



# CITY BRANDING IN POLYCENTRIC REGIONS

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# City Branding in Polycentric Regions

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# Abstract

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The purpose of this research is to study the implementation of ecological modernization branding in the cities of The Hague, Rotterdam and Utrecht in the Netherlands. These cities use ecological modernization branding to attract people, projects and investments. For example, they may project the image of being 'smart' and commission projects to showcase that they are in fact a smart city. However, the overall image that appears from the literature is that there exists a substantial gap between the brand image and its actual implementation. An assessment framework is synthesized in order to carry out this study, this analytical framework addresses numerous aspects: municipal input, throughput and output factors, the local action arena, projects and outcomes to assess the implementation. To this end, the main research question is:

*How do the three Dutch cities in the 'Randstad' i.e. Utrecht, Rotterdam and The Hague implement the programs, policies and attract investments that adhere to the city brands they project?*

A comparative case study approach is best suited as we can identify similarities, differences and themes across regions and cities using the assessment framework to analyze the cases. Methods used will primarily be desk research and interviews to complement the comparative study and will add nuance to our understanding of EM branding. The results revealed three types of EM brand labels present in these cities. The first 'circular' EM brand label that has been recently initiated in Rotterdam and the Hague having limited funding and staff struggling to implement their EM brand despite having substantial political support but has initiatives and projects that adhere to the EM brand label. Second, the EM brand of 'healthy urban living' from Utrecht performing well on all factors from the assessment framework. Finally, an EM brand such as 'resilient the Hague' having no projects and performing poorly almost on all factors from the assessment framework. This study has contributed to our understanding of the implementation of EM branding in three Dutch cities. Furthermore, we now know that a large number of policy measures in these cities focus on 'governance by enabling'. When reflecting on the initial claim in academia that little is being done to implement EM branding, it has been established in this study that labels such as 'resilient the Hague' and 'circular the Hague' have little to show in terms of implementation.

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Keywords: Ecological Modernization, city branding, policy implementation, resilient cities, circular cities

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# 1 INTRODUCTION

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We are living in the age of rapid urbanization. Globalization has led to increased competition among cities and nations. What this means is that every city competes with every other city commercially. There is a need for cities to project an idea of what the city stands is ever increasing. As Wally Olins, one of the pioneers of the concept of city branding put it, the message “I’m the one you should go to for a service’ gets more and more powerful” (IE University, 2012).

City Branding, as it appears has been practised from the 19<sup>th</sup> century. Cities use branding as a way to attract inward investments, tourism revenues and residents at various levels (Kavaratzis, 2004; Oğuztimur, 2017). Organizations at multiple levels, look at city branding as a public policy tool that can be used to reach city development goals, and in parallel contribute as a strategy for the development of their regions. Consequently, the last decade has witnessed a proliferation of ecological modernization labels. Cities brand themselves as 'eco-cities', 'smart cities', 'livable cities', 'resilient cities', 'inclusive cities' or 'creative cities', and use sophisticated branding strategies to establish their reputation (Goess, de Jong, & Meijers, 2016). For example, in the Netherlands, the City of Amsterdam has succeeded in becoming known as 'Smart City Amsterdam' (City of Amsterdam, 2011). Usually, it is not only the name that makes the profile. In many investment projects cities aim to bring urban and infrastructure development in accordance with the brand chosen. Interestingly, cities like Amsterdam emphasize their aim to develop further as “the core city of an internationally competitive and sustainable metropolis” (City of Amsterdam, 2011). This is an example, of a city’s integral role in accommodating economic development on the one hand protecting the environment on the other (Bulkeley & Betsill, 2005; Goess et al., 2016; Satterthwaite, 2010). In addition, this ambition is in accordance with the idea of ‘ecological modernization’ (henceforth, referred to as EM), the notion that “*policies for economic development and environmental protection can be combined for synergistic effect*” (Gouldson & Murphy, 1996). Apart from these EM brand labels cities also have traditional city brands that they deploy to identify themselves. Taking the case of Netherlands again, the city of The Hague identifies itself as the ‘City of peace and justice’. In addition, it also uses labels such as ‘Circular’ and ‘Resilient’. This indicates a certain ambition for the city as far as its branding is concerned. Sustainable urban development in cities and city branding efforts in these cities often take place in close association of one another as pointed out by Joss (2011). To this end, one of the key drivers that is employed by these cities is to launch ‘resilient’, ‘circular’ or comparable strategic labelling efforts.

This master thesis assesses the implementation of city branding and more specifically Ecological modernization branding in three cities in the Netherlands viz. The Hague, Rotterdam and Utrecht. This is achieved using an assessment framework presented in chapter 2 and operationalized in chapter 3. This introductory chapter presents the main problem statement and the context of this research. Section 1.1 begins with the context and the current situation as far as city branding in the Netherlands. Section 1.2 formulates the research questions that will be addressed in this thesis. The research approach that attempts to address the main research question is addressed in section 1.3. The relevance of this

thesis and the target audience are presented in section 1.4. A brief overview of the thesis is provided in section 1.5.

## **1.1 PROBLEM STATEMENT**

The Netherlands boasts of a a stable economy and a good quality of life. After the economic crisis of 2009, the Dutch economy has gradually picked up. Despite this success, the Netherlands cannot afford to be complacent. Technological progress in the areas of digitization, robotics and nanotechnology and reshaping how people communicate, travel and work (OECD, 2017).

Cities in the Netherlands are clearly aware of these threats and acknowledge the need for transformation. Take the case of The Hague, it is now part of the resilient city initiative and intends to be one of the 100 resilient cities of the world. As a part of the resilient city initiative, the city has adopted the resilient city framework developed by the Rockefeller Foundation and identified 50 action items. These actions can be driven by businesses, civic organizations and local, regional or national governments (Resilient The Hague, 2018). Similarly, the city of Amsterdam has developed a smart city ecosystem or factory and considers itself a smart city. In 2016 it won the title of Capital of Innovation (European Commission, 2016). The innovation platform that the city developed in 2008 was to facilitate and take up new technologies that would benefit sustainability of the city (van Winden, Oskam, van den Buuse, Schrama, & van Dijck, 2016). It is clear that both these examples that these cities are indeed intent on urban transformation and position themselves in the forefront of the ecological modernization paradigm by labelling themselves as 'resilient' and 'smart' to differentiate themselves. However, this is one of many ways in which cities attempt to improve their appeal both nationally and internationally (Joss, Cowley, & Tomozeiu, 2013).

Connected to the need for differentiation is the promotion of a city through city branding efforts. The use of city branding as a tool reflects the need for industrial cities to engage in a process of reimagining themselves (Hall & Hubbard, 1998; M. Kavaratzis & Hatch, 2013). However, when assessing previous studies on city branding, it is striking to see that many studies focus on branding in the early stages, studying governance, creation and management of city brands, place branding and policies (Lucarelli & Berg, 2011). Several authors have also highlighted the gap between an existing brand identity and a desire identity (such as an ecological modernization label) and the importance to relate the existing brand to the desire brand as a key to successful city branding (Anholt, 2007; Anttiroiko, 2016; Henninger, Foster, Alevizou, & Frohlich, 2016; M. Kavaratzis & Kalandides, 2015; Merrilees, Miller, & Herington, 2012; Vanolo, 2008). The goal of this study is analyzing the implementation of actions along with organizational change and actions with local network actors that together shape the implementation of the 'ecological modernization brand label' of a city. This gap of implementation has been pointed out by Goess et al. (2016) and Vuignier (2016), who state that there is very little research being conducted to study the policy implementation of these brands, and what organizations do to adapt themselves to these new EM labels.

## 1.2 RESEARCH OBJECTIVE

Based on the problem statement and research approach this research will focus on the implementation of city brands in the Netherlands from an organizational perspective and see if they are styling themselves to adhere to the brand images they showcase. To be able to answer this the main research question is:

*How do the three Dutch cities in the 'Randstad' i.e. Utrecht, Rotterdam and The Hague implement the programs, policies and attract investments that adhere to the city brands they project?*

1. What are the city EM brand labels used in selected cities in Rotterdam, The Hague & Utrecht?
2. What are the initiatives taken by cities that relate to the EM brand labels?
3. How can we develop an analytical framework to link strategy development to implementation for city brands?
4. How do these local municipalities implement these initiatives under these brand images?
  - a. Do these municipalities have the organizational capacity to implement these brands?
5. Do these initiatives adhere to the EM brand labels identified?

## 1.3 RESEARCH APPROACH

The research consists of several steps all of which are visualized in Figure 1. This approach is iterative in character that helps to build a scientifically sound report. The approach is based on the framework by Whittemore and Melkus (2008) which provides a broad overview of important decisions in planning a research study. It consists of a conceptual and theoretical phase an empirical and analytical phase and an analytical dissemination phase.

### 1.3.1 Conceptual and Theoretical Phase

The conceptual phases consist of creating a clear scope, practically and theoretically speaking. This consists of chapters 1 and 2 and operationalization of the assessment framework in chapter 3. The framework provides a theoretical lens through which the data is analyzed and interpreted. A well-defined research problem is indispensable for scientific enquiry, more so since the nature of the system studied is complex. During the desk research, several scientific databases were consulted including google scholar, Scopus, science direct and google for semi-scientific and nonacademic sources. Search keywords used were "ecological modernization", "city branding", "change management", "policy implementation", urban transitions", "urban transformations", "organizational redesign", "sustainable investing". Searches were not limited to these queries, they were extended by referring to sources in relevant papers as well. Another source of exploration is the continuous dialogue with my thesis supervisors. Useful reports, books and contacts were

obtained through the project. These are used during different phases of the project. This approach enabled in constructing a clear problem sketch which includes objective and an analytical framework to approach the problem.

### 1.3.2 **Empirical and Analytical Phase**

For the in-depth case studies, much of the data is collected from official government reports, strategic vision and ambition documents, web pages of cities. Furthermore, specific municipal master plans are also analyzed. Interviews with city officials are also conducted to get their perspective on the phenomenon of EM branding. This study will focus on the rationale behind the EM label, the municipal organization, the external actor-network, the projects under the EM label and the intended or expected outcomes from these activities.

#### 1.3.2.1 **Identification**

The first step in the empirical phase is the identification of the city brand identities and the EM brand labels that the city identifies with, this is done through strategy documents, project documents and government websites. The city brand identities along with the EM brand labels in the city are presented the 'Case selection' section in section 3.2.3. Next, current city assets like buildings, landmarks or other physical artefacts around the city but also projects, initiatives or other assets that are used to project the desired image of a city are catalogued from documents. For example, The Hague identifies itself as the city of peace and justice and has several landmarks like the ICC, peace palace, Europol etc. that help the city propagate the image that it is, in fact, the city of peace and justice. Furthermore, the city has also adopted the EM label of 'resilient' based on its association with '100ResilientCity' initiative. Unlike the former brand identity of 'Peace and Justice,' the EM brand label may not have physical constructs that help the city propagate this image, but it may have projects, plans and actions that can help the city push the image that the city resilient.

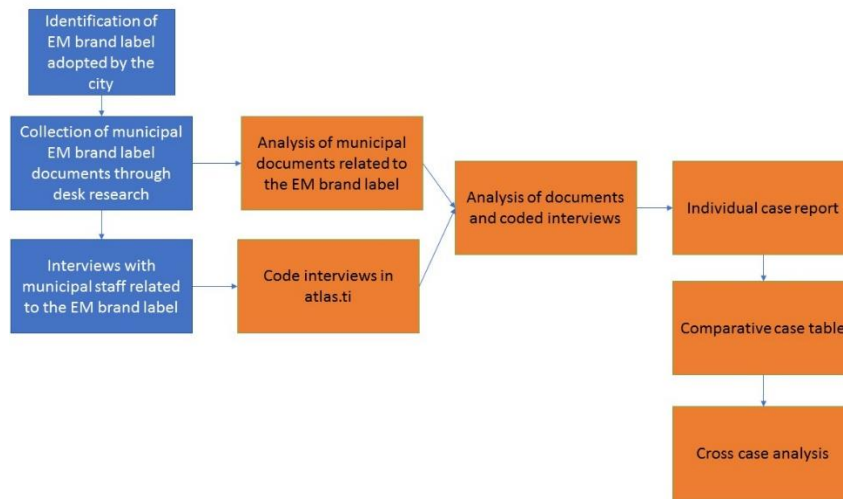
#### 1.3.2.2 **Collection and Analysis**

The second step is to gather documentary evidence from document analysis and desk research. To do this the VMOSAP strategic planning approach is used, discussed in section 2.8.2.2.2. What this means is for every document analyzed, the vision, mission, objective, strategy and actions are clearly identified based on definitions established in the VMOSAP approach. Following this approach has two advantages, first, it allows for the structured cataloguing of data and second, as an aid in analyzing the data and presentation. One of the challenges with data collection for this study is that most of the documents are in Dutch. This calls for adapting the keyword searched on google. For example, while searching for 'budgets' for these municipalities the word '*begroting*' was used. The documents that were in Dutch were all translated online using google translate and Microsoft Bing. The documents that were in Dutch was first to split into their individual pages, following which each individual page was translated online using google translate service. This is a rather long process but is the only possible way as documents larger than 5 MB cannot be translated in one go on google. This step also includes the collection of data through interviews. Stakeholders such as program managers, policy analysts, project managers (to

name a few) and even heads of programs relevant to the EM brand were identified through reports and through the networking site LinkedIn. An email was sent out to each of the stakeholders. If they did not respond in one week a follow-up email was sent, if this failed as well they were called to see if an interview was possible. The interviews were analyzed through the software program **atlas.ti**. This phase concludes with the drafting of the individual case reports based on data collected and interpretation of the data by the author. How the data is interpreted as discussed in sections 3.2.7.1 and 3.2.7.2.

### 1.3.3 Analytical Phase

The analytical phase presents the comparative case study analysis in a table based on interpretation of the data from the individual case reports. Decisions will be primarily based on interpretation of the data. The data is interpreted by assigning qualitative indicators to each factor in the assessment framework based on interpretation of the data collected for the individual case. The entire process is shown in Figure 1 below.



*Figure 1 Steps in the research approach (blue indicate empirical steps and orange analytical)*

### 1.3.4 Analytical Dissemination Phase

Prior to the conclusions and recommendations that are made on the lessons from the comparative analysis, the research is reflected upon. Methods and decisions that have been adopted are reflected upon and possible different choices for the study are discussed. Naturally, the interviews with experts would evoke discussions as they will have different views on the various matters. These discussions and possible effects are elaborated in the reflection. Considering the results and reflections, recommendations to policymakers are made. The conclusions consist of answers to the main research question; the recommendations are however being generic in nature and directions for future research.

## **1.4 RELEVANCE**

Resilience, smart, circular and the myriad of other brand labels that are in use in The Netherlands have become an important way for cities to compete in the regional and international stage. They have instituted programs, action plans and initiatives to carefully craft an image that they are in the business of resilient, smart, circular etc. to achieve a diverse set of objectives. This is not wrong by any means. They also push these brand labels into the mainstream discourse on sustainability to gather support from the citizenry, private enterprises and other regional governments out of genuine concern for the future of their cities, and as an instrument of urban regeneration.

There are two perspectives that make this thesis relevant: academic and societal. The first contribution is academic, the unique combination of studying city branding from organizational, implementation perspectives provides a fresh view on the use of the EM brand labelling phenomenon. Second, these EM brands such as circular, resilient, healthy, smart and the agendas under them are considered important pillars in the Dutch science agenda that links societal and economic challenges to the Netherlands scientific strength(NWO, 2015).

## **1.5 REPORT STRUCTURE**

Chapter 2 starts with a theoretical background of this research and concludes with the proposition of an assessment framework to aid in answering the research questions. Chapter 3 operationalizes the factors in the assessment framework followed by the choices for the research method, case selection, data collection and data analysis. The in-depth case studies of Den Haag, Rotterdam & Utrecht are presented in chapters 4,5 and 6. The assessment framework is applied to all these cases. Chapter 7 is the results followed by chapter 8 which is the conclusion.

## **2 LITERATURE REVIEW AND SYNTHESIS OF AN ASSESSMENT FRAMEWORK**

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To be able to determine how cities in the Dutch 'Randstad' cope with their ambition towards their ecological modernization profile(brand) a comprehensive approach is adopted. This includes the municipal organization along with external stakeholders in the city. To accomplish this an assessment framework is adapted. This assessment framework will be used as a guide through the entire thesis. Given the breadth of papers available on city branding, this chapter is not comprehensive, but is, rather, a critical representation of what information exists and will begin to show why this study was necessary.

### **2.1 WHAT IS CITY BRANDING?**

The study of city branding can be mapped to the period beginning from 1960 to the 1980's where we saw the convergence of product branding, urban policy and marketing. This convergence is the foundation which led to modern day conceptualization of 'brand as an asset'. This was, however, due to the onset of globalization and increased competition among cities to differentiate themselves (Hankinson, 2010; Kotler & Gertner, 2002).

Vanolo (2008) has defined city branding as "a complete set of activities to establish and maintain a positive image of a city and to convey this image to different target groups in local and international events". Similarly, Rainisto (2003) argues the role of city branding is to improve the attractiveness of a city and to establish its recognition. In particular, Rainisto (2003) argues that city brands can be considered corporate umbrellas. Although both these conceptual level definitions give you an idea of what the objective of city branding ought to be, they leave the interpretation of the definition open to the scholar or practitioner. City branding is also targeted both at internal and external audiences. No matter your position, the common trait these definitions have is the need to keep the image of a city positive. This can be achieved in many ways by using social media, newspapers and other mediums. One of the more innovative ways in which cities brand themselves which has gained popularity in the last decade is the adoption of a profiles or label such as 'Smart' as can be seen in the case of Amsterdam (City of Amsterdam, 2011) or 'livable' as one can see with Copenhagen (Visitcopenhagen, n.d) or 'sustainable' in the case of Rotterdam by supporting sustainable initiatives (Rotterdam Partners, n.d) to maintain a positive image. There is no one way to define city branding and it can be inferred from the above paragraphs that city branding as a concept is very malleable and can be shaped based on the need of the author studying it. This thesis will adopt the definition put forward by Vanolo (2008) and consider city branding as a set of actions the city undertakes to establish a positive image of a city. However, it is important to differentiate between City Brands and the ecological labels.



### 2.1.1 The case for city branding and inter-city competition

Van den Berg and Braun (1999) have argued that the reason for cities to move towards branding is due to the increased competition faced by cities worldwide due to the greater interconnectedness among cities. Moreover, a major reason for the branding of cities concerns new conditions that cities need to survive in such as an increased mobility of capital and people (M. Kavaratzis & Ashworth, 2008; Papadopoulos & Vouldis, 2015). A well-executed strategy can lead to certain cities claiming certain brand positions and reinforcing their claim over time including functional geographic roles like transportation as can be seen in the case of Dubai and Singapore (Lohmann, Albers, Koch, & Pavlovich, 2009). It is clear that intercity competition motivates cities across the globe to brand themselves in distinct ways in order attract more tourists, visitors, investors and new residents (Kotler, Asplund, Rein, & Haider, 1999). Nowadays with the advent of sustainability cities especially in Europe have started using labels such as 'smart', 'resilient', 'green' and other adjectives along with the names of their cities to imply that they are in the business of sustainability although with an emphasis on doing business with an eye on the environment.

## 2.2 A LOOK AT ECOLOGICAL MODERNIZATION

The theory of ecological modernization (henceforth referred to as EM) states the reconciliation of economic development and the environment. However, the theory provides a rather complex understanding of postindustrial societies. According to Fisher and Freudenburg (2001), the main argument has been its focus on technology and innovation. Furthermore, they note that ecological modernization differs substantially from other works on social thought with its primary claim being that environmental improvement and economic growth can occur together.

Goess et al. (2016), presented evidence that cities many cities around the world have been busy with projects and initiatives with the sole ambition of upgrading infrastructure and services with the intention of reconciling their economic, social and environmental conditions and promote their city and enhance its attractiveness. To do this, cities self-labelled themselves with categories such as 'smart cities', 'eco-cities', 'ubiquitous cities', 'livable cities' and many more.

There is a big push for ecological modernization, in 2013, the Rockefeller Foundation launched an ambitious new program focussing on the resilience of cities around the world. In line with this ambition, the 100Resilient cities program was launched which is dedicated to helping cities become more 'resilient', meaning the 100ResilientCities program will help cities find ways to cope with the many challenges that they in this century (Spaans & Waterhout, 2017). The city of The Hague is one of the cities that is part of the program. The choice of being resilient can be attributed to the fact that the city of The Hague (Resilient The Hague, 2018) foresees an increase in population and climate change as the most important resilience issues and profiling themselves along this line of resilience is truly along the lines of ecological modernization (Goess et al., 2016).

In a similar fashion, the city of Amsterdam adopts the ecological profile of a smart city (Amsterdam Smart City, 2018). To support this profile the city has a smart city platform, which is an online collaborative platform used to ideate and think about urban issues affecting the city. The platform is designed to accommodate the participation of multiple stakeholders, from companies to individuals to startups all coming up with ideas and solutions for solving the urbanization issues facing Amsterdam.

Ecological modernization is not without critique as forwarded by Ewing (2017), where the author rejects EM and argues a need for going back to the drawing board, and proposes that we should take one step back and critique the socio-political order on which EM is based on which is capitalism. The alternative to EM according to the author is world systems theory which is heavily influenced by Marxists political economic thought (Roberts & Grimes, 2002). However, in their seminal publication “Ecological Modernization Theory in Debate: A review”, Mol and Spaargaren (2000) provide two important reasons as to why capitalism and EM are not mutually dependent. EM has constantly changed its position towards capitalism. Second, EM scholars understand capitalism as “neither a precondition nor the key requirement to radical environmental reform”. They would prefer focusing their efforts on the preservation and conservation of ‘free market capitalism’ that contributes more to sustenance in a structural way. Seen in this light, the ‘smart’ and ‘resilient’ city initiatives and the subsequent adoption of these labels by these cities are in one way or another a reaction framed as a reform to the resource stresses that are being faced by cities worldwide. However, we cannot discount the initiatives under these EM-labels as they can be considered experiments by which cities can see how best they can transform their local economy that may lead ultimately to more sustainable production and consumption patterns.

## **2.3 DIFFERENTIATING BETWEEN CITY BRANDS AND EM RELATED BRAND**

For the present thesis, it is important to clearly distinguish between city brand identities and EM brand labels. Two aspects of city branding are considered. The first is the city brand identity as established by M. Kavaratzis (2007). This relates to the city’s core identity and strategy, wherein based on a reflection of the cities assets and self-description (Achrol & Kotler, 1999; Ashworth & Voogd, 1990), city stakeholders decide how the city should be perceived by the outside world. Apart from the identity there is also the EM brand label: as already pointed out, these are labels-such as ‘resilient’, ‘green’ or ‘circular’ etc.-found widely in the academic and non-academic literature. These labels are frequently adapted or even adopted for promotion and/or differentiation in the hopes of associating the city with a broader discourse under EM (de Jong et al., 2018). This analytical approach of differentiating the generally accepted city brand from the EM related brand label has been developed by Goess et al. (2016). This approach was used to study the city branding practices in the Randstad and Rhine-Ruhr region. Subsequently, this approach has also been used to study city branding practices in the Greater Pearl River Delta and three mega-city regions in China (de Jong et al., 2018; Lu, de Jong, & Chen, 2017).

## **2.4 THE VISIONS CITIES CREATE**

Policy rhetoric is a key factor to city branding (Anholt, 2007; Nam & Pardo, 2011). As a consequence of this, policymakers struggle with the question of how to transform their city (Simmie, 2003). As an example, to illustrate this point take the case of Masdar City, touted as one of the most ambitious eco-city projects. It is a city which is around 17km outside Abu Dhabi in the United Arab Emirates. This city reflects experimental urban responses to environmental crisis (Evans, Karvonen, & Raven, 2016, p. 218). The city is supported and is part of a grander vision as set out by their economic vision 2030. The vision also sets out four priority policy areas or goals that will be the focus of the government (General Secretariat of the executive council, 2016).

To go about the implementation of these goals, the Abu-Dhabi owned government company, Mubadala Development Company was established back in 2006. The company's mission was to see the implementation of the economic vision 2030, by advancing renewable and sustainable energy technologies through education, research and development, investment, commercialization and adoption (Masdar, 2013, p. 4). Five business units were created: Masdar City, Masdar Capital, Masdar Clean Energy, Special Projects and the Free zone (Evans et al., 2016, p. 227). These business units are supplemented with support from the Masdar Institute, whose capacity building has been developed in collaboration with the Massachusetts Institute of Technology (Evans et al., 2016, p. 227; Masdar, 2013). However, according to Evans et al. (2016), the EM brand label of eco-city took birth in the public discourse well before any sort of evaluation or assessment of the whole undertaking could be conducted.

## **2.5 THE RISE OF BRANDING IN THE GOVERNANCE PROCESS**

In a study by Eshuis and Klijn (2012), branding is considered as a means to “increase the value” of an object to a user, for instance a place, by giving the place a symbolic meaning that brings value in the “psychological and social life” of consumers (Arvidsson, 2006; Danesi, 2006). For example, negative brands that some public organizations perpetuate due to being overly bureaucratic have an impact on how the formulated policies will be experienced by the public, much before their policies and visions have been implemented. People may equate public bureaucracy with a lack of action and their neglect of the individuals' requirements. Brands result in associations that facilitate specific sociological and psychological embedded experiences (Eshuis & Klijn, 2012, p. 7). A relevant example would be the association of ‘Change’ that Barack Obama utilized effectively in the 2008 US presidential elections.

Across the world the governance landscape in which branding manifests itself is characterized by governments applying new forms of governance, such as in the case of public-private partnerships or PPP (Hodge & Greve, 2005; Osborne, 2002), interactive decision making, stakeholder management (Edelenbos & Klijn, 2005, p. 418), and other forms of citizen involvement (Lowndes, Pratchett, & Stoker, 2001).

A plethora of reasons have been stated to explain this phenomenon, the most common being the ever-changing role of local government. In the last few years local governments have relied on “societal actors” to reach their policy goals due to the increasing complexity of challenges they face. This implies a large number of actors from across the spectrum are involved in the policy making and implementation process. For instance, private companies, citizens, small and medium scale enterprises (SMEs), NGO’s etc. However, this way of governance comes with its own challenges, these actors have the capacity to obstruct policy interventions, but they also have different perceptions and interests. This is the governance context in which branding has emerged as one of the strategies used by politicians and public managers to manage perceptions to bind actors to a common agenda (Eshuis & Klijn, 2012, p. 7).

## **2.6 THE FOUR MODES OF GOVERNANCE TO ADDRESS ENVIRONMENTAL PROBLEMS**

Betsill and Bulkeley (2006) argue that addressing environmental problems locally has been a longstanding facet of green political thought. The Brundtland report from 1986 even has a separate section where it states that populations in the future will be concentrated in cities and so it is imperative that cities be the centre of sustainable development. To this end, Bulkeley and Kern (2006), have discerned and discussed four ‘modes of governance’ that have emerged in municipalities in the UK and Germany due to a variety of reasons which are used to cope with governing climate protection in their cities. The four modes of governance concern **‘governance by authority’**, **‘governance by provision’**, **‘governance by self-governing’** and **‘governance by enabling’** (Bulkeley & Kern, 2006, pp. 2242-2243). The first mode that the authors discuss is the ‘governance by authority’, fundamentally, this mode relates to the degree of authority that municipalities have over other actors in the city. This is primarily related to land use planning, transportation and waste management sectors in the municipality. Municipalities exercise their authority over these sectors through their planning and regulating role. For this mode of governance, the authors conclude that for the UK and Germany there is a reluctance for the municipalities to act and plan for climate protection which is due to the dependence on national level policy frameworks. Furthermore, where there is a capacity to act, it is met with an unwillingness by the authorities as they face potential opposition from local business, politicians or even the public (Bulkeley & Kern, 2006, pp. 2248-2249). The ‘municipal governance by provision’ is regarded by the authors as the ability of the municipality to provide direct services to the public. In the case of Germany, the municipalities at one point were the majority stakeholders in local utility companies, giving them the ability to influence directly the generation of electricity and invest in energy efficient technologies. This ability came under significant strain especially in the 1990s due to financial pressure and was their stakes in these utility companies was subsequently sold. Furthermore, an EU directive in 1997 called for the liberalization of the power market which was followed in 1998 by the power industry act which pushed the remaining municipalities that owned local utility companies to focus more on distribution and leave the generation to large companies. With this, the

municipalities have completely lost their ability to influence the supply side of electricity. This mode of governance has a significant impact primarily on the way energy is consumed and furthermore on the urban fabric and infrastructure of the city which has a direct impact on greenhouse gas emissions (Bulkeley & Kern, 2006, pp. 2245-2246). According to Bulkeley and Kern (2006), the majority of policy measures implemented by the municipalities in Germany and UK can be classified under the 'municipal governing by self-governing', meaning they can make their own decisions and control their own consumption. One arena where they can exercise this is reducing energy consumption in their own buildings where they have had significant success. This form of voluntary action manifests in both the UK and Germany in two forms. First, the purchase of energy from 'green' sources and second through the development of renewable energy demonstration projects. These measures and decisions demonstrate the financial rewards of emission reduction and therefore are a useful way to gain political support (Bulkeley & Kern, 2006, pp. 2244-2245). The last mode of governance is 'governance by enabling', which according to Bulkeley and Kern (2006) involve enabling actors in the voluntary and private sector to act for a public purpose at the community level. This involves local government in promotional activities, provision of financial incentives including subsidies to encourage action by other actors. This mode of governance comprises a significant proportion of policy measures undertaken by the authorities both in the UK and Germany. From promotional activities to educate the actors about the use of energy and its impacts and bringing stakeholders onboard to determine climate policy goals and priorities and creating partnerships through which alternative ways to deliver infrastructure services incorporating climate protection measures. The authors argue that this mode of governance is on the rise and other modes of governance are on the decline, this raises specific challenges on how climate protection will take place specifically through this governing mode (Bulkeley & Kern, 2006, pp. 2250-2251). In conclusion, Bulkeley and Kern (2006) argue that Germany and the UK are increasingly faltering in their ability to reduce their emission for greenhouse gas emissions seen in the light of their ambitious goals. Given the potential of local municipalities to act on issues such as transport, planning and housing which have a significant impact on greenhouse gas emissions enhancing their capacity for local government to influence change will be critical (Bulkeley & Kern, 2006, pp. 2253-2255).

## **2.7 POLICY IMPLEMENTATION OF EM LABELS: SUCCESS OR FAILURE?**

The fulfilment of planned policy and vision by the government or otherwise requires that someone acts, and this action would typically lead to desired effects. We can think of policy as a chain of hypothesis, for example, consider the earlier example of resilient cities adopted by the city of The Hague. Say for this EM label to be successful, the following hypothesis must be true: first, that the city administration has good ideas in terms of projects, plans and more importantly strategies and knows what to do with the funds it gets. Second, it anticipates support from the public officials and city council and private partners in implementing the projects, plans and strategies it may have. Third, it has established clearly why it selected a particular label and not a myriad of other EM labels, such as

identified by Goess et al. (2016). Fourth, it has the capacity to carry out its strategy and is very well aware of the internal transformation required in order to achieve its goals set under the EM label. It is very easy to imagine that these hypotheses can be false or at least not universally true. For instance, the city administration of The Hague can be completely unaware of the meaning of resilience and joined the initiative by the Rockefeller Foundation to stay relevant. There could be no significant support from the local population to participate in initiatives. There may be no clear rationale as to why this EM label was chosen and not some other EM label or perhaps there may be a lack of personnel both internal and external to execute the strategy and projects. The more likely that these hypotheses that were introduced initially are false, the less likely that the programs, projects and initiatives under the EM label of 'Resilient' for The Hague will be successful (Weimer & Vining, 2017).

Building on several studies on local climate action and policy implementation Hoppe, van der Vegt, and Stegmaier (2016) developed an analytical framework(see Figure 2) through which municipal climate action can be assessed. This framework consists of eight clusters that can be used to assess the implementation of local climate action. At the heart of the framework is the common policy heuristic used by scholars and professionals in the field public administration, public policy(Lulofs & Schuddeboom, 1991; Ministerie van Financiën, 2001; Rekenkamer, 2005), program evaluation (Leeuw, 1992), and finally public management (i.e. performance evaluation in public organizations) (Bruijn, 2006; Zouridis et al., 2014). This heuristic concerns the assessment of the organizational policy implementation of municipal organizations in a systematic fashion, which are: input, (organizational throughput), output and outcome. Facing the challenge of intense intercity competition for manpower and money, local governments are confronted with the unique challenge of implementing their EM label that will result in desired outcomes.

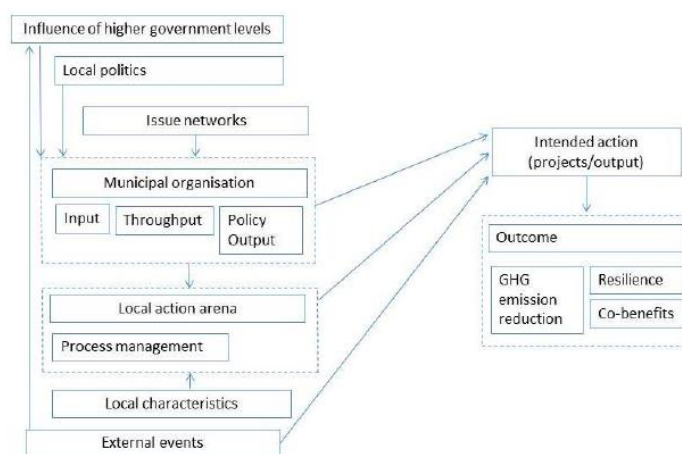


Figure 2 Graphical presentation of the analytical framework on factors influencing local climate(Hoppe et al., 2016)

This study focuses on the work that cities do in arenas that can have an impact on the implementation of adopted EM labels for their cities: the municipal organization and local action arena to produce the desired outcomes. The local action arena is especially important

as most of the EM brand labels will involve local actors to coordinate their actions to produce services.

The common process heuristic regarding organizational policy implementation and its effects, that clusters this process into input, (organizational) throughput, output and outcome can be used to assess the EM brand label implementation in the three case studies in this study. In the case of this thesis, this process heuristic can be deployed to assess the organizational implementation of EM brand labels adopted by cities with a broader consideration of local actors. This is possible as both local climate action and EM brand adoption can be considered as strategic actions undertaken by the municipality and its partners to bring about a larger transformation in the system. For example, take the case of Utrecht, in which the City focuses its EM brand labelling as being a healthy city and considers that a 'Healthy city' brings societal value. Under this EM label, it has five broad visions (Gemeente Utrecht, 2015). However, this is just one of the EM brand labels used by the city. Other labels are also used, like 'green' and 'smart' (Gementee Utrecht, 2015). Whatever the EM label might be, they mean nothing if they cannot be implemented and bring out the desired transformation that they intend. To evaluate whether this transformation to green, smart or healthy is possible a critical evaluation must be conducted of the effectiveness, efficacy and efficiency of organizational implementation with due consideration of local stakeholders and higher levels of government that the city ropes in for its transformation. The framework by Hoppe et al. (2016) is extensive and provides eight clusters to evaluate policy implementation.

To begin with, the first cluster is the municipal organization which concerns the process heuristics regarding organizational policy implementation i.e. input, throughput and output (Hoppe et al., 2016). Input is the resources required such as personnel, material, budget and time. Throughput refers to political and managerial and process factors that can have an impact. Output refers to the instruments that can be yielded by the municipality to bring about the desired change. What requires explanation is the local action arenas. Policies are implemented in the local action arenas which is the local actor-network that is engaged by the local government. The local government tries to persuade actors in this network to join their efforts under an EM brand label. As pointed out by Hoppe et al. (2016), this engagement is limited to collaboration and co-production of public services and partnerships (Bulkeley, 2013; Hoppe & Coenen, 2011; Hoppe, van den Berg, & Coenen, 2014). For example, the intent to collaborate is clear when it comes to both the cities of The Hague with its 'Resilient' EM brand labelling and 'Smart' EM labelling with Amsterdam. The Hague, for example, states that 'Resilient city' action will trigger "not only within city government – it will also contain crucial partnerships with other stakeholders who have a major role to play in the resilience of our city, such as citizens, utility providers, community groups, private sector firms and non-government organizations (NGOs)" (Resilient The Hague, 2018). And from the very beginning, the City of Amsterdam has been collaborating with the Smart City platform hosting the collaboration between many stakeholders including citizens, NGOs companies and government (Amsterdam Smart City, 2018). The last cluster is the output or the intended actions viz. local projects that lead to say improved resilience' in the case of The Hague or Healthy' in the case of Utrecht. Action can be undertaken by local government or by other local actors from the local actor arena (Hoppe et al., 2016), which leads to certain desired (but also other) effects. Desired effects can be regarded as



outcomes in this respect and compare the desired effects from city branding to the actual effect of policy implementation and actions in terms of realized goals.

