants at the Alderstable	slightly negative attitude, because the current policy process does not take enough the interests of residents into account and the starting points are not fair: acceptation of the previous decisions is a precondition for participation	medium-high, the VGP resident representative is now functioning next to the CROS resident representative, the VGP resident representative can be replaced or elected in another way
Environmental organizations	enlarge the support for sustainable measures of companies and government	reaching a sustainable and healthy development of the world[12]	medium interest, because Schiphol Airport is one of the many subjects the environmental organizations deal with	medium power, because they have a good lobby at the Ministry and Parliament, but do not have a representative at the Alderstable	slightly negative attitude, because environmental organizations are not represented at the Alderstable and the current policy process does not take enough the interests of environmental organizations into account	medium, environmental organizations can be ignored in the process, but they will always exist
Resident platforms	represent the interests of local residents	minimizing the nuisance (noise, emissions, safety such as crash risks, ground noise)[13]	high interest, because the outcome of the policy process has an impact on these residents	medium-low power, because they represent a certain amount of residents around Schiphol Airport, but they are not directly represented at the Alderstable, only via joint platforms of local residents	slightly negative attitude, because the current policy process does not take enough the interests of residents into account	medium, a single resident platform can be ignored in the process, but they will always exist
Residents	the role varies by resident, some residents are in favor of Schiphol Airport, others are strongly against and yet others have no opinion	the goal varies by resident, most residents want a high welfare and want to life in a high quality environment	the interest varies per resident, but most residents have a low interest, because they do not interfere with the Schiphol Airport development policy process and the ones that do have an interest are connected to resident platforms	low power, because a resident only represents themselves and are not directly represented at the Alderstable, a resident can only join a resident platform or propose themselves as CROS resident representative	the attitude varies per resident, but most residents have a neutral attitude	medium, residents can be ignored in the process, but they will always exist
VNV (the Dutch Airline Pilots Association, *Vereniging Nederlandse Verkeersvliegers***)**	represent the interests of Dutch airline pilots	promoting safety in civil aviation and increase the professionalism of airline pilots[14]	high interest, because they represent the interests of Dutch pilots, of which most fly through Schiphol Airport	medium low power, because they have a lobby at the Ministry and Parliament, but do not have a representative at the Alderstable	slightly positive attitude, because the current policy process leads to a high support	medium, the VNV can be ignored in the process, but they will always exist

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KVK (the Dutch Chamber of Commerce, *Kamer van Koophandel*)	represent the interests of entrepreneurs	support entrepreneurs by providing information and improve regional economic activity[15]	medium interest, because Schiphol Airport is one of the many subjects the KVK deal with	medium power, because they have a good lobby at the Ministry and Parliament, but do not have a representative at the Alderstable	slightly positive attitude, because the current policy process leads to a high support, but the KVK is not represented at the Alderstable	medium, the KVK can be ignored in the process, but they will always exist
Entrepreneurs	the role varies by entrepreneur, most entrepreneurs are in favor of Schiphol Airport, some are strongly against and others have no opinion	the goal varies per entrepreneur, but most entrepreneurs want to be profitable	the interest varies per entrepreneur, but most entrepreneurs have a low interest, because they do not interfere with the Schiphol Airport development policy process	low power, because an entrepreneur only represents themselves and are not directly represented at the Alderstable	the attitude varies per entrepreneur, but most entrepreneurs have a neutral attitude	medium, entrepreneurs can be ignored in the process, but they will always exist
ANVR (the General Dutch Association of Travel Companies, *Algemene Nederlandse Vereniging voor Reisondernemingen)*	represent the interests of Dutch travel companies	join forces in order to represent the common socio-economic interests so that the ANVR as an organization has an internationally leading function as representative of the travel industry[16]	medium interest, because Schiphol Airport is one of the many subjects the ANVR deals with	medium power, because they have a good lobby at the Ministry and Parliament, but do not have a representative at the Alderstable	slightly positive attitude, because the current policy process leads to a high support, but the ANVR is not represented at the Alderstable	medium, the ANVR can be ignored in the process, but they will always exist
Passengers	fly from Schiphol to their destination or the other way around	the goal varies per passenger, but most passengers want to fly as cheap, safe and quick as possible	medium-low interest, because they do not interfere with the Schiphol Airport development policy process, but most passengers have Schiphol Airport as their preferred airport	low power, because passengers only represent themselves and are not directly represented at the Alderstable	the attitude varies per passenger, but most passengers have a neutral attitude	medium, passengers can choose for another airport, a single passenger can be replaced by another, but Schiphol needs enough passengers to make profit

Table A-1: Stakeholder analysis

[1]http://www.klm.com/corporate/nl/about-klm/profile/index.html

[2]http://www.schiphol.nl/SchipholGroup1/Onderneming/Strategie.htm

[3]http://www.lvnl.nl/nl/over-ons/missie.html

[4] http://www.rijksoverheid.nl/ministeries/ienm

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[5]Provinciale Staten Noord-Holland (2005). Intentieverklaring herstructurering Bestuursforum Schiphol en Bestuurlijke Regie Schiphol, 15 november 2005.

[6]http://www.crosnet.nl/index.php?id=1004

[7]http://www.barin.nl/?sect=about

[8]http://www.tui.nl/nl/tuinederland/tuispirit.html

[9]http://acn.nl/over-acn.aspx

[10]http://www.vgpplatforms.nl/Uploaded_files/Editor/file/Visie_en_inzet_van_de_VGP.pdf

[11]http://www.vlieghinder.nl/reacties.php?id=P4909_0_1_0

[12]http://www.natuurenmilieu.nl/over-ons/doelstelling-en-strategie/

[13]http://swab.nu/doelstelling-en-organisatie

[14]https://www.vnv.nl/publiek/vnv_informatie

[15]http://www.kvk.nl/over-de-kvk/organisatie/missie/

[16]http://www.anvr.nl/wat-is-de-anvr/

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Appendix B: The BRS

In Table A 2, the members of the BRS are listed[3].

Authority	Member
Provinces	Province of North-Holland
	Province of South-Holland
	Province of Utrecht
Municipalities	Municipality of Aalsmeer
	Municipality of Alphen aan den Rijn
	Municipality of Amstelveen
	Municipality of Amsterdam
	Municipality of Beverwijk
	Municipality of Castricum
	Municipality of Diemen
	Municipality of Haarlem
	Municipality of Haarlemmerliede en Spaarnwoude
	Municipality of Haarlemmermeer
	Municipality of Heemstede
	Municipality of Heiloo
	Municipality of Hillegom
	Municipality of Kaag en Braassem
	Municipality of Katwijk
	Municipality of Leiden
	Municipality of Lelystad
	Municipality of Lisse
	Municipality of Nieuwkoop
	Municipality of Noordwijk
	Municipality of Noordwijkerhout
	Municipality of Teylingen
	Municipality of Oegstgeest
	Municipality of Ouder-Amstel
	Municipality of Oostzaan
	Municipality of Uitgeest
	Municipality of Uithoorn
	Municipality of Utrecht
	Municipality of Velsen
	Municipality of Waterland
	Municipality of Wormerland
	Municipality of Zaanstad
	Municipality of Zeevang

[3] http://www.noord-holland.nl/web/Actueel/Nieuws/Artikel/Regionale-samenwerking.htm

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Cooperative regions	Cooperative region of Noord Kennemerland: Alkmaar, Bergen, Graft-de Rijp, Schermer
	Cooperative region of Waterland: Beemster, Edam-Volendam, Landsmeer, Purmerend
	Cooperative region of Zuid-Kennemerland: Bloemendaal, Zandvoort

