A research into the internal process quality of housing associations active in restructuring districts
P5 REPORT

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First and far most I would like to express my gratitude to both mentors for their guidance and assistance over the last year.

Drs. C.L. van der Flier
ir. M.H. Arkesteijn MBA

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Last but not least I wish to mention the people who I have interviewed for the different case studies. The time they took for me and the level of cooperation I have received is greatly appreciated.
Preface

This master thesis is carried out at the Real estate and housing department, in the year 2010-11. Over the course of the master track I became increasingly interested in the strategic aspects of policy for social landlords. I wanted to know what strategy means for a housing association and how it translates to neighbourhood interventions. I always have been interested at looking at problems on a high abstraction level. I find it satisfying to look for generic elements across different cases and by doing so gaining perspective and insight in complex matter.

Processes fascinate me, questions like

- How do organisations formulate goals?
- How is analysis translated into policy?
- How is policy implemented
- How do organisations shape to processes and the organisation itself to be able to achieve the goals they set for themselves?
- What happens if unexpected circumstances disrupt the chosen paths

Are examples of how I like to look at housing association active in neighbourhoods.

This research for this thesis has proven to be a profound and intense learning experiences for me. Through this research I learned how to execute a thorough case study research. I found it very important to keep the case studies highly structured and maybe a bit formalistic even. This ensured that the results of the study could later be compared. Furthermore the research has taught me not to only look at the higher abstraction level but to continuously switch between abstraction levels and look for consequences of processes and unexpected events. The research increased my ability to translate theories and concepts into measurable components.

The research conducted in this report is aimed to provide an answer to the following question

How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?

To provide an answer two type of studies were performed a literature study to establish a systematic way to measure and evaluate the quality of the processes that lead to the policy and its implementation. This study proved to very useful to answer the second part of the main research question. And an Ex post evaluation (empirical research) To evaluate the outcome of stock policy against a set of detailed pre-determined goals, that derive from the housing associations own vision and mission concerning strategic stock management in particular restructuring districts

The research in this master thesis can be viewed as exploratory research aimed at gaining insight and formulating theories concerning successful implementation of stock policy. By evaluating the outcome I get a feeling what type of interventions and processes work and maybe more important what doesn’t work and why.

Any questions or suggestions regarding this research are welcome at all times.

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Summary

The main research question of this master thesis reads

How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?

To answer this question a literature study and an empirical study were performed. The literature study was geared at defining a work definition of the concept of internal process quality as well as constructing an evaluation framework to describe the internal process quality of housing associations active in restructuring districts. Below the work definition of the concept internal process quality and the evaluation framework are provided.

Work definition internal process quality of policy

Internal process quality is a distinctive quality characteristic of an Strategic Stock Management (SSM) process. Internal process quality of policy is the quality of the internal processes that take place in the input output outcome model. It’s the degree in which all “rational” steps towards output and outcome are taken.

The internal process quality of the researched housing associations is evaluated by using the evaluation framework presented below.

The framework depicts the process of strategic stock management (SSM process) for housing associations. Starting of with a vision of the housing associations formulate policy on the basis of analyses. Sequentially this policy is implemented. The implementation phase of the SSM process consist of two stages, a preparatory stage in which the organisation and the executioners are prepared and aligned with the new policy, and an execution phase in which the interventions in the restructuring district take place. Alongside these three stages of the SSM process 10 quality indicators or IQP’s are presented. This IQP’s are distinct part of SSM process and can be used to analyse and evaluate the internal process quality of the policy.
This master thesis focusses around 3 key concepts. Below the definition of the concepts is provided

**Strategic stock management**
The set of actions to align the current dwelling profile to meet future demand.

**Strategic stock policy**
The set of deliberate choices of the housing association concerning the management of the stock/portfolio, often published in policy documents.

**The SSM process**
The process of formulation and implementation of stock policy

**Empirical study**
The empirical study of this master thesis entails 3 case studies. Each case study focuses on a different housing association active in a restructuring district. The different researched housing associations are:

- Waterweg Wonen active in Vlaardingen, restructuring district the Hoofdstedenbuurt
- Volkshuisvesting Arnhem active in Arnhem, restructuring district Malburgen West
- De Key active in Amsterdam restructuring district, the Spaarndammerbuurt

For every case the following questions are answered

**How effective is the policy in the restructuring district?**

Here an evaluation will be offered to what extend the housing association is able to reach the goals they set for themselves in the restructuring districts. The level of success or degree of goal realisation will be labelled either:

- Completely
- Predominantly
- Predominantly not
- Completely not

What the different labels mean for the different cases is provided in appendix 1 establishing the degree of goal realisations.

**Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation**

Here an evaluation will be offered which parts of the SSM process were consciously deployed by the housing association to work on the different goals. And a brief evaluation whether the outcome is the result of the actions of the housing association or that (external) factors play a dominant role.

Each case will be considered in turn
**Case 1 Waterweg Wonen, The Hoofdstedenbuurt**

The first case that is researched for this thesis is Waterweg Wonen. Waterweg Wonen is a housing association active in Vlaardingen. The restructuring district that is researched for this case is the Hoofdstedenbuurt. In this summary an answer will be formulated to the two most important questions for this thesis:

**How effective is the policy in the restructuring district?**

Effectiveness is described as the degree in which Waterweg Wonen was able to reach their own goals they formulated on behalf of the interventions in the Hoofdstedenbuurt. To establish this first the strategic goals for the Hoofdstedenbuurt need to be reviewed. The formulation of the goals for the Hoofdstedenbuurt took place via a set of policy document which increasingly became more specific. In the figure below the document timeline for Waterweg Wonen is presented.

In the vision document of September 2006 the Waterweg Wonen formulated goals for the different complexes in the neighbourhood on the following themes:

- Quality
- Sale
- Planning

In the following table the degree of goal realisation of the actions of Waterweg Wonen for the different themes are presented:

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation Theme: QUALITY</th>
<th>Degree of goal realisation Theme: SALE</th>
<th>Degree of goal realisation Theme: PLANNING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>predominantly</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>predominantly</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>completely</td>
<td>N/A</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>Predominantly not / no intervention have yet taken place</td>
<td>N/A</td>
<td>Predominantly not Expected delay 1 year</td>
</tr>
</tbody>
</table>
Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation?

By showing which parts of the SSM process Waterweg Wonen used to work on the different goals the internal process quality will be related to the degree of goal realisation.

Quality goals

The overall high level of success can best be attributed to the specification of the policy programme. Because the PoR was given such a dominant role in the process, all other pieces fell in place. The executioners knew what was expected from them because of the strictly defined programme. The proposed quality level almost became unavoidable when the aspects of the programme were translated into a design. The project assignment was clearly very specific.

The reaction of Waterweg Wonen to comply with the wishes of the tenants could be seen as part of an emergent strategy. When Waterweg Wonen was faced with the demands the altered course and policy programme slightly. This did not result lower dwelling quality but in equal or higher quality.

Sale goals
Overall we can conclude that the actions to realise the sale goals were very unsuccessful. This can obviously be contributed to the changing position of Waterweg Wonen towards selling the dwellings in the Hoofdstedenbuurt. The credit crunch changed the context completely. In a response to this Waterweg Wonen put the sale on hold and let the wish to sell the dwellings under koopgarant conditions slide completely. This is a clear example of the role of the emergent strategy. In this case the entire strategy to sell is put on hold.

The actions taken to sell the dwellings have not been completely in vain. Knowledge of koopgarant does not disappear and can be (and is) used in selling other parts of the stock. We can conclude that the emergent strategy played a big role for the degree of goal realisation on the theme Sale. As a reaction to changing conditions (the context) Waterweg Wonen decides to deviate from course and put actions on hold.