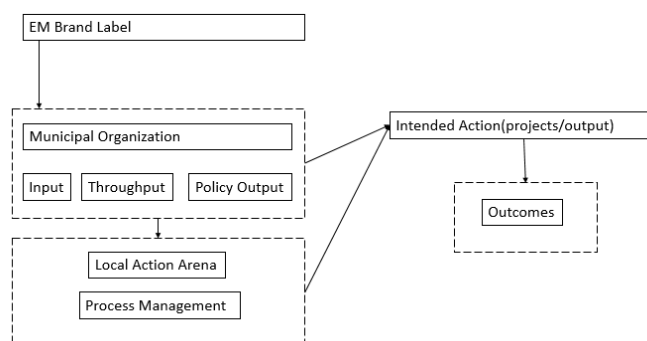


Figure 3 Graphical representation of on factors influencing EM implementation (adapted from Hoppe et al., 2016). for the complete framework please refers to the author's original work.

## 2.8 FACTORS IN THE ASSESSMENT FRAMEWORK

The framework introduced by Hoppe et al. (2016) in the previous section is discussed further in this section to assist in operationalizing and measuring in section 3.1. The first cluster discussed in this framework is the Ecological Modernization brand label. This cluster aims to elucidate from the desk research and interviews the intent and target of an EM brand label that has been identified through desk research.

### 2.8.1 Cluster 1: Ecological Modernization Brand Label

#### 2.8.1.1 Target audience and communication mix

A city is sending a message itself. An important question for consideration is the stakeholder groups that the EM brand label and the associated messages are targeted at. The academic literature identifies two audiences that can be the target of brand-related communications: the internal and the external audiences (Mitchell, 2002). From the literature, it has been ascertained that if the EM brand is from internal consumption which means that the effects of the brand are for the residents of the city (internal stakeholders). Whereas if an EM brand is for an external audience that is to say the programs, projects and initiatives are showcased at investors, citizens and other business (external stakeholders) outside the city to attract them into the city. Take the case of the Hague, it has an established brand which is the 'City of peace and justice' (The Hague Business Agency, n.d). But it also proposes through targeted communication that it wants to become a circular city (The Hague Business Agency, 2016).

"Everything in the city communicates its image" (Raubo, 2010, p. 3). Kavaratzis (2004) recognizes three types of image communication for a city. They are primary, secondary and tertiary communications. Primary communication concerns the effects of all actions where communication was not the primary goal. This means the effect of all the actions and policy

interventions which are visible in the city and the actions of the authorities. Here action on part of the local government leads to actual results (Raubo, 2010, p. 3). Secondary communications refer to the intentional and formal type of communication that manifests through social media, public relations and the presence of a logo (Kavaratzis, 2004). Tertiary communications refer to word of mouth and indirect references to the cities brand that are reinforced by media and competitors communication (Kavaratzis, 2004).

#### 2.8.1.2 *The rationale behind the choice of specific EM Brand Label*

There are many adjectives used by cities to brand themselves. Take the case of the City of The Hague, which self-labels itself with the following EM brand labels:

1. ImpactCity(<https://impactcity.nl/>) ;
2. ResilienttheHague (<https://resilientthehague.nl/>);
3. An intention to become a circular city:
  - a. In 2016 the Hague business agency published a press release where it laid out the cities intention of becoming a 'circular city' (The Hague Business Agency, 2016). The Hague business agency supports the municipality of the Hague, the Hague convention bureau, The Hague marketing bureau and the Bureau Intertionale Zaken. It also supports the Netherlands foreign investment agency(The Hague Business Agency, n.d).
4. A strategy to become a Smart City:
  - a. In an article in 2017 in OpenGov.com, Brian Benjamin, Smart City Program Manager, City of The Hague stated that outlined The Hague Smart City strategy (Sagar, 2017).

This does not include the city brand of 'The City of Peace and Justice' which is legitimized by the numerous international organizations, NGO's and international government institutions in The Hague. The rationale behind adopting such labels should be clearly established to understand if there is a case to make for greenwashing. Kavaratzis (2004, p. 66) encounters with cities take place increasingly, through perceptions and images. However, perceptions should be backed by concrete action and not just rhetoric.

#### 2.8.2 **Cluster 2: The local government organization involved in EM labelling efforts**

The local government cluster is subdivided into three **sub-clusters**: (i) Sub Cluster 1: Input, (ii) Sub Cluster 2: Throughput & (iii)Sub Cluster 3: Output. The output here refers to the policy instruments and action plans that are the products of the input and throughput process. Following a similar precedent as set in Hoppe et al. (2016), 'Outcome'(cluster 5) is considered a separate cluster as the 'outcome' is a result a joint effort by the municipal organizations(cluster 2) and local action arena(cluster 3).

##### 2.8.2.1 *Municipal Organization: Sub Cluster 1: Input*

There are two types of finances that are stated as key indicators viz. Financial resources and fiscal health of the municipality that is required to see the success of any city branding effort and by extension EM branding(Braun, 2012; Gaggiotti, Cheng, & Yunak, 2008). According to Gaggiotti et al. (2008), the money spent on city-based branding (EM

branding/ labelling) efforts will complement the cities overall strategy and help in economic improvement of the city by attracting jobs, generate wealth and increase the quality of life of city residents. Investments into city branding will also help to maintain the long-term fiscal wellbeing of the city. Projects and initiatives under the cities chose EM label will help rejuvenate the city. In addition, identification of legal authority is also important because a city brand can be considered a 'collection representation' of the city and cannot be the property of any one stakeholder (Hayden & Sevin, 2012).

There is a clear relationship between municipal size and policy output which has been established by several studies related to climate policy output (Hoppe & Coenen, 2011; Rachel M. Krause, 2011). The number of dedicated staff is of great importance regarding the work that has to be delivered related to projects under the EM label. Further, the number of municipal staff is often times related to the size of the municipality in terms of the number of residents. However, the expertise and knowledge management on part of the municipal staff is also considered important and not just a large number of staff members. Häikiö (2007), discerned from interviews that expertise is essential to legitimize the position of staff within the municipality in the governance and practice of sustainable development. As already established in the literature review, ecological modernization primary objective is the reconciliation of profit with the environment, and the EM brand labels that these cities choose are one way of helping the city achieve sustainable development. Without a reasonable doubt, it could be alluded that local government officials should have expertise in carrying out city branding but should know how to carry out city branding from an EM perspective. As most of these EM labelling have been adopted to promote sustainable development, expertise in sustainable development would be instrumental in the success of the EM brand.

The last factor is the council type, although their type remains the uniform across the Netherlands, their political support is deemed crucial in the city branding process as pointed out by (Jørgensen, 2016).

### **2.8.2.2 *Municipal Organization: Sub Cluster 2: Throughput***

#### **2.8.2.2.1 Political Support**

A lack of political involvement may be detrimental to projects in municipalities. Furthermore, participation by local councils and even the mayor can play a decisive role, especially when these stakeholders exercise their responsibility as common shareholders of the cities brand and provide political legitimacy when it comes to important decisions such as spending, public leadership (Jørgensen, 2016)

#### **2.8.2.2.2 Presence of a Solid Policy Plan**

In this study, attention will be placed on the consistency of the EM brand labels strategy and the actions that couple them. This, however, is based on the assumption that execution of strategy must be coupled with frequent symbolic action with the intent to enhance the reputation of the city (Anholt, 2007). EM brand related expressions in policy documents showcase the self-perception of these cities. These actions may be innovations, reforms, institutions, structures, policies, investments or legislation which can be construed as

serving as a symbol of the strategy of the city (Anholt, 2016). The importance of a sound policy plan cannot be overstated. Furthermore, ambitious visions followed by clear and quantified objectives which provides a clear target for municipal staff is assumed of imminent importance as seen in the case with municipal climate action (Hoppe, Graf, Warbroek, Lammers, & Lepping, 2015).

With consideration of a large number of documents that have to be processed from online platforms and other sources, a structured approach to collecting and storing the data is used. The 'VMOSA' is a strategic planning process used by organizations to set and achieve immediate (short-term) goals with due consideration of long-term goals. Using 'VMOSA' process the vision, mission, objectives, strategies, policy instruments & action plans of the municipal organization can be recorded (Community Tool Box, 2003). These could then in the future be used to trace context(conditions) under which local governments implemented these EM brand labels. The aspects of the VMOSA framework and the definitions are provided in Table 1.

*Table 1 VMOSA and Definitions(Community Tool Box, 2003)*

	Feature	Definition
<b>V</b>	Vision (The dream)	Communicates what the organization believes in and the ideal conditions for your community
<b>M</b>	Mission (what and why)	An organizations mission statement describes what the group is going to do and why it is going to do so
<b>O</b>	Objectives (How much of what will be accomplished by when)	An organizations objective lay out how much of how much 'what' will be accomplished by when
<b>S</b>	Strategies (The how)	Strategies will explain how the initiatives will reach their goals
<b>A</b>	Policy Measures (Policy Instruments and action plans)	An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process
<b>P</b>	Intended Projects	The projects that will manifest because of the WMOSA process
<b>O</b>	Outcomes	The outcomes of the EM brand(policies and projects)



*Figure 4 VMOSA processing hierarchy*

Based on the VMOSA process and the definitions of what constitutes policy instruments and action plans) and the definitions of types of measures a hierarchy is presented in Figure 4 above and additionally Table 1.

#### 2.8.2.2.3 Public leadership/Political will to act

Political support is an important consideration when it comes to branding a city. Take the case of Singapore, Ooi (2002), suggested that the branding of cities is interlinked with the domestic political agenda. This turned out to be true in the case of Denmark as well, where Ooi (2004), stated that political agendas have a clear influence on the city brand. It would be reasonable to assume in the case of the Netherlands as well that there will be a will and even support by the local authorities when supporting a particular EM brand label, or even multiple labels within a single city. When it comes to actual staff working on the throughput process the involvement of a “committed individual”, “local firebrand” or a “local catalyst” (Kern, Koll, & Schophaus, 2004) is of importance as these civil servants have the power, authority and personal skills to influence decision making at any given moment. As such these policy entrepreneurs would create the conditions which in the long term provide ‘windows of opportunity’ that other entrepreneurs can.

#### 2.8.2.2.4 Interdepartmental Coordination/policy integration

Authority over coordination between departments and power over processes is important to public leadership (Bulkeley, 2013; Hoppe et al., 2016). There may be competition for budgets and allocation of these budgets as officials who run projects under these EM brands may lobby for projects that are less traditional compared to say finance, housing or city planning. Sound public leadership and interdepartmental coordination can help alleviate these problems (Rachel Marie Krause, 2011).

#### 2.8.2.2.5 Knowledge management

Closely related to policy making is the management of knowledge. This task, however, can be hard since actions can be complex as seen in the case of climate adaptation and mitigation actions. Furthermore, civil servants who have stakes in the projects under an EM label may be often not be trained practitioners in their field (field here refers to EM brand label such as 'smart', 'liveable', 'circular'). There is also the risk of the loss of knowledge when civil servants change jobs or retire (Hoppe et al., 2014). The important consideration here is to determine if the knowledge management is managed internally or is it outsourced to consultants from outside.

#### 2.8.2.2.6 Commitment

Commitment by staff is an important factor when speaking of policy implementation, staff should implement policy instruments, projects and actions appropriately. If this is not the case they can be viewed as a mere symbolic action (Hoppe et al., 2016; Rachel M Krause, 2011). If there are ambitious visions and ambitions but if staff are neither motivated nor capable to implement properly results will fall short of expectations.

Related to policymaking is the management of knowledge. This task, however, can be hard since actions can be complex as seen in the case of climate adaptation and mitigation actions. Furthermore, civil servants who have stakes in the projects under an EM label may be often not be trained practitioners in their field (field here refers to EM brand label such as 'smart', 'liveable', 'circular'). There is also the risk of the loss of knowledge when civil servants change jobs or retire (Hoppe et al., 2014). The important consideration here is to determine if the knowledge management is managed internally or is it outsourced to consultants from outside.

#### 2.8.2.2.7 Monitoring and Evaluation

A continuous evaluation and assessment of policy and expecting feedback loops to policy, programs and processes can be considered important to monitoring and evaluation. (Seasons, 2003, p. 2). This may involve the collection and interpretation of data related to policy on a regular basis to see what the impact of selected policy has been and if there is a need for course correction. Municipal staff are very much aware of the consequences of poorly informed decision making, especially in light of limited financial, political and other resources. In light of this, it is imperative that municipal staff conduct a realistic and objective evaluation of policy and alternatives and clearly define success and failure criteria. These could be provided by the regular and consistent use of monitoring and evaluation processes (Minnery, Cameron, Brown, & Newman, 1993, p. 8).

### 2.8.2.3 **Municipal Organization: Sub Cluster 3: Output**

#### 2.8.2.3.1 Policy Instruments and Action Plans

Hoppe et al. (2016) made a distinction made between 'policy instruments' and 'action plans'. Following Cairney (2013) definition, a policy instrument is a tool used by the government to pursue the desired policy and to achieve the goals of the policy. It includes economic policy instruments (taxes, spending, incentives), and regulations (either voluntary or legal). Based on this definition a policy instrument is a tool that governments deploy to change the behaviour of a group of individuals in society. However, a policy plan is a

coherent set of decisions with common long-term objectives (or objectives) affecting or relevant to a specific project or initiative (Food and Agricultural Organization, n.d.). These definitions, however, depend on the interpretation of the reader and can cause confusion, for example, a 'coherent set of decisions' can be interventions such as subsidies, tax cuts and new compliance requirements packaged as a sequence of steps to impact for example climate change targets. Therefore, a broad definition will be used to simplify data collection and reduce ambiguity: 'Policy instruments and actions are measures taken by a government to reach a policy objective'.

#### 2.8.2.3.2 Type of governance

Bulkeley and Kern (2006) distinguish four types of governance structures deployed by local governments:

1. Governance by authority (using regulations and other economic incentives to control other local actors);
2. self-governing (enacting climate actions themselves; e.g., installing solar panels on the rooftop of the town hall);
3. Governing by provision (e.g., providing low carbon services to local citizenry);
4. governing by enabling (actions to empower local citizens and other local actors to undertake climate action themselves build capacities to do so) (Bulkeley & Kern, 2006).

The success or failure of the implementation of projects, policy instruments and actions depend not just on the commitment by municipal staff but also on the commitment and compliance of local stakeholders involved in the project. The ambitions of the policymakers in local government can be set high but unless the staff have the capabilities and motivation their ambitions and subsequent activities will run the risk or remain symbolic (Rachel M Krause, 2011).

#### 2.8.3 Cluster 3: Local Action Arena

Local government engages with actors from local-actor networks and convince them to join and coordinate projects and actions locally within the city. Success depends not just on the local governments but to a larger extent the collaboration with local citizenry, industry in co-production of public services and partnerships (Bulkeley, 2013; Hoppe & Coenen, 2011; Hoppe et al., 2014). Decision-making processes take place in these arenas (Ostrom, 2009). Complexity in action arenas is not far away as each actor tries to pursue their own political interest, actors differ on the agenda, frames, resources and form coalitions with other actors to meet their goals (Kickert, Klijn, & (Eds.), 1997). Sound process management is a prerequisite to ensure collective action (Bruijn, 2006; Moser & Ekstrom, 2010). This requires credibility, leadership and the willingness to learn on part of the local government (Moser & Ekstrom, 2010).

Support by local leaders is an asset in the local action arena (Bedsworth & Hanak, 2013; Rachel Marie Krause, 2011) as they can engage with local leaders to mobilize programs and actions as can be seen in the case study by Hoppe et al. (2016). Furthermore, partnerships



were also beneficial for the implementation of local climate policy (Bedsworth & Hanak, 2013).

#### **2.8.4 Cluster 4: Intended Projects**

This cluster addresses projects and initiatives that are part of the EM brand label. Projects could be taken up by local government (independently) or by other local actors (e.g. private companies, institutes)(Hoppe et al., 2016). Moreover, these projects address the policy measures by helping achieve the objectives, mission and the broader vision set out under that EM brand label. For this study projects will be discerned from four sources: (i)official EM brand label documents, (ii) supplementary documents related to the EM brand label, (iii) online platforms and websites that these EM brand labels have and (iv) through interviews.

#### **2.8.5 Cluster 5: Outcomes**

The effects and impact of the implementation of the policy under the EM brand label viz. policy measures and the ensuring projects is the outcome. Next, policies and actions are taken deliberately on part of the municipality, there are also citizen-led projects and initiatives that also adhere to the EM brand label. This is hard to measure as there may be numerous projects under each EM brand label by citizens and the municipality each with their own outcome. However, it is ascertained through municipal documents to determine whether or not there are outcomes after adopting this EM brand label in the city. Outcomes can be varying for instance jobs, emission reduction, reduction in waste etc. depending on the EM brand label.

### 3 RESEARCH DESIGN AND METHODOLOGY

In the previous section, the assessment framework was introduced and discussed. In this section, the assessment framework will be first operationalized based on the discussion in section 2.8. As presented in Chapter 2 the assessment framework consists of five clusters: (i) The ecological modernization brand label, (ii) The local government organization involved in EM labelling efforts, (iii) the local action arena, (iv) the intended projects and (v) outcomes. For this chapter, these five clusters will be first introduced in section 2.8 followed by operationalization in section 2.8. The research methods in section 3.2 provide data collection, case selection and data analysis for this study.

#### 3.1 OPERATIONALIZATION AND MEASUREMENT OF FACTORS FROM THE ASSESSMENT FRAMEWORK

Table 2 below is the operationalization and measurement of the assessment framework with both the operationalization and measurement form a cornerstone of the analysis as they will be used as the theoretical frame of reference while interpreting the data using the analysis process laid out in section 3.2.7.1 and the discussion of all the factors from section 2.8.

*Table 2 Operationalization of Assessment Framework*

<b>Factor</b>	<b>Operationalization</b>	<b>Measurement</b>
<i>Cluster 1: EM brand Label</i>		
<b>City brand identity of the municipality</b>	The official brand identity used by the municipality	
<b>EM brand label adopted in the city</b>	The EM brand label that is adopted in the city	
<b>Types of communication used (only for EM brand label)</b>		
<b>Primary</b>	Communication where the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities	Interpretation and judgement by the author to determine the presence or absence of primary communication in the EM brand label using atlas.ti
<b>Secondary</b>	intentional and formal type of communication that manifests through advertisements, public relations, graphic design and the use of a logo	Interpretation and judgement by the author to determine the presence or absence of secondary communication in the EM brand label using atlas.ti
<b>Tertiary</b>	refers to word of mouth and indirect references to the cities brand that is reinforced by media and competitor's communication	Interpretation and judgement by the author to determine the presence or absence of tertiary communication in the EM brand label using atlas.ti
<b>Target Audience</b>	Is the EM brand label intended for an Internal or external audience?	Interpretation and judgement by the author to determine the target audience for the EM brand label.
<b>The rationale behind the choice of EM brand</b>	The reasoning behind choosing one and not the other or choosing multiple EM brands	Interpretation and judgement by the author to determine the rationale behind the choice of EM brand label through atlas.ti.
<i>Cluster 2: Municipal Organization</i>		
<i>Sub Cluster 1: Municipal Organization: Input</i>		
<b>Financial Resources</b>	The degree to which the local government has a budget that has been allocated for the EM label of the city	Budget allocated to the EM brand label (in euros)
<b>Fiscal Health</b>	information provided financial debts the municipality has on its annual budget, including	Municipal budget has the municipality subjected to any financial supervision by the central government (Yes/No)

	information on municipalities being subjected to financial supervision by the central government	
<b>Legal Authority</b>	the degree to which internal city stakeholders were consulted during the EM branding process	Interpretation and judgement by the author to determine the presence or absence of legal authority in the EM brand label using atlas.ti
<b>Staff (Expertise)</b>	The degree of knowledge, experience and expertise regarding selected EM label and running of related projects.	Interpretation and judgement by the author to determine the presence or absence of staff expertise in the EM brand label using atlas.ti
<b>Staff (Dedicated FTE)</b>	Number of full-time staff members committed to this ecological modernization brand label	Number of full-time staff members committed to this ecological modernization brand label
<b>Use of technology</b>	Do the municipalities outsource monitoring the implementation of EM labels to external organizations	Interpretation and judgement by the author to determine the presence or absence of use of technology in the EM brand label using atlas.ti
<b>Size</b>		No. of inhabitants in the city
<i>Sub Cluster 2: Municipal Organization: Throughput</i>		
<b>Political Support</b>	Support by the City Council for the EM brand label and associated projects	Interpretation and judgement of the author to determine if there is political support provided to the EM brand by alderman and council using atlas.ti
<b>Public Leadership</b>	Presence of a dedicated public official(s) to provide strategic direction	Interpretation and judgement by the author to determine if there is any form of public leadership for the EM brand label using atlas.ti
<b>Interdepartmental Coordination and Policy Integration</b>	The degree of inter-departmental coordination on the projects and initiatives under the EM label.	Interpretation and judgement by the author to determine the presence or absence of interdepartmental coordination in the EM brand label using atlas.ti
<b>Knowledge management</b>	The degree of knowledge management. Presence of knowledge management infrastructure.	Interpretation and judgement by the author to determine the presence or absence of knowledge management in the EM brand label using atlas.ti
<b>Solid Policy Plan</b>		
<b>Vision (The Dream)</b>	Communicates what the organization believes in and the ideal conditions for your community	Interpretation and judgement by the author to determine the presence or absence of a vision in the EM brand label using atlas.ti
<b>Mission (The what and why)</b>	An organizations mission statement describes what the group is going to do and why it is going to do so	Interpretation and judgement by the author to determine the presence or absence of mission(s) in the EM brand label using atlas.ti
<b>Objectives (How much of what will be accomplished by when)</b>	An organizations objective indicates how much 'what' will be accomplished by when	Interpretation and judgement by the author to determine the presence or absence of objective(s) in the EM brand label using atlas.ti
<b>Strategies (The How)</b>	Explain how the initiatives will reach their goals	Interpretation and judgement by the author to determine the presence or absence of strategies in the EM brand label using atlas.ti
<b>Commitment by staff</b>	The degree of commitment of staff to implement policy instruments.	Interpretation and judgement by the author to determine the presence or absence of commitment in the EM brand label using atlas.ti
<b>Monitoring and Evaluation</b>	Municipality monitors projects under the EM label and performance and anticipates feedback loop to policy	Interpretation and judgement by the author to determine the presence or absence of monitoring and evaluation in the EM brand label using atlas.ti
<i>Sub Cluster 3: Municipal Organization: Output</i>		

<b>Policy Measures (Policy Instruments and Action).</b>	Total Number of Instruments used. An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process.	The total number of policy measures and actions discerned.
<b>Municipal governing by authority (Through planning and Regulation)</b>	Interpretation of the policy measures of the municipality to determine the governance style and to establish if the municipality uses regulatory style wherein there is compliance required in relation to the sector, for example, land use planning, transport and waste etc. This can be achieved for e.g. by using regulatory instruments, economic incentives and contracting parties to govern by hierarchy.	Interpretation and judgement of policy measures to determine the number of policy measures which are 'municipal governing by authority'
<b>Municipal self-governing (The municipality as the consumer and role model)</b>	Interpretation of the policy measures of the municipality to determine the governance style and to establish if it is implementing policies in areas where it has the freedom to make its own decisions and can directly control its consumption. E.g. Renewable energy demonstration projects, mobility management for employees, demonstration projects- house or neighbourhood scale, procurement of recycled goods	Interpretation and judgement of policy measures to determine the number of policy measures which are 'municipal governing by self-governing'
<b>Municipal governing by provision (Providing direct services)</b>	Interpretation of the policy measures of the municipality to determine the governance style to establish if it is providing direct services to the public for e.g. public transportation services, community projects etc.	Interpretation and judgement of policy measures to determine the number of policy measures which are 'municipal governing by provision'
<b>Municipal governing through enabling (Facilitating and encouraging action)</b>	Interpretation of the policy measures of the municipality to determine the governance style to establish if it is enabling other actors in the city both public and private to act for the public purpose.	Interpretation and judgement of policy measures to determine the number of policy measures which are 'municipal governing by enabling'
<i>Cluster 3: Local Action Arena</i>		
<b>Presence of process manager</b>	local government has agents available (either tasked or hired) to manage decision-making processes in local projects	Presence or absence of process manager
<b>Support by local leaders/civic capacity</b>	presence of local leaders and organized citizenry who support climate actions and related projects.	Presence or absence of support by local leaders/civic capacity
<b>Partnerships with private organizations</b>	collaborative ties with local industry and local business firms to run local climate actions.	Presence or absence of partnerships with private organizations
<i>Cluster 4: Intended Projects and initiatives</i>		
<b>Number of projects and initiatives discerned from the EM brand labels</b>	Total number of projects from this data source	

<b>online platform</b>	
<b>Number of projects discerned from the EM brand official municipal documents</b>	Total number of projects from this data source
<b>Number of projects discerned from supplementary municipal documents</b>	Total number of projects from this data source
<i>Cluster 5: Outcome</i>	
<b>Intended outcome for the city after adopting this label</b>	Presence of a quantified outcome or outcomes after adopting this EM brand label for the city      Presence or absence of outcomes

## 3.2 RESEARCH METHODS

The section lays down the foundation of this research in terms of data collection, analysis and interpretation. First, the choice of using case study research is stated, this is followed by the choice of specific cases that will be studied. The data collection process is explained concluding with the data analysis process.

### 3.2.1 In-depth Case Study

Case studies fit into the larger picture of theory building in social sciences and the development of context-specific knowledge as opposed to generalization via theory and statistics (Moglia, Kim, & Perez, 2011, p. 2894). The criticisms of statistical approaches are succinctly described by Bateson (1979, p. 119) who argues that the principal flaw in statistical methods lies in the theoretical jump quantitative researchers make, which he calls beyond vision Bateson (1979, p. 119).

Case studies will be conducted to determine the implementation of EM labels across three selected municipalities in the Netherlands. The case study approach allows for the investigation of contemporary phenomenon within its real life context (Yin, 2003, p. 13). Furthermore, the case study approach is distinctively suited to study and analyze “wicked problems”. Rittel and Webber (1973) the pioneers of the concept of a wicked problem define it as emerging policy problems that do not correspond to conventional policy problems. In the context of this study a wicked problem is defined as one which present itself when “organizations have to face constant change or unprecedented challenges” (Camillus, 2008). Furthermore, a wicked problem is also characterized as “being difficult or impossible to solve because of incomplete, and changing requirements that are often difficult to recognize” (Wikipedia, 2018). It is ideal to use case study research as the approach to study the problem of implementation of EM brand labels as there are multiple sources of evidence that need to be gathered to attain a fair understanding of the situation.

### 3.2.2 Comparative Case Study

A comparative case study approach will be used for this thesis to examine city branding in the Netherlands. Mills, Durepos, and Wiebe (2010) describe that the motivation for using a comparative case study approach is to examine in rich detail context and features of two or more instances of a specific phenomenon. The phenomenon being studied is city branding and its implementation. Moreover, they note “comparative case studies are particularly useful for studying organizational change over time” (Mills et al., 2010). Moreover, this comparative case study is based on the approach by Hoppe et al. (2016) who also conducted a cross-case analysis as part of the study of 3 municipalities in the Netherlands. The results of the individual case studies of the three cities are compared after

repeated analysis and interpretation using the assessment framework presented in section 3.1 which are then used to extract lessons for each of these cities.

### 3.2.3 Case Selection

At the outset of the research cities from both the regions of Randstad and North Brabant were selected based on the population threshold of >100,000 residents. This, however, was far too ambitious, as it consisted of almost 10 cities. Due to this, it was decided that the municipalities of The Hague, Rotterdam and Utrecht will be studied. The three municipalities have substantial budgets that and are most capable of investing the money in city branding. The four municipalities each have a budget greater than a billion euros. The individual case studies are however too small for statistical generalization of the findings, but the study does lay the groundwork to address the challenges the municipalities face with EM branding and the organizations and external stakeholders behind these EM brands. Table 2 provides an over of the cities and their budgets for 2018 (in euros) and population.

*Table 3 Cities along with budget and population*

<b>City</b>	<b>Total Budget (begroting 2018)</b>	<b>Population</b>	<b>City Brand identity</b>	<b>EM label under investigation</b>
<b>Utrecht</b>	1.4 billion (Gemeente Utrecht)	347,547	Healthy Urban Living	Healthy City
<b>The Hague</b>	2.5 billion (Gemeente Den Haag)	514,861	City of Peace and Justice	Circular, Resilient
<b>Rotterdam</b>	3.49 billion (Gemeente Rotterdam)	633,417	Make.it.Happen	Circular

### 3.2.4 Data collection

This study has two modes of collecting data. First, using desk research to collect historical and current practices in the real world. Second, expert interviews that are used to understand the implementation of EM branding in the real world.

### 3.2.5 Desk Research

Even before the commencement of the thesis, scouting for documents, websites and platforms pertaining to the EM brand label were conducted. The results of this search is that there are a large number of documents published by many authors that discuss either one of the many EM brand labels identified by Goess et al. (2016) in their study. Apart from this many of the municipalities also have Twitter handle for their specific EM brand label (see @CircularEcoDH for the circular economy program of The Hague) where they post updates on the programs and projects in the city. This calls for a structured approach to collecting the data.

### 3.2.6 Expert Interviews

For each municipality expert interviews with officials are conducted. The selection of experts was based on the criterion that they had a role to play in the implementation of the EM brand label of the city as they can provide an accurate and in-depth information of the municipalities inner workings, organizational capacity and practices they follow. The interviewees were all approached by identifying them through project documents and through the professional network of LinkedIn. For each of the participants, a preparation email was drafted specifying the objective of the interview.

#### 3.2.6.1 *During the interview*

##### 3.2.6.1.1 Phase 1: Introduction

This is composed of two steps:

- (i) Provide the expert with the theme and objective of the interview
- (ii) Provide the one-page overview of the assessment framework and allow the interviewee to ask any questions if they have

##### 3.2.6.1.2 Phase 2: In dept interview

Semi-structured interviews were preferred because they provide rich information about personal perspectives and experiences (Guion, Diehl, & McDonald, 2001). Based on the assessment framework interview questions were developed. These questions served as a flexible guide during the interview. The conversations started with the concept behind ecological modernization. After this the participant could ask questions. The actual interview began by first and foremost understanding the rationale behind choosing one label and not another. This question would hopefully trigger prior memories and experiences that would make it easier to be honest during later parts of the interview, especially when it came to succeeding clusters such as the municipal organization. The central part of the interview covered the participant's knowledge, personal perspectives and experiences about the factors from the assessment framework. If the participant was not familiar with any factor it was explained to the participant. The interview concluded with the participant's knowledge and ideas behind branding cities using EM labels and their opinions.

### 3.2.7 Data Analysis

To see how city brands are implemented in the three cities, theoretical claims from the desk research will be reflected upon with data from expert interviews through repeated cycles of analysis and interpretation, resulting in individual case reports and a cross-case analysis based on a comparative case table. Both the individual case reports and cross-case analysis will be based on interpretation of data using the operationalization of the indicators in the assessment framework presented in section 3.1. In order to aid in the analysis, the data will be coded in terms of codes developed or given to produce a set of notions that describe each case (Hoppe et al., 2016). The coding will be performed using the software program atlas.ti. The comparison occurred in terms of assigning (qualitative) scores per case using five-point scales) ranging from '--' for poor conditions for each factor for a city to '++' for strong conditions for a factor and is based on the interpretation of qualitative data,

using the aforementioned indicators. The strength or weakness of a given condition was ascribed in a protocol, using clear definitions and operationalization per item used.

### 3.2.7.1 *Analytical Approach per case study*

The first step in writing an individual case report is gathering information about the case from the official documents. Now, using the operationalization in Table 2 under sub-cluster of throughputs, the vision, mission, objective, the strategy is discerned from the policy documents to see if they are poor or strong and a score ranging from '--' to '++' is given based on interpretation. Next, if the strategies also have policy measures attached to them they are catalogued using the four modes of governance proposed by Bulkeley and Kern (2006), and it is determined for each and every policy measure for each EM brand label studied which 'governance mode' it can be placed. Once all the policy measures have been placed into one or the other governance mode it is possible to determine the frequency and relative frequency of policy measures under that EM brand label and show which governance mode the EM brand label pivots towards. Once this is complete the intended or already existing projects and initiatives arising from the policy measure are also catalogued. This cataloguing is conducted from policy documents and online sources such as platforms, websites, flyers etc. to get a complete list of projects under that EM brand label.

Next, the interviews are transcribed and coded. The coding processes involves several steps. Using the assessment framework quotations by the interviewee relevant to a factor from the assessment are coded first. For example:

**Interviewer:** Can you comment on the financial resources that are available for this EM brand label?

**Interviewee:** The total municipal budget is over a billion euros. But for this program it is 300,00 euros

This quote by the interviewee is coded against financial resources from the assessment framework. A similar process is followed for all the interviews where relevant quotes are tagged against factors from the assessment framework. Next, all these codes are imported into a *network analysis workbench*<sup>1</sup>. This workbench allows for the systematic analysis of all codes and their associated quotations to discern underlying patterns. In the network analysis workbench, all factors from the assessment framework are colored blue. The quotations associated with each code is imported onto the workbench. Quotes (which are associated to a specific factor) from the interviews are assessed and judged with the help of the operationalization and measurement columns stated in Table 2 to see if they are performing poorly or do they have strong performance. Now, quotations that indicate that they are performing poorly are grouped and coded with a single code to indicate poor performance, this aggregate code is colored red. Quotations that indicate they are performing strong are grouped and a single code is used to indicate strong performance, the strong codes are colored green. Simultaneously, data gathered from the policy

<sup>1</sup> The network analysis workbench is a function in atlas.ti where codes and quotations can be imported into one location and analyzed



documents (not coded) is also incorporated to determine the final score for a factor. Based on data from two sources i.e. policy documents and interviews score a final score ranging from '--' for poor to '++' for each of the factors per city is determined. Furthermore, these data from the interviews and from policy documents are used to draft the descriptive case narrative and most importantly explain the reasoning behind the score for each of the factor per case study. Each of the individual case studies ends with a performance score for all the factors from the assessment framework. For a complete overview of all three cases refer Appendix E: Results of the comparative analysis with background information per item.

#### **3.2.7.2 Cross-Case Analysis**

After each of the scores for all the factors for each case have been determined and the individual case study has been drafted the next step is the cross-case analysis. The cross-case analysis is a method that can mobilize knowledge from individual case studies. This mobilization occurs when case knowledge is accumulated through the individual case study. Next, using a comparative table where all the cities (represented by columns) and factors (represented by rows) and scores (represented by cells) are compared and contrasted and even looking for similarities across cases. This analysis will lead to new knowledge. This approach was used by Hoppe et al. (2016) based on the approach by (Yin, 2003), where results of the individual case studies are compared and contrasted by repeated analysis and interpretation to extract results. These results will be used to answer the main research question.

## 4 THE HAGUE

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The Hague is a municipality in the province of South Holland and is part of the Randstad region. Latest population figures estimate around 514, 861 residents. The Hague is known as the 'International City of Peace and Justice' and the 'City by the sea' (The Hague municipality, 2018). The former brand identity owed to the fact that there are several important international spatial assets relating to governance such as the international court of justice, numerous NGO's, the peace palace etc. The latter identity can be attributed to the fact that the Hague is the only Dutch city by the sea, boasting of a 11KM long stretch of beach (The Hague municipality, 2018). These are the two city brand identities of the Hague. More recently, the municipality has instituted two new programs within the municipality, the first is an ambitious plan to transition to a 'circular economy' and the second is the decision to become more 'resilient' and joining the 100ResilientCities program pioneered by the Rockefeller Foundation. Both these actions have led to the emergence of two EM brand labels, 'Haags Circulair' in the case of the 'circular economy' and 'Resilient the Hague' in the case of the 'resilient' ambition. These EM brand labels are attempting to carve out a specific brand position within the larger established brand identity of 'International City of Peace and Justice'. These EM brand labels will be investigated for this case study.