Table A 2: Members of the BRS

A visualization of the members of the BRS is given in Figure A 2.
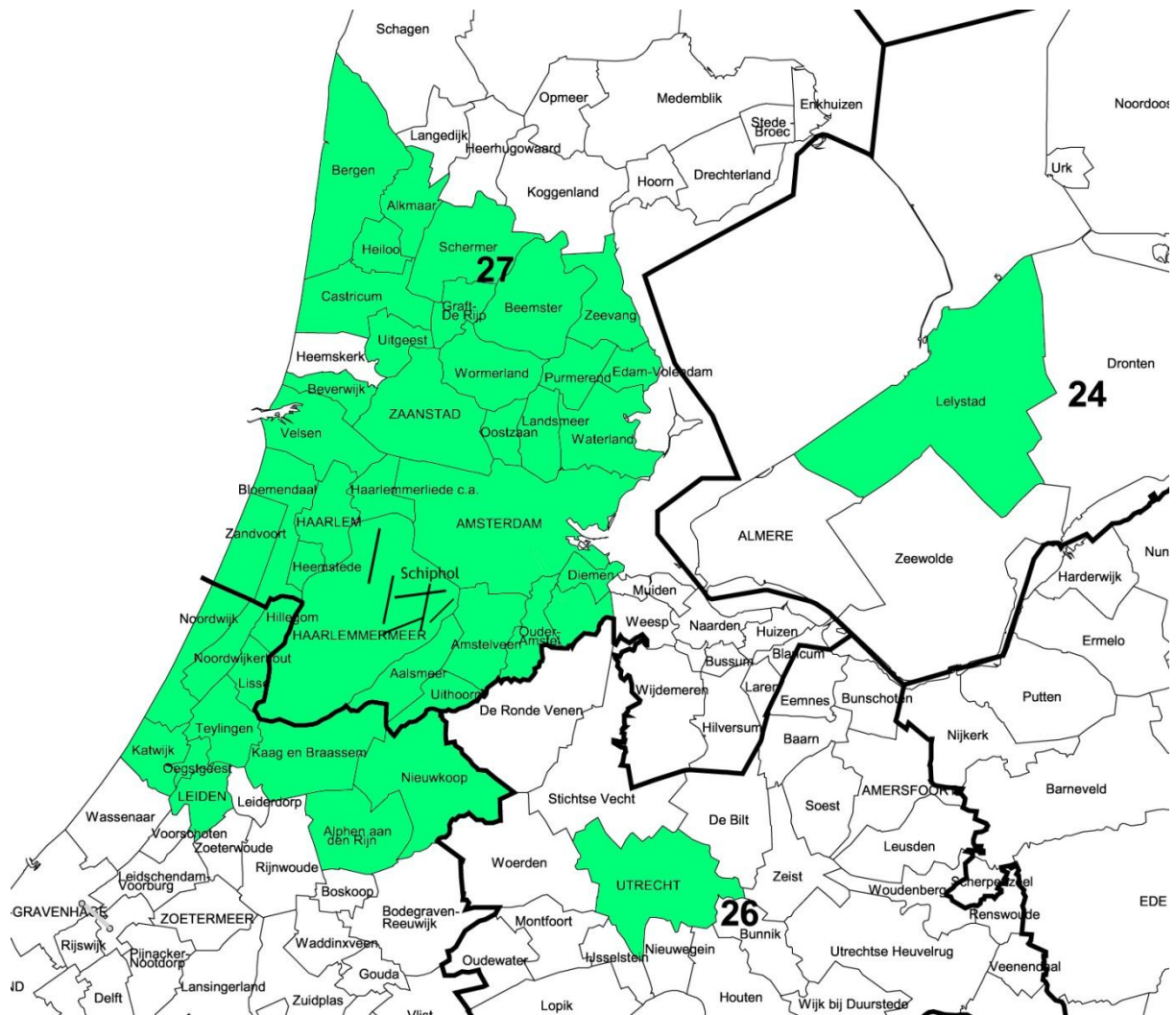
Figure A 2: Members of the BRS (adapted from CBS)

Heemskerk is not an official member of the BRS, but they are involved within the environmental cooperation of IJmond, together with the municipalities Beverwijk, Castricum, Heiloo, Uitgeest and Velsen.

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Appendix C: The CROS

In Table A 3, the members of the CROS are listed[4].

Delegation	Participant	Cluster
Aviation sector	Amsterdam Airport Schiphol	-
	LVNL	-
	KLM	-
	Transavia	-
	Martinair	-
Regional and local authorities	The deputy of the province of North-Holland	-
	The deputy of the province of South-Holland	-
	The deputy of the province of Utrecht	-
	The deputy mayor of Aalsmeer	South – representative
	The deputy mayor of Amstelveen	East – representative
	The deputy mayor of Amsterdam	Northeast – representative
	The deputy mayor of Bodegraven Reeuwijk	South
	The deputy mayor of Haarlem	Northwest – representative
	The deputy mayor of Haarlemmerliede en Spaarnwoude	Northwest
	The deputy mayor of Haarlemmermeer	Center – representative
	The deputy mayor of Hillegom	Southwest
	The deputy mayor of Hilversum	Southeast
	The deputy mayor of Kaag en Braassem	South
	The deputy mayor of Leiden	Southwest
	The deputy mayor of Lisse	Southwest
	The deputy mayor of Muiden	East
	The deputy mayor of Nieuwkoop	South
	The deputy mayor of Noordwijk	Southwest
	The deputy mayor of Noordwijkerhout	Southwest – representative
	The deputy mayor of Oegstgeest	Southwest
	The deputy mayor of Oostzaan	North middle
	The deputy mayor of Ouder-Amstel	East
	The deputy mayor of Stichtse Vecht	South
	The deputy mayor of Teylingen	Southwest
	The deputy mayor of Uithoorn	Southeast – representative
	The deputy mayor of Waterland	North middle
	The deputy mayor of Weesp	East
	The deputy mayor of Wormerland	North middle
	The deputy mayor of Zaanstad	North middle – representative
Resident representatives	The resident representative of Aalsmeer	South
	The resident representative of Amsterdam	Northeast – representative

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[4] http://crosnet.nl/index.php?id=1000

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	The resident representative of Amstelveen	East – representative
	The resident representative of Haarlem	Northwest
	The resident representative of Haarlemmerliede en Spaarnwoude	Northwest – representative
	The resident representative of Haarlemmermeer	Center – representative
	The resident representative of Hillegom	Southwest
	The resident representative of Hilversum	Southeast
	The resident representative of Kaag en Braassem	South
	The resident representative of Leiden	Southwest
	The resident representative Lisse	Southwest
	The resident representative of Nieuwkoop	South – representative
	The resident representative of Noordwijkerhout	Southwest
	The resident representative of Oegstgeest	Southwest – representative
	The resident representative of Oostzaan	North middle – representative
	The resident representative of Stichtse Vecht	South
	The resident representative of Teylingen	Southwest
	The resident representative of Uithoorn	Southeast – representative
	The resident representative of Waterland	North middle
	The resident representative of Weesp	East
	The resident representative of Wormerland	North middle
	The resident representative of Zaanstad	North middle

Table A 3: Members of the CROS

Note: the municipalities of Bodegraven Reeuwijk and Ouder-Amstel do have an administrative representative, but no resident representative. A representative from the Ministry of I&E and a representative from the Alderstable are present as a hearer at the CROS.

A visualization of the members of the CROS is given in Figure A 3.
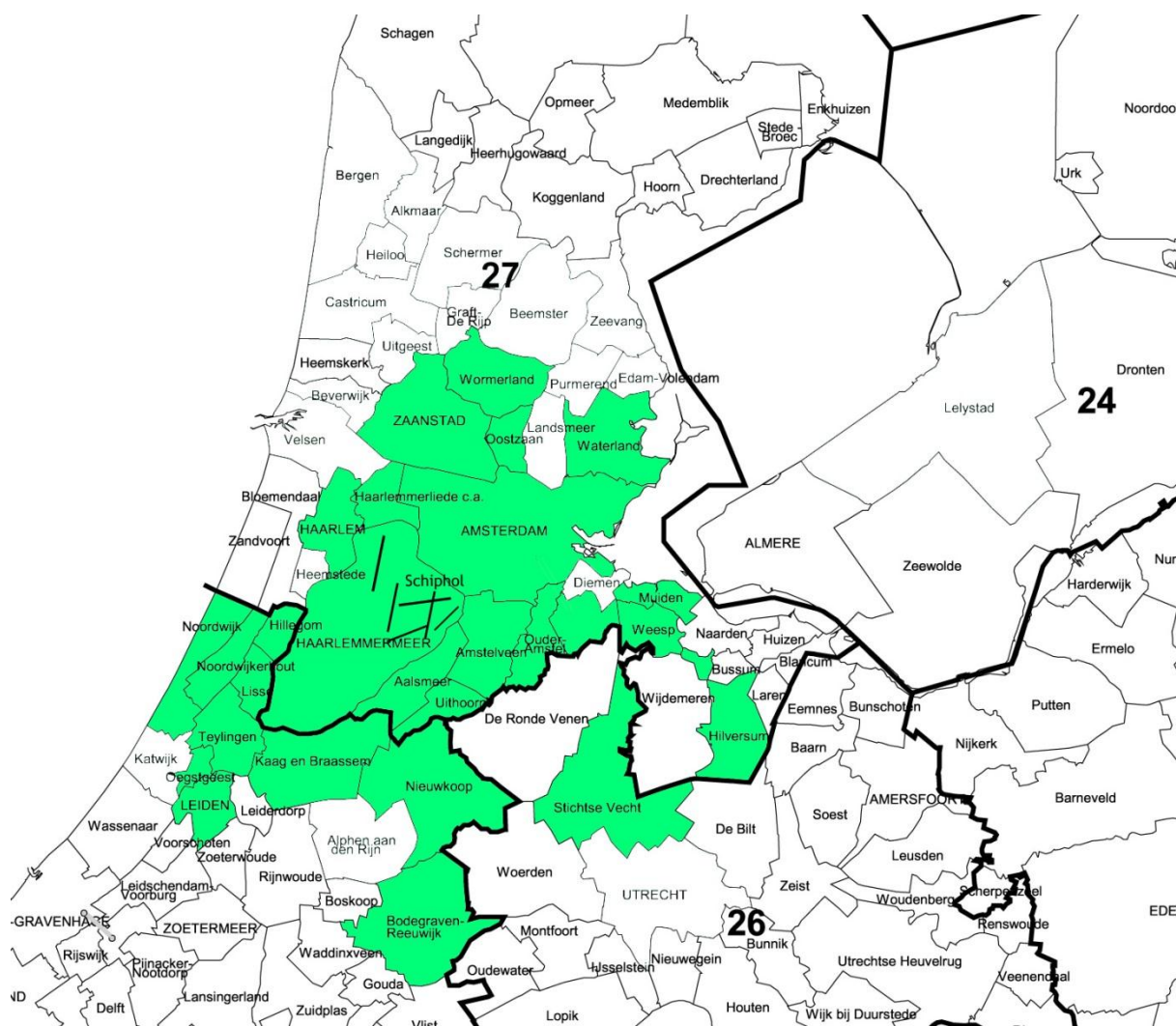
Figure A 3: Members of the CROS (adapted from CBS)