**Planning goals**

![Planning goals diagram]

The reason for the high variation in the degree of goal realisation can be found in the fact that the Waterweg Wonen did not uphold itself to the proposed sequence for intervention in the Hoofdstedenbuurt. The decision to alter the sequence could be called the emergent strategy. The proposed dates of completion were based on erroneous assumptions. The executioners showed to be able to reach the goals as very little delay occurred in the complex-specific planning's.
**Case 2 Volkshuisvesting Arnhem, Malburgen West**

The second case that is researched for this thesis is Volkshuisvesting Arnhem. Volkshuisvesting Arnhem is a housing association active in Arnhem. The restructuring district that is researched for this case is Malburgen West. In this summary an answer will be formulated to the two most important questions for this thesis.

**How effective is the policy in the restructuring district?**

Effectiveness is described as the degree in which Volkshuisvesting Arnhem was able to reach their own goals they formulated on behalf of the interventions in Malburgen West. To establish this first the strategic goals for Malburge West need to be reviewed. The formulation of the goals for the neighbourhood took place via a set of policy documents which increasingly became more specific. In the figure below the document timeline for Waterweg Wonen is presented.

**Strategic goals**

In the final neighbourhood vision the following strategic goals for the different complexes in the neighbourhood is provided:

- Dwelling quality
- Dwelling type
- Ownership situation

In the following table the degree of goal realisation of the actions of VHV Arnhem for the different themes are presented.
<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme: Dwelling quality</th>
<th>Degree of goal realisation theme: Dwelling type</th>
<th>Degree of goal realisation theme: ownership situation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaar-straat)</td>
<td>N/A</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>271 (Morgenster-straat e.o.)</td>
<td>N/A</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>272 (Hoefblad-laane.o.)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ereprijslaan e.o.)</td>
<td>Joined dwellings</td>
<td>Completely</td>
<td>Predominantly not completely</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>Completely not</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
<td>completely</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>N/A</td>
<td>Predominantly not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningsliinde (Plantage Noord, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b))</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>Plantage Noord, deel 2</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>Appartementencomplex Robinia (Plantage Zuid deel, 1b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
</tbody>
</table>

Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation?

By showing which parts of the SSM process Waterweg Wonen used to work on the different goals the internal process quality will be related to the degree of goal realisation.

Dwelling quality

Diagram showing the SSM process with stages of policy formulation, implementation, and outcome.
The level of success of VHV Arnhem on the theme dwelling quality is very high. All Complexes fully comply with the specifications of the goals. The main reason for this success is the PoR and the dominant role it has in the execution phase. The executioners knew what was expected from them because of the strictly defined programme. The proposed quality level almost became unavoidable when the aspects of the programme were translated into a design. The PoR is adapted to meet specific needs. This adaptation takes place after the formulation stage (between input and output). Due to its formal character the measurability the level of goal realisation can be so high. Educating the executioners and experience with previous projects presumably also contributed to the degree of goal realisation.

**Dwelling type**

The degree of goal realisation is diverse, demolition is rather successful, only the Madelievenstraat experienced delay and only for the second tranche of demolitions. The joining of dwellings is less successful. This is due to the choice of VHV to give the tenants such big influence in the possibility to join dwellings. Technically VHV is more than capable of realising the joining of dwellings but they had very little influence whether or not they could even begin in the first place. First a dwelling needs to become vacant and secondly the remaining tenants have to consent to the proposed intervention to join his/her dwelling. The advantage for the tenant would be a more spacious home. Even though VHV specifically addressed the tenants (target group undergoing the policy) it was not very successful a different approach to manufacture consent with the tenants might have been more successful VHV could have provided more communication in an earlier stage, or offered financial incentives. VHV explicitly did not include a time aspect in this the objective to join dwellings. Omitting a time aspect from the goals makes sure that the goals can be realised later in time. The reaction of the target group undergoing the policy is very literally the biggest attribute for the degree of goal realisation.
The degree of goal realisation is rather diverse. Some complexes fully comply to the goals stated others completely don’t. Overall we can conclude that of the 518 dwellings up for sale 59% 308 were actually sold. For almost every complex with a sale objective a part of the dwellings up for sale were sold (only in the Ereprijslaan no dwellings were sold) This means that the sale goal in itself is not without merit. The proposed volume of sales should be disputed. The volume of the sales is chosen on the basis of market research. This analysis painted a too optimistic picture of the sale potential of dwellings in the neighbourhood. Frankly the goals were too ambitious and the influence over the target group too small to completely fulfil the sales objectives. Because of the ambitious goal of VHV to attract residents outside the neighbourhood and Arnhem, Malburgen West suddenly competed with the supply of dwellings in other parts the region and the Netherlands. The changing market conditions which formed hindrance for the realisation of sale objectives can be seen as an emergent factor that needs to be addressed. Because dwellings that aren’t sold can easily be filled with tenant the dwellings do no stay vacant very long.
Case 3 De Key, The Spaarndammerbuurt

The third case that is researched for this thesis is De Key. De Key is a housing association active in Amsterdam. The restructuring district that is researched for this case is the Spaarndammerbuurt. In this summary an answer will be formulated to the two most important questions for this thesis

How effective is the policy in the restructuring district?

Effectiveness is described as the degree in which De Key was able to reach their own goals they formulated on behalf of the interventions in the Spaarndammerbuurt. To establish this, first the strategic goals for the neighbourhood need to be reviewed. The formulation of the goals for the Spaarndammerbuurt took place via a set of policy document which increasingly became more specific. In the figure below the document timeline for De Key is presented

After the Policy plan of 2001 De key formed project teams to intervene in the different complexes. Within these teams goals for the individual complexes were formulated. These themes were

- Quality upgrade
- Sale

In the following table the degree of goal realisation of the actions of De Key for the different themes are presented
<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme Quality upgrade</th>
<th>Degree of goal realisation theme Sale*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>Completely</td>
<td>completely</td>
</tr>
<tr>
<td>Acquired dwellings</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Spaarn dammerstraat</td>
<td>Completely</td>
<td></td>
</tr>
<tr>
<td>Noordkop</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Houtrikstraat/</td>
<td>Completely</td>
<td>Completely</td>
</tr>
<tr>
<td>Hembrugstraat blok A</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Houtrikstraat/</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Hembrugstraat blokken B en C</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Houtrikstraat/</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Hembrugstraat blok D</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assendelfstraat/</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Houtrijkstraat</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Zaanstraat/</td>
<td>Completely</td>
<td>predominantly</td>
</tr>
<tr>
<td>Zaandijkstraat</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Brediushal</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Spaarndammer carré</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>(formerly De Groene Deuren)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Van Noordstraat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Tasmanstraat/</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Nova Zembla</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
</tbody>
</table>

*Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation?*

By showing which parts of the SSM process De Key used to work on the different goals the internal process quality will be related to the degree of goal realisation.
The degree of goal realisation on the theme quality is extremely high. This is due to the late stage in which the goals are formulated. And the timing and sequence of the policy documents at this theme (progress reports/annual monitors). In this late stage of the SSM process the goals and the project assignment have become almost the same entity which results that the outcome is always in line with the goals and therefore completely accomplished. The fact that the executioners had experience in dealing with these type of interventions makes sure that this process can be upheld. By allowing for late specification of the policy programme De Key shows that they acknowledge the role of emergent factors. By deliberately being vague/unspecific in the formulation phase De Key becomes increasingly flexible for unexpected events.

The degree of goal realisation is rather high. For the individual complexes much information is not known but the total figures suggest that the degree of goal realisation for those complexes ranges from predominantly not to completely. If the dwellings that are sold would be distributed equally among the complexes the complexes would receive the label predominantly.