### 4.1 RESILIENT THE HAGUE

The Hague was admitted to the 100ResilientCities(100RC) in May of 2016 and subsequently adopted the EM brand label of 'resilient The Hague'. The decision to join the 100RC program was not done in isolation. The city of Rotterdam was already a member of the 100RC program. This could explain the close cooperation between the Hague and Rotterdam during the Hague's drafting of the application for the 100RC and Rotterdam's subsequent lobbying on behalf of the Hague at 100RC. The cooperation and lobbying were to ensure that the MRDH region is connected by 'resilience' and anchored in the Roadmap Next Economy (Gemeente den haag, 2017a, p. 9). After joining the 100RC network it was immediately followed by an 'Agenda Setting Workshop' in December of 2016, following which a 'Preliminary Resilience Assessment' was published in January of 2018. The 'Preliminary Resilience Assessment' is the starting point in the resilient journey that leads to the development of a 'resilience strategy' document to be published sometime at the end of this year. Due to this, it is important to note that the implementation has not commenced yet, as the strategy document which contains projects and initiatives will be released only in December of 2018 (Resilient The Hague, 2018, p. 75). This report will, therefore, rely on the 'Preliminary Resilience Assessment' published in January of 2018, documents from the Den Haag 'denhaag.raadsinformatie.nl' system and interviews with city officials for data collection and analysis.

Table 4 Timeline of events and document publications

Event	Date
Hague Accepted into 100RC	01-May-2016
Agenda Setting workshop	December-2016
Publication of: Agenda setting workshop	Feb-2017
Publication of: PRELIMINARY RESILIENCE ASSESSMENT: Resilient Den Haag	30-January-2018
Resilience Strategy	To be published in December 2018

As stated earlier the Hague's has the brand identity of the 'International City of Peace and Justice'. It has been suggested during interviews that this identity should be communicated consistently in municipal programs. This is adhered to in both the 'Resilience Agenda setting' document where the city brand identity of 'International City of Peace and Justice' is mentioned 7 times and in the 'Preliminary Resilience Assessment' where it is mentioned 3 times. This shows intent on part of the 'resilient The Hague' to link the EM brand label to the established identity of 'peace and justice' existing in the Hague. The next sections will describe in greater detail the analysis and interpretation of the various factors from the assessment framework introduced in Section 3.1 with the final performance of 'resilient the Hague' presented at the end of the chapter in Table 7.

### Cluster 1: EM brand label characteristics

While the **rationale** for choosing 'peace and justice' is clear, it is unclear in the case of the EM brand label. Two slightly different rationales emerge, from interviews it was clear that joining the 100RC network was to address 'stresses' and 'shocks' as identified in the 'preliminary resilience assessment' document, through sharing of knowledge with other cities in the program. This rationale is consistent with the earlier reason stated in the written reply by then-mayor Mr J.J. van Aartsen in 2017. However, in this reply by Mr. J.J. van Aartsen, he also points out that apart from addressing 'stresses' and 'shocks' joining the 100RC network will serve as a way to profile the city and provide access to forge new partnerships with private organizations such as Microsoft and the World Bank and Arcadis(Gemeente den haag, 2017a, p. 2). It is likely, in the logic of municipal officials that the expertise related to 'peace and justice' can be shared at 100RC network boosting the reputation of the Hague which can subsequently attract capital and people to the Hague.

Next, in terms of primary communication 'resilient the Hague' has no actions or policy measures that lead to projects that are visible in the city. This is because this EM brand label possesses **no projects** of its own that could be discerned from the 'preliminary resilience assessment'. However, it continues to showcase projects using its online platform(futureproffthehague.com) and its official website. Both these IT-enabled platforms give the impression that a lot is happening under this EM brand label. However, what must be kept in mind is none of the projects or initiatives from these platforms has been initiated

from the ‘resilient the Hague’ but from citizens and private companies. So, in summary, **primary communication** can be regarded as weak as there seems to be no clear connection between ‘resilient the Hague’ and the projects on its platform because as most of the projects have been initiated by citizens and private companies. However, in order to propagate the impression that a lot of initiatives and projects have been initiated by this EM brand label, there is active use of social media via **secondary communication** through Twitter, Facebook, Youtube and LinkedIn. The EM brand label is most active on Twitter and Facebook where it provides regular ‘updates’ on the EM brand label, but it is not known how many of these tweets or posts relate to the projects on these platforms. The extent of tertiary communication cannot be determined.

## **Cluster 2: Municipal Organization**

### **Input Factors**

If we now turn now to the municipal organization what has been observed during interviews is that the **financial resources** for the EM brand label come from stakeholders interested in the ‘Resilient the Hague’ EM brand label and **no financial commitment by the municipality**. The position of the chief resilience officer or CRO is financed by 100RC for a period of 2 years and potentially 3. This puts the program in a difficult financial position. Earlier this year on January of 2018, Atiya Martin, the chief resilience officer of Boston USA resigned. As CRO she oversaw social justice and racial equity as part of Boston’s race dialogues. Community leaders acquainted with the CRO felt the reason for her departure was her inability to carry out her job effectively due to not have adequate staff or funding(Irons, 2018).

In addition, in terms of **staff(dedicated)** and expertise, the most important role is the CRO, who is appointed as part of the agreement to be associated with the 100RC program. The CRO plays the dual role of providing **public leadership** by providing strategic direction and decision making in projects initiated by the ‘resilient the Hague’ EM brand label. From the 100RC website, the CRO has four functions (i) works across government departments, (ii) bring a wide array of stakeholders together, (iii) leads development of city-specific resilience strategy, which he or she will put into action with assistance from 100RC and platform partners, (iv) act as the ‘resilience point person’. The CRO thus serves as a coordinating figure consolidating existing projects and initiatives from existing efforts in the city and aligning it with the resilience narrative as established by the 100RC program(100ResilientCities, 2018).

The 100RC program also triggered the setting up of a sub-organization inside the municipality headed by the CRO (highlighted in orange in Figure 5). The CRO is supported by staff from other departments such as legal, finance and communication.

From interviews, it was highlighted that there is a total of 6 employees (including the CRO) related to the 'resilient The Hague' program. Legal

and finance functions have been roped in from the Municipality of the Hague,

although not on a full-time basis, communications are 2 days a week. The senior strategic advisor and program advisor and the newly introduced deputy resilience officer along with the CRO are full-time employees. **The expertise of staff** comes from two sides, capabilities and know-how as far as legal, finance and communication and the two strategic roles come from the Hague municipality. Staff in these roles will be best aware of the ins and outs of their departments. The CRO brings technical capabilities under the ambit of 'resilience' to the municipality and knowledge of the municipality as well but this technical know-how is completely from the framework of the 100RC and not developed from within the EM brand label. Furthermore, it is clear from the Figure 5 that the CRO reports to the Mayor and to the municipal secretary. The CRO also reports to the 'Resilient the Hague advisor committee' who will provide leadership and vision to guide the Hague's transformation (Resilient The Hague, 2018, p. 72). It is not known if the CRO reports to anyone in the larger 100RC program. One possibility is that the CRO may also report to the 'City Resilience Delivery' role inside the 100RC program. Furthermore, as the EM brand has not yet reached implementation there is no **use of Technology** to monitor implementation.

### Throughput Factors

Moving on to the policy plan the 'preliminary resilience assessment' presents a lofty vision for the 'resilient the Hague' EM brand label, which is to:

*"to survive adapt and grow in the face of all physical, social and economic challenges"* which is also the definition laid out by the 100RC network (Resilient The Hague, 2018, p. 12).

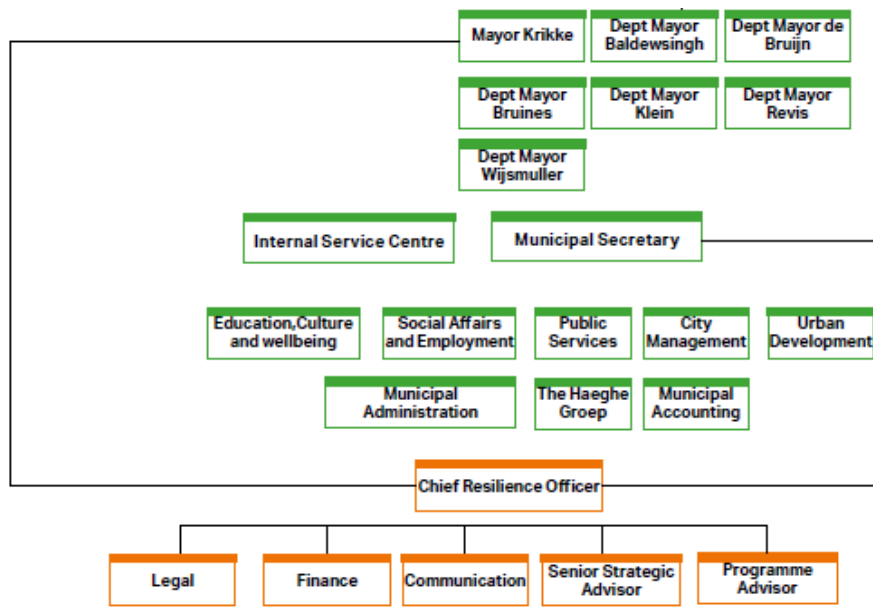


Figure 5 Position of 'resilient the Hague' within the municipality of the Hague (Resilient The Hague, 2018, p. 43)

To address this ambitious **vision**, the ‘resilient The Hague’ presents what it terms as ‘future transitions’ which is a list of 6 perceived threats to the city. They range from climate change to population growth threats the city perceives. With such a wide variety of perceived threats the report now addresses a key issue - *How will the ‘resilient The Hague’ handle so many threats?* This is achieved using the city resilience framework developed by the 100RC network. The city resilience framework or CRF has been developed by ARUP (private company) supported by the Rockefeller Foundation. This is the framework used by all the 100 cities to develop their resilience strategy and must be used by all partner cities in the resilient cities program. The partner cities can also use the 100RC platform to access a *“curated suite of resilience-building tools and services supplied by a carefully selected platform of partners from the private, public, academic, and non-profit sectors”*(100ResilientCities, 2018). These partners include SwissRe, Palantir, the American Institute of Architects and Architecture for Humanity’s Resilient Design Studios. By participating in the 100RC program cities can learn from other cities using the 100RC network. **Knowledge management** and its associated infrastructure (in terms of software, tools etc.) are completely outsourced to the 100RC network. The partnerships with private organizations are provided through the 100RC network. The 100RC provides access to member cities a suite of strategic partners to build their resilience strategy including ECOM, HR&A, Dalberg, Accenture, Arup, ICLEI, and more. Furthermore, to support this ambitious vision the 100RC provides **7 missions** to strive for. For these missions the ‘what’ is clear. Conspicuously, ‘why’ should these missions be followed is unclear. To illustrate the weakness, take for example the mission statement of *‘integrated system working together’*. The ‘why’ in this case is defined as *‘Ensuring connections between systems and institutions are harnessed to generate multiple benefits’*(Resilient The Hague, 2018, p. 12) is worded rather vaguely. For all the mission statements and the accompanying ‘why,’ there is very little explanation done to substantiate these missions if followed and the benefit it would bring the Hague.

A cornerstone of the 100RC ‘resilient The Hague’ is the role of the chief resilience officer or CRO who *“catalogue existing plans – the goal is to build on the good work cities have done, not recreate it”*(100ResilientCities, 2018). The role of the CRO is to provide **public leadership** and **foster inter-departmental coordination** through ‘resilient the Hague’ by cataloguing of existing plans, understand shocks and stresses in the city (through agenda-setting meeting and the preliminary resilience assessment), with the help of platform partners, other cities and strategy partners find a way to address them. According to the interviewees, there is a motive not to replicate programs and prevent working in ‘silos’ emphasizing the focus on **strong intent towards interdepartmental coordination**. Furthermore, in support of this intention, ‘resilient The Hague’ is working with other EM brand labels such as Smart City the Hague, Impact City sustainable city etc. to link different initiatives more meaningfully(Resilient The Hague, 2018, p. 50). The resilience framework was applied to the Hague which revealed the strengths and weaknesses of the Hague in terms of policy actions. The input to this framework is the policy documents from different departments of the municipality. Policy actions from documents are tagged against factors in the resilience framework to provide observations about the ‘state of affairs’. Not surprisingly, it observes more than half of the actions originate in the municipality and actions focus predominantly on two factors from the resilience framework viz. ‘Empower a

broad range of stakeholders', 'promotes cohesive and engaged communities' which can be labelled under the 'municipal governance by enabling' governance mode (Resilient The Hague, 2018, p. 49). To come to these observations the program analyzed and integrated 13 municipal documents. According to the report, to analyze so many documents with so many policy actions, they have **not** looked into the scale of these actions **nor** the resilience value of the actions but align the overarching strategy of the municipal policy document with the CRF (Resilient The Hague, 2018, p. 48). While it is clear that the municipality goal is to link policy from many departments through the 'resilient The Hague' using this framework. What remains elusive is the little evidence provided in the report to substantiate the benefit of such linking using this framework?

The strategy to link the many policy actions is motivated by the need to prepare 'shocks' and 'stresses' that the city faces or may face in the foreseeable future. There is a total of 12 stresses and 7 shocks identified in the report. Now, to analyze interlinkages between 'shocks' and 'stresses' vs the 11 critical assets in the city, interviews and analysis of existing risk frameworks was conducted. The analysis revealed, of the shocks 'flooding' was revealed to have an impact on all the 11 critical assets in the city, followed by 'discontinuity of critical services' affecting 8 critical city assets. 'Flooding' seems the obvious shock to be prepared for based on the established fact that a third of the Netherlands is below sea level (Holland.com, n.d.). The other 'discontinuity of critical services' is unclear, it cites electricity shortage as an example of a critical service that can have an outage and affect critical services. While a good example, it does not take into consideration the many other critical services with their own signature w.r.t. to critical assets in the city they would affect. The report seems to consider all critical services would have the same signature w.r.t. to the critical services they would affect. For the 'stresses' climate change is estimated to have an impact on 5 of the 11 critical assets in the city followed by digitization which affects 4 of the 11 critical city assets.

In support of the mission statements, the city has also developed strategies called 'discovery areas'. With each discovery areas consisting of policy measures/actions. These policy measures reflect the intent of the program which as stated earlier is to link programs and projects from different municipal departments. For instance, under the strategy of 'Cyber sure city Ready for the new economy,' there is a policy action to 'Use the Legal Delta initiative to further develop the legal delta in the Hague and link it to the digital revolution'. There are however no objectives to support the strategies.

### **Output Factors**

In line with the intention of the policy measures, the interviewee also emphasized the focus on 'Municipal governing by enabling (by facilitating and encouraging action)' which was confirmed on analysis of the policy measures under the discovery areas, as 47% of the policy instrument were focused on 'enabling' Bulkeley and Kern (2006) mode of governance. Table 5 provides descriptive statistics of 'modes of governance' for 'resilience the Hague' discerned from policy measures under the 'discovery areas'. Table 22 in Appendix A: Supporting Data for resilient the Hague provides all the policy measures along with their individual classification.

*Table 5 Frequency and relative frequency of 'modes of governance' from resilient the Hague*

<b>Governance Mode</b>	<b>Frequency</b>	<b>Relative Frequency</b>
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	9	47%
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	5	26%
<b>Municipal governing by authority (By planning and regulation)</b>	4	21%
<b>Municipal Governing by provision (Providing direct services)</b>	1	5%
<b>Total Policy Measures Under all 4 Strategies (a.k.a discovery areas)</b>	19	

However, this begs the question: with the overall goal of the program to link many projects and initiatives existing with the municipality in various departments, how is linking projects an act of 'governance by enabling'?

From the point of view of the resilient city EM brand label, linking agendas (and the initiatives, projects under the agendas) such as a climate change adaptation, energy transition, economic development, disaster risk reduction, cybersecurity, biodiversity, equity, sustainable development and poverty reduction is one way for stakeholders from different EM brand labels or even other departments to recognize common policy actions between their programs in these agendas. 'resilient The Hague' enables by facilitating and encouraging programs to work together through the policy measures 'resilient The Hague' has at its disposal. Through this 'enabling,' there is hope that there will be a more systematic and streamlined approach to tackling the 'shocks' and 'stresses' discussed earlier. As ambitious as the policy plan may sound, the **political support** for the 'resilient the Hague' EM brand is lukewarm with the mayor having a neutral stance and deputy mayors not providing much support, according to interviews. Perhaps, the linking of the various projects and programs is seen as a threat by the deputy mayors. One plausible reason for this perception could be if projects or policy actions are linked, it would be difficult to attribute the success of an individual program to a deputy mayor in charge of that portfolio. There would be sharing of the success gained as a result of the success of a program or policy. On the other hand, the success may all be attributed to the 'resilient The Hague' EM brand label.



### **Side note: Important moments in the Hague's Resilience journey**

To understand the political support for the program we can look back to September 2016, the inaugural session of the global parliament of mayors (GPM). In the call to action it urges cities to “*seek opportunities to creatively finance resilience initiatives*”(Global Parliament of Mayors, 2016, p. 2). This starting point from the GPM closely matches the idea of the 100RC program which is ‘resilience’. This alignment between the agenda of the GPM and that of the 100RC network is cited as another reason to join the 100RC program. This fact is corroborated by written reply to the chairman of the board committee (Aan de voorzitter van de Commissie Bestuur), by the mayor J.J. van Aartsen in Feb 2017(Gemeente den haag, 2017a, p. 1). Fast forward to September of 2017, in the GPM strategy session it is clearly stated in the ‘Prioritized Action’ section to “harness ongoing efforts of c40, **100 Resilient Cities**, Global Covenant of Mayors, ICLEI and UCLG, among networks, to ensure common purpose”(Global Parliament of Mayors, 2017, p. 1).

With a focus on ‘linking’ through enabling it will be hard for the EM brand label to **monitor the projects** and initiatives. Since the EM brand label has not yet reached the phase of implementation and if we consider the online platform as a proxy to estimate the monitoring an implementation of projects it can be concluded that monitoring is relatively absent on the online platform. The projects on the platform(futureproofthehague.com) seem to be updated rather infrequently. Projects on this website are updated on average every 7 months with some projects updated almost a year ago. Furthermore, the projects on this platform do not seem to be linked in any meaningful way and can be considered nothing more than a list of projects that the staff working for the EM brand label considers being ‘resilient’. Furthermore, it is plausible that securing the **commitment** from various project owners either within the municipality or from outside will be a challenge. However, the CRO is dedicated and committed to the ‘resilient the Hague’ as inferred during the interviews. Moreover, there is an expectation that the CRO delivers the ‘resilience strategy’ document at the end of this year.

### **Cluster 3: Local Action Arena and Cluster 4: Intended projects and Initiatives**

The ‘resilient The Hague’ possess **no projects** of their own as they have not yet reached the stage of implementation. However, interviewees provide two projects that the ‘resilient The Hague’ is pursuing such as a local cyber risk hub and a model to predict stresses to address first in case of a disaster. The online platform(futureproofthehague.com) can be considered the **local action arena** through which the municipality engages with actors from the local-actor network viz. large companies, citizens and small enterprises. The goal of this platform is to “*to bring together ideas about innovative and sustainable developments*”(Futureproofthehague.com, n.d.). You can share events, projects and posts learn work and learn from each other. The municipality plays the role of ‘**connector**’ and ‘**encourager**’ on this platform which reiterates the earlier focus of its policy measures on ‘enabling’. To help with ‘connecting’, ‘encouraging’ there is a dedicated team of citizen

ambassadors (Futureproofthehague.com, n.d.). **Support by local/civic capacity** is provided by this team of citizen ambassadors who can help with questions of the platform, organize events share your projects etc. There is also one process manager (community manager) who manages this platform and supported by two communications staff members.

As stated earlier, this platform can be considered a unique form of primary communication, in which the municipality suggests it is doing something w.r.t 'resilient The Hague EM brand label. Furthermore, the goal of the 'resilient The Hague' is to link projects from different departments. The real-world manifestation of this goal is this platform. But in terms of actual projects on this platform that can be considered 'resilient', there is only one project that can be attributed to 'resilient The Hague'. Surprisingly, this project is just a link to the 'resilient the Hague' website (<https://resilientthehague.nl/>). On investigation of this website, it contained a highlight of many projects happening or completed in the Hague, but most of the 14 projects mentioned are managed by citizens or private companies with no real attribution to the 'resilient the Hague' program. Again, just like the platform, the website gives the impression that a lot is happening under the 'resilient The Hague' EM brand label. In summary, it seems there are no projects that have occurred which can be directly attributed to the 'resilient The Hague' EM brand label discerned either through the 'preliminary resilience assessment' or the platform or the programs official website. Table 6 provides a snapshot of projects discerned from four data sources, for a complete list of projects under this EM brand label refer Table 21 in Appendix A: Supporting Data for resilient the Hague. The EM brand, however, continues to play the enabling/facilitator role within the municipality. In conclusion, what has happened is the cataloguing of projects in the city onto the platform and the initiation two projects (stated by the interviewee) under 'resilient The Hague' in 2018. The next phase of the 'resilient the Hague' is the publication of the customized city-based strategy based on the discovery areas mentioned earlier sometime later this year.

*Table 6 Projects discerned from sources*

<b>Data Source</b>	<b>Number of projects</b>
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	36
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	14
<b>Preliminary resilient assessment' policy document</b>	0
<b>Interviews</b>	2

### **Cluster 5: Outcomes**

No clear quantified outcomes could be discerned from the preliminary resilience assessment or through interviews.

Table 7 Performance of 'resilient the Hague' on the application of assessment framework

<b>Cluster 1: EM brand Label Characteristics</b>	
<b>City Brand Identity of the Municipality</b>	City of Peace and Justice
<b>EM brand label adopted in the city</b>	Resilient the Hague
<b>Types of Communication used (Only for EM brand label)</b>	
<b>Primary</b>	-
<b>Indicator: Communication where the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities</b>	Weak connection between projects on futureproofthehague.com and actions.
<b>Secondary</b>	+
<b>Indicator: intentional and formal type of communication that manifests through advertisements, public relations, graphic design and the use of a logo</b>	EM brand has a logo. Communication carried out through Facebook, Twitter, YouTube and LinkedIn
<b>Tertiary</b>	N/A
<b>Indicator: refer to word of mouth and indirect references to the cities brand that is reinforced by media and competitor's communication</b>	The extent of tertiary communication unknown.
<b>Target Audience</b>	+
<b>Indicator: Is the EM brand label intended for an Internal or external audience?</b>	Internal and external audience.
<b>The rationale behind EM brand label</b>	-/+
<b>Indicator: The reasoning behind choosing one and not the other or choosing multiple EM brands</b>	Unclear. From interviews: Address 'stresses' and 'shocks' From desk research: Address 'stresses' and 'shocks' but additionally and also form partnerships with private companies and boost the reputation of the Hague and share expertise on 'peace and justice' in the 100RC network.
<b>Cluster 2: Municipal Organization</b>	
<b>Sub Cluster 1: Municipal Organization: Input</b>	
<b>Financial Resources</b>	-
<b>Indicator: Degree to which the local government has a budget that has been allocated for the EM label of the city</b>	No budget allocated by the municipality. CRO financed by 100RC. Financing based on the interest of interested parties.
<b>Fiscal Health of Municipality</b>	+
<b>Indicator: information provided financial debts the municipality has on its annual budget, including information on municipalities being subjected to financial supervision by central government(<a href="https://www.rijksoverheid.nl/onderwerpen/gemeenten">https://www.rijksoverheid.nl/onderwerpen/gemeenten</a>)</b>	Positive Balance
<b>Legal Authority of Municipality</b>	
<b>Indicator: Legal Authority municipalities in the Netherlands have. They are the same for the 4 EM brands studied.</b>	
<b>Staff (Expertise)</b>	--
<b>Indicator: Degree of knowledge, experience and expertise regarding selected EM label and running of related projects.</b>	No internal knowledge of 'resilient', as the framework was developed by 100RC and only this framework can be used.

<b>Staff (Dedicated FTE)</b>	+
<b>Indicator: Number of full-time staff members committed to this ecological modernization brand label</b>	3 FTE and 3 part-time employees. Part-time resources borrowed from other municipal departments.
<b>Use of Technology</b>	--
<b>Indicator: Do the municipalities outsource monitoring the implementation of EM labels to external organizations</b>	Absent. use of the futureptooftehague.com platform to monitor projects. However, projects seldom updated on the platform. project update on average every 7 months. The platform is part of the 'resilience the Hague'.
<b>Size</b>	++
<b>Indicator: Number of inhabitants</b>	514861
<b>Sub Cluster 2: Municipal Organization: Throughput</b>	
<b>Political Support</b>	-/+
<b>Indicator: Support by the City Council for the EM brand label and associated projects</b>	Mayor neutral and supportive. Council not so much.
<b>Public Leadership</b>	+
<b>Indicator: Presence of a dedicated public official(s) to provide strategic direction</b>	A dedicated official from the program created (Chief Resilience Officer). Cities only receive direct funding to hire a CRO.
<b>Interdepartmental-coordination</b>	-/+
<b>Indicator: Degree of inter-departmental coordination on the projects and initiatives under the EM label</b>	Sufficiently established coordination. Use of ambassadors through the online platform to propagate knowledge sharing between departments and local action arena.
<b>Knowledge management</b>	-
<b>Indicator: Degree of knowledge management. Presence of knowledge management infrastructure</b>	Hardly any knowledge management, knowledge outsourced(externalized). Methodologies on resilience adapted from the Rockefeller Foundation.
<b>Solid Policy Plan (VMOSA)</b>	
<b>Vision (The Dream)</b>	++
<b>Indicator: Communicates what the organization believes in.</b>	Very ambitious. Municipality wants to become a frontrunner.
<b>Mission (The what and why)</b>	-/+
<b>Indicator: An organizations mission statement describes what the group is going to do and why it is going to do so</b>	Relatively sound. 'why' missions should be followed unclear
<b>Objectives (How much of what will be accomplished by when)</b>	--
<b>Indicator: An organizations objective lay out how much of how much 'what' will be accomplished by when</b>	Absent.
<b>Strategies (The how)</b>	+
<b>Indicator: Explain how the initiatives will reach their goals</b>	Sound strategies.
<b>Commitment</b>	++
<b>Indicator: Commitment by staff to implement policy measures</b>	Personal commitment by CRO for the EM brand label. The expectation of delivery 'resilience strategy' end of this year.
<b>Monitoring and Evaluation</b>	--
<b>Indicator: Municipality monitors projects under the EM label and performance and anticipates feedback loop to policy</b>	Absent.

<b>Sub Cluster 3: Municipal Organization: Output</b>	
<b>Policy Measures or Actions</b>	-
<b>Indicator: An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process. Total Number of Instruments used.</b>	A poor set of instruments.
<b><i>Municipal governing by authority (By planning and regulation)</i></b>	-
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if the municipality uses regulatory style wherein there is compliance required in relation to the sector, for example, land use planning, transport and waste etc. This can be achieved for e.g. by using regulatory instruments, economic incentives and contracting parties to govern by the hierarchy.</b>	Not much. The 'preliminary resilience' report cites 12 other city planning documents as 'influential'. Few measures as described in the 'preliminary resilience assessment' involve the use of economic or regulatory instruments
<b><i>Municipal self-governing (The municipality as consumer and Role-Model)</i></b>	-/+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if it is implementing policies in areas where it has the freedom to make its own decisions and can directly control its consumption. E.g. Renewable energy demonstration projects, mobility management for employees, demonstration projects- house or neighbourhood scale, procurement of recycled goods</b>	A limited set of projects undertaken by the EM brand label. New projects are on the anvil such as the cyber resilience hub and a model to predict city stresses
<b><i>Municipal Governing by provision (Providing direct services)</i></b>	-
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is providing direct services to the public for e.g. public transportation services, community projects etc.</b>	Little involvement in providing direct services through the 'Resilient the Hague' program.
<b><i>Municipal governing by enabling (by facilitating and encouraging action)</i></b>	++
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is enabling other actors in the city both public and private to act for the public purpose.</b>	Extensive support of citizens initiatives and initiatives and other municipal projects, with the sole objective of 'linking' projects.
<b>Cluster 3: Local Action Arena</b>	
<b><i>Presence of a process manager</i></b>	+
<b>Indicator: local government has agents available (either tasked or hired) to manage decision-making processes in local projects</b>	One community manager supported by communication advisors to manage projects on the online platform(futureproofthehague.com)
<b><i>Support by local/civic capacity</i></b>	+
<b>Indicator: Presence of local leaders and organized citizenry who support actions and related projects</b>	Presence of citizen ambassadors who support local citizens and projects on the online platform
<b><i>Partnership with private organizations</i></b>	+

<b>Indicator: collaborative ties with local industry and local business firms to run local climate actions.</b>	Municipality seeks collaborative ties with companies and local business firms and also the possibility to collaborate at the 100RC level.
<b>Cluster 4: Intended Projects and Initiatives</b>	
<b>Indicator: Number of projects discerned from the EM brand labels an online platform(website and platform)</b>	50
<b>Indicator: Number of projects discerned from the EM brand official municipal documents</b>	0
<b>Indicator: Number of projects discerned from supplementary municipal documents</b>	0
<b>Indicator: Number of projects discerned through interviews</b>	2
<b>Cluster 5: Outcome</b>	
<b>Quantification and presence of outcome</b>	--
<b>Indicator: Presence of quantified outcome or outcomes after adopting this EM brand for the city</b>	No outcomes stated.

#### 4.1.1 Key takeaways for ‘resilient the Hague’

##### **1. Cluster 1: EM brand label characteristics**

- a. Two divergent rationales emerge for joining the 100ResilientCity Network. Extensive use of secondary communication to showcase the value of the program primarily through social media.

##### **2. Cluster 2: Municipal Organization**

- a. EM brand label has limited financial resources. No budget allocated by the municipality
- b. Little to no expertise on ‘resilience’. However, staffed by 3 FTE and 3 PTE.
- c. Neutral political support and a strong focus on interdepartmental coordination in line with the ‘linking’ agenda of the EM brand label.
- d. Very ambitious vision but EM brand shies away from providing any quantified objective
- e. Program pivots towards ‘governance by enabling’

##### **3. Cluster 3: Local Action Arena**

- a. Engagement with local action arena through the online platform(futureproofthehague.com). Platform has a program manager with citizen ambassadors to provide civic capacity who provide support for projects on platform

##### **4. Cluster 4: Intended projects and initiatives**

- a. No projects that have been initiated under the EM brand label
- b. The online platform(futureproofthehague.com) can be considered as a way to give the impression that a lot of projects are happening but most of the projects on this platform are from citizens, companies and SME’s.

##### **5. Cluster 5: Outcomes**

- a. No clear quantified outcomes could be discerned from the preliminary resilience assessment or through interviews.

## 4.2 CIRCULAR THE HAGUE

Circular the Hague The Hague has only recently initiated the ‘circular economy’ program. This program manifests as an EM brand label known as ‘Haags Circulair’ (Haags Circulair, n.d.) or ‘circular the Hague’ in official documents (Gemeente den Haag, 2017b, p. 5) The principal motivator to initiate the ‘circular economy’ program was to maintain the quality of life in the city and on the other hand preservation and growth of the urban economy’ (Gemeente den Haag, 2018, p. 13). The performance of ‘circular the Hague’ based on the application of the assessment framework presented at the end of the chapter in Table 10.

### 4.2.1 Origins of the Circular Program

The search for the origins of the circular economy begins with ‘*commissiebrief*’ or ‘commission letter’ on the state of the ‘circular economy’ in 2016 ([RIS 294168](#), dated 19-May-2016). This is the pink box in Figure 6. This document states that the ‘circular economy’ has clear ‘**links**’ with other policy areas, which are with the ‘Hague sustainability agenda 2015-2020’ ([RIS 283893](#), ‘Hague sustainability agenda 2015-2020’ dated 14-July-2015), the ‘Afvalscheiden, gewoon apart!’ report ([RIS 288629](#), ‘Waste separation’ report) and finally the ‘green deal circular purchase’ ([RIS 267842](#), Dutch: ‘Green deal Circulair inkopen’, Purple Box) dated 19-Nov-2013. It is also aligned with the VANG or the ‘*Van Afval Naar Grondstof*’ program of the ministry of infrastructure and water management from 2013. To see if they are actually linked to the circular economy the 4 documents have been checked to see if they either have ‘circulair economie’, ‘circulaire’, ‘circular’ and finally ‘circular economy’ mentioned in them. The circular economy was mentioned clearly in all four documents as agenda items. Next, each of these documents was searched for links to other municipal documents. Of these only the ‘green deal circular purchase’ ([RIS 267842](#), (Dutch: ‘Green deal Circulair inkopen’, purple box) had links to other municipal documents.

The ‘Green deal Circulair inkopen’ led to two other documents, the first was a document on ‘sustainable procurement’ ([RIS 260910](#), Dutch: ‘duurzaam inkopen’, dated July 19, 2013) and the second was ‘manifest sustainable procurement’ ([RIS 260909](#), Dutch: ‘Overige bestuurlijke stukken’, dated: July 16, 2013). These documents were also searched to see if they link to other municipal documents. Of the two, ‘sustainable procurement’ (RIS 260909) revealed two other documents, ‘Sustainable purchasing statement’ ([RIS 160600](#), Dutch: ‘Verklaring duurzaam inkopen’, dated: 13 Jan, 2009) and ‘corporate framework sustainable procurement policy’ ([RIS 169126](#), Dutch: ‘Concernkader duurzaam inkoopbeleid’, dated: 15 Dec, 2009). Within these documents, a search was conducted to see if either ‘circulair’ or ‘circulaire’ or ‘circular’ appear. None of these documents had these keywords in them. These documents are all highlighted in red in. The conclusion of search and analysis this is that the at some point in the municipality ‘sustainable procurement’ or ‘sustainable purchasing’ was in some way equivalent to the ‘circular economy’ and was eventually linked as we see here, a possibility of **re-branding** of old programs. The links between these documents is presented graphically below in Figure 6. The important question here is ‘How and why is ‘sustainable procurement’ linked or related to the ‘circular economy’?