In Table A 4, the division in clusters is given[5].

Cluster	Municipalities
North middle	Municipality of Zaanstad
	Municipality of Oostzaan
	Municipality of Wormerland
	Municipality of Waterland
Northwest	Municipality of Haarlemmerliede en Spaarnwoude
	Municipality of Haarlem
Northeast	Municipality of Amsterdam
Center	Municipality of Haarlemmermeer
East	Municipality of Amstelveen
	Municipality of Muiden

[5] CROS (2013). Jaarverslag 2012.
http://crosnet.nl/index.php?id=1&action=send_media&media_id=367&downloads_id=108&modules_name=downloads

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	Municipality of Ouder-Amstel
	Municipality of Weesp
South	Municipality of Aalsmeer
	Municipality of Kaag en Braassem
	Municipality of Bodegraven-Reeuwijk
	Municipality of Nieuwkoop
	Municipality of Stichtse Vecht
Southeast	Municipality of Uithoorn
	Municipality of Hilversum
Southwest	Municipality of Lisse
	Municipality of Leiden
	Municipality of Noordwijkerhout
	Municipality of Oegstgeest
	Municipality of Teylingen
	Municipality of Noordwijk
	Municipality of Hillegom

Table A 4: CROS cluster division

A visualization of the clusters is given in Figure A 4.

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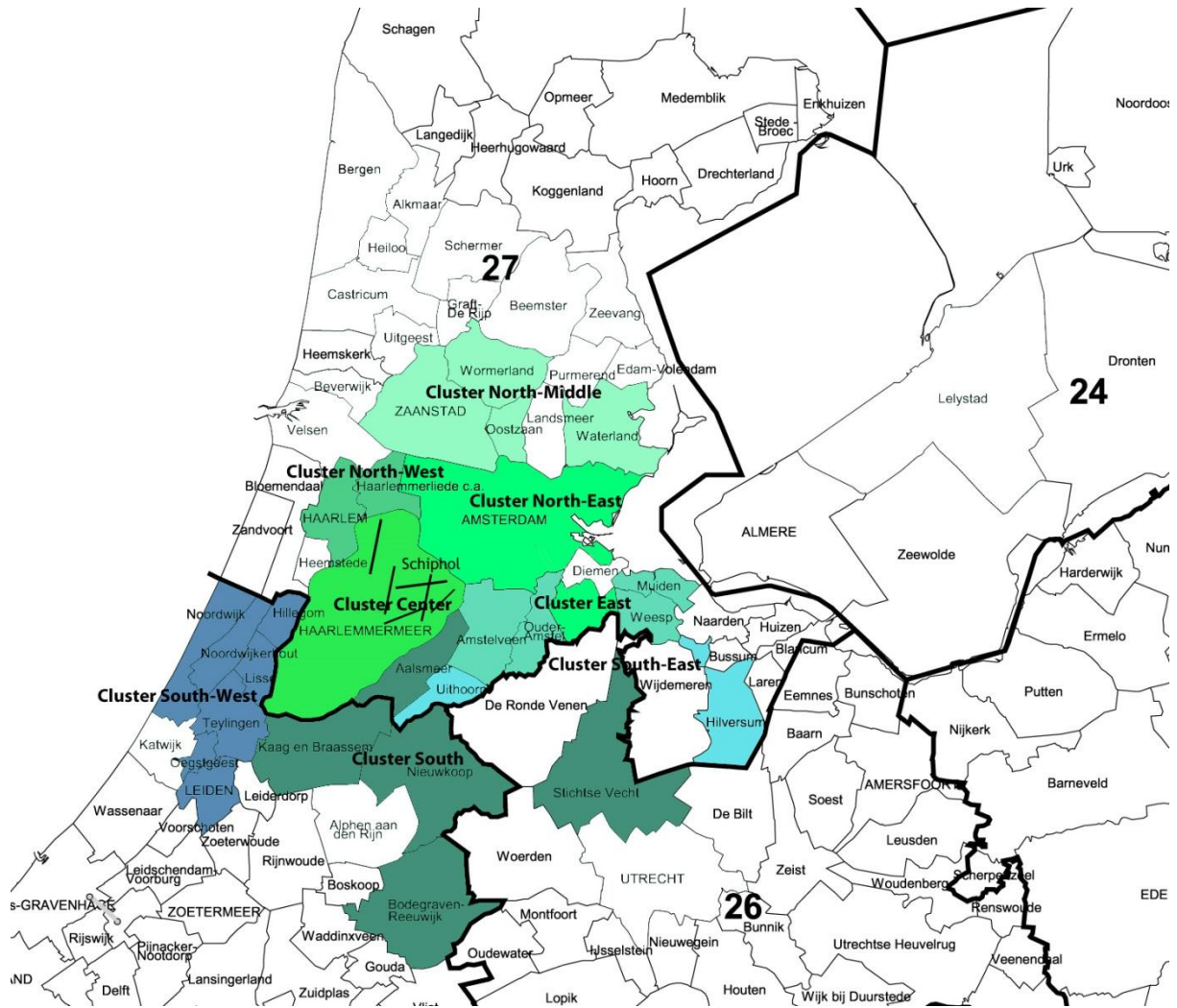
Figure A 4: Clusters of the CROS (adapted from CBS)

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Appendix D: The Alderstable

In Table A 5, the members of the Alderstable are listed[6].