It should be mentioned that De Key experienced little hindrance from the credit crunch. The supply of dwellings in Amsterdam is smaller than the demand which makes selling of dwellings relatively easy. In general external effects are of great influence for the level of success on the theme sale. For De Key external circumstances were favourable. The city district has influence over the amount of dwellings that are allowed to be put on the market by housing associations. Because the housing associations are the predominant owner in the Spaarndammerbuurt the city district has great control over the market and sub sequentially over the specification of the policy programme for housing associations on this theme.
**Answer to the main research question**

In this section the summarized answer to the main research question will be provided

*How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?*

The main research question will be answered in two parts

*How successful/effective is the policy of housing associations concerning SSM in restructuring districts*

Success or effectiveness in this thesis is determined by the degree in which housing associations are able to reach their own goals for the restructuring districts where they are active in. Housing associations formulate goals on different themes. After reviewing the three cases the themes that are equal among all three cases are quality goals for individual complexes and sale goals for individual complexes. Overall we can conclude that

- The degree of goal realisation of housing associations active in restructuring districts for **Quality goals** is very high almost 100% across the three cases
- The degree of goal realisation of housing associations active in restructuring districts for **Sale goals** is relatively low the highest score is 70% of the sales objectives reached the lowest 0%

The second part of the main research question reads

*Can the level of success be related to the level of internal process quality?*

No, it is impossible to completely relate the degree of goal realisation to the internal process quality. Because internal process quality relates to the intended and deliberate strategy and not the emergent strategy. This emergent strategy plays a big role in the realised strategy (that what actually takes place in the restructuring district). The indicators of the internal process quality also play a big role. The IPQ’s are deliberately deployed by the housing association to work on the goals that they have for the restructuring districts.
1. Research proposal

1.1 Relevance of the study

In this paragraph the relevance of the research will be discussed. This discussion will cover the themes: personal motivation, social and scientific relevance, target groups and the relation with the research program of the department of Real Estate & Housing.

1.1.1 Personal motivation

The subject of the research is stock policy in restructuring districts. I am fascinated by the concept of policy and how policy is transformed into actions. What means are used to achieve objectives? And are the chosen means the right ones for achieving those goals. In a broader perspective: is policy the right instrument to change a current undesired situation into a desired future situation? From the previous section my affinity with the subject on a rather high abstraction level for this research becomes clear. A broader perspective and knowledge about the context and path dependency of situations is vital for this research. The understanding of elements of policy and its multiple functions is necessary to deal with the subject on this abstraction level.

I want to show that I can perform research on the theme policy on an academic level with the high quality standards the faculty pursues. With this research I would like to investigate whether or not policy is a field of practice I want to work in after graduation from the Technical University.

1.1.2 Social and scientific relevance

This document deals with the quality of policy of housing associations in different restructuring districts. The result will entail several recommendations to improve the policy in those districts. In my belief a better policy will result in better outcome/actions. The social relevance of my findings could be high for all actors active in the selected districts. If my recommendations are valid and were to be implemented they could have great consequences for future actions in those districts as well as other districts dealt with by the same housing association.

Policy is a subject heavily debated in scientific publications. From different perspectives e.g. management, political science etc. views on what constitutes good policy are available. I wish to contribute to the academic debate, by looking for general recommendations on policy for housing associations active in restructuring districts from the perspective of strategic stock management. The scientific relevance of this research should be found in the attempt to generalize knowledge outside its dominant context, into a broader perspective, if the findings allow for “scientific” generalization outside the confines of the case.

1.1.3 Target groups

Target groups for this research are the three housing associations selected for the case study.

De Key, active in Amsterdam, Spaarndammerbuurt
Waterweg Wonen, active in Vlaardingen, Hoofstedebuurt
Volkshuisvesting Arnhem, active in Arnhem, Malburgen-West

In a broader perspective the academic community active in the debate concerning policy. Governing organisations could possibly also benefit from the results of this research.

1.1.4 Relation with the research program of Real Estate & Housing

Research within the master track Real Estate & housing can take place on three levels: individual dwellings, stock or urban areas. This research focuses clearly on stock and more specific the strategic policy that housing associations use to align the dwelling profile with future demand. SSM is part of the curriculum of the first year of the master programme although it aims more at the technical transformation of dwellings than it does to policy.
1.2 Problem analysis

As a part of a more general trend towards privatisation, deregulation and decentralisation of public tasks, housing policy in several European countries aims to reinforce market-orientation in the social housing system. These reforms had a large impact on social landlords. During the last two decades, social landlords in several European countries have gained more freedom in making their own policies. In the Netherlands, for instance, prescriptive government control of landlords’ activities was replaced by the principle of retrospective accountability on the basis of generally described performance criteria. At the same time, direct financial support (object subsidies) has been diminished (Gruis & Nieboer, 2003, p2).

The changes in policy have enlarged the need for sound financial planning, risk management and market orientation in social housing management. Social landlords have to anticipate market developments and adjust their stock accordingly in order to keep playing a meaningful role on the (social) housing market (Priemus et al., 1999) cited from (Gruis & Nieboer, 2003, p.3). This adjustment of the stock or realigning of the dwelling profile to meet future demand is done via strategic stock management/strategic stock policy. The rise of strategic stock policy began in an era where large portions of the mostly post war dwelling stock of housing associations dealt with problems of vacancy. The economical lifespan of segments of the stock appeared to be shorter than their technical lifespan. This is the reason why the attention of strategic stock management is focused on commercial subjects such as market demand, market developments, yields and value development (Nieboer, 2005, p. 3). An instrument to manage the stock in a strategic way is strategic stock policy. Strategic stock policy is characterized by:

1. A specification of policy objectives concerning the dwelling stock (e.g. the size and composition of the stock) a formulation of the approach to reach those objectives and a specification of the available means.

2. A integral approach of the dwelling stock: primary focus on composition of the stock and secondary on the individual complexes.

3. Integration of policy: several policy segments such as technical maintenance, finances and rent policies are synchronized.


There are countless ways to manage and exploit dwellings from the stock. To simplify the decisions strategic stock managers finds it useful to classify the options in labels. These labels contain statements on the intended method of management. These result labels refer to a future desired situation: what should a dwelling or complex look like after the planning period to be in line with the future demand. Process labels refer to approach: what must happen to the complex or dwelling in order to achieve the result (Nieboer, 2005, p. 8). Labels should have a relation with subjects that matter to strategic stock management (SSM). In the following table several possible labels per subject are provided.
<table>
<thead>
<tr>
<th>Subject</th>
<th>Possible labels</th>
</tr>
</thead>
<tbody>
<tr>
<td>Architectural approach</td>
<td>Consolidation</td>
</tr>
<tr>
<td></td>
<td>Improvement</td>
</tr>
<tr>
<td></td>
<td>Renovation</td>
</tr>
<tr>
<td></td>
<td>Demolition</td>
</tr>
<tr>
<td>Residential technical, product group</td>
<td>Sober</td>
</tr>
<tr>
<td></td>
<td>Standard</td>
</tr>
<tr>
<td></td>
<td>Standard plus</td>
</tr>
<tr>
<td></td>
<td>Luxurious</td>
</tr>
<tr>
<td>Target group and rent policy</td>
<td>Starters</td>
</tr>
<tr>
<td></td>
<td>Seniors</td>
</tr>
<tr>
<td></td>
<td>Small families</td>
</tr>
<tr>
<td>Living environment, liveability, social</td>
<td>Closed portico yes/no</td>
</tr>
<tr>
<td>management</td>
<td>Lit (back)paths yes/no</td>
</tr>
<tr>
<td></td>
<td>Police brand “veilig wonen” yes/no</td>
</tr>
<tr>
<td></td>
<td>Caretaker yes/no</td>
</tr>
<tr>
<td>Exploitation period</td>
<td>Year of end exploitation</td>
</tr>
<tr>
<td>Rent policy, desired rents</td>
<td>Up to individual rent subsidy level</td>
</tr>
<tr>
<td></td>
<td>Above individual rent subsidy level</td>
</tr>
<tr>
<td>Exploitation form</td>
<td>Rent</td>
</tr>
<tr>
<td></td>
<td>Social sale (MGE)</td>
</tr>
<tr>
<td></td>
<td>Free market sale</td>
</tr>
<tr>
<td>Physical state</td>
<td>level of maintenance condition</td>
</tr>
</tbody>
</table>

Table 1 Possible labels per subject (own translation (Nieboer, 2005, p.9))

1.2.1 The nature of stock policy

In this report the input, output, outcome model is used (figure 1). This model describes the process of strategic stock management. The figure defines three distinct stages of strategic stock management (SSM): input, output, and outcome.