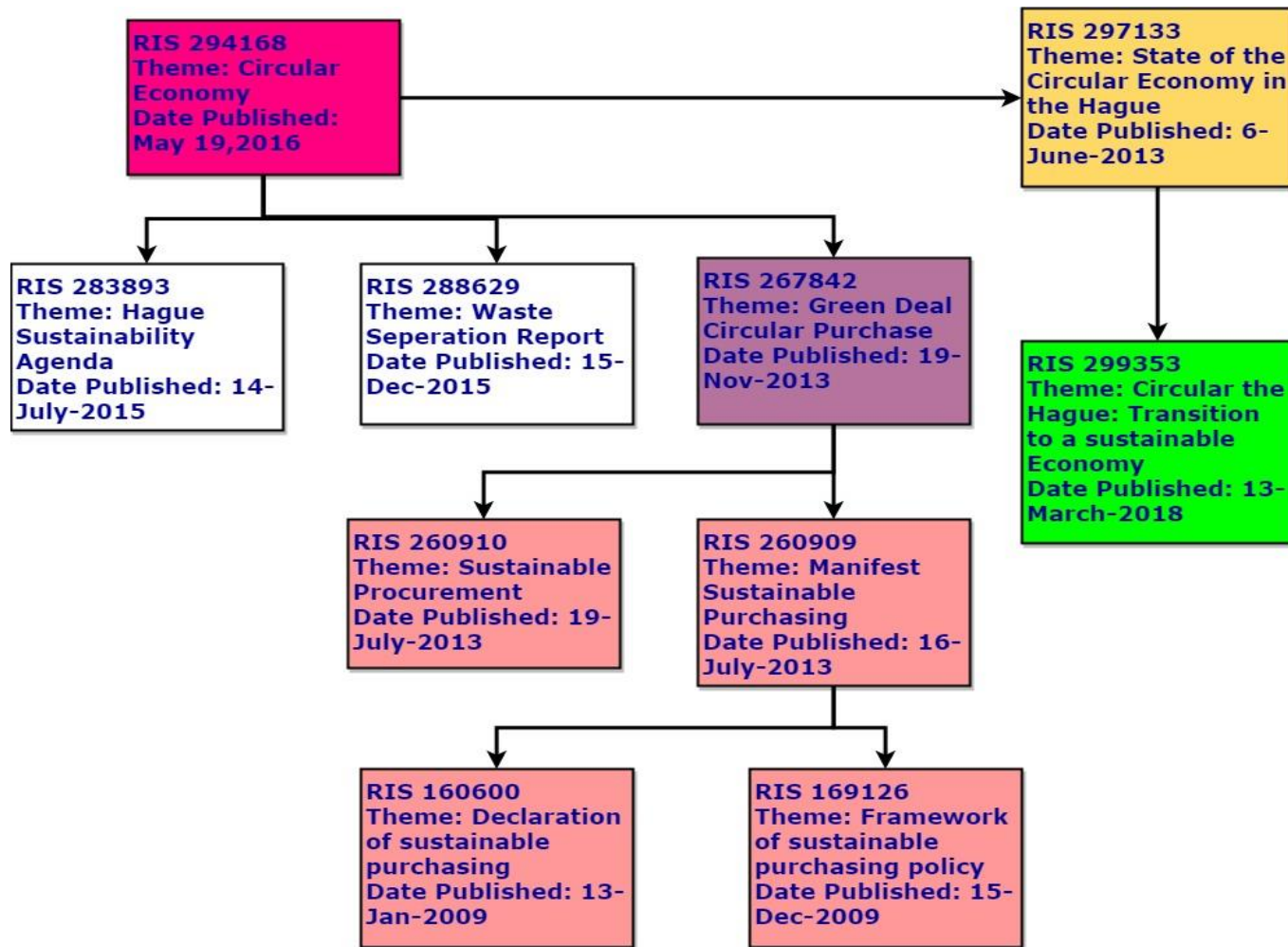


Figure 6 GRAPHICAL REPRESENTATION OF ALL THE MUNICIPAL DOCUMENTS ANALYZED FROM 2016 TO 2018 for 'circular the Hague'

## **Cluster 1: EM brand label characteristics**

The recent coalition agreement intends to put the Hague 'at the forefront of the circular economy'(The municipality of the Hague, 2018, p. 38). The **rationale** for starting this EM brand label as stated by an interviewee was "*smart was taken by the ICT branch, resilient is a separate brand under the Rockefeller Foundation, so we choose circular*". This can be considered a poor reason to start a municipal program and launch an EM brand label. However, the program is strong in **primary communication**, mainly because the projects that are undertaken are related to reduce, reuse and recycle. For instance, there was a recently inaugurated recycling facility in the Hague(Rijkswaterstraat, n.d.) and support for initiatives such as 'Made in Moerwijk' which offers activities related to recycling and reuse for the residents of the locality of Moerwijk in the Hague. The EM brand is also strong in **secondary communication** through a logo for the program and official Twitter and Facebook accounts. In addition, it is rather active on twitter providing regular updates on the activities of the program.

## **Cluster 2: Municipal Organization**

### **Input**

The interviewee explains that there no **staff expertise** with the circular economy, which triggered the commissioning of two reports to determine the opportunities for the Hague with the circular economy. The first was a material flow analysis conducted by an external consultancy (Metabolic). The second was a report on an analysis of opportunities in the circular economy for the Hague carried out by a consortium of companies-TNO, circle economy, Leiden University and the municipality of the Hague. Furthermore, the program is managed by only **1 full-time employee**. In addition, the interviewee also stated that there is no **use of technology** to monitor the implementation of the projects and programs as there are no clear ways to monitor the circular economy. This lack of staff is only compounded with **minimal funding**, according to interviewee this is around euros 300,000 but money comes indirectly as well. The interviewee also expressed frustration with the lack of any form of municipal financial input. There are calls for a small organization, an increase in the number of FTE's to 3 and a drastic increase in the budget to 3 million a year.

### **Throughput**

Despite these shortcomings, in March of 2018, the first official strategy for the circular economy titled 'Circular the Hague: Transition to a Sustainable Economy' (Dutch: 'circulair den haag: transition naar een duurzaam economie', RIS299353, green box in Figure 6) was published. To draft this report a '*quick scan*' of materials was made by the company Metabolic to understand the circular flows in the city. This along with the earlier document 'State of the circular economy in the Hague' (RIS 297133, yellow box) was used to draft the first official strategy. Furthermore, for the 'state of the circular economy' (RIS 297133) that was published in June of 2016, it was supported by analysis outsourced to the same company Metabolic and circle economy. So, for both the official strategy and the 'state of the circular economy in the Hague' documents **knowledge management** is outsourced. This was also confirmed by an interviewee who stated that 'technical' knowledge such as

material flow analysis and understand the opportunities with the circular economy is completely outsourced.

The analysis of 'Circular the Hague: Transition to a Sustainable Economy' revealed two visions, 4 missions, 4 strategic sectors and objectives for these strategies with quantitative targets (shown below in figure Figure 7). The four mission statements are goals for the economy i.e. an increase in jobs, saving commodities, emission reduction and adding overall economic value. They are also well argued for and substantiated with figures. To achieve these missions there are four strategic sectors in the Hague economy where interventions will be carried out, they are households, construction sector, trade and government services. Each strategic sector has quantified objectives which are: 40% household waste material recycled by 2025, 25% construction projects 'circular', 50% of all industrial estates 'circular' and even in government sectors 25% circular procurement by 2020 and 100 by 2030. These are indeed very ambitious targets. To achieve the targets in these strategic sectors there are policy measures attached to each sector. Overall, the policy measures pivot towards 'municipal governing by enabling' (54%). This can be explained by the large number of policy measures especially in the 'trade' strategic sector having policies such as: facilitating circular companies, launching circular business areas and facilitating startups. Other strategic sectors also had similar types of policy measures where the municipality was enabling companies, startups and SME's. The interviewee also confirmed this role for the municipality. On pressing the interviewee as to 'why' this is the case, the answer was that we had to do more than 'facilitate'. With regards to these policy measures, the interviewee stated that there is no **monitoring and evaluation** of policy as they are still working in indicators for the circular economy. Furthermore, the interviewee stated that monitoring of employees for their **commitment** towards the EM brand was an 'ongoing' process.

Political priorities have changed considerably since the 2014-2018 coalition agreement where there is no mention of the circular economy as a strategy (although significant work was conducted in this period) but have clear and explicit mention in the 2018-2022 coalition agreement (The municipality of the Hague, 2018, pp. 38-39). According to interviews, the circular economy is viewed favourably by several political parties. In 2014-2018, there was support from the alderman (catalyst) and the council as can be seen with the publication of 'Circular the Hague: Transition to a Sustainable Economy' and the ambitious vision and plan set for the coming years. Furthermore, with the explicit mention of circular economy in the 2018-2022 coalition agreement, **political support** will continue with greater enthusiasm. **Public leadership** is provided by green left (Dutch: GroenLinks) alderman supported by the program manager. To foster **interdepartmental coordination** the EM brand makes use of ambassadors, where according to the interviewee the intent is to have circular thinking in every department in the municipality as the transformation in the city cannot occur by the efforts by a single team. Each department will have an **ambassador** working with the circular team. The interviewee concluded that the transformation should occur within five large municipal departments. As already stated before, the knowledge on the circular economy is completely outsourced hence no knowledge manager of any sort.

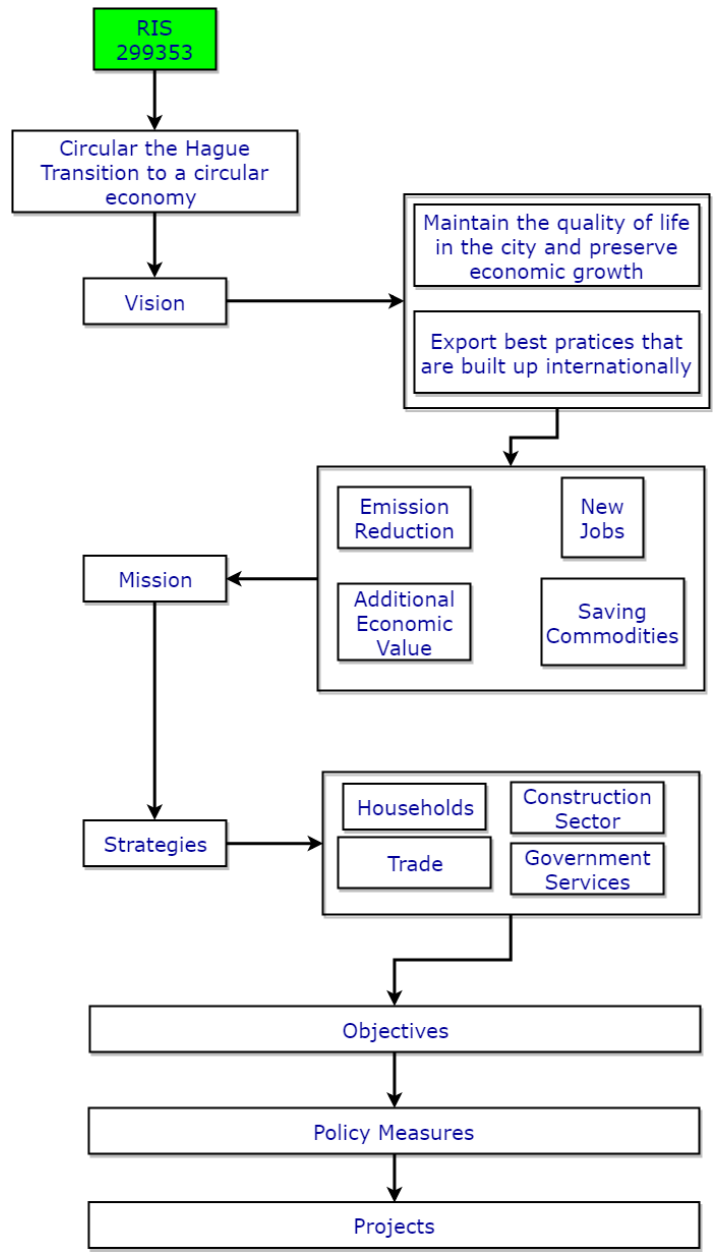


Figure 7 GRAPHICAL REPRESENTATION OF 'CIRCULAIR DEN HAAG: TRANSITIE NAAR EEN DUURZAM ECONOMIE'

## Output

On application of Bulkeley and Kern (2006) modes of governance revealed that the earlier claim by the interviewee that they had to ‘facilitate’ reflected in the policy measures discerned from ‘Circular the Hague: Transition to a Sustainable Economy’ document published in March of 2018. All the policy measures are linked to the four strategic sectors important to the Hague’s economy viz. households, construction sector, Trade and government service. For the complete list of policy measures refer Table 23 in Appendix B: Supporting data for circular the Hague.

*Table 8 FREQUENCY AND RELATIVE FREQUENCY OF ‘MODES OF GOVERNANCE’ FROM CIRCULAR THE HAGUE*

Governance Mode	Frequency	Relative Frequency
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	29	54%
<b>Municipal governing by authority (By planning and regulation)</b>	14	26%
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	9	17%
<b>Municipal Governing by provision (Providing direct services)</b>	2	4%
<b>Total Policy Measures Under all 4 Strategies</b>	54	

### Cluster 3: Local Action Arena

Within the Hague, the interaction with the local arena is conducted by Twitter. There are **no process managers** to manage local projects, it is also unknown if the sole program manager manages local projects as well. There is **support from local** ‘thought leaders’ as mentioned by the interviewee apart from citizens who are working on projects related to the circular economy. There is also support from **private organizations** such as knowledge institutes and societal organizations but no financial contribution. According to the interviewee, the contributions are on a softer level meaning through sharing of knowledge and expertise.

### Cluster 4: Intended Projects and Initiatives

The ‘Circular the Hague: Transition to a Sustainable Economy’ official strategy document published in March of 2018 mentions **no projects or initiatives**. But when conducting the interview for this case in May of 2018, which is 2 months after the publication of the strategy document, the interviewee provided 4 projects that are currently been initiated. They are:

1. Made in ‘Moerwijk’ (Moerwijk is a locality in the Hague)
2. Recycle facility
3. The process of getting European funding for a ‘plastics city’
4. Negotiations in place for a resource city hub

Of these projects, Made in Moerwijk is mentioned in the commission letter from 2017(RIS 297133, orange box from Figure 6), the recycle facility is already up (Rijkswaterstraat, n.d.)

and the last two as you can see is in progress of being negotiated. However, in the ‘State of the circular economy’(RIS297133) that was published prior to the strategy document, there are a total of 22 projects and initiatives revolving around the idea of the circular economy. There is an online platform([haagscirculair.wordpress.com](https://haagscirculair.wordpress.com)) where numerous projects from citizens, companies and SME’s from the Hague are listed but since it is just a list of projects not originating from the municipality it cannot be considered as part of the EM brand label. Table 9 below provides a snapshot of projects discerned from various data sources. For the list of 22 projects from RIS 297133 and interviews please refer Table 24 from Appendix B: Supporting data for circular the Hague.

*Table 9 Projects discerned from sources*

<b>Data Source</b>	<b>Number of projects</b>
<b>Official Strategy Document published in March 2018</b>	0
<a href="https://haagscirculair.wordpress.com">https://haagscirculair.wordpress.com</a>	144
<b>State of the circular economy published June 6 2017(supplementary municipal document)</b>	22
<b>Interviews</b>	4

## **Cluster 5: Outcomes**

The ‘circular the Hague’ EM brand has clear quantified outcomes to showcase the benefits of the circular economy in the Hague. These outcomes are all linked to the strategic sectors of the Hague’s economy viz. households, construction sector, Trade and government service. According to the ‘Circular the Hague: Transition to a Sustainable Economy’ policy document adopting a **full** circular economy will avoid potential emissions of approximately 1,100 tons. Next, € 470 million will be added to the economy if a **full** circular economy is established. The caveat in both these cases is that a **full** circular economy must be established. Furthermore, there is also the projection that the circular economy will add 3500 new jobs especially in the low skilled sector to the Hague. By reusing and recycling it will reduce the dependence of the economy on scarce rare earth minerals. However, the report does say that all this is achievable only if a **complete** circular economy is established, but as we all know that is not technically possible(Gemeente den Haag, 2018, p. 13)

Table 10 Performance of 'circular the Hague' on the application of assessment framework

<b>Cluster 1: EM brand Label Characteristics</b>	
<b>City Brand Identity of the Municipality</b>	City of Peace and Justice
<b>EM brand label adopted in the city</b>	Circular the Hague (Dutch: Haags Circular)
<b>Types of Communication used (Only for EM brand label)</b>	
<i>Primary</i>	+
<b>Indicator: Communication where the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities</b>	strong link between communication efforts and actions and initiatives
<i>Secondary</i>	+
<b>Indicator: intentional and formal type of communication that manifests through advertisements, public relations, graphic design and the use of a logo</b>	EM brand has a log and a Twitter and Facebook account.
<i>Tertiary</i>	N/A
<b>Indicator: refer to word of mouth and indirect references to the cities brand that is reinforced by media and competitor's communication</b>	The extent of tertiary communication unknown.
<i>Target Audience</i>	+
<b>Indicator: Is the EM brand label intended for an Internal or external audience?</b>	Internal and external audience.
<b>The rationale behind EM brand label</b>	-/+
<b>Indicator: The reasoning behind choosing one and not the other or choosing multiple EM brands</b>	<b>Unclear Rationale</b> <b>From desk research:</b> Program derives from the sustainable procurement program. and <b>from interviews</b> , it was ascertained that circular was chosen because other labels like smart or resilient were taken by other programs inside the municipality. Again, no coherent reason.
<b>Cluster 2: Municipal Organization</b>	
<b>Sub Cluster 1: Municipal Organization: Input</b>	
<i>Financial Resources</i>	-/+
<b>Indicator: Degree to which the local government has a budget that has been allocated for the EM label of the city</b>	Limited Financial Capacity. The program requires more funding according to the interviewee.
<i>Fiscal Health of Municipality</i>	+
<b>Indicator: information provided financial debts the municipality has on its annual budget, including information on municipalities being subjected to financial supervision by central government(<a href="https://www.rijksoverheid.nl/onderwerpen/gemeenten">https://www.rijksoverheid.nl/onderwerpen/gemeenten</a>)</b>	Positive Balance
<i>Legal Authority of Municipality</i>	
<b>Indicator: Legal Authority municipalities in the Netherlands have. They are the same for the 4 EM brands studied.</b>	
<i>Staff (Expertise)</i>	--
<b>Indicator: Degree of knowledge, experience and expertise regarding selected EM label and running of related projects.</b>	No internal knowledge of 'resilient', as all analysis outsourced to consultancy companies
<i>Staff (Dedicated FTE)</i>	--
<b>Indicator: Number of full-time staff members committed to this ecological modernization brand label</b>	Only 1 FTE.
<i>Use of Technology</i>	
<b>Indicator: Do the municipalities outsource monitoring the implementation of EM labels to external organizations</b>	No indicators present to monitor. However, indicators are being developed.

<i>Size</i>	++
<b>Indicator: Number of inhabitants</b>	514861
<b>Sub Cluster 2: Municipal Organization: Throughput</b>	
<i>Political Support</i>	+
<b>Indicator: Support by the City Council for the EM brand label and associated projects</b>	Circular is a theme in the new coalition agreement. Full support of council and new alderman
<i>Public Leadership</i>	+
<b>Indicator: Presence of a dedicated public official(s) to provide strategic direction</b>	Historical Support from alderman for the circular program (2014). New alderman (2018) has explicit engagement with circular under sustainability portfolio.
<i>Interdepartmental-coordination</i>	-/+
<b>Indicator: Degree of inter-departmental coordination on the projects and initiatives under the EM label</b>	Sufficiently established coordination. Use of ambassadors to propagate knowledge sharing between departments.
<i>Knowledge management</i>	-
<b>Indicator: Degree of knowledge management. Presence of knowledge management infrastructure</b>	Hardly any knowledge management. Most expertise on 'circular economy' comes from consultancy companies.
<b>Solid Policy Plan (VMOSA)</b>	
<i>Vision (The Dream)</i>	++
<b>Indicator: Communicates what the organization believes in.</b>	Very ambitious. Municipality wants to become a frontrunner.
<i>Mission (The what and why)</i>	+
<b>Indicator: An organizations mission statement describes what the group is going to do and why it is going to do so</b>	Rather ambitious. Well substantiated reasons as to why 'çircular economy' should be followed
<i>Objectives (How much of what will be accomplished by when)</i>	-/+
<b>Indicator: An organizations objective lay out how much of how much 'what' will be accomplished by when</b>	Relatively ambitious. Objectives only for a single year.
<i>Strategies (The how)</i>	+
<b>Indicator: Explain how the initiatives will reach their goals</b>	Sound strategies.
<i>Commitment</i>	-/+
<b>Indicator: Commitment by staff to implement policy measures</b>	Staff committed to EM brand label, but the interviewee considers it an ongoing process.
<i>Monitoring and Evaluation</i>	-/+
<b>Indicator: Municipality monitors projects under the EM label and performance and anticipates feedback loop to policy</b>	Some loosely coupled monitoring efforts. Attempting to monitor by developing indicators for 'circular economy'
<b>Sub Cluster 3: Municipal Organization: Output</b>	
<i>Policy Measures or Actions</i>	+
<b>Indicator: An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process. Total Number of Instruments used.</b>	A large set of instruments.
<i>Municipal governing by authority (By planning and regulation)</i>	+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if the municipality uses regulatory style wherein there is compliance required in relation to the sector, for example, land use planning, transport and waste etc. This can be achieved for e.g. by using regulatory instruments, economic incentives and contracting parties to govern by the hierarchy.</b>	The municipality uses a lot of regulatory instruments like tax cuts and relaxing local rules for circular projects.
<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>	-/+



<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if it is implementing policies in areas where it has the freedom to make its own decisions and can directly control its consumption. E.g. Renewable energy demonstration projects, mobility management for employees, demonstration projects- house or neighbourhood scale, procurement of recycled goods</b>	A limited set of projects taken up at the point by local government. For e.g. lobbying for European funding for a 'plastics city' and negotiations for a startup hub.
<b>Municipal Governing by provision (Providing direct services)</b>	-/+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is providing direct services to the public for e.g. public transportation services, community projects etc.</b>	somewhat involved in circular projects. For e.g. facilitating paint coalition and plastic coalition.
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	++
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is enabling other actors in the city both public and private to act for the public purpose.</b>	A large number of measures. Municipality support for startup and circular hubs.
<b>Cluster 3: Local Action Arena</b>	
<b>Presence of a process manager</b>	-/+
<b>Indicator: local government has agents available (either tasked or hired) to manage decision-making processes in local projects</b>	One 'program manager' for the entire program to coordinate both internal and local processes. Coordination through twitter.
<b>Support by local/civic capacity</b>	-/+
<b>Indicator: Presence of local leaders and organized citizenry who support actions and related projects</b>	Limited capabilities to run local EM brand label actions
<b>Partnership with private organizations</b>	+
<b>Indicator: collaborative ties with local industry and local business firms to run local climate actions.</b>	Municipality seeks collaborative ties with companies and local business firms
<b>Cluster 4: Intended Projects and Initiatives</b>	
<b>Number of projects discerned from the EM brand labels an online platform</b>	144
<b>Number of projects discerned from the EM brand official municipal documents</b>	0
<b>Number of projects discerned from the EM brand supplementary municipal documents</b>	22
<b>Number of projects discerned through interviews</b>	4
<b>Cluster 5: Outcome</b>	
<b>Intended outcome for the city after adopting this label</b>	+
<b>Indicator: Presence of quantified outcome or outcomes after adopting this EM brand for the city</b>	Present and quantified outcomes. Predictions: Most promising sectors for the Hague: Trade, services and construction TNO calculates: 3500 new jobs This estimate is as per RIS297133

#### 4.2.2 Key takeaways for the Hague Circular

- 1. Cluster 1: EM brand label characteristics**
  - a. It is not entirely clear how 'sustainable procurement' and 'sustainable purchasing' can be linked to the circular economy
  - b. Poor rationale to initiate the program
  - c. Strong primary and secondary communication efforts
- 2. Cluster 2: Municipal Organization**
  - a. Poor finances, staff expertise and limited staff
  - b. Strong political support. Circular economy is part of the portfolio of the Alderman of sustainability
  - c. Ambitious vision but objectives provided only for one year.
  - d. No monitoring and evaluation as no indicators to monitor developed
  - e. Most policy measures focus on governance by enabling
- 3. Cluster 3: Local Action Arena**
  - a. EM brand label wants to engage with companies and institutions
  - b. Use of twitter to coordinate with actors in the city
  - c. No dedicated process manager but it is possible the sole program manager manages engagement with local projects especially when it comes to finances
- 4. Cluster 4: Intended projects and Initiatives**
  - a. No projects discerned from the official strategy document Circular the Hague: Transition to a sustainable Economy'
  - b. 22 projects and initiatives have been initiated or complete as part of RIS 297133 which is the 'state of the circular economy in the Hague' which was one year before the official strategy document was published. Most of the projects discerned from this document align with the idea of reuse, reduce and recycle
- 5. Cluster 5: Outcomes**
  - a. Quantified outcomes presented as part of the official strategy document. But the document introduces an interesting caveat which is 'if the Hague's economy is **entirely circular** 3500 jobs will be materialized'. Which can be considered an unrealistic condition.

## 5 UTRECHT: HEALTHY URBAN LIVING

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Utrecht is a city and municipality in the Netherlands. It is the capital of the province of Utrecht and the most populous city of the province of Utrecht. It is located on the eastern corner of the Dutch Randstad region. It has one of the largest railway stations in the Netherlands due to its central location. As of 1st January 2018, the municipality registers a total of 347, 574 residents. The city identifies itself as ‘verbindende creator’. The identity originates from the fact that geographically Utrecht is located in the centre of the Netherlands and so ‘verbindende creator’(rough English translation ‘connecting creator’), according to the city marketing department brings everyone and everything together(utrechtmarketing, 2018b, p. 6).

The city of Utrecht is also home to a large number of government institutions and companies related to health. It has the only faculty of veterinary medicine in the Netherlands at the University of Utrecht(Invest Utrecht, 2018, p. 2), UMC Utrecht is the largest public health institution in the Netherlands and the largest employer in the region(UMC Utrecht, 2018). The city is also home to the Princess Maxima centre for pediatric oncology, the national institute of public health and environment, the Hubrecht Institute of developmental biology and the Dutch healthcare authority. The city is also home to numerous health-related companies such as Danone Nutricia Research, Genmab (the largest biotech company in Europe) and Microcos Human Health (targeted antibacterial product for human health). The Utrecht region considers itself as the heart of the Netherlands life science and health industry(Invest Utrecht, 2018, p. 2). These are just some examples of government and private companies in the city of Utrecht focusing on healthcare. Therefore, due to a strong focus on health and allied the services, Utrecht has adopted the EM brand label of ‘healthy urban living’. Table 12 showcases the performance of the EM brand label on then application of the assessment framework.

### Cluster 1: EM brand label characteristics

Interviewees proclaim that the **rationale** for the choice of ‘healthy urban living’ is attributed to Utrecht’s spatial assets as discussed above and these spatial assets provide the perfect ecosystem to build a ‘healthy city’. Furthermore, one interviewee also stated another rationale for the choice of this EM brand label which is that Utrecht is a ‘frontrunner’ in terms of working on the UN sustainable development goals and the EM brand of ‘healthy urban living’ has been adopted and positioned along with the SDG’s because of Utrecht working towards all the SDG’s. Furthermore, in April 2018, the municipality laid out its approach to localizing the sustainable development goals called ‘Utrecht’s approach to localizing the UN sustainable development goals’ and it declares itself in this document as: ‘Utrecht: A global goals City’. This approach involved supporting local actors in the city and raising awareness of SDG’s at the local level (a total of six initiatives)(Gemeente Utrecht, 2018c, pp. 5-7). Furthermore, the ‘healthy urban living’ EM brand label is considered important to realizing the SDG’s. However, little attention has been paid to clearly substantiate the relationship between the SDG’s and ‘healthy urban living’ apart from stating in the report that the SDG’s are easily related to ‘healthy urban living’(Gemeente Utrecht, 2018c, p. 8).

Utrecht has a public health monitor, which publishes the public health profile of the city periodically. This platform and the report it generates can be argued as a form of **primary communication** where the municipality is trying to showcase to the residents of the city that is effective organizationally and administratively when dealing with health. Although the public health profile report has been published since 2010, it is only now being moved under the 'healthy urban living' EM brand label. Due to the political support since its inception and per interviews, the public health monitor is what makes the city of Utrecht the frontrunner in innovative solutions in public health. Using already existing assets, the city uses **secondary communication** such as social media and newspapers to reinforce the cities profile. Utrecht marketing also carries 'healthy urban living' in its marketing documents. There is also explicit mention of 'healthy urban living' on Utrecht Marketing's website. In addition, in 2016, the economic board of Utrecht published an article where there was the use of 'phraseology' such as 'frontrunner' and 'world-leading' around themes related to health. The article suggests that Utrecht aims to be a 'global leader' when it comes to research in public health. Its aspiration is to render healthy urban living second only to water management as Netherlands trademark (Economic Board of Utrecht, 2016).

## **Cluster 2: Municipal Organization**

### **Input**

To realize projects and to formulate policy (related to health) a common view held by interviewees is that there is **no fixed number of employees** that are dedicated to the 'healthy urban living' label. There are **epidemiologists, policymakers and spatial planners** that formulate policy related to health on the one hand and municipal workers, social welfare workers and the university that are all part of 'healthy urban living' brand with strong **expertise** in the field of health. The estimates of staff committed indirectly to the program border around 400+ personnel working at institutions, companies around Utrecht contributing to the EM label. The reason for such a large number of indirect staff is not clear, one interviewee alluded to the notion that the deputy mayor was really into the program and considers the permeation of the EM brand through the municipality as a political choice, primarily as politicians in Utrecht see people living healthy as important to answer other questions such as sustainability and to as a way to answer questions related to inequality in certain neighborhoods etc. But on conducting a search on LinkedIn with the keyword 'healthy urban living' revealed a coordinator, program manager, project member and a researcher working for the healthy urban living program i.e. **4 dedicated staff members** were revealed (more possible). Municipal staff interviewed estimate roughly 25% of the population of the city of Utrecht is working in the health sector or industries allied to health. The extent of **financial contribution** towards the EM brand label is unknown.

## Throughput

In 2015, the municipality published the **'public health policy 2015-2018'** for the city of Utrecht. Subsequently, in 2017, the slogan 'healthy urban living' (Dutch: Gezond Stedelijk Leven) emerged from a presentation that was made to an audience at the EU (European Union & Gemeente Utrecht, 2017). The peculiarity of this presentation lies in the fact that it is identical in content to the public health policy 2015-2018 document published in 2015 i.e. 2 years earlier (for example identical focal areas, objectives, basic principles etc.). However, the presentation positions the various aspects of the public health policy 2015-2018 document and rather conveniently places it under the slogan of 'healthy urban living'. This a departure from the 'public health policy 2015-2018' document from 2015, where there is **no mention** of the term 'healthy urban living' in the document. This slogan has however garnered official support in the recent (2018) coalition agreement (it is mentioned a total of seven times in the entire report). It is only in the coalition agreement to do the true intention(s) of the municipality with regards to the slogan appear. It is stated unequivocally in the coalition agreement of 2018, that the intention is to put Utrecht on the map nationally and internationally as the leader in 'healthy urban living' (Gemeente Utrecht, 2018b, p. 38). There is also a clear mandate for the municipal leadership (mayor and all alderman) which is to carry the profile of the city as 'healthy urban living' both nationally and internationally for the foreseeable future (Gemeente Utrecht, 2018b, p. 43). Correspondingly, the multi-year plan published in 2018 by Utrecht Marketing, which is the official marketing of the city of Utrecht, 'healthy urban living' is to be used as a 'spearhead' to position the city (utrechtmarketing, 2018b, p. 21). Furthermore, the partnership plan and ambition plan (Utrecht Marketing) of 2018 intends to use the 'healthy urban living' slogan to position itself to companies, talent, residents, and visitors (utrechtmarketing, 2018a, p. 13; 2018c, p. 4). The choice of the slogan i.e. 'healthy urban living' in the reasoning of the municipal officials can be argued as a natural choice as there are existing assets already in the city such as government institutions and private companies specializing in health. These assets can be regarded as the source of legitimacy for the slogan. Municipal staff interviewed during the course of this study stated that they proclaim that we have the perfect ecosystem to build a healthy city due to the presence of numerous hospitals and other companies in the health industry. They also proclaim that they are the 'healthiest' city in the Netherlands (utrechtmarketing, 2018a, p. 5) which remain unsubstantiated.

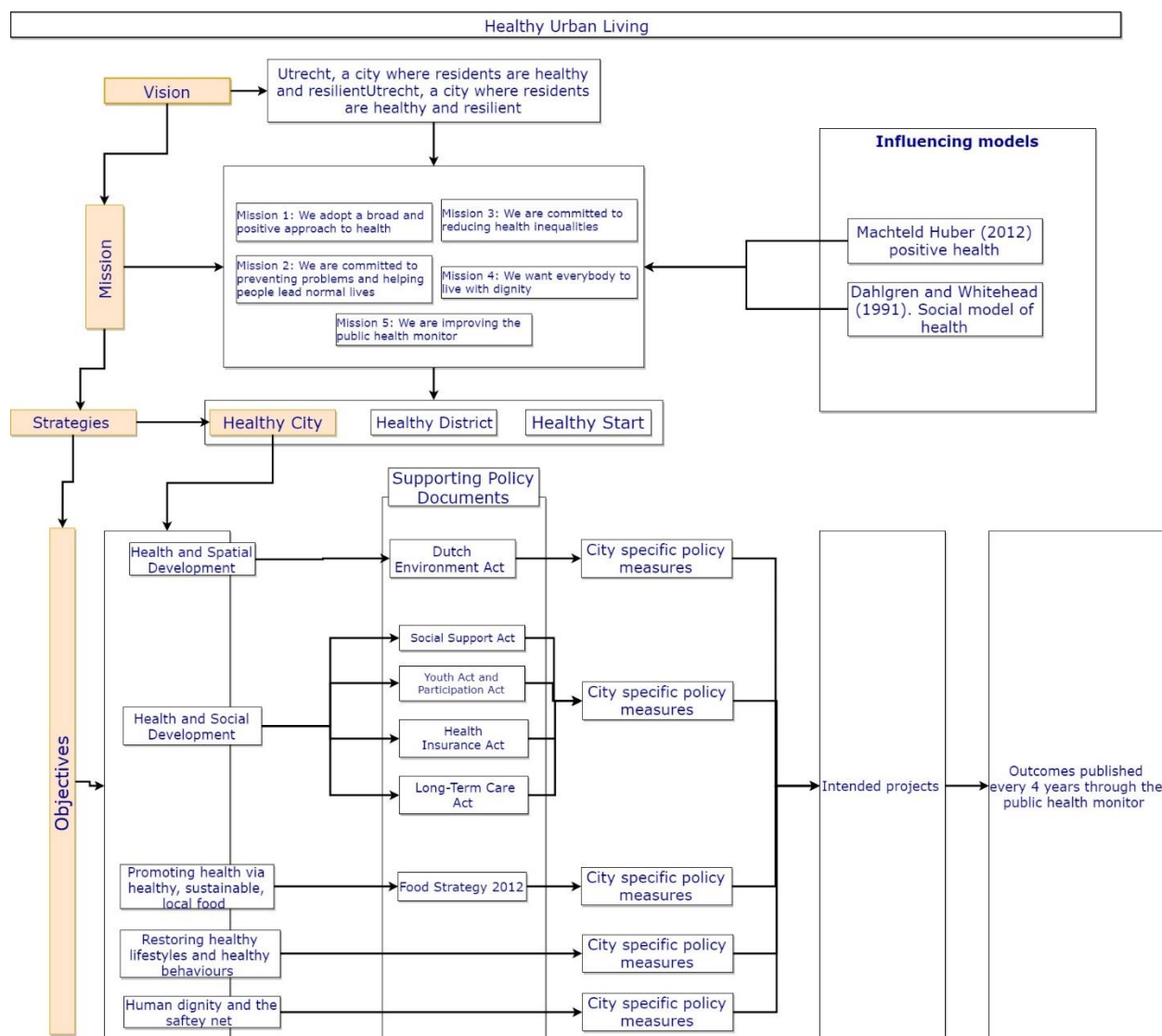


Figure 8 GRAPHICAL PRESENTATION OF THE PUBLIC HEALTH POLICY DOCUMENT 2015-2018

Diving deeper into the public health policy 2015-2018 document revealed a strong orientation of the municipality to the health and wellbeing of the residents of the city (Figure 8 is a graphical representation of this document). There is an ambitious **vision** supported by five **mission** statements (called principles in the document). Each of the five mission statements has their own policy measures and projects as inferred from the public health policy 2015-2018 document. A considerable number of the measures and projects under these mission focus on helping citizens cope with health and other issues like finance, housing etc. For instance, under mission 4, policy measures include facilitation of access to job market through community teams established by the municipality. These mission statements are influenced in turn by the model of positive health by Machteld Huber (2012)(Gemeente Utrecht, 2015, p. 9). The influence of this models trickles down to the strategies that are founded on the five mission statements. There is a total of three **strategies** viz. 'healthy city', 'Healthy District' and 'healthy start'. Only the policies, projects under the

'healthy city' EM brand label are investigated. The 'healthy city' EM brand label lays out strategies that are used as a guide for the five **objectives** under the 'healthy city' EM brand label. The 'healthy urban living' label also boasts substantial **political support** at the municipal council. The social liberal alderman (now also deputy mayor) who initiated the program (through the public health portfolio) back in 2015 has regained the portfolio after the elections in 2018 and continues to support the EM brand label.

**Public leadership** for the EM brand label is provided by the director of healthy urban living who manages projects from various departments related to the EM brand label. In the accounts of the interviewee concerning commitment by staff, there is **no personal commitment** by staff at the municipality to actions under the 'healthy urban living' EM brand label, according to the interviewee it is not said how staff contribute to healthy urban living as it is not mentioned as part of their performance reviews. However, it is completely possible that the 4 staff members identified on LinkedIn who have associated themselves with the 'agenda: healthy urban living' on their LinkedIn profiles are responsible and committed to this EM brand label.