Delegation	Participant
Aviation sector	KLM
	Schiphol Group
	LVNL
	BARIN
National government	Ministry of I&E
Regional and local authorities (BRS)	Province of North-Holland
	Province of South-Holland
	Municipality of Amstelveen
	Municipality of Amsterdam
	Municipality of Castricum
	Municipality of Haarlemmermeer
Local residents	CROS resident representatives
	VGP resident representative

Table A 5: Members of the Alderstable

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[6] http://alderstafel.nl/schiphol/deelnemers/

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Appendix E: An overview of the Schiphol Airport development policy process

A visualization of the Schiphol Airport development policy process, including the Alderstable, CROS and BRS, is given in Figure A 5.
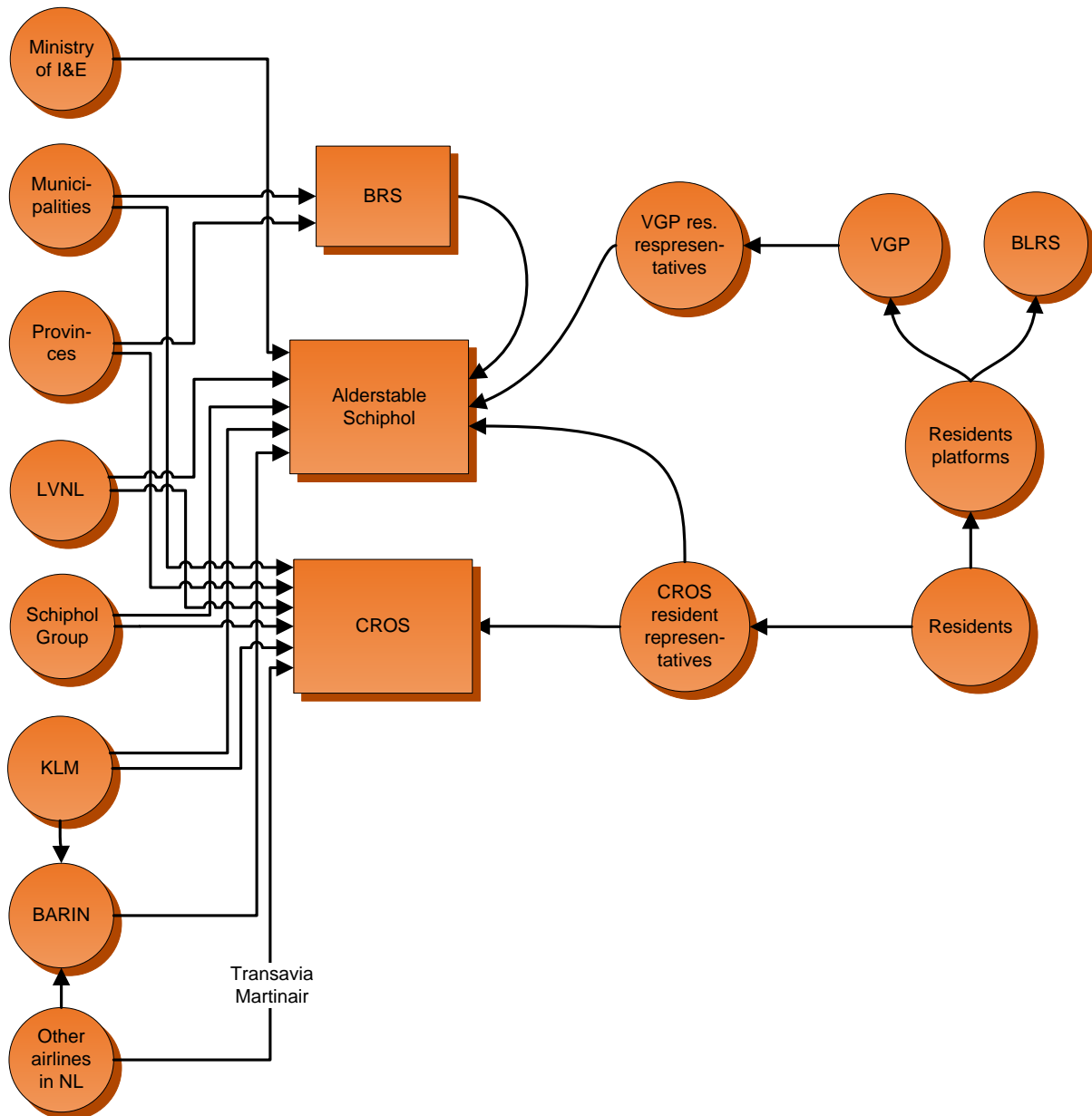
Figure A 5: Overview of the Schiphol Airport development policy process

The Ministry is present as an observer during the CROS-meetings. It can be observed that municipalities directly participate in the CROS and also meet in the BRS, which delivers a delegation to the Alderstable. Residents are represented in two ways: through the CROS resident representatives who are appointed by municipalities and through the VGP, a joint resident platform. The BLRS, which is the other joint resident platform, is not officially involved in a consultation within the Schiphol Airport development policy process.

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Appendix F: The Frankfurt Forum Airport and Region (FFR)

In Table A 6, the members of the Convention of the Frankfurt Forum Airport and Region (FFR) are listed[7]:

Organization	Seats	Remark
Arbeitsgemeinschaft Deutscher Verkehrsflughäfen, the association for German airports	1	
Arbeitsgemeinschaft hessischer IHK's, the association of Hessian Chamber of Commerce	1	
BUND Hessen e. V., the association for Environment and Nature Conservation	1	
Bundesvereinigung Gegen Fluglärm (BVF) e. V., the national association against aircraft noise	1	
Bürgeraktion Pro Flughafen e.V., the citizens association in favor of Frankfurt Airport	1	
Deutsche Flugsicherung GmbH, the German Air Traffic Control	3	Steering Committee
Deutsche Lufthansa AG, the largest German airline	1	
Deutsches Zentrum für Luft- und Raumfahrt e. V., the German Centre for Aerospace	2	Board of Directors
DFLD, a German Aircraft Noise association, member of the Bundesvereinigung Gegen Fluglärm (BVF)	1	
Evangelische Kirchen in Hessen, the Evangelical churches in Hessen	1	
Fachverband Güterkraftverkehr und Logistik Hessen e.V., the association for road transport and logistics Hessen	1	
Fluglärmkommission, the statury Noise Abatement Commission for Frankfurt Airport	2	Steering Committee
Fluglärmschutzbeauftragter des HMWVL, the aircraft noise protection commissioner of the Hessian Ministry of Economics, Transport and Regional Development	1	
Fraktion Bündnis 90 / Die Grünen im Hessischen Landtag, a political party in the Hessian State Parliament	1	
Fraktion der CDU im Hessischen Landtag, a political party in the Hessian State Parliament	1	
Fraktion der FDP im Hessischen Landtag, a political party in the Hessian State Parliament	1	
Fraktion der SPD im Hessischen Landtag, a political party in the Hessian State Parliament	1	
Fraktion DIE LINKE im Hessischen Landtag, a political party in the Hessian State Parliament	1	
Fraport AG, a German transport company which operates Frankfurt Airport	2	Board of Directors
The municipality of Büttelborn	1	
The municipality of Walluf	1	

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[7] http://www.forum-flughafen-region.de/fileadmin/files/Mitgliederliste_Konvent_2013-neu.pdf

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Hessische Staatskanzlei, the Hessian State Chancellery	2	Steering Committee
Hessischer Handwerkstag, the Hessian crafts organization	1	
HLUG, the Hessian Agency for Environment and Geology	1	
HMWVL, the Hessian Ministry of Economics, Transport and Regional Development	2	Steering Committee
Industrie und Handelskammer Offenbach am Main, the Chamber of Commerce of Offenbach am Main	1	
Kommissariat der katholieke Bischöfe im Lande Hessen, the Commission for Catholic Bishops for the State of Hessen	1	
Kreisverwaltung Mainz Bingen, the administration district of Mainz Bingen	1	
Kreisverwaltung Rheingau-Taunus-Kreis, the administration district of Rheingau-Taunus-Kreis	1	
Landesärztekammer Hessen, the Medical association of the State of Hessen	1	
Landeshauptstadt Wiesbaden, the State capital of Wiesbaden	1	
Landkreis Darmstadt-Dieburg, the district of Darmstadt-Dieburg	1	
Landkreis Offenbach, the district of Offenbach	2	Board of Directors
Landratsamt Main-Taunus Kreis, the Administration Office of the district of Main-Taunus Kreis	1	
Landratsamt Groß-Gerau, the Administration Office of the district of Groß-Gerau	1	
Luftfahrt-Bundesamt, the German Federal Aviation Office	1	
Regionalverband Frankfurt-Rhein-Main, the metropolitan region of Frankfurt-Rhein-Main	1	
The city of Bad Vilbel	1	
The city of Darmstadt	1	
The city of Dreieich	1	
The city of Frankfurt am Main	1	Steering Committee
The city of Griesheim	1	
The city of Hanau	1	
The city of Heusenstamm	1	
The city of Karben	1	
The city of Kelsterbach	1	
The city of Maintal	1	
The city of Mainz	1	
The city of Mörfelden-Walldorf	1	
The city of Mühlheim am Main	1	
The city of Neu Isenburg	1	
The city of Obertshausen	1	
The city of Offenbach am Main	1	
The city of Raunheim	1	
The city of Riedstadt	1	

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The city of Rodgau	1
The city of Rüsselsheim	1
The city of Seligenstadt	1
The city of Weiterstadt	1
UNH, the Environment and Neighborhood House	1
Vereinigung Cockpit e.V., the association of pilots and flight engineers	1
Vereinigung Hessischer Unternehmerverbände e.V., the Hessian employers and business association	1

Table A 6: Members of the FFR Convention

In addition, Table A 7 lists some participants that are registered as a member, but are not active.