In this stylized representation of reality the process of formulation and execution of stock policy is provided. On the input side the housing associations declares its mission, vision and goals. The input side provides a rough notion how to deal with problems. This notion is translated and optimized into output: a definite course or method of action selected from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions (Websters dictionary, 2009). From this output derive specific actions concerning strategic stock management. The outcome is the effect in reality, both intended and unintended.

Priemus et al. (1999, p. 211) define social housing management as “the set of all activities to produce and allocate housing services from the existing social housing stock”. According to Priemus et al., housing management consists of a variety of activities, categorised in technical management (maintenance, renovation, etc.), social management (housing allocation, etc.), financial management (treasury, rent policy) and tenure management (letting, buying, selling) (ibid., p. 212). Social housing management takes place at the tactical management level.

Strategic stock policy concerns medium and long-term management policies, usually formulated at a strategic (top-management) level in the organisation (see figure 2). Decisions making on this high level of management is in a large degree a rational process (Mouwen, 2006, p.42) Strategic stock policy is a set of deliberate choices of the
housing association concerning the management of the stock. Gruis and Nieboer (2003) distinguish three different management levels for housing associations.

<table>
<thead>
<tr>
<th>Level</th>
<th>Activity</th>
<th>Output</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic level</td>
<td>Portfolio management</td>
<td>Portfolio investment policy</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Performance analysis portfolio</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Investment scheme</td>
</tr>
<tr>
<td>Tactic level</td>
<td>Asset management</td>
<td>Estate policy</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Performance analysis of estates</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Marketing policy</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Relation management</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Organisation/outsourcing</td>
</tr>
<tr>
<td>Operational level</td>
<td>Property management</td>
<td>‘Daily’ administrative, technical</td>
</tr>
<tr>
<td></td>
<td></td>
<td>and commercial/promotional management</td>
</tr>
</tbody>
</table>

In figure 2 the distinction between activities and output for the different management levels is shown.

Although strategic stock policy is formulated on the strategic level the policy influences decisions on all management levels. On the Operational management level (concerned with property management), day to day management takes place. According to (Nourse & Roulac, 1993, p.486) there are 14 themes on which the operational level decides. The decisions include: (1) location, (2) quantity, (3) tenancy duration, (4) identity/signage, (5) building size/character, (6) building amenities, (7) exterior quality, (8) company space, (9) mechanical systems, (10) information/communications systems, (11) ownership rights, (12) financing, (13) control, and (14) risk management.

1.2.2 Where does SSM fall short where is room for improvement

SSM has proven itself to be useful for housing associations to realise change and structure the decision making process. Literature shows however that SSM falls short on certain aspects, these aspects can be summarized as:

- Accountability
- Performance measurement
- The relation between portfolio policy and investment decisions

Each aspect will be considered in turn.

Accountability

Housing associations are so called social enterprises. Like any organisation nowadays, social enterprises have to respond to the increasing demand for social responsibility and accountability in a broad sense. (De Kam, 2003, p. 1) In the recent past the public attention for accountability has increased. De Kam (2003) argues that this is due to the occurrence of huge scandals in the profit sector, (although the non profit sector recently knew its own scandals) and the growing emphases on corporate social responsibility.
social audits and so on. Housing association need to be accountable because prescriptive government control was lifted but still the primary task is to provide to the needs in the realm of basic social rights (De Kam, 2003, p.3). The social aspect of the task of the housing association is to supply a substantial part of their stock at rents below market- and below cost-price level. Furthermore, the associations have legal obligations to provide housing to groups with special needs. Housing associations are supposed to specify their future activities in performance agreements with the local authority. Policy and in particular strategic stock policy plays a great role in the way housing associations present themselves as accountable organisations. Policy serves several functions such as:

- Vision
- Negotiation
- Implementation
- Reaction
- Creation

The several functions of policy can be conflicting in nature. In addition, policy is often publically available. Due to both characteristics, policy is often written down in a reserved or cautious manner. This can diminish the instrumental value of the policy and may lead to ineffectiveness of policy. On the other side of the spectrum it could be argued that the written policy offers too much room for creative interpretation afterwards, during evaluating, and therefore diminishing the accountability of the policy. Because policy is often written down in an unclear, sometimes even woolly manner, all outcome can be justified and accounted for in accordance with the policy.

**Performance measurement**

The second aspect where SSM falls short is in the measurement of performance. Performance measurement for housing associations is problematic because it is very hard to establish what constitutes good performance in the social housing sector. Besides accountability housing associations need to focus on social performance. Social performance, has not attracted much attention in the past, when housing associations were kept ‘on a short leash’ by central and local government. However, the retrenchment of government (both nationally and locally) created the need for more specific rules about the role of housing associations. (Gruis & Deuten, 2008, p.17) Dutch housing associations have experienced a greater need for internal and external supervision since the mid 1990s, when the social rented sector underwent that massive transformation (Koopman, et al, 2008, p. 5). The specific rules about the role of social landlords have been laid down in the Social Housing Management Decree (BBSH) since 1993. In Table 2 the performance areas set down in the BBSH are summarised and related to the classic motives for intervention in the housing market (Gruis & Deuten, 2008, p.17. The motives for a housing association to intervene in the housing market are:

- The countering of market imperfections
- The compensation of external effects
- The promotion of housing as a merit good
- The equal distribution of housing quality
<table>
<thead>
<tr>
<th>Performance area of BBSH</th>
<th>Related to intervention motive</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financial continuity</td>
<td>Instrumental or conditional to all motives</td>
</tr>
<tr>
<td>Provision of affordable housing to low-income tenants</td>
<td>External effects, merit good, redistribution</td>
</tr>
<tr>
<td>Maintain quality of the housing stock</td>
<td>External effects, redistribution</td>
</tr>
<tr>
<td>Ensure tenant empowerment</td>
<td>Market imperfections</td>
</tr>
<tr>
<td>Increase and maintain quality of life (livability) in the neighbourhood</td>
<td>External effects, merit good</td>
</tr>
<tr>
<td>Provision of arrangements for housing and care</td>
<td>External effects, merit good</td>
</tr>
</tbody>
</table>

Table 2  Performance areas of housing associations and motives of public intervention (Gruis & Deuten, 2008, p.18)

The rules laid down in the BBSH should not be read as ‘hard’ targets, but rather as general objectives that specify the public mission of housing associations (ibid). This public mission forms the input for the strategic stock policy. It is each individual housing association’s responsibility to further specify the public tasks into performance indicators at the organisational and/or operational level (Koopman, et al, 2008, p. 5). In figure 3 two general objectives of the BBSH are operationalized in performance indicators.

![Image of Figure 3 Relationship tree for public tasks of housing associations and performance indicators (ibid)](image)

The performance indicators that housing associations use can differ widely among different organisation. This means that there is not one clear best practice method to measure performance and that there is no integral approach in the housing sector. Often strategic stock policy provides too little performance indicators to establish the quality...
of the performance. There is no clear best practice in policy concerned with restructuring districts. This is partly due to the context dependency of the district the housing association is active in. The problem due to lack of best practice is that the cohesion among different policies (in different districts) and performance indicators between different actors is marginal. Best practice cases would lead to a stronger relation between policies, performance indicators and quite possibly better solutions for problems of comparable nature.