To foster **interdepartmental coordination** one interviewee argued that the municipality follows the 'triple helix' model to **coordinate with different departments** and external parties viz. working with knowledge institutions, market and citizens to bring services to citizens in a 'smart way'. To support this 'smart way' of service delivery two successful citizen projects were cited by the interviewee, the first was the 'hof van cartesius' which is a circular village built on a piece of land that the municipality wanted to revitalize. It is now a community run 'circular working village'. The second project is the 'smart solar charging', which was widely covered by the media. This pilot project created flexible storage capacity to store energy in cars during non-peak hours and reintroduce the energy into the electricity grid during peak hours. These examples are illustrations of the working of the 'triple helix' model of Utrecht. Financing for both these projects was provided after active lobbying by the municipality at the EU. Moreover, the municipality also supported linking these citizen initiatives with other partners such as companies, academic institutions. It thus played a role as a facilitator by bringing a diverse set of actors together and support both the citizen-led initiatives.

Central to the strategy of the municipality to **measure the outcome of its health policy** is the publishing of the Utrecht health profile report every four years. This report is based on the two models as mentioned earlier i.e. the model of positive health and social model of health and data from the Utrecht Public Health Monitor technology platform(volksgesondheidsmonitor.nl). As per interviews, this platform was conceived as part of the municipal coalition agreement for the term 2014-2018 and has been in operation from 2010, collecting data from many sources such as registers, surveys, signs from practice(Gemeente Utrecht, 2018a). The degree to which the platform is used to **monitor and evaluate** policy remains conflicting. Two divergent narratives emerged, from interviews with the municipal staff it was established that the **use of this technology platform** and the report (Utrecht health profile report) it generated was used as a tool for evaluation (through feedback) of existing policy and to guide future policy decisions with relevant stakeholders from the city. However, the official webpage of the platform says the exact opposite, it categorically states that "*The Public Health Monitor Utrecht is not an*

*evaluation of policy in practice (which requires a different type of research). However, insights can be used as part of accounting or evaluation”*(Gemeente Utrecht, 2018e). Although a remarkable achievement, the extent of trust placed on the platform and the report (Utrecht health profile report) it generates to influence policy decisions are questionable based on the conflicting pieces of information.

## Output

The ‘healthy city’ strategy mentioned earlier has five objectives consisting of policy measures and associated projects. Turning to the policy measures under the objectives, they mostly draw their legitimacy from national level policy measures in most cases. As an example, policy measures under the ‘health and social development’ objective is localized for the city using existing national level policies viz. the Dutch social participation act, the youth act and participation act, the health insurance act and the long-term care act. These are all national level policies which serve as the foundation for local level policies, to cater to local conditions. Table 11 provides a snapshot of policy measures and their frequency. For a complete list of all policy measures present in the ‘public health policy document 2015-2018’ refer to Appendix C: Supporting data for Utrecht: Healthy Urban Living. Although the policy measures right from the mission to strategies for the objectives have been clearly stated, one serious weakness is that none of the policy measures under the five objectives has clear quantified targets. The word ‘reduce’ appears prominently under most policy measures where the municipality wants to convince the reader that it is making a serious attempt to reduce, for example, waste from medical centres or health inequalities etc. but no mention of ‘how much of waste should be reduced by a date’. However, as convincing, it may sound the report fails to address by when or by how much these five objectives will be addressed.

*Table 11 FREQUENCY AND RELATIVE FREQUENCY OF ‘MODES OF GOVERNANCE’ FOR Utrecht*

Governance Mode	Frequency	Relative Frequency
<b>Municipal governing by authority (By planning and regulation)</b>	20	47%
<b>Municipal Governing by provision (Providing direct services)</b>	11	26%
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	7	16%
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	5	12%
<b>Total Policy Measures Under all 4 Strategies (from 5 mission statements, healthy city strategy and 5 objectives)</b>	43	

## Cluster 3: Local Action Arena

The Mun. of Utrecht viewed citizen participation as important to the success of the public health policy of the municipality. A recurrent theme in the interviews was a sense amongst interviewees that participation with citizens to receive their feedback on health issues affecting them was a way for the municipality to make citizens happy. There are **community teams** to manage decision making at the local level consisting of GP’s, child health professionals to assist citizens and to help them lead ‘normal lives’ according to the municipality (Gemeente Utrecht, 2015, p. 10). The interviewees called this the ‘bottom-up’ approach to governance and in line with the earlier ‘triple helix model’ used by the



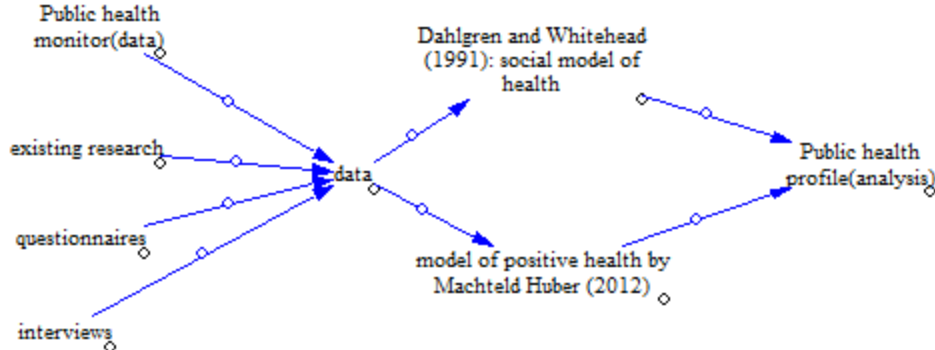
municipality to manage coordination within the municipality and outside the municipality. Furthermore, **partnerships with the private organization** are conducted through this model with national organizations, the RIVM, social welfare organizations, housing companies and Utrecht University, all under the umbrella of 'healthy urban living'.

#### **Cluster 4: Intended Projects and Initiatives**

The projects and initiatives for the 'healthy urban living' EM brand label were discerned from the 'public health policy 2015-2018' document. The analysis of this document using the VMOSA framework led to projects being identified in the mission statements, objectives and for the strategy of 'healthy city'. At the mission level, most of the policy measures that lead to projects are focused on using the 'community teams' to uphold the mission. For instance, the policy measure of 'Prevent health problems by focusing on health promotion through health literacy'(Gemeente Utrecht, 2015, p. 10) is being addressed by the community team through the general practitioner and child health care professionals who are part of the community teams. Under the 'healthy city' strategy the focus is more on enabling actions such as 'Initiatives by Utrecht residents are encouraged and supported by the initiative fund' (Gemeente Utrecht, 2015, p. 14). Under the objectives, the policy measures focus shifts towards 'governance by authority'. For instance, for the objective of 'health and social development' if there is a gap in the national level health insurance act, the municipality seeks to address any gaps in the implementation of this national level policy especially when additional care is required through specialized initiatives such as youth care services, community health nurse and health teams(Gemeente Utrecht, 2015, p. 22). Considering the 5 missions, 5 objectives and the 'healthy city' strategy there are a total of 31 projects. However as stated earlier only the 'healthy city' strategy has been studied as part of this thesis the other strategies viz. a 'healthy district' and 'healthy start' can have additional policy measures and attached projects. For a complete list of all projects refer Appendix C: Supporting data for Utrecht: Healthy Urban Living.

#### **Cluster 5: Outcomes**

To take stock of the health status (or in other words to the measure the outcome of policy) the public health profile report is published every four years as mentioned earlier. Data for this report comes from existing research, data registrations i.e. the public health monitor([www.volksgezondheidsmonitor.nl](http://www.volksgezondheidsmonitor.nl)) and questionnaires(Gemeente Utrecht, 2018d, p. 7). There are also interviews with policy advisors, professionals and researchers to build a holistic health profile of the city. For 2018, the report states that the health of the people of Utrecht is generally good (Gemeente Utrecht, 2018d, p. 4). The findings(refer Table 28 in Appendix C: Supporting data for Utrecht: Healthy Urban Living for a list of all outcomes based on the public health profile 2018) of the report conclude that there needs to be attention paid to the health of certain groups such as medium educated, elderly single parents and young adults who are sensitive to pressure(Gemeente Utrecht, 2018d, p. 5). Notwithstanding the substantial efforts to develop the report which is commendable, there are two points of criticism.



*Figure 9 Graphical representation of the various data sources and models of the public health policy profile published every 4 years*

The first and only criticism as already argued earlier in the policy measures under each of the five objectives in public health policy 2015-2018 document do not quantify or substantiate by how much or when the five objectives will be achieved. If you do not know by how much or by when objectives will be achieved as specified by your policy, then by publishing a report such as the Utrecht health profile you risk not knowing if you have reached targets as specified by your policy.

Table 12 Performance of 'healthy urban living' on the application of assessment framework

<b>Cluster 1: EM brand Label Characteristics</b>	
<b>City Brand Identity of the Municipality</b>	'verbindende creator' (no official English language translation)
<b>EM brand label adopted in the city</b>	Healthy Urban Living
<b>Types of Communication used (Only for EM brand label)</b>	
<b>Primary</b>	+
<b>Indicator: Communication where the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities</b>	Strong connection between actions and projects and initiatives. The public health monitor is a strong indicator of an action of the municipality.
<b>Secondary</b>	+
<b>Indicator: intentional and formal type of communication that manifests through advertisements, public relations, graphic design and the use of a logo</b>	Utrecht Marketing carries the slogan of 'healthy urban living' almost in all of its important policy documents. There is also explicit intention to position the city around 'healthy urban living' on Utrecht marketing website. No facebook, twitter or Instagram pages. No distinct logo created for this slogan.
<b>Tertiary</b>	N/A
<b>Indicator: refer to word of mouth and indirect references to the cities brand that is reinforced by media and competitor's communication</b>	The extent of tertiary communication unknown.
<b>Target Audience</b>	+
<b>Indicator: Is the EM brand label intended for an Internal or external audience?</b>	'healthy urban living' is targeted at internal and external audiences.
<b>The rationale behind EM brand label</b>	+
<b>Indicator: The reasoning behind choosing one and not the other or choosing multiple EM brands</b>	Clear rationale. The city has existing spatial assets (such as hospitals, institutes and companies) related to health. So, a slogan 'healthy urban living' is a natural choice.
<b>Cluster 2: Municipal Organization</b>	
<b>Sub Cluster 1: Municipal Organization: Input</b>	
<b>Financial Resources</b>	N/A
<b>Indicator: Degree to which the local government has a budget that has been allocated for the EM label of the city</b>	Neither Interviewees, not documents pinpointed an accurate figure.
<b>Fiscal Health of Municipality</b>	+
<b>Indicator: information provided financial debts the municipality has on its annual budget, including information on municipalities being subjected to financial supervision by central government(<a href="https://www.rijksoverheid.nl/onderwerpen/gemeenten">https://www.rijksoverheid.nl/onderwerpen/gemeenten</a>)</b>	Positive Balance
<b>Legal Authority of Municipality</b>	
<b>Indicator: Legal Authority municipalities in the Netherlands have. They are the same for the 4 EM brands studied.</b>	
<b>Staff (Expertise)</b>	+
<b>Indicator: Degree of knowledge, experience and expertise regarding selected EM label and running of related projects.</b>	High internal knowledge and expertise. Solid knowledge base.
<b>Staff (Dedicated FTE)</b>	-/+
<b>Indicator: Number of full-time staff members committed to this ecological modernization brand label</b>	Limited Capacity. 4 full-time FTE's. However, more than 400+ involved indirectly.
<b>Use of Technology</b>	-/+
<b>Indicator: Do the municipalities outsource monitoring the implementation of EM labels to external organizations</b>	Monitoring using public health monitor. But the extent of trust placed on platform unclear.
<b>Size</b>	++

<b>Indicator: Number of inhabitants</b>	347, 574
<b>Sub Cluster 2: Municipal Organization: Throughput</b>	
<b>Political Support</b>	+
<b>Indicator: Support by the City Council for the EM brand label and associated projects</b>	Council supports 'EM brand label' by the College of Mayor and Aldermen
<b>Public Leadership</b>	+
<b>Indicator: Presence of a dedicated public official(s) to provide strategic direction</b>	Director of 'healthy urban living' to manage projects under EM brand. Full support of council current alderman for public health is the deputy mayor.
<b>Interdepartmental-coordination</b>	+
<b>Indicator: Degree of inter-departmental coordination on the projects and initiatives under the EM label</b>	Sufficiently established coordination established using the 'triple helix model' between departments and even the public
<b>Knowledge management</b>	+
<b>Indicator: Degree of knowledge management. Presence of knowledge management infrastructure</b>	Strong knowledge base. This is attributed to the presence of numerous assets like hospitals, companies in the city related to health.
<b>Solid Policy Plan (VMOSA)</b>	
<b>Vision (The Dream)</b>	+
<b>Indicator: Communicates what the organization believes in.</b>	Rather ambitious.
<b>Mission (The what and why)</b>	++
<b>Indicator: An organizations mission statement describes what the group is going to do and why it is going to do so</b>	Very Sound. The five mission statements (termed as basic principles in the report) are clearly argued for.
<b>Objectives (How much of what will be accomplished by when)</b>	-
<b>Indicator: An organizations objective lay out how much of how much 'what' will be accomplished by when</b>	Rather poor. No clear indicator of when objectives will be achieved.
<b>Strategies (The how)</b>	+
<b>Indicator: Explain how the initiatives will reach their goals</b>	Sound strategies. .Municipality wants to provide a lot of room for framing policy.
<b>Commitment</b>	+
<b>Indicator: Commitment by staff to implement policy measures</b>	Only staff directly linked to the 'healthy urban agenda' have performance monitoring
<b>Monitoring and Evaluation</b>	-/+
<b>Indicator: Municipality monitors projects under the EM label and performance and anticipates feedback loop to policy</b>	Loosely coupled monitoring. Use of a social model of health in combination with public health monitor data every 4 years. But this report is not clearly linked to the public health policy document 2015-2018.
<b>Sub Cluster 3: Municipal Organization: Output</b>	
<b>Policy Measures or Actions</b>	+
<b>Indicator: An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process. Total Number of Instruments used.</b>	A large set of instruments.
<b>Municipal governing by authority (By planning and regulation)</b>	++
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if the municipality uses regulatory style wherein there is compliance required in relation to the sector, for example, land use planning, transport and waste etc. This can be achieved for e.g. by using regulatory instruments, economic incentives and contracting parties to govern by the hierarchy.</b>	The municipality uses a lot of regulatory instruments especially national-level policies to formulate policy at the city of Utrecht.
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	-

<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if it is implementing policies in areas where it has the freedom to make its own decisions and can directly control its consumption. E.g. Renewable energy demonstration projects, mobility management for employees, demonstration projects- house or neighbourhood scale, procurement of recycled goods</b>	A limited set of projects executed by the local government. For e.g. the Utrecht Health Monitor
<b>Municipal Governing by provision (Providing direct services)</b>	-/+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is providing direct services to the public for e.g. public transportation services, community projects etc.</b>	Local government providing some services through mandates set at the national level. For e.g. the municipality provides community nurses, health teams and specialized youth care services through the Dutch health insurance act and long-term care act.
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	-/+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is enabling other actors in the city both public and private to act for the public purpose.</b>	The municipality is developing the capacity to support initiatives. For e.g. Prevent health problems by focusing on health promotion through health literacy. The municipality is developing this civic capacity through the triple helix model.
<b>Cluster 3: Local Action Arena</b>	
<b>Presence of a process manager</b>	++
<b>Indicator: local government has agents available (either tasked or hired) to manage decision-making processes in local projects</b>	Multiple community health teams to manage projects.
<b>Support by local/civic capacity</b>	++
<b>Indicator: Presence of local leaders and organized citizenry who support actions and related projects</b>	Presence of substantial civic capacity to support policy measures and projects through 'community teams'
<b>Partnership with private organizations</b>	+
<b>Indicator: collaborative ties with local industry and local business firms to run local climate actions.</b>	Municipality seeks collaborative ties with companies and local business firms
<b>Cluster 4: Intended Projects and Initiatives</b>	
<b>Number of projects discerned from the EM brand labels an online platform</b>	0
<b>Number of projects discerned from the EM brand official municipal documents</b>	31
<b>Number of projects discerned from the EM brand supplementary municipal documents</b>	0
<b>Number of projects discerned through interviews</b>	0
<b>Cluster 5: Outcome</b>	
<b>Indicator: Presence of quantified outcome or outcomes after adopting this EM brand for the city</b>	Detailed outcomes measured using the public health monitor report.

## 5.1 KEY TAKEAWAYS FOR UTRECHT: HEALTHY URBAN LIVING

1. **Cluster 1: EM brand label characteristics**
  - a. EM brand leverages spatial assets. 'healthy urban living' a natural choice based on spatial assets focused on health.
  - b. Public health monitor and the public health profile report it generates can be considered as a form of primary communication as the municipality is using the platform to showcase its actions in the city
  - c. Secondary communication through Utrecht Marketing
2. **Cluster 2: Municipal Organization**
  - a. Amount and extent of funding for the program unknown.
  - b. EM brand label has the expertise and uses the public health monitor to manage implementation. However, the extent of trust placed on the platform is questionable.
  - c. EM brand label has strong political support and sound knowledge base with the 'triple helix model' to manage interdepartmental coordination
  - d. EM brand label has an ambitious vision but lacks clear quantified objectives
  - e. String monitoring and evaluation of policy through the public health monitor
  - f. Focus on 'governance by authority' as the EM brand leverages several national level policies
3. **Cluster 3: Local action Arena**
  - a. Community teams to manage decision making at local levels.
  - b. Active engagement with private organizations related to health
  - c. Again, use of the 'triple helix model' to manage coordination between citizens, the municipality and private organizations. Also called the 'bottom-up' approach by the interviewee
4. **Cluster 4: Intended projects and initiatives**
  - a. Most if not all projects related to 'health' and improving the health and wellbeing of Utrecht residents
  - b. Total of 31 projects discerned from the public health policy 2015-2018 document
5. **Cluster 5: Outcomes**
  - a. Municipality monitors outcomes of policy using the 'public health monitor' and the 'public health profile' report it generates. Substantial analysis of policy and clear outcomes of the policy stated.

## 6 ROTTERDAM

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The municipality of Rotterdam is an urban municipality located in the Randstad region to the south of The Hague. The municipality has 633,471 registered residents. The city brand identity or rather motto that is used by the city is '**Rotterdam. Make It Happen**'. This identity is anchored in what city marketers from Rotterdam consider the core DNA or in other words qualities of the city, which is 'worldly, pioneering and no-nonsense'(rotterdammakeithappen.nl, n.d.). The implications of this choice are that Rotterdam is attempting to characterize and project an image of entrepreneurship and a 'go-getter' attitude that can be summed up in 'Make it Happen'. This characterization by city marketers can be attributed to the fact that the city is home to of Europe's largest seaport(Port of Rotterdam, 2018). The city is home to two EM brand labels (probably more): the first is 'Resilient Rotterdam' under the Rockefeller foundation just as in the Hague and the second 'Rotterdam Circular'. Both these EM brand labels explicitly identify with the larger city brand of 'Make it Happen'. In the strategy document of the 'Resilient Rotterdam' program, the 'Make it Happen' motto is mentioned in a rather casual fashion. As an illustration the resilient program states 'Typical for Rotterdam: Make it Happen' to reinforce the belief that things will happen in the end(Gemeente Rotterdam, n.d., p. 27). In comparison, the circular EM brand label i.e. 'Rotterdam Circulair' aligns itself with the larger 'Make it Happen' city brand through a slightly more nuanced approach. First, by characterizing the experimental and daring nature for such a choice i.e. 'circular' and only after this characterization does it assert that these qualities are inherent to the 'Make it Happen' city brand identity(Gemeente Rotterdam, 2017, p. 18).

### Cluster 1: EM brand label characteristics

Two reasons emerged as far as the **rationale** for adopting the 'Rotterdam Circulair' EM brand label was concerned. First, in line with the 'Roadmap NextEconomy,' there was a push to change the perception of 'waste' into a 'valuable resource'(MRDH.nl & TIR Consulting, 2016, p. 272). Second, it was ascertained during interviews that there was the internal audience, which in this case, the municipality itself. The 'Rotterdam Circulair' was targeted at municipal workers to encourage them to do projects in a 'circular way' and also as a way to garner recognition to get more funding. Fundamentally, however, the interviewee mentioned that job creation or the possibilities for job creation is of interest for the municipality. In the context of these reasons, the 'Rotterdam Circulair' is considerably aggressive in terms of secondary communication. Apart from having an active website, Facebook, Twitter page and even a **garbage truck with 'Rotterdam Circulair'** painted on it(Rotterdam Circulair, n.d.). Furthermore, the as initially stated the 'circular economy' was triggered by the MRDH. The MRDH is the joining of forces of 23 of the municipalities that make up the southern Randstad. The goals of the MRDH are two strategic agendas one on accessibility and the other on economic and business climate(MRDH.nl, n.d., p. 1). In 2015, the MRDH (specifically the 'bestuurscommissie economisch vestigingsklimaat (BCEV)') contracted the 'Third Industrial Consulting Group' or TIR consulting to draft the region's future economic narrative. Proposals for the future economic direction for the region were made by both TIR consulting and the MRDH (Metropolitan Region Rotterdam The Hague). The one-year period of consultation leads to the report titled 'Roadmap Next Economy'(MRDH.nl & TIR Consulting, 2016). This report consists of five transition pathways

i.e. 'Digital gateway Europe', 'Smart Energy Delta', '**Circular Economy**', 'Entrepreneurial Region' and finally 'Net Society'. The eventual goal of this report is to 'transform this province into the third industrial revolution'(MRDH.nl & TIR Consulting, 2016, p. 5). The 'Rotterdam Circular' EM brand label adheres to the 'Roadmap Next Economy' which is why the 'circular economy' program has been initiated in Rotterdam. The concept of 'circular economy' made its appearance in the 'Rotterdam Program on sustainability and climate change 2015-2018' strategy document. The ambition is for Rotterdam to become a 'Frontrunner of the circular economy'(Gemeente Rotterdam, 2015, p. 53) and is part of a larger aim, which is to make the city 'A strong and innovative economy (Aim 3)'(Gemeente Rotterdam, 2015, pp. 48-55). This aim is one of three aims outlined in the document. The other aims are: make Rotterdam 'A green, healthy and resilient city (aim 1)' and 'cleaner energy at lower costs(aim2)'(Gemeente Rotterdam, 2015, pp. 34-45).

## **Cluster 2: Municipal Organization**

### **Input**

Turning now to the **financial resources**, the program received a total of € 400,000 out of a total budget of € 4,046,00 euros from the 'Rotterdam Program on sustainability and climate change 2015-2018' program for 2017(Gemeente Rotterdam, 2015, p. 67; 2017, p. 41). This was for **1 FTE**, who is the program manager of the 'Rotterdam Circular' EM brand label. Per interviews, the idea for 2017 was not to hire full-time resources but to make openings available internally, if anyone from inside the municipality was interested in working for 'Rotterdam Circular' they can work for the program only if their managers agreed to let them. The hours and budget were divided accordingly between the applicant's department and 'Rotterdam Circular'. Furthermore, as one interviewee asserted, at one point there were almost 10 people working for 'Rotterdam Circular' for one to two days a week but were not paid by 'Rotterdam Circular' but by their parent department. For the coming year, the program has lobbied for 4 full-time resources at their disposal. Nonetheless, the biggest challenge for this program is that **staff** have little to no experience in 'circular economy' as the reports on technical analysis for the circular economy were conducted by consultancy companies.

### **Throughput**

The 'Vision and Approach 2017: Rotterdam Circulair' was published in 2017 and is the official strategy and policy document for 'Rotterdam Circulair'. This document was published with the full **political support of the Alderman** of sustainability and the municipal council. This was the same alderman who was also the sponsor of the 'Rotterdam Program on sustainability and climate change 2015-2018' document. While this is the case, what really catalyzed the effort towards the circular economy was the Roadmap Next economy which was authored by Jeremy Rifkin in 2015. The alderman of sustainability continues to provide **public leadership** by providing a strategic direction for the 'Rotterdam Circulair' EM brand label. The 'circular economy' is also argued as part of the energy transition agenda. Why this is so is unclear. As the 'Vision and Approach 2017: Rotterdam Circulair' was published only in late 2017, the program seeks to encourage the 'circular economy' within the municipality through what they term as 'ambassadors'. These **ambassadors** constitute a vehicle through which **inter-departmental coordination** can be



fostered. Furthermore, it was inferred through interviews that these **ambassadors** are staff from other departments that embrace the 'circular' concept.

Central to the 'circular economy' concept set forth in the 'Rotterdam Program on sustainability and climate change 2015-2018' strategy document is the view that 'waste' should be viewed as an economic opportunity. This is fueled by the conviction that raw materials become increasingly scarce and expensive, and it is the need of the hour for the municipality to recover such 'high grade' raw materials from waste and reuse them. It cites the 'bio-based economy' as a potential economy opportunity to use waste from one source as raw materials for another. Subsequently, in a rather convenient fashion it alludes to the 'port vision 2030' report from 2011 which emphasized the idea of 'Reduce, Reuse, Recycle and Replace' and claims(subtly) that the municipality has already been working with the port of Rotterdam on this idea closely(Gemeente Rotterdam, 2015, p. 53). It is apparent here that the municipality is suggesting it has been working on some form of 'material reuse' with a partner viz. Port of Rotterdam and it is not a new concept for the municipality.

The 'Vision and Approach 2017: Rotterdam Circulair' is the guiding document for the 'Rotterdam circular' EM brand label and is analyzed in this case study. Its ambition for Rotterdam is to be in the **forefront** of the 'circular economy', identical to what was articulated in the 'Rotterdam Program on sustainability and climate change 2015-2018' document. The 'Rotterdam Circular' EM brand label appeared for the first time in this report. The 'Vision and Approach 2017: Rotterdam Circulair' document, align its vision with three documents viz. 'The Roadmap Next Economy' published in 2016, 'Rotterdam Program on sustainability and climate change 2015-2018' published in 2015 & the 'Port Vision 2030' published in 2011(Gemeente Rotterdam, 2017, p. 9). Of these documents, the 'Port Vision 2030' of 2011 has no mention of 'circular' but does mention a closely related concept of 'Reduce, Reuse, Recycle and Replace' as mentioned earlier(Port of Rotterdam, 2011, p. 37). This gives credence to the theory that the municipality is attempting to express the 'circular economy' concept through existing concepts such as 'Reduce, Reuse, Recycle and Replace'. It is likely in the view of the municipality that 'Reduce, Reuse, Recycle and Replace' is equal to 'circular' at least conceptually. This is evident in the 'Vision and Approach 2017: Rotterdam Circulair' where the words 'reduce, reuse, recycle and replace' figure prominently in policy measures and projects. In the view of the municipality reuse, reduce and recycle is what the circular economy is all about. Talking about this issue an interviewee said: some projects that are already existing have 'circular' attributes, the municipality claims they are part of 'Rotterdam Circular'. As an example, they already have a program on storage and recycling of building materials which was called 'material flow management' and now we call it 'circular for waste management'. It's also about branding or in this case **re-branding** of existing measures and projects. The sequence of reports showcasing the transformation of 'reduce, reuse, recycle and replace' through municipal documents has been summarized in Table 13 below.

Table 13 Summary of documents leading to the circular economy in Rotterdam

EM brand label	Year the document was published	Document Name	Comments on documents	Key Concept
Rotterdam Circulair	2017	Vision and Approach 2017: Rotterdam Circulair'	The official strategy and policy document for 'Rotterdam Circular'	Circular Economy
	2016	Roadmap Next Economy	A report authored by Mr Jeremy Rifkin. Blueprint for the MRDH. Links to Vision and Approach 2017: Rotterdam Circulair'	Circular Economy
	2015	'Rotterdam Program on sustainability and climate change 2015-2018'	The first mention of 'circular'. Links to Vision and Approach 2017: Rotterdam Circulair'	Mention of the word 'circular'
	2011	Port Vision 2030	<b>Mention of a closely allied concept of 'reuse, reduce and recycle'. Links to Vision and Approach 2017: Rotterdam Circulair'</b>	<b>No circular economy or the word circular mentioned. But 'reduce, reuse and recycle'</b>

The 'Vision and Approach 2017: Rotterdam Circulair' stated 7 ambitious **visions** for this EM brand label (refer to Table 29 in Appendix D for a list of all 7 visions). These vision statements are supported by 4 mission statements that and multiple **strategies** along with quantified **objectives**. The strategies result in **policy measures** and associated **projects**. The 4 mission statements are guided by what the report calls the umbrella strategy, which is to collaborate, communicate and research. In the 'Vision and Approach 2017: Rotterdam Circulair' the first prioritized mission was 'circular spending and purchasing by the municipality' (graphical representation of document provided in Figure 10). The objective was set for two years i.e. 2020 and 2030, in fact, all the mission statements have quantified objectives for 2020 and 2030. For this mission, the objective for 2030 was for the municipality to have 100% circular purchasing and for 2020 have 20% of the procurement done 'circularity'. Now, for the 2030 goal, it clarifies that it will try to achieve this objective as much as technically feasible. Surprisingly, it places responsibility for making this happen in the market by challenging them to make their products more circular. However, it has in the meantime issued 10 tenders using 'circular' principles to stimulate the market to produce 'circularity'. This was possible based on the procurement agenda by PIANOO, which is the expertise centre on the procurement of the ministry of economic affairs which has the task of procurement and tendering at all authorities (Gemeente Rotterdam, 2017, p. 19). Mission 2 (circular municipal material chains) focuses more on materials that the municipality works with on a regular basis. The strategy here is to improve 'circularity' of material chains of materials such as personal workflows, construction material, waste at events and fairs, green waste in public space etc. All these strategies in this mission are rather poorly substantiated, for example, 'personal workflows' states this strategy offers a lot of opportunities and should be explored providing no further explanation substantiating 'why' it should be explored. The common theme with these strategies is that all of them

provide only 'opportunities'. There is also the use of the word 'ge-upcycled' which is short for 'green-upcycled', with no explanation of what it means. The third mission focuses on increasing awareness of 'circular' in the city by lobbying and collaboration with industry. With this mission, the municipality also targets specific materials that can be 'recycled' such as glass, GFT, PMD, paper, brown goods, small toxic waste. Of these materials targets for glass, paper and cardboard, already exist(Gemeente Rotterdam, 2017, p. 26). For the other materials, the municipality is conducting pilots to understand how much of these materials can be 'recycled'. This is done by supporting innovation, lobbying with the national government to remove restrictions. Finally, mission 4, which is aptly named circular economy, has strategies that will eventually make Rotterdam at the 'forefront' of the circular economy. To achieve this, it aims to balance its policy instruments with the specific type of business in the port and the city. To this end, the municipality states it will supports large initiatives from the port authority, SME's and citizen initiatives. To support this mission the municipality will commit to research, lobbying, and facilitating through municipal funds(Gemeente Rotterdam, 2017, pp. 28-30). Figure 10 below provides a graphical representation of the entire report.

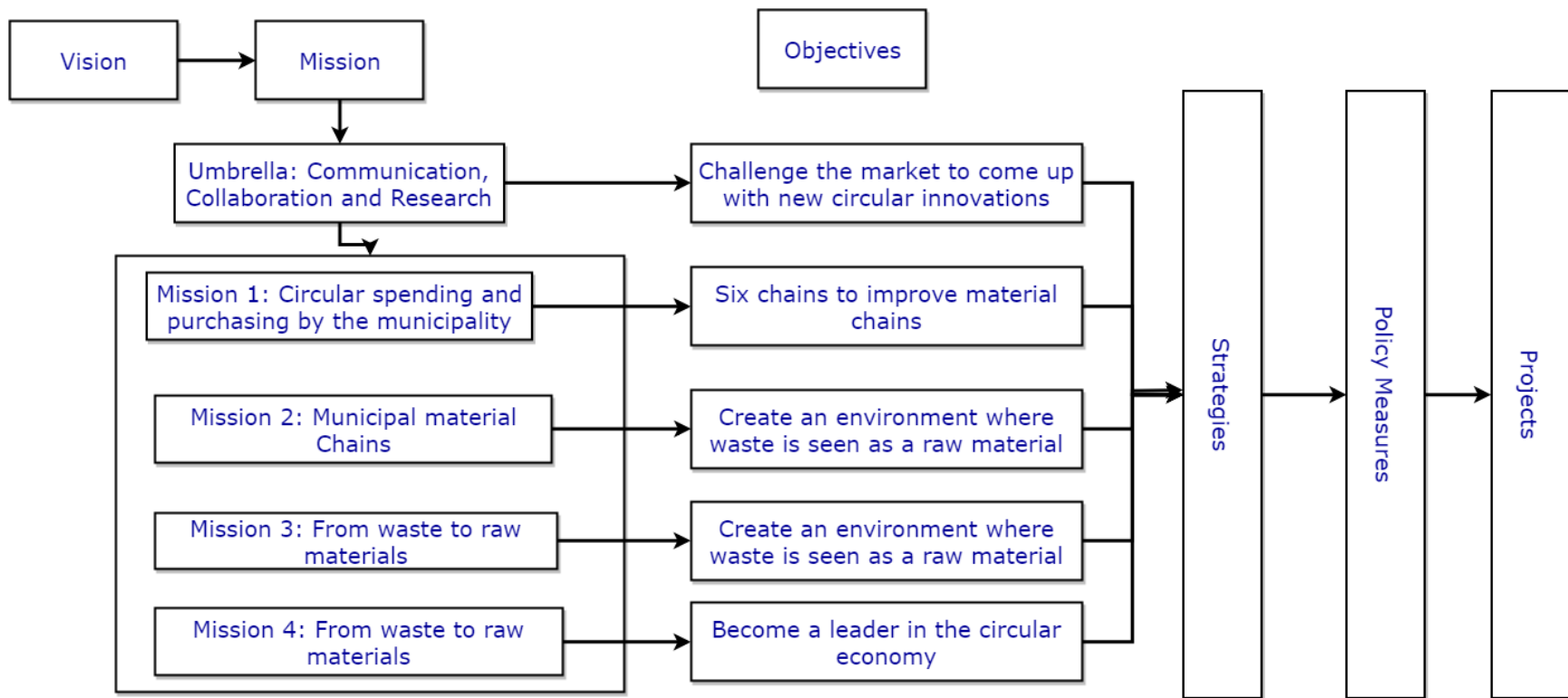


Figure 10 Graphical representation of the 'Vision and Approach 2017: Rotterdam Circulair' DOCUMENT (Please zoom in for a better view)

Even though a policy has been formulated there is **no monitoring** of policy as the EM brand is still undecided on how to go about monitoring as they are still searching for indicators. Furthermore, the interviewee stated that potential indicators would answer questions such as: 'How much Co<sub>2</sub> did the municipality reduce' and 'how many jobs did the circular economy create'. In addition, garnering **commitment** is challenging according to one interviewee who stated that the 10 tenders issued using 'circular' principles to stimulate the market but whether or not the market takes up these tenders is something the municipality cannot influence and depends entirely on the market.

## Output

The 'Vision and Approach 2017: Rotterdam Circulair' also provides policy instruments for each of the mission statements that are linked to the strategies.

*Table 14 FREQUENCY AND RELATIVE FREQUENCY OF 'MODES OF GOVERNANCE' FOR 'Rotterdam Circulair'*

Governance Mode	Frequency	Relative Frequency
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	30	40%
<b>Municipal governing by authority (By planning and regulation)</b>	26	35%
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	13	17%
<b>Municipal Governing by provision (Providing direct services)</b>	6	8%
<b>Total Policy Measures Under all 4 Mission</b>	75	

Table 14 provides an overview of the policy instruments coded into various governance modes using Bulkeley and Kern (2006) governance modes. For the complete list of policy measures refer Table 30 in Appendix D: Supporting Data for Rotterdam Circular. The picture that emerges is that the 'municipal governance by enabling' is the predominant form of governance in the municipality (40%). This can be explained due to three reasons. First, a large set of instruments especially in mission 4 focus on making other actors in the city such as the port authority, companies and SME's work towards the circular economy. Second, the interviewee stated that 'Rotterdam Circulair' was focused more on getting people aware of the value that waste materials have. Third, they have an online platform called 'rotterdamcirculair.nl' this platform is used by the municipality to showcase projects and initiatives from citizens, large companies and SME's and few by the municipality. One interviewee stated that they are 'enabling' other actors in the city by promoting their projects and initiatives on this website. According to the interviewee, enabling provides the projects 'good communication'.

## Cluster 3: Local Action Arena

Citizen participation is seen as an important aspect of the 'Rotterdam Circulair' program. However, there is a sole program manager who also plays the role of the **process manager** that manages the coordination of projects within and outside the municipality. Furthermore, engagement with citizens is conducted partly by the online platform 'rotterdamcirculair.nl'. One interviewee stressed that the municipality supports and stimulates citizens and

companies who want to be more 'circular' and it depends on them, for instance, to separate waste and companies to become more sustainable.