Organization	Seats
Deutscher Gewerkschafts-bund Hessen-Thüringen, the German trade union confederation of Hessen-Thüringen	1
The city of Flörsheim am Main	1
The city of Hattersheim am Main	1
The city of Hochheim	1
Ver.di – Vereinte Dienstleistungsgewerkschaft, a trade union	1
WiDeMa e.V, a citizens' initiative against aircraft noise	1

Table A 7: Non-active members of the FFR Convention

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Appendix G: The Heathrow Airport Consultative Committee (HACC)

In Table A 8, the members of the Heathrow Airport Consultative Committee (HACC) are listed[8].

Organization	Seats
Local Borough of Ealing	1
Local Borough of Hillingdon	3
Local Borough of Hounslow	3
Local Borough of Richmond on Thames	1
Local Borough of Wandsworth	1
Bracknell Forest Borough Council	1
Bucks County Council	1
Runnymede Borough Council	1
Slough Borough Council	1
Spelthorne Borough Council	2
Surrey County Council	1
Royal Borough of Windsor & Maidenhead	1
London Assembly	1
London Councils	1
HACAN/ClearSkies, a local protest group against aircraft noise	1
LAANC, the Local Authorities Aircraft Noise Council, representing the interests or residents around Heathrow Airport	1
EANAG, Ealing Aircraft Noise Action Group, representing Ealing residents	1
LCCI, the London Chamber of Commerce and Industry	1
ABTA, a travel association	1
GTMC, a body for travel management companies	1
TUC, a federation of trade unions	1
Consumer's Association	1
West London Business group	1
IATA, the International Air Transport Association, representing airlines	1
BATA, the British Air Transport Association, a trade association for UK-registered airlines	1
Independent	6
Department for Transport adviser	1

Table A 8: Members of the HACC

The Greater London knows 32 Local Boroughs is in principle a local authority and responsible for most local day-to-day services that keep the capital ticking, such as schools and roads[9]. Borough Councils are local authorities outside the Greater London. County councils are larger non-metropolitan local authorities responsible for emergency services, planning and transport. A Royal Borough is the same as a Local Borough, but then with royal patronage. The London Assembly scrutinizes the activities of the Mayor of London. The London Councils is the local government association of London, bringing together the 32 Local Boroughs and the City of

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[8] http://lhr-acc.org/members/
[9] http://www.londoncouncils.gov.uk/londonfacts/londonlocalgovernment/default.htm

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London Corporation (the municipal governing body of London), the Metropolitan Police Authority and the London Fire Brigade.

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Appendix H: Interview format

Note: for every participant the interview format has been adapted, dependent on his or her role, viewpoint and interest.

Introduction
- Introduction about the research, goal of the interview and outline of the interview.

The current process
- The policy process in general: functioning, level of participation, results, advantages and disadvantages;
- Participants, the right participants, representation and legitimacy of participants (especially regional and local authorities and residents) and role of the Ministry;
- Collaboration with other stakeholders;
- Resident platform (if applicable): process of formulation of their viewpoints, support of grassroots, level of influence, advantages and disadvantages;
- BRS (if applicable): functioning, balancing of interest, process of formulation of viewpoints, level of influence, advantages and disadvantages;
- CROS (if applicable): functioning, balancing of interest, process of formulation of viewpoints and advice, level of influence, advantages and disadvantages;
- Alderstable (if applicable): functioning, balancing of interest, process of formulation of viewpoints and advice, level of influence, advantages and disadvantages;
- Transition towards the ORS: representation of residents through resident platforms, Meeting place vs. Negotiating table, role of the Ministry, level of influence, advantages and disadvantages.

The 'desired' process
Level of participation
- Should there be a consultation?
- What should be the level of participation?

Participants
- Who should be the participants?
- Who should decide who are the participants?
- What should be the role of the Ministry in the process?
- In which way, the residents should be represented?
- In which way, the regional and local authorities should be represented?

Initial conditions
- What initial conditions should be present to 'steer' the policy process?

Closure
- Next step: Q-methodology to determine perspectives regarding the Schiphol Airport development policy process

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Appendix I: Structure of the output of the interviews

Below, an overview of the outputs of the interviews is visualized. In the upper part, some general remarks are given regarding the view on democracy and the level of participation. In addition, general comments are made on the participants, their role, their representation and their legitimacy. Then, a division has been made between the Alderstable, the CROS and the BRS. Four main aspects are shown: the reasons why the consultations have started (why?), positive factors or advantages (+), negative factors or disadvantages (-) and questionable factors (?), see Figure A 6.

Schiphol Airport development policy process

Alderstable

BRS

CROS

why?

why?

+

+

-

-

?

?

Deadlock

Noise standards

No political majority

Level of participation

View on democracy

Participants

Representation

Role

Legitimacy

Discussion with administrators

Successful

Less participants

Unique

High level of participation

Results

Expectation mgmt

Participation of residents

Effective meetings

Information exchange

Complex

Context has changed

Groupthink

Fragmentation

Time consuming

Expensive

Resident problems

Cluster system

Resident problems

Less important role

Too much focus on noise

Forum shopping

Many participants

Frustration

Many participants

Tension between inner & out. area

Transparency

Delegation of decision making

Figure A 6: Visualization of the interview outputs

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Appendix J: Q-methodology distribution form

The Q-methodology distribution form can viewed in Figure A 7.

Figure A 7: Q-methodology distribution form

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Appendix K: Q-sorts correlation matrix

Below, the correlation matrix for the individual Q-sorts is given. Only some low correlations can be identified, the highest correlations are between the Q-sorts H and Q (0.55), G and B (-0.50), G and P (-0.49), G and I (-0.41), P and H (0.40) and P and Q (0.40). A positive correlation indicates a certain level of similarity between the Q-sorts and a negative correlation indicates a certain level of difference between the Q-sorts. For an overview, see Table A 9.

Q- sorts	R	J	H	K	F	B	P	I	E	Q	G	A
R	1.00	0.09	0.06	0.10	-0.11	0.07	0.26	0.17	0.36	0.27	-0.05	0.07
J	0.09	1.00	-0.11	0.31	-0.16	0.06	0.04	-0.02	0.17	-0.04	-0.06	0.33
H	0.06	-0.11	1.00	0.25	0.30	0.13	0.40	0.04	0.00	0.55	-0.05	0.09
K	0.10	0.31	0.25	1.00	0.05	0.04	0.19	0.01	0.09	0.19	0.12	0.29
F	-0.11	-0.16	0.30	0.05	1.00	0.07	-0.15	-0.12	0.00	0.22	0.33	-0.14
B	0.07	0.06	0.13	0.04	0.07	1.00	0.33	-0.03	-0.11	-0.15	-0.50	0.18
P	0.26	0.04	0.40	0.19	-0.15	0.33	1.00	0.16	-0.16	0.41	-0.49	0.05
I	0.17	-0.02	0.04	-0.01	-0.12	-0.03	0.16	1.00	0.06	0.33	-0.41	-0.14
E	0.36	0.17	0.00	0.09	0.00	-0.11	0.16	0.06	1.00	0.01	0.04	0.21
Q	0.27	-0.04	0.55	0.19	0.22	-0.15	0.40	0.33	0.01	1.00	-0.01	0.00
G	-0.05	-0.01	-0.05	0.12	0.33	-0.50	-0.49	-0.41	0.04	-0.01	1.00	0.05
A	0.07	0.33	0.09	0.29	-0.14	0.18	0.05	-0.14	0.21	0.00	0.05	1.00

Table A 9: Correlation matrix

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Appendix L: Q-methodology unrotated factor matrix

Below, the unrotated factor matrix is shown. Here, eight factors are extracted, all shown with their eigenvalue and percentage of explained variance. The first factor for example has an eigenvalue of 2.45 and explains 20% of the total variance. The eigenvalues of factor 6, 7 and 8 are lower than 1.0 and has to be eliminated from further research. For an overview, see Table A 10.