The relation of SSM and investment decisions
The third aspect where SSM falls short is in the relation between the policy and investment decisions. Stock policy often does not function as an integral covering strategy for investment decisions. This brings with it the risk that money is spent on more or less coincidental projects instead of in favour of a general rise in dwelling quality. In general the influence of portfolio policies on investment choices is modest (Nieboer, 2009, p. 240) this does not necessarily mean that social landlords take unsophisticated decisions but that these decisions are hardly based on portfolio policies. The exception to this is in the selection for homes eligible for sale. The problem is that the policy does not offer ample room for implementation in accordance with goals, and execution otherwise it would have had far greater influence in the investment choices. Problems with implementation of strategic plans (strategic stock policy) occur very often. Once strategic policy is determined the implementation of this policy shows difficulties, one of the reasons for this that the implementation structure is not equipped to successfully guide the implementation process. This happens because of the large degree of fragmentation and complexity of the implementation process (Mouwen 2004, p.41). In other words the organisations structure is not designed in such a way that successful implementation can occur. This supposes that an organisation must set up their divisions and different management levels: strategic, tactic, operational (portfolio, asset and property) so that the policy can be executed. The organisational design can facilitate or hinder the implementation process. From this perspective comes the mantra: “Structure follows strategy.” Often the formulation of policy is conducted on the strategic level but due to the lack of support on other levels the policy is not implemented correctly. The lack of a tactical level in the organisation can also result in the wrongful execution of policy programs.

1.3 Problem statement
From the previous problem analyses the following descriptive problem statement is formulated.

Stock policy for restructuring districts does not offer ample room for implementation in accordance with goals, and execution!

1.4 Objectives
The four main objectives of this research are

- Gaining insight in matters of strategic choices within the housing sector and the implementation of specific policy concerning SSM
- Finding out what elements of the strategic stock management process causes success or failure in policy execution in restructuring districts.
- Establish the effectiveness/ instrumental value of policy in restructuring districts by relating the outcome of the policy (the effect in reality) to several quality indicators of the SSM process
- Improving the quality of the stock policy (if necessary) in specific restructuring districts
By finding out the elements of the SSM process that cause success or failure and establishing the effectiveness of the stock policy in a particular restructuring district, I will have created a sound basis to provide suggestions to improve the policy in those restructuring districts. This is a new approach to evaluate the quality of stock policy. By conducting this research I can contribute to the academic debate concerning performance measurement of housing associations. Possibly I can also provide more generic suggestions to improve the policy concerning SSM in all restructuring districts.

The best way to do this research is in my opinion a case study approach, because of the specific nature of goals and actions in strategic stock management. By using comparable case studies I can measure the outcome of policy and relate that against the individual goals of the housing association. After that I will try to establish which elements of the policy and its process contribute to either the success or failure in that particular case. After doing this for several cases I might be able to generalize outside the individual cases and find more generic knowledge. This could mean that recommendations towards all policy makers dealing with restructuring districts can be provided. That should be beneficial to the entire occupational group.

1.5 **Hypothesis**

The following hypothesis are formulated for this master thesis

- A high level of internal process quality of policy will result in more effective policy.
- There are generic elements in policy, such as: transparency, consistency, completeness and general basis, realism, ambition level and measurability, that influence the level of success (in the outcome) of strategic stock policy in restructuring districts.

1.6 **Assumption**

- Policy is path dependant which means that without (thorough) knowledge about how policy comes to existence and why it is impossible to judge whether or not the outcome of the policy is effective/successful.

1.7 **Research questions**

The objectives of the research require two different studies: a literature study and an empirical study. Below the objective of both studies will be provided.

**Literature study**

To establish a systematic way to measure and evaluate the quality of the processes that lead to the policy and its implementation.

**Empirical research (Ex post evaluation)**

To evaluate the outcome of stock policy against:

- A set of detailed pre-determined goals, that derive from the housing associations own vision and mission concerning SSM in particular restructuring districts and;
- the internal processes that led to the policy formulation and implementation
1.7.1 Main question

The main question can only be answered after both studies have been completed. The Main question for the graduation project is:

How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?

1.7.2 Sub questions

To answer the main question several sub questions need to be addressed first. The sub questions are also divided into two categories the literature study and the ex post research. In the tables below the sub question that need to be answered in the literature study are presented. In the column right to the sub question the research method for answering that sub question is provided.

### Literature study concerning the quality of internal processes

<table>
<thead>
<tr>
<th>Main question</th>
<th>Research method</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the role of internal process quality in SSM</td>
<td>Literature study</td>
</tr>
<tr>
<td><strong>Sub question</strong></td>
<td><strong>Research method</strong></td>
</tr>
<tr>
<td>Which processes take place in the input, output, outcome model</td>
<td>Literature study</td>
</tr>
<tr>
<td>Which problems occur with the implementation of policy</td>
<td>Literature study</td>
</tr>
<tr>
<td>What is internal process quality of policy?</td>
<td>Literature study</td>
</tr>
<tr>
<td>How can the internal process quality be measured</td>
<td>Literature study</td>
</tr>
<tr>
<td>What is the role of the path dependency in policy formation?</td>
<td>Literature study</td>
</tr>
</tbody>
</table>

**Table 3 Sub questions literature study**

### Empirical research concerning empirical data for different cases

<table>
<thead>
<tr>
<th>Sub question</th>
<th>Research method</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sub questions concerning the methodology</strong></td>
<td></td>
</tr>
<tr>
<td>What three cases should I include in this study?</td>
<td>Selection strategy: critical cases</td>
</tr>
<tr>
<td>Which specific elements of the policy should be compared?</td>
<td>Selection strategy: critical cases</td>
</tr>
<tr>
<td><strong>Sub questions that relate to the empirical research</strong></td>
<td></td>
</tr>
<tr>
<td>What are the goals of the housing association concerning SSM in the restructuring districts?</td>
<td>Case study, Literature (document) study and interviews</td>
</tr>
<tr>
<td>What is the outcome of the policy?</td>
<td>Case study Analysis of quantitative data, interviews and documents</td>
</tr>
<tr>
<td>What is the degree of goal realisation?</td>
<td>Case study Logical deduction from the 2 previous questions</td>
</tr>
<tr>
<td>Why are the goals achieved? Why not?</td>
<td>Case study Process analysis, document study and interviews</td>
</tr>
<tr>
<td>Which parts of the SSM were deployed to work on the goals</td>
<td>Case study, interviews</td>
</tr>
<tr>
<td>What is the importance of the different parts of the SSM process</td>
<td>Case study, deduction</td>
</tr>
<tr>
<td>Did the process of the housing association contribute to the degree of goal realisation?</td>
<td>Interviews, deduction</td>
</tr>
</tbody>
</table>

**Table 4 Sub question empirical research**
2. Theoretical Framework
2. Theoretical Framework

In this chapter the literature study that forms the theoretical framework of this master thesis will be provided.

The main research question of the graduation project is:

How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?

Before that question can be addressed the notion of internal process quality and its role in the SSM process needs to be reviewed. The review and operationalization of the concept is conducted in this literature study. In the following chapters the findings from the literature review will be presented.

Literature study, main research question and sub questions

The foremost problem dealt with in this literature study is the lack of a work-definition of the concept internal process quality of policy. Before providing a definition an exploratory research concerning the processes that take place in the SSM process was held. The results of this research are presented in this study. Ultimately this report tries to provide an answer to the following main research question:

What is the role of internal process quality in strategic stock management?

To answer the main research question of the literature study, 6 sub questions were formulated. By combining the sub questions the main research question of the literature study can be answered. In the table below the main question and the sub questions are provided, complemented with the place in this chapter where the questions will be addressed. In chapter TF4 a summarized answer to the sub questions and a detailed answer to the main research question will be provided.