To engage and support companies the municipality uses dedicated 'account management' teams to develop partnerships with private companies and help them with local regulation. For instance, there is a partnership that has been formed with Akzo Nobel for a cooperation to reuse paint.

#### **Cluster 4: Intended Projects and Initiatives**

Policy measures have already led to projects as discerned from 'Vision and Approach 2017: Rotterdam Circulair' document. A total of 21, these projects link to the mission statements discussed earlier. The first is a project where 10 materials will be nominated to be procured 'circular' principles. This is in line with mission 1 which was to increase 'circular spending and purchasing by the municipality'. Furthermore, these 10 tenders are targeted at materials identified in mission 2 where the idea was to see 'waste as a raw material'. There are 3 more materials added to the initial list stated in mission 3 including sewer tubes, trash containers and wood. So, there is a certain overlap between these missions. There is an ambitious pilot project and to open a marketplace for building materials along with Amsterdam, which is attached to mission 2, where the idea is to increase 'circular municipal material chains'. Mission 2 includes projects to use dustbins to create compost, cleaning markets with brooms made from recycled plastic and non-woven bags, increase the separating and collection of litter. In terms of promotion, there is an idea to make the 'Kralingse Bos' park in Rotterdam a 'circular park' and develop the 'new Reijerdijk' as a 'circular area development'. The sole project from mission 3 was a collaboration with Akzo Nobel to reuse paint. Mission 4 contains no projects. Table 31 in Appendix D, provides the entire list of projects from the 'Vision and Approach 2017: Rotterdam Circulair' document. There is also the online platform called 'rotterdamcirculair.nl' which is a platform where citizens can list their projects, as stated earlier the municipality considers that as 'good communication' for the owner of the project. Furthermore, the municipality provides no financial assistance to any of the projects and initiatives or project listed on the platform. In addition, there are a total of 60 projects and initiatives on this website which provides the impression that a lot is happening under 'Rotterdam Circulair' but as stated earlier most of these projects and initiatives do not belong to the municipality.

#### **Cluster 5: Outcomes**

Predictions on the outcome of a circular economy vary widely. The 'Rotterdam Program on sustainability and climate change 2015-2018' document published in 2015 predicts that by adopting a circular economy would yield euros 7 billion a year for the Netherlands as well as create 50,000 new jobs. (Gemeente Rotterdam, 2015, p. 53). On the other hand, the Vision and Approach 2017: Rotterdam Circulair' from late 2017 predicts 3500-7000 jobs generated by 2030 combined with zero residual waste and an acceleration of other sustainability goals (Gemeente Rotterdam, 2017, p. 11).

Table 15 Performance of 'healthy urban living' on the application of assessment framework

<b>Cluster 1: EM brand Label Characteristics</b>	
<b>City Brand Identity of the Municipality</b>	Make It Happen
<b>EM brand label adopted in the city</b>	'Rotterdam Circular' with the attached slogan 'Van Zooi Naar Mooi'
<b>Types of Communication used (Only for EM brand label)</b>	
<b>Primary</b>	+
<b>Indicator: Communication where the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities</b>	Strong connection between actions and projects and initiatives
<b>Secondary</b>	+
<b>Indicator: intentional and formal type of communication that manifests through advertisements, public relations, graphic design and the use of a logo</b>	EM brand has a logo. Communication through Twitter, Instagram and Facebook. However, the Facebook page links to another program i.e. '010 Duurzaam'.
<b>Tertiary</b>	N/A
<b>Indicator: refer to word of mouth and indirect references to the cities brand that is reinforced by media and competitor's communication</b>	The extent of tertiary communication unknown.
<b>Target Audience</b>	+
<b>Indicator: Is the EM brand label intended for an Internal or external audience?</b>	Internal and external audience.
<b>The rationale behind EM brand label</b>	+
<b>Indicator: The reasoning behind choosing one and not the other or choosing multiple EM brands</b>	Clear rationale established through interviews and municipal documents.
<b>Cluster 2: Municipal Organization</b>	
<b>Sub Cluster 1: Municipal Organization: Input</b>	
<b>Financial Resources</b>	-/+
<b>Indicator: Degree to which the local government has a budget that has been allocated for the EM label of the city</b>	Limited Financial Capacity
<b>Fiscal Health of Municipality</b>	+
<b>Indicator: information provided financial debts the municipality has on its annual budget, including information on municipalities being subjected to financial supervision by central government(<a href="https://www.rijksoverheid.nl/onderwerpen/gemeenten">https://www.rijksoverheid.nl/onderwerpen/gemeenten</a>)</b>	Positive Balance
<b>Legal Authority of Municipality</b>	
<b>Indicator: Legal Authority municipalities in the Netherlands have. They are the same for the 4 EM brands studied.</b>	
<b>Staff (Expertise)</b>	-/+
<b>Indicator: Degree of knowledge, experience and expertise regarding selected EM label and running of related projects.</b>	Some internal knowledge. Some staff have master's in industrial ecology. A lot of the actual workings of 'circular economy' outsourced.
<b>Staff (Dedicated FTE)</b>	-
<b>Indicator: Number of full-time staff members committed to this ecological modernization brand label</b>	Only 1 FTE, almost 10 part-time resources for 2017.
<b>Use of Technology</b>	--
<b>Indicator: Do the municipalities outsource monitoring the implementation of EM labels to external organizations</b>	No indicators present to monitor. However, indicators are being developed.
<b>Size</b>	++

<b>Indicator: Number of inhabitants</b>	633,417
<b>Sub Cluster 2: Municipal Organization: Throughput</b>	
<b>Political Support</b>	+
<b>Indicator: Support by the City Council for the EM brand label and associated projects</b>	Support by alderman and council and EM brand is part of the recent coalition agreement
<b>Public Leadership</b>	+
<b>Indicator: Presence of a dedicated public official(s) to provide strategic direction</b>	catalyzing alderman in the past and present
<b>Interdepartmental-coordination</b>	-/+
<b>Indicator: Degree of inter-departmental coordination on the projects and initiatives under the EM label</b>	Sufficiently established coordination. Use of ambassadors to propagate knowledge sharing between departments.
<b>Knowledge management</b>	-/+
<b>Indicator: Degree of knowledge management. Presence of knowledge management infrastructure</b>	Some knowledge management. But mostly outsourced.
<b>Solid Policy Plan (VMOSA)</b>	
<b>Vision (The Dream)</b>	++
<b>Indicator: Communicates what the organization believes in.</b>	Very ambitious. Municipality wants to become a frontrunner.
<b>Mission (The what and why)</b>	++
<b>Indicator: An organizations mission statement describes what the group is going to do and why it is going to do so</b>	Very ambitious. The 'what' and 'why' articulated and substantiated.
<b>Objectives (How much of what will be accomplished by when)</b>	-/+
<b>Indicator: An organizations objective lay out how much of how much 'what' will be accomplished by when</b>	Relatively ambitious. Quantified objectives for 2 different years. Although the municipality admits for some objectives it cannot reach its target.
<b>Strategies (The how)</b>	+
<b>Indicator: Explain how the initiatives will reach their goals</b>	Sound strategies.
<b>Commitment</b>	+
<b>Indicator: Commitment by staff to implement policy measures</b>	Staff committed to EM brand label
<b>Monitoring and Evaluation</b>	-/+
<b>Indicator: Municipality monitors projects under the EM label and performance and anticipates feedback loop to policy</b>	Some loosely coupled monitoring efforts. Attempting to monitor by developing indicators for 'circular economy'
<b>Sub Cluster 3: Municipal Organization: Output</b>	
<b>Policy Measures or Actions</b>	+
<b>Indicator: An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process. Total Number of Instruments used.</b>	A large set of instruments.
<b>Municipal governing by authority (By planning and regulation)</b>	+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if the municipality uses regulatory style wherein there is compliance required in relation to the sector, for example, land use planning, transport and waste etc. This can be achieved for e.g. by using regulatory instruments, economic incentives and contracting parties to govern by the hierarchy.</b>	The municipality used a lot of incentives. It is also instituting a 'circular purchase department' within the municipality.
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	-/+



<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if it is implementing policies in areas where it has the freedom to make its own decisions and can directly control its consumption. E.g. Renewable energy demonstration projects, mobility management for employees, demonstration projects- house or neighbourhood scale, procurement of recycled goods</b>	A limited set of projects taken by the municipality. For e.g. Run joint projects with Port of Rotterdam and Rijkswaterstraat
<b>Municipal Governing by provision (Providing direct services)</b>	-/+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is providing direct services to the public for e.g. public transportation services, community projects etc.</b>	Somewhat involved in 'circular economy' projects. However, two projects were discerned from the online portal that was started by the municipality i.e. Reuse of raw materials and residues circular and separate waste in public space through bins.
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	++
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is enabling other actors in the city both public and private to act for the public purpose.</b>	A large number of measures focused on enabling private companies and citizens to take action
<b>Cluster 3: Local Action Arena</b>	
<b>Presence of a process manager</b>	-/+
<b>Indicator: local government has agents available (either tasked or hired) to manage decision-making processes in local projects</b>	One 'program manager' for the entire program to coordinate both internal and local processes.
<b>Support by local/civic capacity</b>	-/+
<b>Indicator: Presence of local leaders and organized citizenry who support actions and related projects</b>	Limited capabilities to run local EM brand label actions
<b>Partnership with private organizations</b>	+
<b>Indicator: collaborative ties with local industry and local business firms to run local climate actions.</b>	Municipality seeks collaborative ties with companies and local business firms
<b>Cluster 4: Intended Projects and Initiatives</b>	
<b>Number of projects discerned from the EM brand labels an online platform</b>	60
<b>Number of projects discerned from the EM brand official municipal documents</b>	21
<b>Number of projects discerned from supplementary municipal documents</b>	0
<b>Number of projects discerned through interviews</b>	0
<b>Cluster 5: Outcome</b>	
<b>Intended outcome for the city after adopting this label</b>	--
<b>Indicator: Presence of quantified outcome or outcomes after adopting this EM brand for the city</b>	Contradictory outcomes. One municipal document states 50,000 jobs and another states 3500-5000 jobs

## 6.1 KEY TAKEAWAYS FOR ROTTERDAM CIRCULAR

### 1. EM brand label characteristics

- a. EM brand emerged as a response to the 'Roadmap Next Economy' authored by Jeremy Rifkin.
- b. EM brand positioned to make municipal workers do work in a more 'circular' way.

### 2. Municipal Organization

- a. Poor financial contribution by the municipality when compared to the sustainability budget. This has a domino effect, only 1 FTE and almost 10 staff 'shared' from other departments.
- b. Staff have no technical expertise on 'circular economy' as the technical analysis was conducted by consultancy companies.
- c. Strong political support both from the alderman and municipal council
- d. Interdepartmental coordination using ambassadors
- e. The EM brand is linked to documents all the way back to 2011 that has no mention of the word circular but the concept of 'reduce, reuse and recycle'. EM brand is attempting to equate circular to 'reduce, reuse and recycle'.
- f. Ambitious vision and quantified objectives, but the municipality admits for some objectives it cannot reach its target
- g. Focus on 'governance by enabling'. Use of the online platform([rotterdamcirculair.nl](http://rotterdamcirculair.nl)) as a means to enable local actors

### 3. Cluster 3: Local Action Arena

- a. The sole program manager engages with projects in the local action arena.
- b. As stated earlier the online platform serves as a way to engage with actors in the local action arena. But the municipality provides no financial support but does guide companies and citizens when it comes to rules and regulation

### 4. Cluster 4: Intended projects

- a. Almost 21 initiatives and projects all revolving around the concept of 'reduce, reuse and recycle'.
- b. The online platform has 60 initiatives and projects initiated by parties other than the municipality and cannot be used as an accurate estimate of the municipalities efforts

### 5. Cluster 5: Outcomes

- a. Brand label has conflicting outcomes. Although quantified they cannot be relied upon due to the drastically varying estimates predicting the benefits of adopting this label.

## 7 RESULTS

### 7.1 OVERVIEW OF THE COMPARATIVE CASE STUDY

The four EM brands are studied, and performance of on each of the factors from the assessment framework is presented in Table 16. The complete table with descriptions available in Table 32, in Appendix E: Results of the comparative analysis with background information per item). Generally speaking, except for Utrecht the three other EM brands have released these policies only recently. All the municipalities have limited budgets to carry out their agenda in their published policy documents, whether this is related to budget cuts is unknown. However, all the EM brands have garnered political support either explicitly through the coalition agreements signed after the recent municipal elections or direct support through the mayor. Next, all the municipalities have laid out ambitious visions and in general, well-substantiated missions (except 'resilient the Hague'). However, they lack the monitoring capabilities to evaluate if their actions are leading them closer to their mission. One plausible reason for this is all the EM brand labels uniformly lacked objectives i.e. quantitative targets. Furthermore, even if objectives are specified, some municipalities shy away from quantification of objectives by stating the objectives will be achieved 'as much as technically possible', giving the impression they are not entirely sure if they can actually achieve them. Furthermore, both the 'circular' and 'resilient' EM brands have platforms where they showcase projects and initiatives of citizens, companies and SME's which are used by the municipality as a potential source for communicating that a lot is happening in the city. However, there was little involvement of the municipality in these projects. The next section provides a detailed analysis of each of the 5 clusters.

*Table 16 Results of the comparative analysis*

	<b>Rotterdam</b>	<b>The Hague</b>		<b>Utrecht</b>
Cluster 1: EM brand Label Characteristics				
<b>City Brand Identity of the Municipality</b>	Make It Happen	City of Peace and Justice		'verbindende creator' (no official English language translation)
<b>EM brand label adopted in the city</b>	'Rotterdam Circulair' with the attached slogan 'Van Zoon Naar Mooi'	Resilient The Hague	Haags Circulair	Healthy Urban Living
<b>Types of Communication used (Only for EM brand label)</b>				
<b>Primary</b>	+	-	+	+
<b>Secondary</b>	+	+	+	+
<b>Tertiary</b>	N/A	N/A	N/A	N/A
<b>Target Audience</b>	+	+	+	+

<b>Rationale behind EM brand label</b>	+	-/+	-/+	+
Cluster 2: Municipal Organization				
Sub Cluster 1: Municipal Organization: Input				
<b>Financial Resources</b>	-/+	-	-/+	N/A
<b>Fiscal Health of Municipality</b>	+	+	+	+
<b>Legal Authority of Municipality</b>	Same for all the municipalities studied			
<b>Staff (Expertise)</b>	-/+	--	--	+
<b>Staff (Dedicated FTE)</b>	-	-/+	--	-/+
<b>Use of Technology</b>	--	--	--	-/+
<b>Size</b>	++	++	++	++
<b>Indicator: No. of inhabitants</b>	633,417	514,861	514,861	347, 574
Sub Cluster 2: Municipal Organization: Throughput				
<b>Political Support</b>	+	-/+	+	+
<b>Public Leadership</b>	+	+	+	+
<b>Interdepartmental-coordination</b>	-/+	-/+	-/+	+
<b>Knowledge management</b>	-/+	-	-	+
Solid Policy Plan ( VMOS)				
<b>Vision (The Dream)</b>	++	++	++	+
<b>Mission (The what and why)</b>	++	-/+	+	++
<b>Objectives (How much of what will be accomplished by when)</b>	-/+	--	-/+	-
<b>Strategies (The how)</b>	+	+	+	+
<b>Commitment</b>	-	++	-	+
<b>Monitoring and Evaluation</b>	-/+	--	-/+	-/+
Sub Cluster 3: Municipal Organization: Output				
<b>Policy Measures or Actions(A)</b>	+	-	+	+
<b>Municipal governing by authority (By planning and regulation)</b>	+	-	+	++
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	-/+	-/+	-/+	-
<b>Municipal Governing by provision (Providing direct services)</b>	-/+	-	-/+	-/+
<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	++	++	++	-/+
Cluster 3: Local Action Arena				
<b>Presence of a process manager</b>	-/+	+	-/+	++
<b>Support by local/civic capacity</b>	-/+	-/+	-/+	++
<b>Partnership with private organizations</b>	++	+	+	++
Cluster 4: Intended Projects and Initiatives(P)				
<b>Number of projects discerned from the EM brand labels an online platform</b>	60	31	144	0
<b>Number of projects discerned from the EM brand report</b>	21	0	0	31
<b>Number of projects discerned from supplementary municipal documents</b>	0	0	22	0
<b>Number of projects discerned from interviews</b>	0	2	4	0
<b>Cluster 5: Outcome</b>	--	--	+	++
<b>Intended outcome for the city after adopting this label</b>	Contradictory outcomes. One municipal	No outcome stated	Clear outcomes: Most promising sectors for the	Clear outcomes measured using the public

	document states 50,000 jobs and another states 3500-5000 jobs		Hague: Trade, services and construction TNO calculates: 3500 new jobs	health monitor using the two models of health
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## 7.2 RESULTS OF THE COMPARATIVE ANALYSIS ON THE FACTORS AFFECTING THE IMPLEMENTATION OF EM BRAND LABELS

Keeping in line with the analytical process laid out in section 3.2.7.2. Each cluster will be analyzed to flesh out similarities and contrasts between the 4 EM brand labels. The results will be used to inform the conclusions in Chapter 8.

### 7.2.1 Cluster 1: EM brand label characteristics

Identification of EM brand labels to be studied was done through project, strategy and government websites as indicated in section 1.3.2.1. This resulted in a list of EM brands for these cities. The EM brand labels identified by Goess et al. (2016) were used as a starting point to identify the EM brand labels. The identification process followed a process as laid out in Goess et al. (2016, p. 2048). However, as the focus was to study the implementation of one of the EM brand labels adopted in the cities the search was not as extensive as conducted by Goess et al. (2016). This is reflected in the fewer '+' for some labels and more in others.

*Table 17 Various EM brand labels adopted in the three cities*

Label	The Hague	Rotterdam	Utrecht
<b>Circular (Circulair)</b>	+++	++	
<b>Impact</b>	++		
<b>Shelter</b>	+	+	
<b>Sustainable</b>	+++	+++	+++
<b>Smart</b>	+	++	+
<b>Resilient</b>	+++	++	
<b>Livable</b>	+	+	
<b>Student</b>		+	
<b>Healthy Urban Living</b>			++

From this list it was decided the most interesting cases to pursue was circular and resilient in the case of the Hague. Circular in the case of Rotterdam, research for 'Resilient Rotterdam' was initiated but was dropped due to time constraints. For the case of Utrecht, the slogan 'Healthy Urban Living' was investigated (Dutch: 'gezond stedelijk leven').

As can be seen with the EM brand labels studied, most of them focus on secondary communication methods. This is done through social media and developing a logo. Social

media platforms are especially important such as Twitter, Facebook to increase awareness of their programs. For example, 'circular the Hague' has a hashtag called '#cedh' on twitter. Furthermore, these programs also use primary communication where they showcase the actions they take in the city. Across all EM brand labels, the focus has been to target audiences both externally and internally within the city. Nonetheless, it was understood through interviews that not all municipalities had a clear rationale for launching the EM brand label. Take the case of 'circular the Hague' the reason for launching the EM brand was:

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*"smart is already taken by the ICT branch, resilient is a separate program under the Rockefeller foundation called resilient the Hague so they were already in place. We chose circular as a separate sub group"*

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This quote by an interviewee shows that at times the launch of an EM brand might not always be a clearly thought out process.

## 7.2.2 Cluster 2: Municipal Organization

### 7.2.2.1 *Input*

A prevalent situation in most municipalities is that most of them have limited **financial resources** to carry out their tasks w.r.t to the EM brand label. For instance, the 'Haags Circulair' and 'Rotterdam Circulair' on average have 400,000 euros for the EM brand and no certainty when it comes to future funding. On the other hand, the 'resilient the Hague' receives funding solely from the Rockefeller Foundation for the role of the CRO and no capital for projects or initiatives. This average amount (400,000) according to one interviewee is not much considering that these municipalities have budget hovering around a billion euros. So, a minuscule fraction dedicated to these programs. The same interviewee voiced needs for a small organization and more funding. This is possible given the fact that 'resilient The Hague' has it's within sub-organization within the municipality. This lack of funding has led to a phenomenon of 'sharing' of staff in municipalities like Rotterdam, where, municipal staff work for these EM brand labels on a part-time basis. This phenomenon was observed for 'resilient the Hague' and 'Rotterdam circular'. The estimates of part-time staff members run from 3 in the case of 'resilient The Hague' up to 10 for 'Rotterdam circular'. Furthermore, they are seldom paid by the EM brand label they work for and are paid by the department from where they are '*shared*'. However, there are on average 2 to 4 **dedicated staff** members for all these EM brand labels. For some EM brand labels, such as 'Rotterdam Circular' and 'circular the Hague' they are staffed by **1 full-time employee**. This was peculiar, especially, on analysis of their policy documents all the municipalities had very high ambitions. One explanation that was provided by an interviewee on the phenomenon of 'sharing' of staff members was the prevalent idea that projects are to be completed on a short-term basis i.e. within a year, so they made internal

applications for these positions. Thus, the municipality cuts down on the cost associated with hiring someone from outside. 'healthy urban living from Utrecht' had 4 full-time employees with interviews estimating 400+ contributing to the program indirectly.

Coupled with a shortage of finances and dedicated staff, the municipalities with the exception of Utrecht all have **staff(expertise)** with limited or some internal knowledge on how to run their EM brand labels. Technical analysis of 'circular economy' or 'urban resilience' topics and opportunities for these cities has been mostly outsourced. For both the 'circular economy' EM brand labels for the Hague and Rotterdam it has been outsourced to mainly two companies [circle-economy](#) and [Metabolic](#). For 'resilient The Hague' it is the proprietary framework developed by the Rockefeller Foundation that forms the backbone of the program. Thus, there is a significant dependence on external consultancies or framework to successfully run the EM brand label. Municipal staff, on the other hand, translate these technical analyses into objectives, strategies and policy measures in their policy documents. There is also a general lack of **knowledge management** observed for both the both EM brand labels in the Hague and one in Rotterdam **as** most technical expertise resides outside the municipal organization at these companies and consultancies. The Mun. Utrecht, however, is especially strong in this factor given the existence of many spatial assets such as the Utrecht medical centre and others with which the municipality regularly interacts. However, some municipalities like Rotterdam are coping with the lack of knowledge, for example, the EM brand label employs masters and having technical capabilities in industrial ecology to bridge this gap. Closely linked to knowledge management and staff(expertise) is the ability to monitor and evaluate your policy and projects. Most of the municipalities are coping in different ways to address **monitoring and evaluation**. 'Rotterdam Circular' for example is searching for indicators to assess 'how many contracts were purchased in a circular fashion', the MRDH has already developed sharper indicators for the 'smart manufacturing program' which is loosely connected to the 'circular economy' in Rotterdam. In the case of 'circular den Haag' and 'resilient The Hague,' there is no serious strategy to monitor and evaluate projects or policy. For all the factors mentioned above Utrecht has a staff with strong expertise in health, they have epidemiologists and health policy analysts in their ranks. This has led to the strong internal knowledge base and a dedicated online monitoring platform (Public health monitor). Data from many sources is integrated into this platform and once every four years the public health status is released which provides a snapshot of the health of Utrecht city residents.

Despite a mediocre performance in the input factors, all the EM brand labels have the support of the city council, except to a certain degree the 'resilient the Hague'. The political support is partly due to the prevalent notion that these EM brand labels will help rejuvenate the economy and most importantly provide jobs, especially in the low-skilled sector and so they have found their way onto the recent coalition agreements (except 'resilient the Hague'). As strongly asserted by one interviewee: "if we want to position the "circular economy' we have to provide **jobs, jobs, jobs**. Not CO<sub>2</sub> reduction, not resource management, it's not important but the main framing is jobs". This framing according to the interviewee is very important for the internal audience in the municipality, where the legitimacy of a program or the EM brand, in this case, rests on its ability to deliver jobs, as political support from other aldermen will depend on the EM brands ability to deliver jobs. Consequently, all the EM brands had **dedicated public officials** to deal with the strategic

direction of the EM brands they manage. This was generally in the form of an alderman at the political level and a program manager reporting to the alderman. One exception to this reporting structure was 'resilient the Hague' where the chief resilience officer reported directly to the mayor and the municipal secretary. There is also a sufficiently articulated **intent** to develop **strong links with other departments** for all the cases studied, this is achieved in the case of both the 'circular' labels using ambassadors, who will attempt to assist in coordinating with the 'circular' EM brand and the other department. This according to one interviewee is because 'circular' should take place in the larger municipal departments. On the other hand, Utrecht employs the 'triple-helix model' to achieve cooperation not between different municipal departments but with companies and citizens. By far the most ardent supporter of increasing inter-departmental coordination is the 'resilient the Hague' program which as explained earlier wants to 'link' programs from different departments.

The VMOSA framework has been incorporated into the framework by Hoppe et al. (2016) provided a systematic way to look at the municipal documents and to discern the factors i.e. One of the barriers while conducting the analysis was the many ways in which the factors 'vision', 'mission', 'objectives', 'strategies' were labelled in these reports. The clearly stated definitions in the VMOSA framework for these factors allowed for a clearer categorization of the factors because many times it is not immediately clear what the distinction between these factors are. When reflecting on this framework results revealed that all the municipalities have ambitious visions as they all want to become 'frontrunners' in their respective EM brand labels. This is supported by clear missions i.e. the 'what' and 'why' these missions should be followed and how it will help achieve the vision. Furthermore, except 'Rotterdam Circular' the other municipalities perform poorly when articulating concrete objectives, where clear quantitative targets should be specified. However, 'circular the Hague' does provide an objective for its mission statements for the year 2025. 'resilient the Hague' and 'healthy urban living' have no objectives specified. However, they do continue on to provide strategies to accomplish their mission with all municipalities providing sound well-articulated strategies.

As discussed earlier in there are four styles of government that have widespread acceptance in literature. They are: governing by authority, enabling, provision and self-governing (Bulkeley & Kern, 2006). To ascertain the governance mode preferred by each municipality, each of the policy measures stated in the policy document for the EM brand label is coded into one of the four governance modes. The analysis revealed that 'Municipal governing by enabling (by facilitating and encouraging action)' is the preferred mode of governance across the three case studies for the municipalities. The overall picture is, of all the policy measures analyzed, 42% of the measures can be classified under 'municipal governing by enabling'.



Table 18 Frequency and relative frequency of all governance modes across all cities studied

Governance Mode	Frequency Count	Relative Frequency
<b>Municipal governing by authority (By planning and regulation)</b>	55	30.73%
Municipal governing by enabling (by facilitating and encouraging action)	<b>75</b>	<b>41.90%</b>
<b>Municipal Governing by provision (Providing direct services)</b>	18	10.06%
<b>Municipal self-governing (The municipality as consumer and Role-Model)</b>	30	17.32%
Total Number of Policies	<b>178</b>	100.00%

In addition, a common message from interviews with municipal staff is the municipalities role as a 'facilitator'. Municipalities differ in the approach towards this 'facilitation', take the case of the MRDH, they provide filed labs where companies can understand how new technologies can be implemented, the 'Rotterdam circular' provides advice to entrepreneurs with 'circular' ambitions. The 'circular the Hague' facilitates startups, SME's and large companies come to share knowledge through roundtables. These are just some examples of policy measures taken by these municipalities.

Nevertheless, if we dig deeper into the measures as can be seen from Table 19 below 'enabling' does not seem to be the only mode if governance used. The Mun. of Utrecht focuses more on 'governance by authority'. This can be explained by and large by the large number of national-level policy documents it uses to frame local policy.

Table 19 Descriptive statistics of governance mode by EM brand label

EM Brand Label	Governance Mode	Frequency Count	Relative Frequency
<b>Rotterdam Circular</b>	Municipal governing by authority (By planning and regulation)	26	35%
	<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	<b>30</b>	<b>40%</b>
	Municipal Governing by provision (Providing direct services)	6	8%
	Municipal self-governing (The municipality as consumer and Role-Model)	13	17%
	<b>Total Number of Policies</b>	<b>75</b>	<b>100%</b>
<b>Utrecht: Healthy Urban Living</b>	<b>Municipal governing by authority (By planning and regulation)</b>	<b>10</b>	<b>33%</b>
	Municipal governing by enabling (by facilitating and encouraging action)	7	23%
	Municipal Governing by provision (Providing direct services)	9	30%
	Municipal self-governing (The municipality as consumer and Role-Model)	4	13%
	<b>Total Number of Policies</b>	<b>30</b>	<b>100%</b>
<b>Resilient the Hague</b>	Municipal governing by authority (By planning and regulation)	4	21%
	<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	<b>9</b>	<b>47%</b>

	Municipal self-governing (The municipality as consumer and Role-Model)	5	26%
	Municipal Governing by provision (Providing direct services)	1	5%
	<b>Total Number of Policies</b>	19	100%
<b>Haags Circulair</b>	Municipal governing by authority (By planning and regulation)	14	26%
	<b>Municipal governing by enabling (by facilitating and encouraging action)</b>	<b>29</b>	<b>54%</b>
	Municipal Governing by provision (Providing direct services)	2	4%
	Municipal self-governing (The municipality as consumer and Role-Model)	9	17%

### 7.2.3 Cluster 3: Local Action Arena

The effects of the pivot towards ‘municipal governing by enabling’ can be felt by the factors in the local action arena. All the municipalities are looking to form partnerships with private organizations. For instance, both the ‘circular’ EM brands have a tie-up with Akzo Noble to reuse surplus paint residues. Utrecht, for example, works with the University of Utrecht, the RIVM, the ministry of education to look for solutions related to their EM brand label. However, for both the ‘circular’ labels the sole ‘program manager’ from the municipality perhaps manages decision making on behalf of the municipality in local projects. This is reflected in the score as there is no dedicated official elected or tasked either from inside or outside to manage local projects. In addition, all the interviewees stressed in the interviews that collaboration with local citizenry, industry and co-production is crucial for the success of the EM brand, however there was little evidence to suggest the municipalities are making a concerted effort to engage with these actors systematically in line with the policy they published in the EM brand label policy documents. However, there are initiatives in their recently published policy documents that suggest they are making attempts, for instance, there is an investment platform to support ‘circular economy’ initiatives supported by the MRDH. The ‘resilient the Hague’ uses the ‘futureproffthehague.com’ online platform to address the community of projects on the platform.

### 7.2.4 Intended projects and initiatives

For most of the cases studied projects are linked to policy measures. This has been established for each of the cases where the policy documents have been analyzed using the VMOSA framework. Nonetheless, results per source data source viz. online platform, policy documents, supplementary documents and interviews will be examined below to get a better understanding of the situation.

#### 7.2.4.1 *Projects and initiatives discerned from online platforms*

The results from Table 16 indicate a major feature of three (both the circular and resilient) EM brands is the online platform where projects and initiatives from a wide number of stakeholders are listed. For both the ‘resilient the Hague’ and both the circular EM brand labels more than 70% of the projects were listed on these online platforms. These platforms

were used for a variety of purposes. From an interview with an official from 'Rotterdam circular' the platform provides an 'opportunity to give them (citizens and companies) some **'good communication'** and help them with regulation' ending with the assertion that we do not invest in or start them. The Hague as described earlier uses the platform as a way for citizens, companies and even the municipality to share, events, projects and posts. In line with the 'linking' agenda of the 'resilient the Hague' EM brand label. The 'circular the Hague' does not have a specified purpose for its platform apart from it being a way to showcase existing initiatives in the city. What is important to note is for all these platforms these projects and initiatives have mostly be initiated by citizens, companies and small businesses(Futureproofthehague.com, n.d.; Gemeente den Haag, 2017b, p. 4; Haags Circulair, n.d.). This was confirmed through interviews for 'Rotterdam Circular'. Utrecht does not have a platform that showcases all projects but has a platform which is used to monitor policy every four years as stated earlier. One consequence of a majority of projects on the platform is the mediocre performance for all expect Utrecht in monitoring and evaluation of projects as most projects have been initiated outside the municipality making it difficult to monitor their progress.

Furthermore, most of the 60 initiatives listed for example on 'Rotterdam Circular' platform relate to the notion of 'reuse, reduce and recycle', which was in part due to the criteria for to determine what can be listed prepared in 2017(Gemeente Rotterdam, 2017, p. 35). On the other hand, the projects on the 'Haags Circulair' have some rather odd projects listed which could indicate the looser criteria for listing on the 'Haags Circulair' platform. For instance, it has a company called '*camptoo*' which rents out campers and caravans, another example is '*Ome Jan Vakantiedeals*' which sends vacation deals to your email. How these projects relate to the circular economy in The Hague remains unclear. Another example phenomenon observed is the cross-listing of projects, 'Haags Circular' lists '*edibles*' which is a theme from the 'impact city' program of the Hague municipality and 'conscious kitchen' initiative, which is listed under 'circular the Hague' and 'resilient the Hague' EM brand labels. As a result of these inconsistencies and the fact that these platforms contain a majority of projects initiated and owned by actors other than the municipality, these platforms cannot be used to gauge the efforts of the municipality towards the EM brand label.

The only exception to this result is 'healthy urban living' where the 'public health monitor' is a data platform and not a platform where projects are listed.

#### 7.2.4.2 *Projects discerned from official municipal documents*

Conversely, most of the 21 projects ascertained from the official report of 'Rotterdam Circulair' i.e. 'Vision and Approach 2017: Rotterdam Circulair' are in line with the idea of either 'reduce, reuse and recycle' keeping in line with the theme of the program as discussed in Chapter 6 under cluster 4: Intended projects and initiatives. Furthermore, in the case of 'healthy urban living', the 31 projects discerned from the 'public health policy 2015-2018' are all related to health and wellbeing. The only exception here being the 'resilient the Hague' where there are no projects that can be discerned from the 'Preliminary

resilience assessment'. Furthermore, for all three EM brands, the projects are clearly linked to policy measures which are in turn linked to strategies, objectives, mission statements.

#### 7.2.4.3 *Projects discerned from supplementary documents*

'circular the Hague' did release its official strategy document in March of 2018 titled 'Circular the Hague: Transition to a Sustainable Economy'. However, as stated in the previous section this document contained no discernable projects. However, as it did release a document which provided the state of the circular economy in the Hague in June 2017(RIS 297133, Orange Box from Figure 6 in Chapter 4.2) that contained projects and initiatives. The projects discerned from this document were not the result of any policy measure but rather a result of the 'scouting period' as the interviewee put it, to get a better understanding of what needs to be done with regards to the circular economy. There was a total of 22 projects discerned from this document which relate to the idea of 'reduce, reuse and recycle'. However, as these projects do not originate from policy measures from the official policy document viz. 'Circular the Hague: Transition to a Sustainable Economy' released in 2018 they cannot be considered as part of the program.

#### 7.2.4.4 *Projects discerned from interviews*

Of the four EM brands studied, only interviewees from the circular the Hague and resilient the Hague mentioned ongoing projects during the interviewee. In the case of resilient the interviewee did mention two projects i.e. a local cyber risk hub and a model to predict which infrastructure to protect in case of a shock. On the other hand, circular the Hague mentioned 4 projects that are currently supported by the EM brand label. As discussed in Chapter 4.2 under the intended projects and initiatives cluster, only three out of the four can be considered as part of this EM brand label, as the initiative 'Made in Moerwijk' was already mentioned in the 'state of the circular economy in the Hague' document(RIS 297133, Orange Box from Figure 6 in Chapter 4.2) in June 2017 which was a time when there was no policy towards the circular economy because the policy document was released only in March of 2018. As a result, 'circular the Hague' has only 3 projects that can be considered originating from the EM brand label.

#### 7.2.5 **Cluster 5: Outcomes**

Most of the EM brands studied have quantified outcomes relating to their EM brand label. By far the best performing here is 'healthy urban living' which publishes the 'public health profile' of Utrecht city using the public health monitor to assess the health of the residents of the city. On the other hand, both the circular EM brand labels have quantified outcomes, in the case of 'Rotterdam Circulair' there is a discrepancy in the predictions as far as the number of jobs that would come about if the EM brand label was successful. Resilient the Hague stated no discernable outcomes.