Q-sort	Factor loadings							
	1	2	3	4	5	6	7	8
R	0.4446	0.1478	0.2411	0.4893	0.3646	-0.3758	-0.3265	-0.0481
J	0.1348	0.1598	0.6887	-0.0696	-0.2736	0.2682	-0.3099	-0.4119
H	0.6029	0.4116	-0.3727	-0.2495	0.0592	-0.0311	0.2465	0.0297
K	0.3593	0.4885	0.3233	-0.2374	-0.3136	0.1277	-0.2332	0.5373
F	-0.0566	0.5020	-0.4886	-0.2650	0.3976	0.3771	-0.2163	-0.1285
B	0.4004	-0.3975	0.1500	-0.5579	0.4646	0.1446	-0.1395	-0.0068
P	0.8026	-0.1938	-0.0774	-0.1573	-0.1264	-0.3176	-0.1010	-0.0273
I	0.4378	-0.2600	-0.1384	0.5501	-0.1831	0.5205	0.0748	0.0458
E	0.0685	0.3176	0.4317	0.4720	0.5115	0.1439	0.1769	0.1666
Q	0.6344	0.4191	-0.3821	0.2399	-0.1841	-0.0128	0.0774	-0.2409
G	-0.5468	0.7229	-0.0633	0.0136	-0.0846	-0.1779	-0.0945	-0.0614
A	0.1949	0.2757	0.6256	-0.2866	0.0271	-0.0244	0.5186	-0.1483
Eigenvalues	2.4519	1.8457	1.7899	1.4345	1.0364	0.8185	0.7150	0.5926
% Expl. Var.	20	15	15	12	9	7	6	5

Table A 10: Unrotated factor matrix

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Appendix M: Q-methodology factor scores per factor

Below, the Z-scores of all statements within a factor are given. The higher the Z-score, the more that statement contributes to that factor, or, the other way around, the factor can be explained by that statement. For an overview of factor 1, see Table A 11, for factor 2, see Table A 12. For factor 3, see Table A 13 and for factor 4, see Table A 14.

Factor Scores For Factor 1	
Q-sample statement	Z-scores
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance	2.009
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	1.785
30. Schiphol may not grow further than 510.000 aircraft movements a year	1.712
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	1.489
1. Residents are allowed to join the negotiation consultation	1.416
11. The Ministry should more show their colors in the policy process	1.117
33. It is a good agreement to relocate certain aircraft movements to regional airports	0.966
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	0.892
16. The decision making regarding the development of Schiphol must return to the national government	0.821
31. It is good that in the current policy process the agreements are defined in legally binding covenants	0.745
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	0.744
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents	0.742
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu	0.671
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies	0.595
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol	0.593
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this	0.295
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts	0.226
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	0.223
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around Schiphol' than in the current situation	0.151
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision	0.074
37. In the current policy process, there is too much focus on noise	-0.001
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol	-0.224
8. In the current policy process, resident representatives have a too important role	-0.225
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	-0.299
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes	-0.300
21. The current economic situation in the Netherlands ensures that the agreements made are outdated	-0.520
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'	-0.596
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol	-0.667
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation	-0.745

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3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK	-0.818
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine	-0.819
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'	-0.819
19. In the current policy process, the framework from the Ministry is clear	-0.820
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment	-0.894
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR	-0.967
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards	-1.040
15. The introduction of the ORS will make the policy process more effective and more efficient	-1.191
10. In the current policy process, the role of the Ministry is active enough	-1.340
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process	-1.487
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account	-1.711
14. The current decision making process regarding the development of Schiphol is effective and efficient	-1.786

Table A 11: Z-scores factor 1

Factor Scores For Factor 2	
Q-sample statement	**Z-scores**
21. The current economic situation in the Netherlands ensures that the agreements made are outdated	1.678
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	1.549
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision	1.523
37. In the current policy process, there is too much focus on noise	1.314
8. In the current policy process, resident representatives have a too important role	1.221
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards	1.110
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol	1.092
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies	0.977
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents	0.968
16. The decision making regarding the development of Schiphol must return to the national government	0.901
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	0.888
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'	0.826
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts	0.742
11. The Ministry should more show their colors in the policy process	0.653
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account	0.542
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	0.529
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	0.524
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment	0.470
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR	0.457
3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK	0.111
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around Schiphol' than in the current situation	0.013
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation	-0.196
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	-0.213

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Q-sample statement	Z-scores
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	-0.244
15. The introduction of the ORS will make the policy process more effective and more efficient	-0.307
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance	-0.337
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol	-0.440
31. It is good that in the current policy process the agreements are defined in legally binding covenants	-0.803
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu	-0.985
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process	-0.990
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes	-1.012
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine	-1.070
19. In the current policy process, the framework from the Ministry is clear	-1.083
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'	-1.096
1. Residents are allowed to join the negotiation consultation	-1.101
10. In the current policy process, the role of the Ministry is active enough	-1.101
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this	-1.136
33. It is a good agreement to relocate certain aircraft movements to regional airports	-1.336
14. The current decision making process regarding the development of Schiphol is effective and efficient	-1.408
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol	-1.540
30. Schiphol may not grow further than 510.000 aircraft movements a year	-1.687

Table A 12: Z-scores factor 2

Factor Scores For Factor 3	
Q-sample statement	**Z-scores**
37. In the current policy process, there is too much focus on noise	1.817
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	1.754
11. The Ministry should more show their colors in the policy process	1.384
1. Residents are allowed to join the negotiation consultation	1.293
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment	1.269
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	1.213
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards	1.149
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	1.017
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around Schiphol' than in the current situation	1.001
33. It is a good agreement to relocate certain aircraft movements to regional airports	0.937
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision	0.719
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes	0.660
31. It is good that in the current policy process the agreements are defined in legally binding covenants	0.512
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine	0.476
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this	0.432
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol	0.328
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation	0.241

14. The current decision making process regarding the development of Schiphol is effective and efficient	0.207
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	0.206
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance	0.190
15. The introduction of the ORS will make the policy process more effective and more efficient	0.184
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account	0.034
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts	-0.057
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process	-0.271
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	-0.276
21. The current economic situation in the Netherlands ensures that the agreements made are outdated	-0.329
3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK	-0.432
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies	-0.449
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol	-0.597
10. In the current policy process, the role of the Ministry is active enough	-0.666
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu	-0.752
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'	-0.845
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol	-0.971
19. In the current policy process, the framework from the Ministry is clear	-1.057
16. The decision making regarding the development of Schiphol must return to the national government	-1.114
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents	-1.184
8. In the current policy process, resident representatives have a too important role	-1.236
30. Schiphol may not grow further than 510.000 aircraft movements a year	-1.443
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR	-1.455
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'	-1.810
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	-2.081

Table A 13: Z-scores factor 3

Factor Scores For Factor 4	
Q-sample statement	**Z-scores**
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision	2.045
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	2.045
37. In the current policy process, there is too much focus on noise	1.494
31. It is good that in the current policy process the agreements are defined in legally binding covenants	1.278
8. In the current policy process, resident representatives have a too important role	1.274
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment	1.162
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine	1.162
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance	0.823
33. It is a good agreement to relocate certain aircraft movements to regional airports	0.759
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'	0.695
7. In the current policy process, the BRS-delegation is representative for local and regional authorities	0.579

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around Schiphol	
11. The Ministry should more show their colors in the policy process	0.432
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards	0.368
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes	0.363
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account	0.324
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'	0.211
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	0.188
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this	0.184
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol	0.087
19. In the current policy process, the framework from the Ministry is clear	0.008
16. The decision making regarding the development of Schiphol must return to the national government	0.004
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies	-0.008
10. In the current policy process, the role of the Ministry is active enough	-0.032
1. Residents are allowed to join the negotiation consultation	-0.032
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	-0.036
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents	-0.120
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	-0.139
21. The current economic situation in the Netherlands ensures that the agreements made are outdated	-0.148
14. The current decision making process regarding the development of Schiphol is effective and efficient	-0.212
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol	-0.351
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process	-0.735
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation	-0.782
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu	-0.831
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	-1.134
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	-1.162
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around Schiphol' than in the current situation	-1.366
15. The introduction of the ORS will make the policy process more effective and more efficient	-1.485
3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK	-1.502
30. Schiphol may not grow further than 510.000 aircraft movements a year	-1.622
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts	-1.682
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR	-2.077

Table A 14: Z-scores factor 4

Appendix N: Q-methodology consensus and disagreement statements

Below, the statements per factor are viewed, ordered from consensus to disagreement. As can be seen, there are no strong consensus statements, but there are some strong disagreement statements. For an overview, see Table A 15.