<table>
<thead>
<tr>
<th>Main question</th>
<th>Answer can be found in chapter</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the role of internal process quality in SSM</td>
<td>chapter TF 4.2</td>
</tr>
<tr>
<td>Sub question</td>
<td>Answer can be found in chapter</td>
</tr>
<tr>
<td>Which processes take place in the input, output, outcome model</td>
<td>Chapter TF 1</td>
</tr>
<tr>
<td>Which problems occur with the implementation of policy</td>
<td>Chapter TF 1.3</td>
</tr>
<tr>
<td>How can the quality of policy be measured?</td>
<td>Chapter TF 2</td>
</tr>
<tr>
<td>What is internal process quality of policy?</td>
<td>Chapter TF 2.1</td>
</tr>
<tr>
<td>How can the internal process quality be measured?</td>
<td>Chapter TF 2.1</td>
</tr>
<tr>
<td>What is the role of the path dependency in policy formation?</td>
<td>Chapter 3</td>
</tr>
</tbody>
</table>

Table 5 Guidebook for the literature study

Aim of the study

This literature study serves three purposes: The first purpose is that it provides the theoretical framework for the empirical research of this master thesis. The second purpose is that it provides insight in complex themes concerning strategic stock management and its internal processes. The third purpose is that the literature study establishes a systematic way to measure and evaluate the quality of the internal processes that lead to the policy and its implementation. This is achieved by designing
an evaluation framework in which the quality of the processes that lead to the formulation and implementation of strategic stock policy can be evaluated.

Findings in the literature have formed the basis for four important pillars that will be used in the empirical research. Below the those pillars are described

- Insight in structure of strategic stock management and its internal processes
- Work definition of the concept of internal process quality
- Description of the use of the concept internal process quality
- Design for an evaluation framework of internal process quality (including lead questions for systematic evaluation)

Research strategy

The Dutch practice and scale of social housing is unique in the world. The concept of strategic stock management for social landlords is documented in many publications by predominantly Dutch (academic) authors. The strategy I used to answer the questions posed in table 1 existed out of reading many publications and literature concerning housing management, strategy, strategic planning, strategy implementation and performance measurement (on the last page of this report a complete overview of the literature used for this study is presented). I have used the repository of the library of Delft University of Technology to create the body of sources used for this literature study. Furthermore I browsed through the bibliographies of publications I found useful and read the source material that those authors used. This deepened my knowledge about the subjects.

The Dutch authors provided me with much insight into the practice of strategic planning and policy implementation in the Dutch non-profit sector and specifically the housing sector. For a broader perspective I have used foreign authors like Mintzberg to place the ideas concerning strategy and policy in the right context. The author most cited in this literature study is prof. C.A.M. Mouwen. In his two publications: Strategische planning voor de moderne non-profit organisatie, (2004) and Strategie-implementatie: sturing en governance in de moderne non-profit organisatie (2006) he has provided a very extensive body of knowledge concerning strategy formulation and implementation for non profit organisations. I have combined those two publications with the works of de Kam (2003, 2007) and Glasbergen (1987) to create an evaluation framework for the concept of internal process quality (chapter x).
TF 1. The SSM process

In this report the input output outcome model is used (figure 4). This model describes the process of strategic stock management. The figure defines three distinct stages of strategic stock management: input, output, and outcome.

![Figure 4 The input output outcome model or SSM process.](image)

In this stylized representation of reality the process of formulation and execution of stock policy is provided. On the input side the housing associations declares its mission, vision and goals. The input side provides a rough notion how to deal with problems. This notion is translated and optimized into output: a definite course or method of action selected from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions (Websters dictionary, 2009). From this output specific actions derive concerning strategic stock management the implementation. The outcome is the effect in reality, both intended and unintended.

Terminology concerning the three stages differs between authors. In this report input can be seen as vision, output as policy concerning SSM or strategic plans and outcome as the result in reality. In the input, output, outcome model two distinct processes within this SSM process can be identified.

![Figure 5 Adapted Input, output, outcome model](image)

- Policy formulation/ strategy formulation process,
- Policy implementation/ strategy implementation process

Policy formulation (visualized by the arrow between input and output), describes the processes that take place to form a strategic plan (the output) internal and external analyses as well as supportive analysis are conducted to find out which strategy suits with the goals the organisation tries to achieve.

Policy implementation (visualized by the arrow between output and outcome) consist of the theory of change and implementation processes. And show the effects of the strategic plans in reality. In the implementation process a distinction can be made between the preparation the organisation has to make to be able to implement the policy correctly and the actual execution of the policy. Both previously mentioned aspects are sides of the same “implementation” medal.

This chapter follows the following outline
1.1 Strategy formulation: general information on strategy and how it's generated supported with a closer look at a dominant form of strategy formulation in SSM strategic planning
1.2 Strategic decision making: The influence of strategy and supportive analysis complemented with a closer look at the perceived rationality of strategy formulation
1.3 Implementation: A closer look at the aspects of policy implementation
1.1 Strategy formulation

For decades there has been a debate in literature for a clear definition of strategy and strategy design. The dictionary describes strategy as a plan or policy to achieve a certain objective. The simplest definition of strategy is ‘the way in which and the resources with which a (previously determined) objective is achieved: a strategy is a plan of approach. Strategy design is consequently the preparation of this plan of approach. However the complexity of the phenomenon does not allow for a straightforward description (De Jonge et al, 2009, p.25) In this paper the work definition of Chandler (1962) will be used because his definition of strategy comes very close to different aspects of strategic stock management. Chandler’s definition reads:

“A strategy determines the long-term objectives of an organisation plus the plan of approach plus the allocation of the resources needed to implement these objectives” Chandler (1962) cited from (De Jonge et al, 2009, p.25)

According to Mintzberg (1998) Strategy formulation can be separated on the bases of three distinct attitudes to the way strategy is generated. The three attitudes are prescriptive descriptive and integrated. The strongest distinction between the attitudes is between prescriptive and descriptive strategies. Prescribing strategies proceed from a limited view on the world and prescribe the ideal processes and contents for strategies. They deal with the question as to how strategies should be created. The prescribing schools make a clear distinction between the strategy itself and the strategy designing process: the strategy is the outcome of the strategy design process. This way of thinking has resulted in process models, checklists and design tools focusing on a rational and distinct strategy designing process, which is based on (particularly) analyses and (to a lesser extent) on syntheses. Describing strategies consider the process of strategy formation and describe how a strategy is created in practice. They give emphasis to the continuing nature of strategy design and reject the idea that strategy is a completed and distinct product, waiting to be implemented. Mintzberg defines a third group, the integrating strategies, that combine the first two groups. (De Jonge et al, 2009, p.30). From these three attitudes, Mintzberg distinguishes ten different schools of thought. In table 4 the attitudes and schools of thought of strategy formulation are presented.

<table>
<thead>
<tr>
<th>Prescribing</th>
<th>Design school</th>
<th>Strategy formation as a creation process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning school</td>
<td>Strategy formation as a formal process</td>
<td></td>
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<tr>
<td>Positioning school</td>
<td>Strategy formation as an analytical process</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Describing</th>
<th>Entrepreneurial school</th>
<th>Strategy formation as a visionary process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cognitive school</td>
<td>Strategy formation as a mental process</td>
<td></td>
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<tr>
<td>Learning school</td>
<td>Strategy formation as an originating process</td>
<td></td>
</tr>
<tr>
<td>Political school</td>
<td>Strategy formation as a negotiating process</td>
<td></td>
</tr>
<tr>
<td>Cultural school</td>
<td>Strategy formation as a collective process</td>
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</tr>
<tr>
<td>Environmental school</td>
<td>Strategy formation as a reactive process</td>
<td></td>
</tr>
</tbody>
</table>

| Integrating | Configuration school | Strategy formation as a changing process |

Table 6 Schools of strategy formation, Mintzberg (1998) cited from (De Jonge et al, 2009, p.30)

These different schools relate closely to the aforementioned (chapter 1) different functions of policy. Every school and process possesses its own rationality. The different school or functions can be conflicting in nature. This makes an integral approach (configuration school) problematic. In Dutch practise the planning school is most dominant for the formulation of stock policy (Nieboer, 2009). In the following sub paragraph the planning school of thought will be examined further due to its close relation and applicability in the formulation of strategic stock policy.
1.1.1 Strategic planning

Organisations formulate strategies to reach objectives; strategic stock policy is no exception from this principle. There is a close relationship between the insight to strategic situations, the desired strategic precision and the choice for the use of analysis methods by organisation. (Mouwen, 2004, p. 102). Analysis methods are used as support for and the simplification of the decision-making process. The most commonly used analysis methods are the internal and external analysis. Often combined in a SWOT approach. SWOT is an acronym for strength weaknesses opportunities and threats. A distinction should be made between analysis methods used for the formulation of policy and the use of analysis methods to support decision making after strategies are formulated. The SWOT analysis is most commonly used as analysis on behalf of the strategic planning, other analysis methods are used to guide and structure the decision making process (see paragraph 2.2).