**Overall, these results suggest three types of EM brand labels:**

**-The EM brand of 'circular' which was adopted in Hague and Rotterdam, having limited funding, staff and expertise struggling to implement their EM brand despite having political support of the council and aldermen and focusing more on 'governance by enabling' and the local action arena.**

**-An EM brand of 'healthy urban living' in Utrecht leveraging existing spatial assets related to health and performing mostly well on almost all factors from the assessment framework.**

**-An EM label of 'resilient the Hague' performing poorly across most factors having no projects or initiatives to back up claims that it is suggesting.**

## 8 CONCLUSION

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This chapter will first present the main conclusions by answering the research questions in section 8.1. This is followed by an academic discussion where the merits and the academic contribution are discussed in section 8.2.1 followed by a personal reflection in section 8.2.2. Section 8.3 discusses briefly the major limitations of this study. It is followed by section 8.4, where suggestions for future research are made. The chapter concludes with the recommendations for policymakers in section 8.5.

### 8.1 ANSWERS TO THE MAIN RESEARCH QUESTION

To answer the main research question, the sub-questions will be answered first. Following this, the main research question will be answered.

#### **Q1) What are the EM brand labels of selected cities in The Hague, Rotterdam and Utrecht?**

As discussed in section 7.2.1 in the results, there are many EM brand labels that are present in the three cities. These EM brands as state earlier have been discerned from official reports, websites and other documents. For this study, four labels have been studied viz. 'resilient the Hague', 'circular the Hague', 'Rotterdam Circular' and 'healthy urban living' from Utrecht. The list of all the EM brands in these cities is presented in Table 17 in section 7.2.1.

#### **Q2) What are the initiatives taken by cities that relate to the EM brand labels?**

As stated in section 7.2.4 projects have been discerned from four sources. What the results make clear is that the online platforms cannot be used as a way to determine the projects and initiatives as discussed in section 7.2.4.1. With this in mind, the results indicate 'Rotterdam Circular' and 'healthy urban living' have projects that are related to the EM brand label and have been discerned from their municipal documents. Furthermore, the exception to this is 'circular the Hague' where as discussed in section 7.2.4.3, projects from an older municipal document cannot be attributed to the EM brand as the official policy of the municipality towards the 'circular economy' was released only a year later. However, as discussed in 7.2.4.4, in the case of 'circular the Hague' there are 3 projects that can be related to the EM brand label as they were mentioned during the interview. The only program that does not have any project in 'resilient the Hague'.

#### **Q3) How can we develop an analytical framework to link strategy development to implementation for city brands?**

The analytical framework was developed in Chapter 2. There were no analytical frameworks that could study the implementation of EM branding a specifically the organizational implementation in literature. To this end we did find a framework on climate policies for cities developed by Hoppe et al. (2016), this framework was combined with the VMOSA framework to link strategy to implementation(Community Tool Box, 2003). Together they were synthesized in Chapter 2 and further operationalized in Chapter 3. The framework was then applied for the four case studies.

**SQ4) How do these local municipalities implement these initiatives under these brand images?**

If we look at the results from Chapter 7 and specifically the commonalities of the EM brands performance we can see that the municipalities use secondary communication through social media, logos to showcase their activities. Moreover, looking at the throughput cluster we can see that most of the municipalities have strong political support and public leadership (by the alderman) but seem to fare poorly in knowledge management and some degree of interdepartmental coordination. Furthermore, all the municipalities have a solid policy plan with an ambitious vision but seem to falter when it comes to providing achievable objectives. There is also no form of monitoring and evaluation for most municipalities. There is also a pivot towards 'governance by enabling' when it comes to their policy measures. This is supported by the municipalities seeking partnerships with private organizations.

**SQ4.1) Do these municipalities have the organizational capacity to implement these brands?**

To determine if these municipalities have the capacity to implement these brands we can look at the performance of the factors in cluster 2 and cluster 3 and cluster 4 from the assessment framework based on the results presented in Chapter 7. The results indicate that EM brands on average have limited funding, staff and staff expertise. Fundamentally these, factors limit their ability to implement their agenda as stated in their policy documents. Furthermore, as a majority of the EM brand labels focus on 'governance by enabling' there doesn't seem to be any serious efforts to increase their engagement in the local action arena as well, both the 'circular' seem to be managing with the only program manager in the EM brand label to manage decision making in local projects. Their ability to implement is further limited by little to no monitoring efforts. This is reflected in cluster 4 which is the intended projects and initiatives out of the four cases studied only 'Rotterdam Circular' and 'healthy urban living' have projects that could be discerned from their official policy documents. 'the Hague circular' has about 3 projects discerned from interviews and 'resilient the Hague' has no projects.

**Q5) Do these initiatives/projects adhere to the EM brand labels identified?**

The projects and initiatives for most of these EM brands discerned from their official policy documents adhere to the concept behind them, meaning in the case of 'Rotterdam Circular' all adhere to the circular economy and subsequently the concepts of reducing, reuse and recycle. Furthermore, in the case of 'healthy urban living,' there is also a general alignment with health. However, what has to be kept in mind is that adherence to the EM brand is poor when it comes to their online platform. This is so because the EM brands do not possess the organizational capacity to ensure that every private project listed on their platform will adhere to their EM brand label.

### **Main Research Question:**

*How do cities in the three Dutch cities in the 'Randstad' i.e. Utrecht, Rotterdam and The Hague implement the programs, policies and attract investments that adhere to the city brands they project?*

*In the face of ecological modernization, the three Dutch cities have adopted different EM brand labels. Fundamentally, the two cities of the Hague and Rotterdam focus on facilitating citizens, companies and SME's through 'governance by enabling' whereas Utrecht focuses more on 'governance by authority'. Furthermore, all the EM brands have the complete support of the municipal councils and have the support of the respective aldermen. They have also published solid policy plans, although fairly recently with clear visions and direction they intend to take their EM brands. On average, however, they are poorly funded, staffed and have little expertise in running their EM brand. This is reflected for some EM brands such as 'resilient' and to a certain degree 'circular the Hague' where there are few projects.*

## **8.2 DISCUSSION**

### **8.2.1 Academic Discussion**

As stated in Chapter 1, this study was initiated to analyze the implementation of EM brand labels and investigate if there is organizational change within the municipality and the local action arena to implement the policy and projects under the EM brand label. To this end, there are three important areas where this study makes an original contribution based on the theory discussed in Chapter 2. Each of the three contributions is discussed below:

First, as was discussed earlier in section 2.8.2.2 there are four governance modes available to local government according to Bulkeley and Kern (2006). In this study, it was found that from both surveying documents related to the EM brand label and through interviews, that governance by enabling is the predominant mode, accounting for 42% of all policy measures, this is followed by governance by authority, accounting for 31%, governance by enabling at 17% and governance by provision at 10%. It is interesting to note that, almost all interviewees described their role as that as a 'facilitator', or intent to be an enabler of other actors using the knowledge that they possess to help citizens, large companies and citizen initiatives take meaningful action in line with the EM brand label. This does not mean, however, that other modes of governance are not used. One explanation for this pivot could be the excessive reliance on private organizations by staff for knowledge and know-how making them reliant on these external consultancies to guide them on matters relating to implementation. Regardless, the question now is 'who will bear the responsibility to achieve objectives based on the ambitious visions set in their policy documents?'. It is therefore important to keep a close watch on the progress of projects and initiatives classified under the EM brand label, to ensure that there is visible progress, irrespective of approach. This will be hard because except for Mun. Utrecht all other municipalities either do not have or are attempting to find a way to monitor progress. The Mun. of Utrecht is a specific case where 'governance by authority' takes the lead over other governance modes.



Second, coupled with this finding on the focus on three out of four municipalities on 'governance by enabling' there is also an additional cluster that has an influence on implementation on the EM brand label. When reflecting on the framework by Hoppe et al. (2016) it was found that one other cluster has an influence on the municipal organization i.e. the influence of higher government levels. First, in the case of both the 'circular' labels, there was an attempt to align **with the national government** policy on the circular economy for both the circular labels. Furthermore, one interviewee from Rotterdam stated that the national level program defines what needs to be done in broad terms. This is translated by the municipality into policy measures to suit local conditions. For example, the national level program (on circular economy) is being translated locally into a four-year program to build a materials hub in Rotterdam. Furthermore, in the case of Utrecht, it was already stated in the case study that the municipality leverages many national level policies such as the healthcare act, insurance act and tailors it to local conditions. In these examples, it clearly shows the influence and use of policies from higher government levels on the policy measures municipalities design locally for their cities. Second, some EM brand labels also leverage EU funding for their projects. The new recycling facility set up under the 'circular' EM brand label in the Hague costs half a million euros. This is 25% more than the stated budget for the EM brand in the city. The interviewee stated that this project was funded partly by Rebus funds from the EU. Although this is just one example, it shows that EM brands are attempting to look for financial capital from either national, provincial and even the EU levels. Thus, both the factors from this cluster seem to have an influence on the municipal organization cluster. As a result, an arrow should be placed from the 'influence of higher government' cluster in the 'municipal organization'. Further exploration should be considered before any weight can be placed on this suggestion as this shows just two examples of this phenomenon.

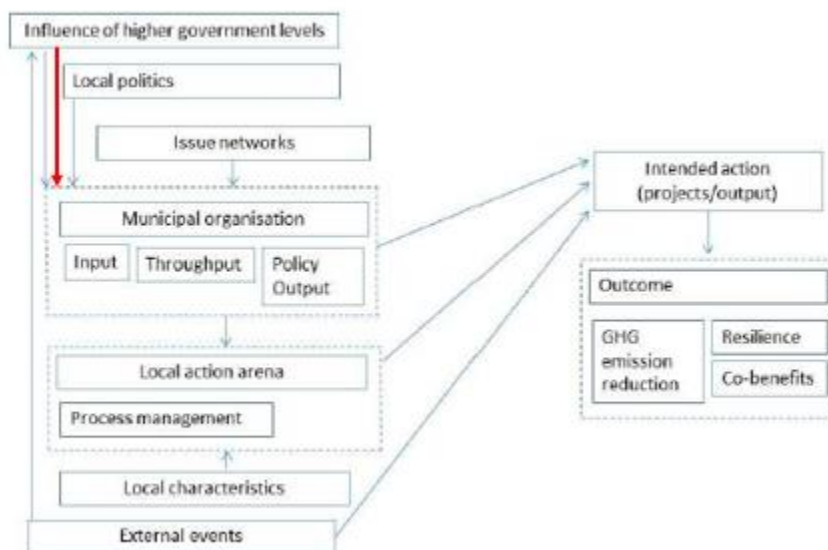


Figure 11 Updated framework with new cluster influencing EM brand labelling

Third, in terms of EM brand labelling most cities possess multiple EM brand labels in their city. Furthermore, all of the cities want to be 'frontrunners' with their respective EM brands

and have ambitious visions. But when it comes to the implementation most cities in the study lag significantly when it comes to **municipal organization input** notably in the number of staff, the knowledge for the staff and the finances for their EM brand label, which can be considered important factors to successfully implement their EM brand label. Reflecting on the claims by Goess et al. (2016), which essentially stated that Dutch cities lag behind German cities when it comes to implementing their EM brand, this study confirms this claim. The EM brands especially 'resilient' and both the 'circular' lag significantly not just in the input factors but in other factors presented in the analytical framework limiting their ability implement the policy measures they formulate and the projects they initiate.

All in all, from the three discussions above, this study addresses the gap in the implementation of city branding and more specifically EM branding. From this study we now we now know that the municipal organization is influenced by higher levels of government when it comes to formulating policy in the city for the EM brand label. Furthermore, the policy measures formulated a significant proportion of those measures pivot towards 'governance by enabling' which presents its own unique challenges. One of these challenges is the ability to monitor the progress of the projects that have emerged as a result of 'enabling'. Finally, the most important contribution is the validation of the claim by Goess et al. (2016) by adapting the framework by Hoppe et al. (2016) to establish that there is a significant gap in implementation for the EM brands analyzed as part of this study.

### 8.2.2 Personal Reflection

When reviewing my work one of the biggest limitations was my initial confusion on how to conduct to conduct case study research and organize interviews with actors. During this process, I learned a great deal about city branding and ecological modernization branding in the Netherlands and how to conduct this sort of research. While drafting my case studies and coding my interviews I realized questions I could have asked my interviewee. This made me prepare more rigorously for my next interview and understand in greater detail how EM brand labelling occurs. I consider this a missed opportunity as I could have asked more pointed questions to my interviewee and learned something new that I did not know.

Another aspect of my research is my crucial on translation, both in documents related to EM brands and interviews. As all my work had to be conducted in English this could have led to unforeseen errors due to improper translation between what was written and said. To tackle this issue, I always used both Google and Microsoft Bing to translate municipal documents, keep both translations open at the same time and make sense of the paragraph I was reading. For the interviews, I asked my friends for help to translate the words my interviewees did not know an English word equivalent.

Now, during the research, I found most of the EM brand labels use some form of IT-enabled website or platform to showcase projects by citizens and companies and some by the municipality. As we know in the case of 'Amsterdam Smart City' the platform used by the city is used as a way to promote projects, events and activities that help direct attention to the city and reinforce the city brand of Amsterdam as a smart city (van Winden et al., 2016, p. 20). As I observed a similar phenomenon with the cities in this study, I was motivated to investigate, what role do these platforms have in EM branding for my study?

As already stated in the results more than 70% of the projects under the EM brand are from citizens and companies. This can perhaps be viewed as a manifestation of the 'governance by enabling' mode. However, while conducting this study I asked myself do these platforms give the impression that a lot is going on in the city? and are these platforms being used as another means of primary or secondary communication?

I offer the following explanation: most of the EM brand labels are active on secondary communication channels to showcase their EM brand through social media. Universally, the reason for this is the need to raise awareness for the EM brand label. For instance, communication is considered an 'umbrella strategy' above the mission statements for 'Rotterdam Circular'. 'resilient The Hague' uses secondary communication to showcase the activity in the program on Twitter. Even 'circular the Hague' has a dedicated social media profiles to showcase what is happening with respect to the program. However, the question of primary communication is challenging, primarily due to the definition wherein 'the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities'. This definition has a clear emphasis on linking action (by the municipality) to the visible effects. Earlier, we had discussed in chapters 4.2 and confirmed in chapter 6(both circular), that the municipality had linked the circular program to earlier municipal programs and there was some form of re-branding of old programs which are closely related to circular conceptually. The implications of this for **primary communication** is that it is challenging to attribute the action to visible effects as many of the projects, initiatives and policy measures may have originated from previous programs and are attributed to newer programs such as the 'circular economy' program. This is especially of concern when we have platforms such as 'futureproofthehague.com', 'rotterdacirculair.nl' and 'haagscirculair.wordpress.com' with many projects on them. This can give the untrained eye the impression that a 'lot is happening in the Hague w.r.t to the circular economy'. To see if old projects are being used in these platforms projects from 'Haags Circular', 'resilient the Hague' and 'Rotterdam circular' were selected at random from either their official websites or their platform pages. Once projects from these two sources were identified, the official website of the project was traced to ascertain when this project was started. The conclusion of this test was, from the three random projects identified all the three random projects been initiated well before these EM brands emerged(refer Table 20 below). The only plausible answer is the one provided by the interviewer, that there has been a reallocation of existing projects and initiatives due to the fact that they loosely fit the definition of the EM brand label and so are attributed to these EM brand label, giving the perception that a lot is happening. The reality is: A lot has already happened before these EM brands arrived.

*Table 20 Inconsistencies on projects listed on online platforms*

EM brand label	Name of Project	Comments
<b>Resilient the Hague</b>	'Buurthuis de mussen'	The project started in 1926 but listed as a project in the official 'resilient the Hague' website
<b>Circular the Hague</b>	'Picnic'	PicNic is a company and an online supermarket selling regular day to day commodities. Listed as an initiative in the <a href="https://haagscirculair.wordpress.com">https://haagscirculair.wordpress.com</a> website.
<b>Rotterdam Circular</b>	'TERUGWINNEN VAN WARMTE UIT AFVALWATER' or in English 'recovering heat from wastewater'	The official <a href="https://rotterdamcirculair.nl">https://rotterdamcirculair.nl</a> platform lists this project under projects undertaken under 'public sector'. This project links to the official Municipality of Rotterdam website, where the brochure for 'TERUGWINNEN VAN WARMTE UIT AFVALWATER' clearly states the project was started in 2013.

### 8.3 LIMITATIONS OF STUDY

Although this research was carefully prepared, there are still limitations. The results of this study cannot be generalized to other cities of the world. The main reason being the contextual factors such as the size of the cities and the specific policy and polity settings in the Netherlands. Next, only 4 EM brands were studied and only stakeholders from the city were interviewed. Increasing the number of EM brands studies and the interviewing more stakeholders may increase the generalizability of the findings. Finally, as is the case with qualitative research a level of subjectivity will still remain, so it would be interesting to see what other researchers would find in the same kind of research.

### 8.4 SUGGESTIONS FOR FUTURE RESEARCH

This thesis includes the results of only 4 EM brand labels in 3 large cities in the Randstad region. So, the results should not be taken as an indicator of a more general trend. Further research is required to determine if the results in this thesis are an indicator of a more general trend in EM brand implementation. To this end, the framework by Hoppe et al. (2016) has provided a theoretical perspective to study the implementation of EM brand labelling and can be used to determine for other EM brand labels in these cities (as they possess more than one EM brand label) and other cities. Future research can consider smaller cities in the Netherlands such as Den Bosch, Eindhoven, Tilburg etc.

As seen in chapter 7, most of the EM brand labels have little to no monitoring process in place to monitor the implementation of the EM brand label which is a significant barrier. Although some of the EM brand labels are making efforts to monitor, searching for a clear and useful way for the EM brand labels to measure the progress of their policies would be a huge step in overcoming this barrier. Monitoring and evaluation are especially important to determine whether you have reached your objectives and is there need for a correction for the EM brand label.

Additionally, the results from Chapter 7 show that most of the municipalities tilt towards 'governance by enabling', it is important to study if this is helping these cities achieve their objectives as stated in their policy documents. If 'enabling' is not a productive use of municipal resources, this should be changed. One possible starting point for this research is

studying the online platforms these EM brands use to showcase projects by citizens, companies and SME's and to determine if the 'enabling' does impact the success of the projects on these platforms.

Finally, the results of this study presented in Chapter 7 show that most of the EM brand labels suffer from the lack of funding which has implications for a number of staffs, their expertise and other factors from the framework. Surprisingly, all of the EM brands have strong political support from their alderman, the council and even the recent coalition reports. Future research should focus on elucidating the disparity in political support and funding.

## **8.5 RECOMMENDATIONS FOR POLICY MAKERS**

The focus of the recommendations will focus on the main shortcomings established through this study.

- 1. In general, the city governments should allocate sufficient budgets if EM brands are to be implemented or risk losing their ability to implement due to a lack of municipal input**

Almost all the cities have ambitious visions as discerned through individual case studies. This calls for an appropriate increase in the budgets for these EM brands. As the results from Chapter 7 and the individual case studies indicate poor funding has a direct impact on the number of dedicated staff and the expertise of the staff. If these factors are also poor, then it will be rather challenging to deliver on the visions stated in your policy documents. This seems completely possible since most of the EM brands have substantial political support.

- 2. Difficulties in monitoring and evaluation may risk the credibility of the EM brand label**

As already suggested in Section 8.4, there needs to be an increased focus on developing a monitoring and evaluation system agreeable to all stakeholders involved for the EM brand label. Even if the indicators are not perfect, there should be some way to scrutinize the performance of the EM brand label. It is understandable that most of the policy documents for the EM brand labels have been published only recently. However, by developing at least a few indicators it will increase the transparency and the credibility of the EM brand label. These indicators will also help address uncertainty associated with the concepts viz. circular, resilient.

- 3. Improving transparency on online platforms and improve project attribution**

The online platforms have already been criticized in section 7.2.4.1 and 8.2.2 as they cannot be used as a reliable source to estimate the efforts of the municipality when it comes to initiatives and projects. As most of these platforms will continue to operate, the strongest suggestion for policymakers w.r.t to these platforms is:

- a. Classify the projects in these platforms into three broad categories: privately owned and operated (for example by citizens, small and large companies), public-private partnership (owned partly by the municipality and a private company) and publicly owned (owned completely by the municipality). This will allow for an accurate estimation of the efforts of the municipality, companies and public-private partnerships. In the current form, it seems as though the EM brand is carrying out all those projects. Moreover, this will also showcase to potential partners the kinds of companies the municipality is tying up with.

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## 10 APPENDIX A: SUPPORTING DATA FOR RESILIENT THE HAGUE

Table 21 LIST OF PROJECTS GATHERED FROM FUTUREPROOFTHEHAGUE.COM, RESILIENTHEHAGUE.NL AND INTERVIEWS

Data Source	Project Name	Sub-Projects	Last Updated
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Groundbreaking IoT-solution for smart cities- Prevent noise nuisance with IOT	N/A	2 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Hou van je Huis	N/A	2 Weeks Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	The New Materialist	N/A	4 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Climate Adventure	N/A	4 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Green2Live	Installation of 320 solar panels - energy savings of 50% -	5 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Installation dynamic LED lighting main field - energy savings of 15% -	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Expected savings of € 18,000 per year on the energy bill	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		50% of the investment is obtained through subsidies	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Loan with 100% guarantee by Stichting Waarborgfonds	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Sport - Return On Investment of five years	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Conscious Kitchen	Every week, we host 70 people, of which 20 are volunteers who help realize the dinner. Everyone eats together at long tables and in that way gets to know new people every	5 Months Ago

		time they come. In this way, people who otherwise might not have met, get to know each other, which increases social cohesion in the city	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Artificial Intelligence in the public space	Participation in urban development with VR	7 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Robots in social network	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Older people and technology in the iZi experience home	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Street Speed Trap	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Social Media restructured	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Technical support for the elderly	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Embedded	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Park Easy	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Citizen Pro	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Smart Spui	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Message on the spot	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Micropayments for street municipals	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	IZI: Living a healthy at home for longer	N/A	1 Year Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Open Data Management Unit	N/A	6 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Development of a dynamic 3D model that can be used for spatial development	N/A	8 Months Ago



<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Living Lab Scheveningen	N/A	8 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Smart Shopping	Stichting Binnenstad & Smart Shopping jointly organize the Smart Hospitality Challenge	1 Year Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		The Hague Marketing & Smart Shopping jointly strengthen the online profiling of The Hague as a shopping city on denhaag.com .	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Stichting Marketing Haagse Binnenstad & Smart Shopping launch the # shoppingnight070 with the aim of increasing the social media reach with Shoppingnight.	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>		Shopping areas participate in workshops and work on Smart Shopping projects based on this	
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Thesis on circular economy	N/A	3 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	CBS Urban Data Center The Hague	N/A	3 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Employment Platform	N/A	8 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	Central Innovation District	N/A	3 Months Ago
<a href="https://futureproofthehague.com/projects">https://futureproofthehague.com/projects</a>	ResilientCity Program( <a href="https://resilientthehague.nl/en/">https://resilientthehague.nl/en/</a> )	N/A	5 Months Ago
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	CLIMATE ADAPTATION BASIS FOR GREENER CITY	N/A	
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	HAAGS TEAM 'SUSTAINABLE' TAKES LONGEST 'NUMBER 2 CLIMATE FESTIVAL		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	THE SUN SHINES FOR ADO( Football Club)		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	BELIEVE IN GREEN		

<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	GREEN MIENT		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	ZANDMOTOR		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	COURSE LIBRARY THE HAGUE		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	<b>SUNBATHING ON THE SMARTEST BEACH IN THE NETHERLANDS</b>		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	MANAGEMENT IF OPEN DATA		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	CYBER SECURITY		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	10,000 JOBS IN THE HAGUE		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	BUURTHUIS DE MUSSEN		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	CHEAP HOMES AT DUINDORP		
<a href="https://resilientthehague.nl/">https://resilientthehague.nl/</a>	THE GREAT MIGRATION GAME		
<b>Interviews</b>	Local Cyber Risk Hub		
<b>Interviews</b>	Model to predict which stresses are most important to protect in case of a disaster		

Table 22 POLICY MEASURES UNDER DISCOVERY AREAS CLASSIFIED UNDER MODES OF GOVERNANCE

City	Level	Policy Measure	Governance Mode
<b>Resilient the Hague</b>	Discovery Area 1: Inclusive, Strong and Just City	Building a more positive view on diversity in The Hague	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
		Improving trust in government and bridging the gap to reach the 'angry citizen'	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
		Our city has developed The Hague's approach for countering terrorism – there is a major opportunity to learn from this program to inform our approach to other challenges	<i>Municipal governing by authority (By planning and regulation)</i>
		Growing self-organization of initiatives	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>

		in neighborhoods	<i>encouraging action)</i>
		Build on proven existing initiatives and develop cross-over between these initiatives such	<i>Municipal governing by authority (By planning and regulation)</i>
	Discovery Area 2: Agile and climate ready	Expertise of the Netherlands and The Hague on coastal defense and water management	<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>
		Urban agriculture, further development	<i>Municipal governing by authority (By planning and regulation)</i>
		Being part of the Driving Innovation in Crisis Management for European Resilience project (DRIVER) of the EU	<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>
		Expertise in the Netherlands (Westland, Wageningen) on high-tech and sustainable agriculture and horticulture	<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>
		Apply a resilience scan on new developments such as the propositions of the City in Transition (Central Innovation District, Scheveningen, Next generation City Districts)	<i>Municipal governing by authority (By planning and regulation)</i>
		Develop a strong connection with the new “Omgevingswet”	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
		Discovery Area 3: Cyber Secure City Ready for the New Economy	Use expertise at knowledge institutes and The Hague Security Delta to become a smarter city, and share this in the 100RC network
	Develop connections with the Smart The Hague Program and Rotterdam’s initiatives on cyber resilience.		<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
	Build on proven existing initiatives and develop crossover between these initiatives, such as Impact City The Hague, Social Club The Hague, Startup in residence.		<i>Municipal governing by enabling (by facilitating and encouraging action)</i>

		Use the Legal Delta initiative to further develop the legal delta in the Hague and link it to the digital revolution	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
	Discovery Area 4: Resilience is the way we work	Create a resilience movement, resilient people	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
		Develop an initiative that others want to connect with	<i>Municipal Governing by provision (Providing direct services)</i>
		Develop new initiatives, such as the developments in the Central Innovation District and coastal areas, in a resilient way	<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>
		Develop programs with Resilience centers at the University of Leiden and the four Technical Universities in Delft, looking at resilience in The Hague in a holistic way through integrated research projects.	<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>

## 11 APPENDIX B: SUPPORTING DATA FOR CIRCULAR THE HAGUE

Table 23 POLICY MEASURES UNDER THE 4 MISSION STATEMENTS WITH GOVERNANCE MODE

<b>Mission</b>	<b>Policy Measure</b>	<b>Governance Mode</b>
<b>Construction Industry (Next four years indicative of approx 5 million Euro)</b>	Building new buildings with circular design principles	Municipal governing by authority (By planning and regulation)
	City wide multiyear planning materials platform	Municipal self-governing (The municipality as consumer and Role-Model)
	Renovation, demolition and recycling: New buildings with circular design	Municipal governing by authority (By planning and regulation)
	Linking up with agencies such as Pianoo, participation in national agreements such as the Agreement on concrete	Municipal self-governing (The municipality as consumer and Role-Model)
	Use the new Milieuprestatieberekening or MPG to understand the environmental impact of buildings	Municipal self-governing (The municipality as consumer and Role-Model)
	Build-up Database building materials	Municipal self-governing (The municipality as consumer and Role-Model)
	Market place for building materials (Recycle point)	Municipal governing by enabling (by facilitating and encouraging action)
	Citywide coupling demolition and New construction	Municipal self-governing (The municipality as consumer and Role-Model)
	Multiannual programming raw materials and Materials	Municipal self-governing (The municipality as consumer and Role-Model)
	Materials Passport buildings	Municipal self-governing (The municipality as consumer and Role-Model)
	Circular contract	Municipal governing by authority (By planning and regulation)
	Coalition formation of construction parties	Municipal governing by enabling (by facilitating and encouraging action)
	Regulatory Lobby	Municipal governing by enabling (by facilitating and encouraging action)
	Deploy booster teams	Municipal governing by enabling (by facilitating and

		encouraging action)
<b>Industrial Estates</b> (Next four years indicative of approx 3 million Euro)	Business parks: Using startup hubs and central commodity registration	Municipal governing by enabling (by facilitating and encouraging action)
	Facilitating startups, SME's and larger companies: Sharing knowledge and workings of circular economy between big and small business. Also help in scaling up of new technology so and access to funding. Such a program allows us to attract startups from outside and link to the Impact Economy program	Municipal governing by enabling (by facilitating and encouraging action)
	Tourism: Thousands of tons of plastic and food waste an example of a business reusing such products is the restaurant INSTOCK based in the Hague	Municipal governing by enabling (by facilitating and encouraging action)
	Logistics: Converting existing fossil fuels vehicles to electric transportation to reduce harmful effects on environment	Municipal Governing by provision (Providing direct services)
	Packaging Material: Collaboration with institute 'duurzaam verpakken' in den Haag	Municipal governing by authority (By planning and regulation)
	New earning models	Municipal governing by authority (By planning and regulation)
	eliminate Financial Gap	Municipal governing by enabling (by facilitating and encouraging action)
	Circular startups to get to The Hague	Municipal governing by enabling (by facilitating and encouraging action)
	Facilitating and simulating circular companies in the city	Municipal governing by enabling (by facilitating and encouraging action)
	Launch circular business areas	Municipal governing by enabling (by facilitating and encouraging action)
	Create circular hubs	Municipal governing by enabling (by facilitating and encouraging action)
	Expand commodity Broker	Municipal governing by enabling (by facilitating and encouraging action)
	Stimulate Smart & sustainable logistics	Municipal governing by enabling (by facilitating and encouraging action)
	Cooperation with knowledge institutions	Municipal governing by enabling (by facilitating and encouraging action)
Promote sustainable tourism	Municipal governing by enabling (by facilitating and encouraging action)	
<b>Government Service</b> (Next four years indicative of approx 1	In Public administration (approximate translation of 'Openbaar bestuur als bedrijf'): Be a launching customer for new circular products by startups and incorporate socially responsible purchasing more structural	Municipal Governing by provision (Providing direct services)

<b>million euro)</b>	Public Tasks (Dutch: Publieke taak inzetten): Use taxes such as construction fees and waste tax to promote circularity	Municipal governing by authority (By planning and regulation)
	Public Cooperation: Sign Hague circular deal to bring partners in the city together	Municipal governing by authority (By planning and regulation)
	Circular purchasing	Municipal governing by authority (By planning and regulation)
	Make your own business circular	Municipal governing by enabling (by facilitating and encouraging action)
	Deploying local tax instruments	Municipal governing by authority (By planning and regulation)
	Relax local rules	Municipal governing by authority (By planning and regulation)
	Circular conditions for issuing land	Municipal governing by authority (By planning and regulation)
	Launching customer for local businesses	Municipal governing by enabling (by facilitating and encouraging action)
	Cooperation with region/G4/Empire	Municipal governing by enabling (by facilitating and encouraging action)
	Coalitions in the city	Municipal governing by enabling (by facilitating and encouraging action)
	Knowledge development	Municipal governing by enabling (by facilitating and encouraging action)
	Monitoring	Municipal governing by authority (By planning and regulation)
<b>Households (Next four years indicative of approx 3 million euros)</b>	More conscious purchasing (circular purchasing): Incentivizing circular products	Municipal governing by authority (By planning and regulation)
	Repair and Reuse: Increase awareness of repairing household items and support repair cafes that are already existing in the city	Municipal governing by enabling (by facilitating and encouraging action)
	Sharing Economy Platforms will be further developed with the active help of the municipality	Municipal governing by enabling (by facilitating and encouraging action)
	Recycle: New ways of separation and collection based on HaagsAfvalPlan. Regional projects with cities like Rotterdam	Municipal governing by enabling (by facilitating and encouraging action)
	Segregate waste at product level	Municipal self-governing (The municipality as consumer and Role-Model)
	Use biomass reuse	Municipal self-governing (The municipality as consumer and Role-Model)
	Promotion of (local) sub platforms	Municipal governing by enabling (by facilitating and encouraging action)
	Get repaired from broken electronics	Municipal governing by enabling (by facilitating and encouraging action)
	Stimulating reuse (refurbish and Loop)	Municipal governing by enabling (by facilitating and encouraging action)

	Targeted information & education	Municipal governing by enabling (by facilitating and encouraging action)
	Lobby condition raw materials	Municipal governing by enabling (by facilitating and encouraging action)
	Adjusting regulations	Municipal governing by authority (By planning and regulation)

Table 24 PROJECTS DISCERNED FROM RIS 297133 AND INTERVIEWS

State of circular economy den haag presented on 6 june 2017 RIS 297133	<b>several of these initiatives have been linked</b>
	support startup in residence
	Made in Moerwijk
	started the 'sharing city' program
	started the 'paint coalition'
	started the 'plastic coalition'
	work with the commodity broker and companies in the 'Binkhorst' region to work out concret business cases
	Students from TU Delft, Leiden mapping circular flows
	The center of sustainability are working towards a knowledge and innovation hub. Resilience is examined as part of the circular economy
	New world campus serves as a breeding ground for circular economy
	Pakhuis de Regâh' is being refurbished to have its own program
	'binkhorst' district serves as a workplace and 'moerwijk' serves as a marketplace
	The hague has become a circle city via a greendeal
	Construction sector(frontrunners) works works together in construction projects in a circular way. They will introduce circular projects.
	signed national raw materials agreement with knowledge institutions, civil society, with other municipalities and the VNG. 5 priority themes identified for intervention.
	Through the city deal circular city work with other cities, national government and national government to develop a monitoring tool for circular economy
	Investment platform is being prepared based by MRDH for the 'circular economy'
	Members of the european transition on circular economy will be here in september 2016
	Circular economy will be a part of 'binkhorst environmental plan'
	Circular economy is part of the 'woonvisie den haag 2017-2030'
'material flow analysis conducted by' Metabolic	
completed the recycle facility for building materials worth half a million euros a year	
<b>Through interviews</b>	getting european funding for a 'plastics city'
	negotiations for a



'resource city hub'
'made in moerwijk'
as a startup accelerator hub

## 12 APPENDIX C: SUPPORTING DATA FOR UTRECHT: HEALTHY URBAN LIVING

Table 25 LIST OF POLICY MEASURES, PROJECTS LINKED TO MISSION STATEMENTS AND CLASSIFIED UNDER GOVERNANCE MODES

Mission	Policy Measures	Projects and Initiatives	Interpretation of Governance structure per policy measure
<b>Mission 1: We adopt a broad positive approach to health</b>	Use the concept of positive health by Huber(2012) for health promotion(Gemeente Utrecht, 2015, p. 9).	No attached projects	<i>Municipal governing by authority (By planning and regulation)</i>
<b>Mission 2: We are committed to preventing and helping people to lead 'normal lives'</b>	-Prevent health problems by focusing on health promotion through health literacy(Gemeente Utrecht, 2015, p. 10).	-Where possible intervention by community team members, GP's and child healthcare professionals(Gemeente Utrecht, 2015, p. 10)	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
	-Prevent people falling through cracks through the 'health Utrecht covenant' (Gemeente Utrecht, 2015, p. 10)	No attached project	<i>Municipal governing by authority (By planning and regulation)</i>
<b>Mission 3: We are committed to reducing health inequalities</b>	-Use national governments 'healthy in' incentive program -First model based on this scheme is the 'Overvecht Healthy Neighborhood Scheme'(Gemeente Utrecht, 2015, p. 11)	-Collaborating with the people of Utrecht we are endeavoring to break this trend (Gemeente Utrecht, 2015, p. 11)	<i>Municipal governing by authority (By planning and regulation)</i>
<b>Mission 4: We want everybody to be able to live with dignity</b>	-Facilitation of access to the job market -assistance with debt management and housing -homeless services are also arranged via the -community teams -Regional support services -Providing Sheltered housing	Community teams to help individuals by supporting them with regards to: -finding housing -reducing isolation -making ends meet	

	<ul style="list-style-type: none"> <li>-Support for developmental and parenting issues and guidance</li> <li>-Minor adolescent mental health care (Gemeente Utrecht, 2015, p. 12)</li> </ul>		<i>Municipal Governing by provision (Providing direct services)</i>
	<ul style="list-style-type: none"> <li>- Facilitation of access to the job market</li> <li>- Provision of income support</li> <li>-,Assistance with debt manage assistance with debt management and housing and homeless services</li> </ul>	Provided through community teams	
	<ul style="list-style-type: none"> <li>-Support for people who suffer from hygiene problems and acute addiction through regional support services and sheltered services</li> </ul>		
<b>Mission 5: We are improving the Public Health Monitor</b>	The Utrecht Public Health Monitor is being improved and developed into an up-to-date, transparent and accessible knowledge tool(Gemeente Utrecht, 2015, p. 13).		