Q-sample statements	Factor arrays			
	1	2	3	4
40. In the future policy process, parties who participate in the negotiation consultation are obliged to participate in the informative consultation	1	0	0	-1
11. The Ministry should more show their colors in the policy process	3	1	4	2
38. In the future policy process, more should be talked about a broader social context: in what ways can the welfare of residents increase?	3	1	3	-1
39. It is undesirable that parties in the current policy process can participate in the negotiation consultation, but are not obliged to participate in the informative consultation	2	-1	-1	1
7. In the current policy process, the BRS-delegation is representative for local and regional authorities around Schiphol	1	-1	1	2
13. By the introduction of the ORS, I expect that the future policy process will be less fragmented than in the current situation	-2	0	1	-2
23. In the current policy process, the expectation management is good; participants have realistic expectations about the possible outcomes of the process	-4	-2	-1	-2
19. In the current policy process, the framework from the Ministry is clear	-3	-3	-3	0
26. In the future policy process, the ORS also has to advise on spatial planning and housing construction around Schiphol	-1	-5	-2	-2
10. In the current policy process, the role of the Ministry is active enough	-4	-3	-2	-1
12. In the current policy process, there is too much fragmentation because of the existence of several consultative bodies	1	3	-1	0
3. Entrepreneurs are allowed to join the negotiation consultation, for example through the KVK	-2	0	-1	-4
34. In the future policy process, alternative agreements must be made for relocating certain flights to regional airports: there are hardly any policy instruments to realize this	1	-4	1	1
22. In the future policy process, clearer agreements should be made about what should happen if the economic situation changes	-1	-2	2	1
36. In the future policy process, more should be talked in general about the balance between 'the number of aircraft movements' versus 'the quantity of noise load'	-1	2	-2	1
4. Environmental parties are allowed to join the negotiation consultation, for example through Stichting Natuur en Milieu	2	-2	-2	-3
15. The introduction of the ORS will make the policy process more effective and more efficient	-4	-1	0	-4
37. In the current policy process, there is too much focus on noise	0	4	5	4
28. In the future policy, more should be deployed on a transaction model in which noise is directly translated into a financial compensation for residents around Schiphol	0	3	-3	0
20. In the future policy process, the Ministry has to give a main line framework and let the parties mutually come to a decision	0	4	2	5
31. It is good that in the current policy process the agreements are defined in legally binding covenants	2	-1	2	4
16. The decision making regarding the development of Schiphol must return to the national government	3	2	-3	0
14. The current decision making process regarding the development of Schiphol is effective and efficient	-5	-4	1	-2
18. In the future policy, more should be deployed on individual financial compensation, relocation subsidies and bailouts of residents	2	3	-3	-1
6. I expect that the representation of residents through resident platforms, which is proposed for the ORS, is more representative for 'the residents around	0	0	3	-3

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Schiphol' than in the current situation				
17. In the current policy, sufficiently is invested in noise reduction measures and quality of the living environment	-3	1	4	3
24. With the introduction of the ORS, the room for maneuver for participants has to be made clear in advance	5	-1	0	3
21. The current economic situation in the Netherlands ensures that the agreements made are outdated	-1	5	-1	-1
32. In the future policy process, agreements have to be defined in target figures instead of stringent standards	-3	3	3	2
9. Resident representatives have to take the national importance and the economic value of Schiphol more into account	-5	1	0	1
41. The current policy process shows symptoms of groupthink: inter alia maintaining the unity is at the expense of critical consideration of the facts	1	2	0	-5
5. In the current policy process, resident representatives are appointed by municipalities representative for 'the residents around Schiphol'	-2	-3	-5	2
27. The current policy 'Schiphol can grow and the nuisance will be minimized' works fine	-2	-2	1	3
2. Passengers are allowed to join the negotiation consultation, for example through the ANVR	-3	0	-4	-5
33. It is a good agreement to relocate certain aircraft movements to regional airports	3	-4	2	3
1. Residents are allowed to join the negotiation consultation	4	-3	4	-1
29. In the current policy process, too little is talked about various scenarios for the growth of Schiphol	4	2	3	-3
8. In the current policy process, resident representatives have a too important role	0	4	-4	4
35. In the current policy process, there is a lot of (technical) complexity, which complicates the discussion	-1	1	5	-3
25. Spatial planning and housing construction around Schiphol is purely a responsibility for existing authorities: national, regional and local governments	5	5	-5	5
30. Schiphol may not grow further than 510.000 aircraft movements a year	4	-5	-4	-4

Table A 15: Consensus and disagreement statements

Appendix O: Q-methodology crosstabs

First, the delegations are compared with the factors. Some delegations only have one respondent, so that is less interesting to analyze. More interesting is the aviation sector, with three respondents, where two respondents share factor 3 and one respondent shares factor 4. The aviation sector party outside the policy process shares factor 2a. The resident representatives in the policy process share both another factor, one of them shares factor 1 and the other shares factor 2b. The resident outside the policy process shares factor 1. Finally, the local authorities are divided: one of them shares factor 1 and the other shares factor 2a. No real relations can be identified. For an overview, see Table A 16.

Delegation		Factor 1	2a	2b	3	4	Total
Parliament	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	33,3%	8,3%
Aviation sector	Count	0	0	0	2	1	3
	% within factor	0,0%	0,0%	0,0%	66,7%	33,3%	25,0%
Residents outside the process	Count	1	0	0	0	0	1
	% within factor	33,3%	0,0%	0,0%	0,0%	0,0%	8,3%
Experts	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	33,3%	0,0%	8,3%
Residents	Count	1	0	1	0	0	2
	% within factor	33,3%	0,0%	100,0%	0,0%	0,0%	16,7%
Aviation sector outside process	Count	0	1	0	0	0	1
	% within factor	0,0%	50,0%	0,0%	0,0%	0,0%	8,3%
Ministry	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	33,3%	8,3%
Local authorities	Count	1	1	0	0	0	2
	% within factor	33,3%	50,0%	0,0%	0,0%	0,0%	16,7%
Total	Count	3	2	1	3	3	12
	% within factor	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Table A 16: Crosstab delegation vs. factor

Second, the respondents are asked about their function. The resident representatives remain the same; two of the three Directors share factor 4, the other shares factor 2a and the three advisors all share another factor, respectively factor 1, 2a and 3. No real relations can be identified. See Table A 17 for an overview.

Function		Factor 1	2a	2b	3	4	Total
Member of the Parliament	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	33,3%	8,3%
Manager	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	33,3%	0,0%	8,3%
Chairman	Count	1	0	0	0	0	1
	% within factor	33,3%	0,0%	0,0%	0,0%	0,0%	8,3%
Researcher	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	33,3%	0,0%	8,3%
Resident representative	Count	1	0	1	0	0	2
	% within factor	33,3%	0,0%	100,0%	0,0%	0,0%	16,7%

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Director	Count	0	1	0	0	2	3
	% within factor	0,0%	50,0%	0,0%	0,0%	66,7%	25,0%
Advisor	Count	1	1	0	1	0	3
	% within factor	33,3%	50,0%	0,0%	33,3%	0,0%	25,0%
Total	Count	3	2	1	3	3	12
	% within factor	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Table A 17: Crosstab function vs. factor

Third, the respondents are asked about their time involved in the Schiphol-file. The answers have been categorized in four categories: before 2003, since the period 2003-2006, the period, 2006-2009 and 2009-now. Factor 2a and factor 3 are shared by respondents who are involved since 2006 or later. Factor 2b is only shared by one respondent, but that respondent is involved from before 2003. For an overview, see Table A 18.

		Factor					Total
Time involved		1	2a	2b	3	4	
Before the year 2003	Count	1	0	1	0	0	2
	% within factor	33,3%	0,0%	100,0%	0,0%	0,0%	16,7%
Since the period 2003-2006	Count	1	0	0	0	1	2
	% within factor	33,3%	0,0%	0,0%	0,0%	33,3%	16,7%
Since the period 2006-2009	Count	0	1	0	1	1	3
	% within factor	0,0%	50,0%	0,0%	33,3%	33,3%	25,0%
Since the period 2009-now	Count	1	1	0	2	1	5
	% within factor	33,3%	50,0%	0,0%	66,7%	33,3%	41,7%
Total	Count	3	2	1	3	3	12
	% within factor	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Table A 18: Crosstab time involved vs. factor

It is also interesting to observe that both resident representatives are already involved from before 2003. The representatives of the aviation sector, the Ministry and local authorities are only involved since 2006 or later. For an overview, see Table A 19.