In Dutch practice strategic planning models are used to formulate stock policy for housing associations. In support of the strategic planning supplementary analysis are used to guide further decision making. This section will discuss five different strategic planning processes (by 3 dominant authors in the field of strategic planning) used to formulate a strategic plan or strategic policy. The five processes described in this study are:

- Kotlers', strategic planning model and adapted strategic planning model
- Mouwens', Basic outline strategic management model and the Integral strategy model
- Nieboers’, development model of strategic stock policy

The models of Mouwen and Kotler provide insight in more general phases of strategy formulation for both profit and non-profit organisations. The model of Nieboer is specific to housing associations and how they (should) develop strategic stock policy.

1.1.2 Strategic planning according to Kotler

The most important and well known author on strategic planning is Philip Kotler. In 1970 Kotler created the strategic planning model. In figure 6 the model of Kotler is provided. The standard model of Kotler departs from the business mission, which is seen as the central objective of the organisation, to which the goals and strategies are subordinated. The business mission determines what to analyse. After the analysis, goals are formulated and worked out step by step towards individual actions (Nieboer, 2009, p.239) This action need to be evaluated and if necessary used as input for new strategies. The feedback loop is very important in Kotlers strategic planning process.

In The long cord between portfolio policies and investments of social landlords (2009), Nieboer argues that the standard model of Kotler is incomplete and therefore Nieboer suggest the following adaptations

- strategy formulation (in this case investment choices such as refurbishment, demolition, sale or regular maintenance) are not only dependent on
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goal formulation at the top or in policy departments, but also on policy formulation of other (internal and external) actors; these actors can have their own policy principles and their own analyses; these policy principles are not developed entirely on their own, but there is a mutual influence with the business mission and the policy principles of other actors. (Nieboer, 2009, p243)

The adapted model that Nieboer (2009) suggests is presented in figure 7.

Figure 7 Adapted strategic planning model of Kotler cited in (Nieboer 2009 p. 243)

The model shows two ways to get from the business mission to strategy formulation. The first and most direct way is through stepwise elaboration of this mission via organisational goals, as depicted at the left side of the figure. Vertical steering, whether or not accompanied with strict planning methods, dominates here. The second, more indirect way is through interaction with policy principles of other actors, as depicted at the right side of the figure. Discussion about values, ambitions and objectives dominates here. As regards the strategy formulation of the social landlords in this research, the second way seems to prevail. (Nieboer 2009 p. 244)

1.1.3 Strategic planning according to Mouwen

Another author that published on strategic planning is prof C.A.M. Mouwen. Mouwen stresses the importance of internal and external analysis in strategic planning. On the basis of the internal and external environment wherein the organisation is active an analysis can be provided to formulate strategies. The so called SWOT analysis, where strength and weaknesses relate to the internal environment of the organisation and opportunities and threats relate to the external environment of the organisation. By combining these factors from the analysis, potential strategies can be formulated. However the step from analysis to strategic options is rather big jump. The analysis provides necessary insight in what the organisation can and should do but does not immediately show all possibilities. Subsequently from these strategic options one or more strategies will selected and implemented. Figure 8 shows this process in a model.
It could be argued that this simple strategy model does not do justice to complexity of the world outside and provides too little strategic precision. Therefore several improvements on this model can be applied. One of this improvements or additional tasks in the process is the reversed SWOT or TOWS analysis. The purpose of the TOWS analysis is to find synthesis in the abundance of possible strategies (Mouwen, 2006, p18). The TOWS analysis works as follows: The departure point for this are the strategic factors determined in the SWOT analysis. Subsequently some of these factors are placed in a matrix and are consistently confronted against each other. Every combination or confrontation results in a potential strategy

\[
\text{(Mouwen, 2004, P104)}
\]

Table 7 shows an example of a confrontation matrix or TOWS matrix.

<table>
<thead>
<tr>
<th>Internal</th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Opportunities</strong></td>
<td>(S-O) strategies / Offensive strategies</td>
<td>(W-O) strategies / Supportive strategies</td>
</tr>
<tr>
<td><strong>Threats</strong></td>
<td>(S-T) strategies / Supportive strategies</td>
<td>(W-T) strategies / Defensive strategies</td>
</tr>
</tbody>
</table>

\[
\text{Table 7 TOWS or Confrontation matrix translation from (Mouwen, 2004, p. 105)}
\]

The use of the TOWS analysis will result in a large sample of possible strategies. Nevertheless a large portion of the matrix elements have no real meaning because the do not correspond with an appropriate strategic relation (ibid). With the use of several practical context parameters like finances, legislation and execution capacity, the most adequate strategies can be selected. In addition to the confrontation matrix, Mouwen (2004) argues that the use of an integral strategy model in which also the organisations’ mission, social responsibilities and values of the organisation and management are included, would provide the best preconditions to select
adequate strategies for both simple and complex profit and non profit organisations. The integral strategy model is provided in figure 9.

The integral strategy model clearly provides additional resources to form an adequate strategy in comparison to the basic outline. The TOWS analysis provides thorough insight and simplifies the process of selecting strategies, in the presence of social responsibilities and organizational values. The top of the model shows the mission of the organization and from there derives the leeway of strategic possibilities. The implementation of the strategic policy is visualized below and forms the output of the model. In the arrow from strategy selection to implementation several factors play an important role and many problems can occur in this stage. These factors and problems will be described in further on in this chapter.

Figure 9 The integral strategy model (Mouwen, 2004, p. 109)

1.1.4 Strategic planning according to Nieboer

Besides the adaptation of the strategic planning process of Kotler, Nieboer provides a specific process model for the development of strategic stock policy. It is not hard to detect the similarities between the: integral strategy model and the adapted strategic planning model, and the model specific for the formulation of stock policy. The figure below illustrates the 9 steps taken by a housing association for the development of stock policy

Figure 10 Process model of the development of strategic stock policy in the social rented sector own translation (Nieboer, 2005, p. 4-6)
1. Process agreements: every form of policy development benefits from agreements concerning the operation procedure. In the case of strategic stock management this is very much so because it affects several fields of policy of the social landlord such as rent policy, investment policy and financial policy. Process agreements consist of phasing and timing and sequence of the activities, the internal division of tasks and the internal and external communication.

2. Business objectives: At the beginning of the development process of SSM the corporation needs to state their objectives. In this phase decisions are made which factors will be considered in the development process. Examples of these factors are the market situation, policy environment, district visions, living preferences and lettlability.

3. Analysis current situation and developments: From the previous stated factors the point of departure is defined.

4. Stock strategy: On the basis of the objectives and policy of the social landlord and the conclusions from the analysis in step 3, the course where the dwelling portfolio needs to go in order to comply with future demand, is determined.

5. Regional strategies: The portfolio of renters is usually spread over more municipalities, city districts or neighbourhoods, in this model these clusters are called regions. The desired character of such regions can have great influence in investment decisions. E.g. should the neighbourhood have a more rural or urban character or should it stay the same. Which target groups (rich, poor, families, starters etc.) should be attracted or what mix of households is preferable.

6. Complex strategies: On the basis of the analysis and the consideration of the previous factors for each complex or dwelling a preliminary strategy is chosen. Such strategies could encompass desired quality levels or interventions translated into labels such as renovation, joining, consolidation etc. The consideration for labels can differ for every housing association and every complex due to the fact that every housing association can find other factors such as market situation or net present value more decisive and paramount to others.

7. Testing: The preliminary labels are tested against the same factors mentioned in step 2. In general financial motives play the largest role. In addition the “sum” of the assigned labels should result in an acceptable, desirable and feasible situation from the perspective of the housing association.