*Table 26 PROJECTS AND POLICIES LINKED TO STRATEGIES*

<b>Strategy</b>	<b>Policy Measures</b>	<b>Projects and Initiatives</b>	<b>Interpretation of Governance structure per policy measure</b>
<b>Healthy City</b>	Initiatives by Utrecht residents are encouraged and supported by the initiative fund (Gemeente Utrecht, 2015, p. 14)	-initiatives and projects that fall under the municipalities definition of healthy city.	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
	Local economic fund for stimulating economic activity (Gemeente Utrecht, 2015, p. 14)		<i>Municipal governing by authority (By planning and regulation)</i>
	Ambitious Plan to switch to sustainable energy is being implemented along with city residents (Gemeente Utrecht, 2015, p. 14)	No information on projects under this measure	<i>Municipal governing by authority (By planning and regulation)</i>
	-Projects linked to different health programs	<ul style="list-style-type: none"> <li>Organization and quality of the residential and social environment: e.g. improved air quality</li> <li>Spatial development and layout of the city</li> <li>The (healthy) accessibility of the city</li> <li>Green, clean and safe public spaces which also make attractive meeting places</li> <li>The link between housing and care and the affordability of housing</li> </ul>	Not a policy measure

		Social engagement according to individual ability, facilities that encourage people to meet and self-reliance, basic care and, where necessary, additional care and support developing talent and the achievement of basic competence(Gemeente Utrecht, 2015, p. 18)	
	Promotion of safe and healthy youth development	No information on projects under this measure	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>
	Participation in cultural life in the city and surrounding districts – work or other involvement in the community and assistance with financial problems that interfere with this (and their prevention)	No information on projects under this measure	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>

*Table 27 PROJECTS AND POLICY MEASURES LINKED TO OBJECTIVES*

<b>Objectives</b>	<b>Supporting Policies (Either national or local)</b>	<b>Policy Measures</b>	<b>Projects</b>	<b>Interpretation of Governance structure per policy measure</b>
<b>1.Healthy Spatial Development</b>	Dutch Environment Act	Continuous investment in cycling facilities, sustainable energy production and green space(Gemeente Utrecht, 2015, p. 18). to promote and cycling and clean mobility.	No ongoing projects discerned from report for this objective	<i>Municipal governing by authority (By planning and regulation)</i>
		Utrecht is experimenting with an environmental indicator for sustainable redevelopment, a method for developing a sustainable agenda for action in spatial planning projects in consultation with all stakeholders, and incorporating this into an environmental vision. (Gemeente Utrecht, 2015, p. 19)	No ongoing projects discerned from report for this objective	
<b>2.Health and</b>	Implement 5 national level	-Utrecht model of care and support based on	-initiative to improve coping	Municipal governing by

<b>Social Development</b>	policies locally -Social Support Act -Youth Act and Participation Act -Health Insurance Act -Long Term Care Act	social support act, youth act & participation act(Gemeente Utrecht, 2015, p. 20)	mechanism of Utrecht residents including children families and elders	authority (Through planning and Regulation)
	-implement participation act	-boost commercial activity and entrepreneurship -helping people find a job -ensuring successful education (Gemeente Utrecht, 2015, p. 21)	"Together in the City", the social network for (and run by) senior citizens(Gemeente Utrecht, 2015, p. 21)	<i>Municipal governing by authority (By planning and regulation)</i>
	-implement health insurance act and long-term care act	-provide care under regulations from national level policies (Gemeente Utrecht, 2015, p. 22)	If additional care required leverage: -Community Health Nurse -community health teams -specialized youth care services	Municipal governing by authority (Through planning and Regulation)
		-New housing distribution policy with priority for disabled individuals. -include urgency clause in housing regulations with regard to informal care(Gemeente Utrecht, 2015, p. 22)	No ongoing projects discerned from report for this objective	Municipal governing by authority (Through planning and Regulation)
<b>3.Promoting health via healthy, sustainable local food</b>	Utrecht Food Strategy 2012	-Promoting local produce through the Lekker Utrechs (Tasty Utrecht) foundation	-Food for good initiative -special sites in cities for selling local produce	<i>Municipal governing by authority (By planning and regulation)</i>
		-Linking new initiatives to existing alliances	-Linking initiatives to City Network on Urban Agriculture, the Green Deal Creation of food court at Uithof -future food meeting -public open days and harvest festivals	<i>Municipal self-governing (The municipality as consumer and Role-Model)</i>
		-participation in the European Food Smart Cities for Development project reinforcing the brand of Utrecht region as "inspiring" and "welcoming"	No ongoing projects discerned from report for this objective	<i>Municipal governing by authority (By planning and regulation)</i>
		-reduce waste at all academic medical centers	No ongoing projects discerned from report for this objective	

	Land made available from the cities land management portfolio	No information on policy measures	Brownfield land made available through the land management portfolio for vegetable cultivation	<i>Municipal governing by authority (By planning and regulation)</i>
<b>4. Restoring healthy lifestyle and healthy behaviors</b>	No national or local policy to support this objective	<ul style="list-style-type: none"> <li>-Give more space to pedestrians</li> <li>-Strengthen child health services</li> <li>-Combat tobacco and cannabis use</li> <li>-Improve health literacy of citizens(Gemeente Utrecht, 2015, p. 24)</li> </ul>	No ongoing projects discerned from report for this objective	<i>Municipal Governing by provision (Providing direct services)</i>
<b>5. Health and economic development</b>			<ul style="list-style-type: none"> <li>- Cooperation with Utrecht Economic Board</li> <li>-cooperate with research institutions, health insurers, health care professionals and corporate sector through Utrecht Health Hub to discover new health technologies (Gemeente Utrecht, 2015, p. 25)</li> </ul>	No ongoing projects discerned from report for this objective
<b>6. Human Dignity and safety net (everybody is worth the effort)</b>	-Support from Public Mental Health Services (OGGZ)	No information on Policy Measures	<ul style="list-style-type: none"> <li>-Human Dignity and safety net (everybody is worth the effort)</li> <li>-fast tracking people into care, -accessing night shelters and social care</li> <li>-Clinical sessions for sex workers(Gemeente Utrecht, 2015, p. 26)</li> </ul>	<i>Municipal governing by enabling (by facilitating and encouraging action)</i>

Table 28 OUTCOME OF POLICY AS STATED IN THE PUBLIC HEALTH PROFILE REPORT 2018

Parameter	Positive Outcomes	Negative Outcomes <sup>2</sup>
<b>Health</b>	Average life expectancy increased	Chronic disorders increasing for people below 65. Citizens with a medium level of education are worse off compared to highly educated.
<b>Population Composition</b>	level of education has increased	Number of residents increasing pressure on environment
<b>Lifestyle</b>	Decrease in overweight population. Alcohol consumption (19+) reduced	Mediocre educated residents are more often overweight
<b>Social Environment</b>	Large percentage of youth have a very good relationship with their parents. Much fewer children bullied than before	Loneliness has increased among many population groups
<b>Care</b>	Utrecht residents more aware of new neighborhood teams and digital healthcare possibilities	Not everyone who qualifies for care comes. The use of mental health care facilities is highest nationwide.
<b>Social Participation</b>	Unemployment has decreased and there are less school leavers. Many health volunteers in Utrecht.	Low income families has increased
<b>Living Environment</b>	Adults and old people satisfied with living environment. Children more satisfied with neighborhood play areas.	Number of road casualties has increased. Utrecht does not meet air quality standards.

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<sup>2</sup> Attention required for target groups: medium educated, elderly, single-parent families, residents with specific problems such as poverty and psychiatry or multi-problems and youth and (young) adults who are sensitive to pressure.

## 13 APPENDIX D: SUPPORTING DATA FOR ROTTERDAM CIRCULAR

Table 29 Visions for 'Rotterdam circulair'

<b>Visions</b>
A circular economy is not an end but a means for material prosperity for future generations
Quality of life central to citizens
The concept of circular economy fits within ecological constraints w.r.t to growing world population
We efficiently deal with products materials and resources from a technical point of view
We are socially responsible for products and material resources
WE are open to other business models that help us transition from a linear to circular economy
We are committed to reduce, re-use and re-cycle

Table 30 policy measures and ASSOCIATED GOVERNANCE mode

Level	Policy Measure	Governance Mode
Umbrella	Make one city transition deal	Municipal self-governing (The municipality as consumer and Role-Model)
	Participation in 1 or 2 more commodity transition paths	Municipal self-governing (The municipality as consumer and Role-Model)
	Run joint projects with Port of Rotterdam and Rijkswaterstraat	Municipal self-governing (The municipality as consumer and Role-Model)
	Appoint ambassadors, starting at Stadsbeheer and let them tell the stories through storytelling.	Municipal governing by enabling (by facilitating and encouraging action)
	Provide a fact sheet Facts and Figures	Municipal self-governing (The municipality as consumer and Role-Model)
	Information Repositories for creating presentation materials.	Municipal self-governing (The municipality as consumer and Role-Model)
	Offer a platform for promotion	Municipal governing by enabling (by facilitating and encouraging action)
	Offer inspiration booklet.	Municipal self-governing (The municipality as consumer and Role-Model)
	Build and launch site.	Municipal governing by enabling (by facilitating and encouraging action)
	Rotterdam Circular launch card.	Municipal governing by enabling (by facilitating and

		encouraging action)
	Developing Circular app	Municipal governing by enabling (by facilitating and encouraging action)
	Subway Series Circular.	Municipal governing by enabling (by facilitating and encouraging action)
	Rotterdam Film initiatives	Municipal governing by enabling (by facilitating and encouraging action)
	Circular round table	Municipal governing by enabling (by facilitating and encouraging action)
	make network scans.	Municipal self-governing (The municipality as consumer and Role-Model)
	Create internal visibility within municipality	Municipal governing by enabling (by facilitating and encouraging action)
	Increase visibility at conferences, fairs, etc., receive visits, active people approach presentations (where we show conjunction with Sustainable)	Municipal governing by enabling (by facilitating and encouraging action)
	Inventory of existing research in the field of: waste and technological opportunities of bio-based economy.	Municipal self-governing (The municipality as consumer and Role-Model)
	Understanding indicators and measurability (Research project formulation and implementation)	Municipal governing by authority (By planning and regulation)
	Circularity waste fractions to identify and determine the direction.	Municipal governing by authority (By planning and regulation)
	appoint Promising circular development direction for the city and port circular economy.	Municipal governing by authority (By planning and regulation)
Mission 1	Analysis of the purchase flows that are circular and/or and can be sustainable	Municipal governing by authority (By planning and regulation)
	Appoint projects in consultation with the clients	Municipal governing by authority (By planning and regulation)
	Guarantee and transfer of knowledge in a circular Purchasing department.	Municipal governing by authority (By planning and regulation)
	Communicating on the website about sample projects and award criterion for circular	Municipal governing by enabling (by facilitating and encouraging action)



Mission 2	Analysis of opportunities within the different processes of raw material flow.	Municipal governing by authority (By planning and regulation)
	Identify opportunities with the leaders of the various processes in the organization.	Municipal governing by authority (By planning and regulation)
	At board propagate of the six-circular process improvements	Municipal governing by enabling (by facilitating and encouraging action)
	Increase awareness among employees about importance circular economics	Municipal governing by enabling (by facilitating and encouraging action)
	Pilot with Amsterdam and the Ministry of State for the Marketplace principle over building material.	Municipal Governing by provision (Providing direct services)
	Use Hungry Bins to create compost from Rotterdam GFT for the ground bank.	Municipal Governing by provision (Providing direct services)
	Lease Play equipment (Plug & play) Materials bench functions for at least 3 materials	Municipal Governing by provision (Providing direct services)
	Cleaning markets with brooms made from recycled plastic and retrieved in non-woven bags.	Municipal governing by enabling (by facilitating and encouraging action)
	Separate collection of litter.	Municipal Governing by provision (Providing direct services)
	Using leaf waste for compost	Municipal self-governing (The municipality as consumer and Role-Model)
	Make a circular park for example at Kralingse Bos	Municipal Governing by provision (Providing direct services)
	Urban area provisioning process(To be determined.)	Municipal Governing by provision (Providing direct services)
	identify starting points in the environmental permit	Municipal governing by authority (By planning and regulation)
	One area development where circularity is specifically Included	Municipal governing by authority (By planning and regulation)
Mission 3	Awareness campaign aimed at the reduction of waste and encouraging re-use.	Municipal governing by enabling (by facilitating and encouraging action)
	Simulate repair cafes	Municipal governing by enabling (by facilitating and encouraging action)

Positioning of environmental parks in relation to circularity	Municipal self-governing (The municipality as consumer and Role-Model)
Formulate commodity note 2018-2022	Municipal governing by authority (By planning and regulation)
Stimulate and implement innovation and reuse projects	Municipal governing by enabling (by facilitating and encouraging action)
Drafting a circular assessment framework for project applications	Municipal governing by authority (By planning and regulation)
Collaborate and lobby with the government and market parties for it Raw material agreement	Municipal governing by authority (By planning and regulation)
Inventory of the efficiency possibilities	Municipal governing by authority (By planning and regulation)
Discussion round and interviews with stakeholders	Municipal governing by enabling (by facilitating and encouraging action)
Research on a different approach	Municipal governing by authority (By planning and regulation)
Setting up and defining the Lobby agenda	Municipal governing by authority (By planning and regulation)
Active lobbying to the National government	Municipal governing by enabling (by facilitating and encouraging action)
Lobby-Agenda towards other stakeholders (such as Packaging industry).	Municipal governing by enabling (by facilitating and encouraging action)
Create an instrument mix per company group	Municipal governing by authority (By planning and regulation)
Use Instruments	Municipal governing by authority (By planning and regulation)
Stimulate circular market-oriented investing.	Municipal governing by authority (By planning and regulation)
Broker role to stimulate the cross links	Municipal governing by enabling (by facilitating and encouraging action)
Implement the instruments	Municipal governing by authority (By planning and regulation)
guide and advise ten innovative and bio based circular projects	Municipal self-governing (The municipality as consumer and Role-Model)
Identify economic circular opportunities and pick up the role of economic broker	Municipal governing by enabling (by facilitating and encouraging action)
Advising entrepreneurs with circular aspirations	Municipal governing by enabling (by facilitating and encouraging action)
Build the information kit for the	Municipal governing by enabling (by facilitating and

	business community even better and more specific advice on circularity	encouraging action)
	Knowledge transfer to the business community	Municipal governing by enabling (by facilitating and encouraging action)
	Conducting Research	Municipal governing by authority (By planning and regulation)
	Inventory of lobby points to regulate the legal and To improve the circular economy.	Municipal governing by enabling (by facilitating and encouraging action)
Mission 4	instrument mix by business group	Municipal governing by authority (By planning and regulation)
	implement instruments	Municipal governing by authority (By planning and regulation)
	brokers to simulate links	Municipal governing by enabling (by facilitating and encouraging action)
	implement the instruments	Municipal governing by authority (By planning and regulation)
	Ten innovative and bio based circular projects guide and advise	Municipal self-governing (The municipality as consumer and Role-Model)
	pick up the image of economic broker of the municipality	Municipal self-governing (The municipality as consumer and Role-Model)
	advice entrepreneurs with circular ambitions	Municipal governing by enabling (by facilitating and encouraging action)
	information kit for entrepreneurs to advice better on circularity	Municipal governing by enabling (by facilitating and encouraging action)
	knowledge transfer to the business desk	Municipal governing by authority (By planning and regulation)
	conduct research	Municipal governing by authority (By planning and regulation)
	Inventory of lobby points to improve laws and regulations to boost the circular economy	Municipal governing by enabling (by facilitating and encouraging action)

Table 31 projects discerned from 'visie en aanpak 2017' for 'rotterdam circulair'

Visie en aanpak 2017	Circular Tendering(10 materials)
	Increase awareness among employees about importance circular economics
	Pilot with Amsterdam and the Ministry of State for the Marketplace principle over building material.
	Use Hungry Bins to create compost from Rotterdam GFT for the ground bank
	Materials bench functions for at least 3 materials
	Cleaning markets with brooms made from recycled plastic and retrieved in non-woven bags.
	Make a circular park for example at Kralingse Bos
	Area development (e.g. new Reijerdiijk appear to be suitable for this purpose)
	Run city deal in cooperation with national government
	Participation in 1 or 2 more commodity transition paths
	Working on ambition projects with port authority
	Cooperation with research institutes and Advisory Groups.
	Cooperate with market participants, Promoters in the city and the Promoters in the city and the
	Ambassadors carry the ambitions of Rotterdam from Circular.

	Communicating actively about Rotterdam circular and connect with communication on sustainable
	With leading figures and companies building an alliance, exchanging ideas and measures
	Network mapping, maintain and build a good customer base.
	Internal innovative capacity is increased
	Visibility innovative capacity in circular area is externally reinforced.
	Tightening ambition, enhance measurability of the circular economy.

## 14 APPENDIX E: RESULTS OF THE COMPARATIVE ANALYSIS WITH BACKGROUND INFORMATION PER ITEM

Table 32 BACKGROUND INFORMATION REGARDING RESULTS OF COMPARATIVE ANALYSIS

	Rotterdam	The Hague		Utrecht
<b>Cluster 1: EM brand Label Characteristics</b>				
<b>City Brand Identity of the Municipality</b>	Make It Happen	City of Peace and Justice		'verbindende creator' (no official English language translation)
<b>EM brand label adopted in the city</b>	'Rotterdam Circulair' with the attached slogan 'Van Zoi Naar Mooi'	<u>Resilient the Hague</u>	<u>Haags Circulair</u>	Healthy Urban Living
<b>Types of Communication used (Only for EM brand label)</b>				
<b>Primary</b>	+	-	+	+
<b>Indicator: Communication where the effects of all the actions and policy interventions which are visible in the city and the actions of the authorities</b>	Strong connection between actions and projects and initiatives	Weak connection between projects on <a href="http://futureproofthehague.com">futureproofthehague.com</a> and actions.	Strong connection between actions and projects and initiatives	Strong connection between actions and projects and initiatives
<b>Secondary</b>	+	+	+	+
<b>Indicator: intentional and formal type of communication that manifests through advertisements, public relations, graphic design and the use of a logo</b>	EM brand has a logo. Communication through Twitter, Instagram and Facebook. However, the Facebook page links to another program i.e. '010 Duurzaam'.	EM brand has a logo. Communication carried out through Facebook, Twitter, Youtube and LinkedIn	EM brand has a logo. Only a twitter account.	Utrecht Marketing carries the slogan of 'healthy urban living' almost in all of its important policy documents. There is also explicit intention to position the city around 'healthy urban living' on Utrecht marketing website. No facebook, twitter or Instagram pages. No distinct logo created for this slogan.
<b>Tertiary</b>	N/A	N/A	N/A	N/A
<b>Indicator: refer to word of mouth and indirect references to the cities brand that are reinforced by media and competitors communication</b>	The extent of tertiary communication unknown.	The extent of tertiary communication unknown.	The extent of tertiary communication unknown.	The extent of tertiary communication unknown.
<b>Target Audience</b>	+	+	+	+
<b>Indicator: Is the EM brand label intended for an Internal or external audience?</b>	Internal and external audience.	Internal and external audience.	Internal and external audience.	'healthy urban living' is targeted at internal and external audiences.
<b>Rationale behind EM brand label</b>	+	-/+	-/+	+
<b>Rationale Behind EM brand Indicator: The reasoning behind choosing one and not the other or choosing multiple EM brands</b>	<b>Clear rationale established through interviews and municipal documents.</b>	Unclear From interviews: Address 'stresses' and 'shocks'. desk research: Address	<b>Unclear Rationale From desk research:</b> Program derives from the sustainable procurement program.	Clear rationale. The city has existing spatial assets (such as hospitals, institutes and companies) related to health. So, a slogan 'healthy urban living' is a natural choice.

		'stresses' and 'shocks' but additionally and also form partnerships with private companies and boost the reputation of the Hague and share expertise on 'peace and justice' in the 100RC network.	and from interviews, it was ascertained that circular was chosen because other labels like smart or resilient were taken by other programs inside the municipality. Again, no coherent reason.	
<b>Cluster 2: Municipal Organization</b>				
<b>Sub Cluster 1: Municipal Organization: Input</b>				
<b>Financial Resources</b>	-/+	-	-/+	N/A
<b>Indicator: Degree to which the local government has a budget that has been allocated for the EM label of the city</b>	Limited Financial Capacity	No budget allocated by the municipality. CRO financed by 100RC. Financing based on the interest of interested parties.	Limited Financial Capacity. The program requires more funding according to the interviewee.	Neither interviewees nor documents pinpointed an accurate figure.
<b>Fiscal Health of Municipality</b>	+	+	+	+
<b>Indicator: information provided financial debts the municipality has on its annual budget, including information on municipalities being subjected to financial supervision by central government(<a href="https://www.rijksoverheid.nl/onderwerpen/gemeenten">https://www.rijksoverheid.nl/onderwerpen/gemeenten</a>)</b>	Positive Balance	Positive Balance	Positive Balance	Positive Balance
<b>Legal Authority of Municipality</b>				
<b>Indicator: Legal Authorities the municipalities in the Netherlands have</b>				
<b>Staff (Expertise)</b>	-/+	--	--	+
<b>Indicator: Degree of knowledge, experience and expertise regarding selected EM label and running of related projects.</b>	Some internal knowledge. Some staff have masters in industrial ecology. A lot of the actual workings of 'circular economy' outsourced.	No internal knowledge of 'resilient', as the framework was developed by 100RC and only this framework can be used.	No internal knowledge of 'resilient', as all analysis outsourced to consultancy companies	High internal knowledge and expertise. Solid knowledge base.
<b>Staff (Dedicated FTE)</b>	-	+	--	-/+
<b>Indicator: Number of full-time staff members committed to this ecological modernization brand label</b>	Only 1 FTE, almost 10 part-time resources for 2017.	3 FTE and 3 part-time employees. Part-time resources borrowed from other municipal departments.	Only 1 FTE.	Limited Capacity. 4 full-time FTE's. However, more than 400+ involved indirectly.
<b>Use of Technology</b>	--	--	--	-/+

<b>Indicator: Do the municipalities outsource monitoring the implementation of EM labels to external organizations</b>	No indicators present to monitor. However, indicators are being developed.	Absent. use of the futureptooft Hague.com platform to monitor projects. However, projects seldom updated on the platform. project update on average every 7 months. The platform is part of the 'resilience the Hague'.	No indicators present to monitor. However, indicators are being developed.	Monitoring using public health monitor. But the extent of trust placed on platform unclear.
<i>Size</i>	++	++	++	++
<b>Indicator: Number of inhabitants</b>	633,417	514861	514861	347, 574
<b>Sub Cluster 2: Municipal Organization: Throughput</b>				
<i>Political Support</i>	+	-/+	+	+
<b>Indicator: Support by the City Council for the EM brand label and associated projects</b>	Support by alderman and council and EM brand is part of the recent coalition agreement	Mayor neutral and supportive. Council not so much.	Circular is a theme in the new coalition agreement. Full support of the council.	Council supports 'EM brand label' by the College of Mayor and Aldermen
<i>Public Leadership</i>	+	+	+	+
<b>Indicator: Presence of a dedicated public official(s) to provide strategic direction</b>	catalyzing alderman in the past and present	A dedicated official from the program created (Chief Resilience Officer). Cities only receive direct funding to hire a CRO.	Historical Support from alderman for the circular program (2014). New alderman (2018) has explicit engagement with circular under sustainability portfolio.	coordinator of 'healthy urban living' to manage projects under EM brand. Full support of council current alderman for public health is the deputy mayor.
<i>Interdepartmental-coordination</i>	-/+	-/+	-/+	+
<b>Indicator: Degree of inter-departmental coordination on the projects and initiatives under the EM label</b>	Sufficiently established coordination. Use of ambassadors to propagate knowledge sharing between departments.	Sufficiently established coordination. Use of ambassadors through the online platform to propagate knowledge sharing between departments and local action arena.	Sufficiently established coordination. Use of ambassadors to propagate knowledge sharing between departments.	Sufficiently established coordination established using the 'triple helix model' between departments and even the public
<i>Knowledge management</i>	-/+	-	-	+
<b>Indicator: Degree of knowledge management. Presence of knowledge management infrastructure</b>	Some knowledge management. But mostly outsourced.	Hardly any knowledge management, knowledge outsourced(externalized). Methodologies on	Hardly any knowledge management. Most expertise on 'circular economy' comes from consultancy	Strong knowledge base. This is attributed to the presence of numerous assets like hospitals, companies in the city related to health.



		resilience adapted from the Rockefeller Foundation.	companies.	
<b>Solid Policy Plan ( VMOS)</b>				
<b>Vision (The Dream)</b>	++	++	++	+
<b>Indicator: Communicates what the organization believes in and the ideal conditions for your community</b>	Very ambitious. Municipality wants to become a frontrunner.	Very ambitious. Municipality wants to become a frontrunner.	Very ambitious. Municipality wants to become a frontrunner.	Rather ambitious.
<b>Mission (The what and why)</b>	++	-/+	+	++
<b>Indicator: An organizations mission statement describes what the group is going to do and why it is going to do so</b>	Very ambitious. The 'what' and "why' articulated and substantiated.	Relatively sound. 'why' missions should be followed unclear	Rather ambitious. Well substantiated reasons as to why 'circular economy' should be followed	Very Sound. The five mission statements (termed as basic principles in the report) are clearly argued for.
<b>Objectives (How much of what will be accomplished by when)</b>	-/+	--	-/+	-
<b>Indicator: An organizations objective lay out how much of how much 'what' will be accomplished by when</b>	Relatively ambitious. Quantified objectives for 2 different years. Although the municipality admits for some objectives it cannot reach its target.	Absent.	Relatively ambitious. Objectives only for a single year.	Rather poor. No clear indicator of when objectives will be achieved.
<b>Strategies (The how)</b>	+	+	+	+
<b>Indicator: Explain how the initiatives will reach their goals</b>	Sound strategies.	Sound strategies.	Sound strategies.	Sound strategies. .Municipality wants to provide a lot of room for framing policy.
<b>Commitment</b>	+	++	-/+	+
<b>Indicator: Commitment by staff to implement policy measures</b>	Staff committed to EM brand label	Personal commitment by CRO for the EM brand label. The expectation of delivery 'resilience strategy' end of this year.	Staff committed to EM brand label but the interviewee considers it an ongoing process.	Only staff directly linked to the 'healthy urban agenda' have performance monitoring
<b>Monitoring and Evaluation</b>	-/+	--	-/+	-/+
<b>Indicator: Municipality monitors projects under the EM label and performance and anticipates feedback loop to policy</b>	Some loosely coupled monitoring efforts. Attempting to monitor by developing indicators for 'circular economy'	Absent.	Some loosely coupled monitoring efforts. Attempting to monitor by developing indicators for 'circular economy'	Loosely coupled monitoring. Use of a social model of health in combination with public health monitor data every 4 years. But this report is not clearly linked to the public health policy document 2015-2018.
<b>Sub Cluster 3: Municipal Organization: Output</b>				
<b>Policy Measures or Actions(A)</b>	+	-	+	+

<b>Indicator: An organizations policy instruments and action plan described in detail how the strategies will be implemented to accomplish the objective developed earlier in the process. Total Number of Instruments used.</b>	A large set of instruments.	A poor set of instruments.	A large set of instruments.	A large set of instruments.
<b><i>Municipal governing by authority (By planning and regulation)</i></b>	+	-	+	++
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if the municipality uses regulatory style wherein there is compliance required in relation to the sector, for example, land use planning, transport and waste etc. This can be achieved for e.g. by using regulatory instruments, economic incentives and contracting parties to govern by the hierarchy.</b>	The municipality used a lot of incentives. It is also instituting a 'circular purchase department' within the municipality.	Not much. The 'preliminary resilience' report cites 12 other city planning documents as 'influential'. Few measures as described in the 'preliminary resilience assessment' involve the use of economic or regulatory instruments	The municipality uses a lot of regulatory instruments like tax cuts and relaxing local rules for circular projects.	The municipality uses a lot of regulatory instruments especially national-level policies to formulate policy at the city of Utrecht.
<b><i>Municipal self-governing (The municipality as consumer and Role-Model)</i></b>	-/+	-/+	-/+	-
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style and to establish if it is implementing policies in areas where it has the freedom to make its own decisions and can directly control its consumption. E.g. Renewable energy demonstration projects, mobility management for employees, demonstration projects- house or neighbourhood scale, procurement of recycled goods</b>	A limited set of projects taken by the municipality. For e.g. Run joint projects with Port of Rotterdam and Rijkswaterstraat	A limited set of projects undertaken by the EM brand label. New projects are on the anvil such as the cyber resilience hub and a model to predict city stresses	A limited set of projects taken up at the point by local government. For e.g. lobbying for European funding for a 'plastics city' and negotiations for a startup hub.	A limited set of projects executed by the local government. For e.g. the Utrecht Health Monitor
<b><i>Municipal Governing by provision (Providing direct services)</i></b>	-/+	-	-/+	-/+
<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is providing direct services to the public for e.g. public transportation services, community projects etc.</b>	Somewhat involved in 'circular economy' projects. However, two projects were discerned from the online portal that was started by the municipality i.e. Reuse of raw materials and residues circular and separate waste in public space through bins.	Little involvement in providing direct services through the 'Resilient The Hague' program.	somewhat involved in circular projects. For e.g. facilitating paint coalition and plastic coalition.	Local government providing some services through mandates set at the national level. For e.g. the municipality provides community nurses, health teams and specialized youth care services through the Dutch health insurance act and long-term care act.
<b><i>Municipal governing by enabling (by facilitating and encouraging action)</i></b>	++	++	++	-/+

<b>Indicator: Interpretation of the policy measures of the municipality to determine the governance style to establish if it is enabling other actors in the city both public and private to act for the public purpose.</b>	A large number of measures focused on enabling private companies and citizens to take action	Extensive support of citizens initiatives and initiatives and other municipal projects, with the sole objective of 'linking' projects.	A large number of measures. Municipality support for startup and circular hubs.	The municipality is developing the capacity to support initiatives. For e.g. Prevent health problems by focusing on health promotion through health literacy. The municipality is developing this civic capacity through the triple helix model.
<b>Cluster 3: Local Action Arena</b>				
<b>Presence of a process manager</b>	-/+	+	-/+	++
<b>Indicator: local government has agents available (either tasked or hired) to manage decision-making processes in local projects</b>	One 'program manager' for the entire program to coordinate both internal and local processes.	One community manager supported by communication advisors to manage projects on the online platform(futureproof hehague.com)	One 'program manager' for the entire program to coordinate both internal and local processes. Coordination through twitter.	Multiple community health teams to manage projects.
<b>Support by local/civic capacity</b>	-/+	+	-/+	++
<b>Indicator: Presence of local leaders and organized citizenry who support actions and related projects</b>	Limited capabilities to run local EM brand label actions	Presence of citizen ambassadors who support local citizens and projects on the online platform	Limited capabilities to run local EM brand label actions	Presence of substantial civic capacity to support policy measures and projects through 'community teams'
<b>Partnership with private organizations</b>	+	+	+	+
<b>Indicator: collaborative ties with local industry and local business firms to run local climate actions.</b>	Municipality seeks collaborative ties with companies and local business firms	Municipality seeks collaborative ties with companies and local business firms and also the possibility to collaborate at the 100RC level.	Municipality seeks collaborative ties with companies and local business firms	Municipality seeks collaborative ties with companies and local business firms
<b>Cluster 4: Intended Projects and Initiatives</b>				
<b>Indicator: Number of projects discerned from the EM brand labels an online platform</b>	60	31	144	0
<b>Indicator: Number of projects discerned from the EM brand official EM brand report</b>	21	0	0	31
<b>Indicator: Number of projects discerned from supplementary municipal documents</b>	0	0	22	0
<b>Indicator: Number of projected discerned through interviews</b>	0	2	4	0
<b>Cluster 5: Outcome</b>				
<b>Intended outcome for the city after adopting this label</b>	--	--	+	+

<p><b>Indicator: Presence of quantified outcome or outcomes after adopting this EM brand for the city</b></p>	<p>Contradictory outcomes. One municipal document states 50,000 jobs and another states 3500-5000 jobs</p>	<p>No outcomes stated.</p>	<p>Clear outcomes: Most promising sectors for the Hague: Trade, services and construction TNO calculates: 3500 new jobs This estimate is as per RIS297133</p>	<p>Clear outcomes measured using the public health monitor using the two models of health</p>
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## 15 APPENDIX F: NETWORK GRAPH FROM ATLAS.TI

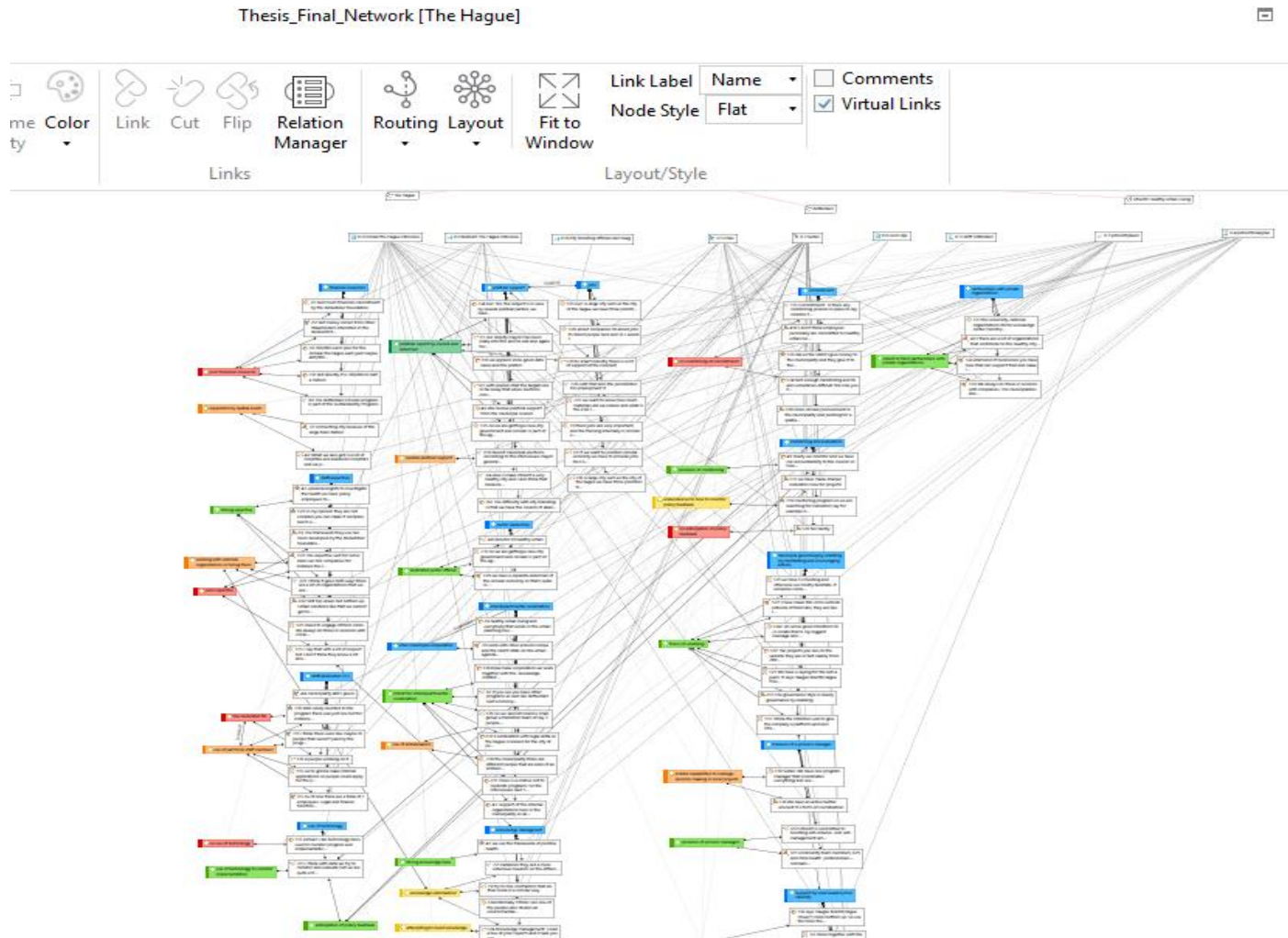


Figure 12 Atlas.ti semantic analysis of interviews