		Involved since the period				Total
Delegation		Before 2003	2003-2006	2006-2009	since 2009	
Parliament	Count	0	1	0	0	1
	% within factor	0,0%	50,0%	0,0%	0,0%	8,3%
Aviation sector	Count	0	0	1	2	3
	% within factor	0,0%	0,0%	33,3%	40,0%	25,0%
Residents outside the process	Count	0	1	0	0	1
	% within factor	0,0%	50,0%	0,0%	0,0%	8,3%
Experts	Count	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	20,0%	8,3%
Residents	Count	2	0	0	0	2
	% within factor	100,0%	0,0%	0,0%	0,0%	16,7%
Aviation sector outside the process	Count	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	20,0%	8,3%
Ministry	Count	0	0	3	0	1
	% within factor	0,0%	0,0%	33,3%	0,0%	8,3%
Local authorities	Count	0	0	1	1	2
	% within factor	0,0%	0,0%	33,3%	20,0%	16,7%

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Total	Count	2	2	3	5	12
	% within factor	100,0%	100,0%	100,0%	100,0%	100,0%

Table A 19: Crosstab delegation vs. time involved

Fourth, it is interesting how the delegations think about these two decisive statements. For the first statement, it can be observed that residents (both inside as outside the process) strongly disagree that Schiphol Airport may grow further than 510.000 aircraft movements a year. The aviation sector (both inside as outside the process) strongly agrees that Schiphol Airport may grow further. For an overview, see Table A 20.

Delegation		Schiphol may grow further					Total
		strongly disagree	mod. disagree	neutral	mod. agree	strongly agree	
Parliament	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	50,0%	0,0%	8,3%
Aviation sector	Count	0	0	1	0	2	3
	% within factor	0,0%	0,0%	50,0%	0,0%	50,0%	25,0%
Residents outside the process	Count	1	0	0	0	0	1
	% within factor	33,3%	0,0%	0,0%	0,0%	0,0%	8,3%
Experts	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	25,0%	8,3%
Residents	Count	2	0	0	0	0	2
	% within factor	66,7%	0,0%	0,0%	0,0%	0,0%	16,7%
Aviation sector outside process	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	25,0%	8,3%
Ministry	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	50,0%	0,0%	8,3%
Local authorities	Count	0	1	1	0	0	2
	% within factor	0,0%	100,0%	50,0%	0,0%	0,0%	16,7%
Total	Count	3	1	2	2	4	12
	% within factor	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Table A 20: Crosstab delegation vs. 'Schiphol may grow further'

For the second statement, it can be observed that all delegations are somewhat divided. The differences, though, are large. Some respondents within a delegation strongly disagree, while others strongly agree. For an overview, see Table A 21.

Delegation		Spatial planning is purely a responsibility for national, regional and local authorities					Total
		strongly disagree	mod. disagree	neutral	mod. agree	strongly agree	
Parliament	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	25,0%	8,3%
Aviation sector	Count	2	0	0	0	1	3
	% within factor	50,0%	0,0%	0,0%	0,0%	25,0%	25,0%
Residents outside process	Count	0	0	0	0	1	1
	% within factor	0,0%	0,0%	0,0%	0,0%	25,0%	8,3%
Experts	Count	1	0	0	0	1	1
	% within factor	25,0%	0,0%	0,0%	0,0%	25,0%	8,3%
Residents	Count	1	0	0	1	0	2

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	% within factor	25,0%	0,0%	0,0%	25,0%	0,0%	16,7%
Aviation sector outside process	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	25,0%	0,0%	8,3%
Ministry	Count	0	0	0	1	0	1
	% within factor	0,0%	0,0%	0,0%	25,0%	0,0%	8,3%
Local authorities	Count	0	0	0	1	1	2
	% within factor	0,0%	0,0%	0,0%	25,0%	25,0%	16,7%
Total	Count	4	0	0	4	4	12
	% within factor	100,0%	0,0%	0,0%	100,0%	100,0%	100,0%

Table A 21: Crosstab delegation vs. 'spatial planning is purely a responsibility for local, regional and national authorities'

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Appendix P: Geographical administration structure

In Figure A 8, a visualization of the geographical administration structure is given[10].
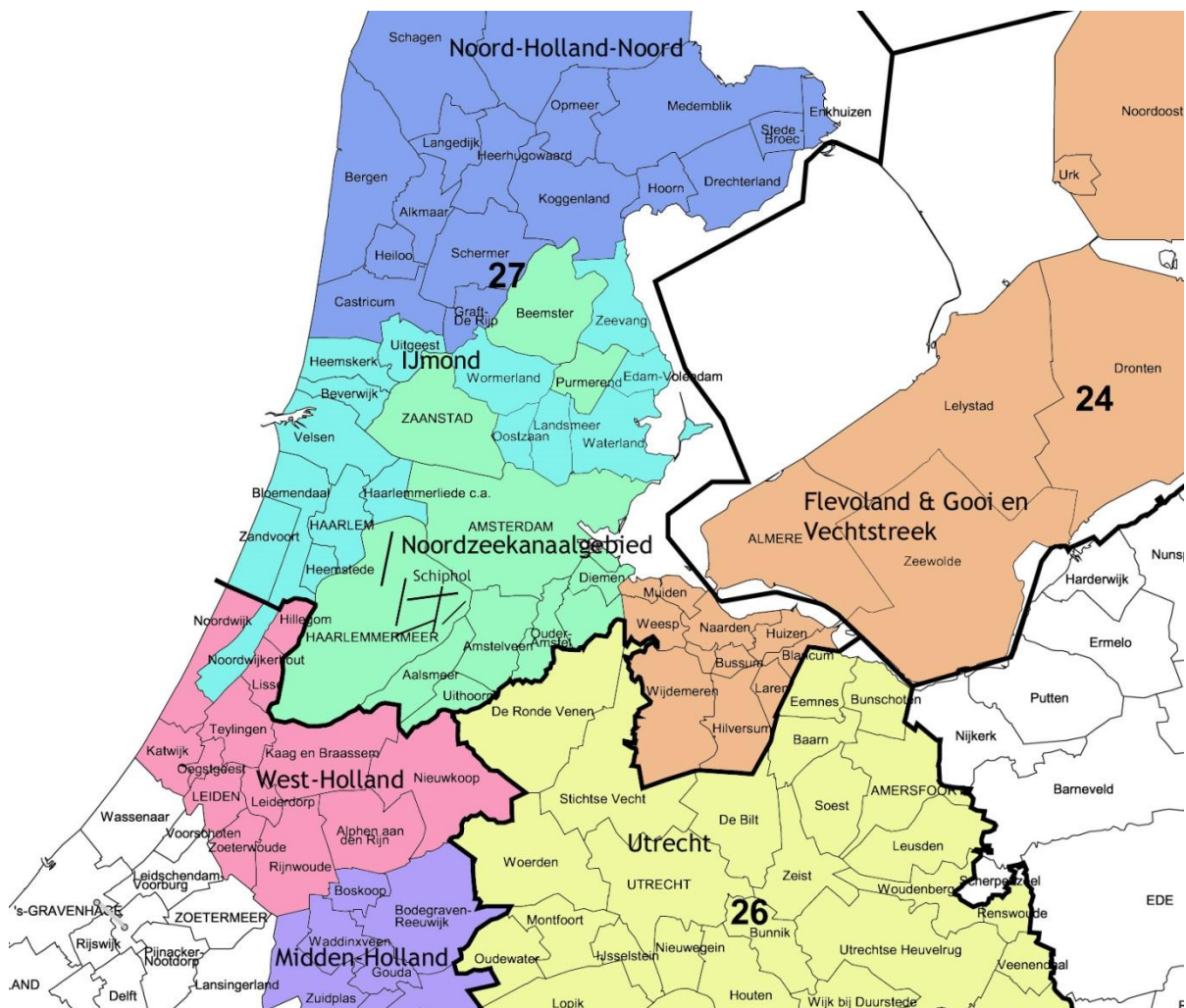

Figure A 8: Geographical administration structure (adapted from CBS)

Note: it is proposed to merge IJmond and Noordzeekanaalgebied.

The number of citizens per region is as follows:
- IJmond: 482,610 citizens;
- Noordzeekanaalgebied: 1,336,150 citizens;
- West-Holland: 485,905 citizens;
- Flevoland & Gooi en Vechtstreek: 636,450 citizens;
- Utrecht: 1,228,790 citizens;
- Midden-Holland: 238,335 citizens;
- Noord-Holland-Noord: 643,809 citizens.

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[10] http://www.omgevingsdienst.nl/ruds.php

The Alderstable: a strategic policy tool or democracy 2.0?