8. Management plans: The labels are worked out in complex-management-plans in which concrete agreements and activities are included.

9. Implementation, evaluation: the intended activities are brought into practice and if preferred the entire process can be evaluated.

1.1.5 Comparison between the models

The five strategic planning models have great similarities. All strategies are formulated as the result of sequential steps. The most important steps in all processes are the mission and the analysis of the internal and external environment. The strategic plans form the plan of approach to align the current dwelling profile with the perceived future demand. The strategic plan should therefore have predictive power because it tends to adapt the dwelling stock to be more in line with a future situation.

Although the strategic planning models share similar characteristics and derive from the same school of thought namely the planning school (Mintzberg, 1998) there are differences between them. The most important difference is between the adapted strategy model of Kotler and the Integral strategy model of Mouwen. The role of the SWOT analysis differs in both models. In both methods the SWOT analyses takes place but in the model of Kotler goals are formulated on the basis of the mission and internal and external analysis. In the model of Mouwen the swot analysis defines the strategic options. The TOWS analysis decides which options are best in line with the goals of the organisation. The formal step of goal formulation is absent in Mouwens’ models. From that perspective the specific model of Nieboer for the formation of strategic stock policy for housing associations is closely related to Kotlers model. Other differences between
the models are the strategic precision and the relation to SSM of the different models. In table 6 the characteristics of the different models will be provided on the basis of strategic precision, the models relation to SSM and difficulty of the strategy formulation procedure. The labels: low, medium and high as well as easy medium and difficult are provided on the basis of a relative comparison among the different models. Where the model with the relative lowest strategic precision was labelled low and the model with relatively the highest strategic precision was labelled high.

<table>
<thead>
<tr>
<th>Model</th>
<th>Strategic precision</th>
<th>Relation to SSM</th>
<th>Difficulty of the procedure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kotlers: strategic planning model</td>
<td>Medium</td>
<td>Medium</td>
<td>Medium</td>
</tr>
<tr>
<td>Kotlers: adapted strategic planning model</td>
<td>High</td>
<td>high</td>
<td>medium</td>
</tr>
<tr>
<td>Mouwens: basic outline</td>
<td>Low</td>
<td>medium</td>
<td>easy</td>
</tr>
<tr>
<td>Mouwens: integral strategy model</td>
<td>High</td>
<td>Medium</td>
<td>difficult</td>
</tr>
<tr>
<td>Nieboers: development model of strategic stock policy</td>
<td>medium</td>
<td>High</td>
<td>difficult</td>
</tr>
</tbody>
</table>

Table 8 Characteristics of the different strategic planning models

Strategic planning derives clearly from the prescribing school of strategy formation. This school can be placed within a certain perspective. Idenburg (1993) distinguishes four perspectives on strategy and strategy formation. This perspective derives on the basis of the orientation on process and the orientation on objective. Figure 11 shows the four different perspectives.

Figure 11 identifies four different perspectives below a short description of the perspectives are provided.

- Rational planning: in this view "strategy development deals with the development and formulation of attainable objectives" (ibid)
- Logical incrementalism: this view "recognizes that the reality of strategic management comprises steering goals as well as people" (ibid)
• Guided learning: "In this view on the process of strategy development, a common image of reality, a common language and the joint acquisition of new insights is just as important as the definition of exact goals for a desired future" (ibid)
• Emergent strategy: "According to this view, it is not possible to develop a perspective of the future and formulate explicit objectives in an unpredictable environment; instead, it is necessary to react in a flexible opportunistic and accidental manner to new unpredictable developments (...)" (ibid)

Strategic planning has a strong orientation on objective and a weak orientation on process. The different strategic planning models could suggest that in strategic planning there is a strong orientation on process. This is true but the definition of orientation on processes in figure 11 reads: the extent to which the people of an organisation are consciously dealing with each other to arrive at a vision on the future and, subsequently, its realisation. In strategic planning this cooperation in minimal and only occurs in the strategic management level. Therefore the orientation on process in the case of strategic planning is considered weak. Strategic planning can be placed in the rational planning perspective. The entire SSM process however focuses on both people and objectives and over all management levels and can therefore best be placed in the logical incrementalism perspective.

In practice the realised strategy is often different from the intended strategy (Mintzberg & Waters, 1985). The authors have reviewed this phenomenon and found that the strategy adopted in an organization comes from two sources. Part of the intended strategy, (as a result of a deliberate strategy-making process such as the strategic planning models) can be retraced in the strategy which is ultimately realized. But the realized strategy is also partly derived from a spontaneous feeling of what the organization's strategy ought to be and from practical experience of day-to-day incidents (emergent strategy) (De Jonge et al, 2009, p.29). This phenomenon is visualized in the figure below.

![Figure 12 The relation between rational and spontaneous strategies Mintzberg (1994) cited from (De Jonge et al, 2009, p.29).](image)

1.2 Strategic decision making

In strategic planning models different decisions are made concerning the strategies of the organisation. With the use of the previous strategic planning models the expected outcome of the strategy process is more in line with the organisation and its context. The chosen method to formulate strategic policy has great consequences for the corresponding strategic decisions. The strategic decision making is therefore not a singular act but a series of consistent decisions with strategic rationality (Mouwen, 2004, p112).
Strategic goals
Important to know is on what subjects decisions are made. In the case of strategic stock policy decisions are made concerning strategic goals. Strategic goals are: strong guiding and result oriented formulated intentions to realise a specific strategic theme, within specific preconditions and within a certain period of time (own translation of Mouwen, 2004, p113) When strategic goals are formulated quantitatively they are called strategic objectives. Strategic objectives comply with the SMART principle. SMART is an acronym for Specific. Measurable, Agreed, Realistic, Timed. If goals are formulated in this manner they become more tangible and operational because it can be evaluated whether or not the objectives are reached.

Structuring the decision-making process
Decisions are made from a certain perspective. To relieve the decision making process from bias and make the process more transparent and in accordance with strategic themes, several supportive analysis are used to guide the decision making process. These supportive analyses provide insight in specific themes. Below the most important supportive analyses for the decision making process are provided.

- **Portfolio analysis**
- **Five forces analysis**
- Cost benefit analysis
- Risk analysis
- Sensitivity analysis
- Simulation
- Ranking
- Scenario planning
- Back casting
- **Decision trees**
- Business balanced scorecard
- Life cycle analysis
- Benchmarking
- INK analysis
- Positioning analysis
- Value chain analysis

Absent in the analysis above is the multi criteria decision analysis MCDA. In the case of strategic stock management MCDA is almost impossible to implement, because of the diversity, immeasurability and incomparability of the different criteria. In the case of strategic stock management for social landlords often is opted for the portfolio analysis, the five forces analysis and/or the use of decision trees to facilitate and support the process.

Below these three support methods are described further.

### 1.2.1 Portfolio analysis

In a portfolio analysis different elements are confronted against each other. These elements relate to characteristics of the stock. These characteristics include positioning, market share, market growth and market potential. Portfolio analysis cannot be used by social landlords without restrictions, because of their focus on financial return (Van der Flier and Gruis, 2002). In a marketing portfolio analysis for social landlords, estates are assessed on the basis of their current market position (e.g. on the basis of vacancy and turnover rates) and their future market prospects (e.g. on the basis of housing market research). The outcome of this analysis may be translated directly into suggestions for basic strategies to follow (e.g. ‘grow’ or ‘cherish’ when market position and prospects are good and ‘divest’ when market position and prospects are bad). In this way, portfolio analysis may contribute to a systematic approach, (the strategic planning) to formulate strategies for the housing stock (Gruis and Nieboer, 2003, p. 16). The swot analysis is very important for this supportive analysis. The external analysis ensures that that market positions etcetera are assessed in a reliable manner.

### 1.2.2 Five forces

Another supportive analysis is the Five forces analysis. In this analysis attention is aimed at the “forces”: competition relations and strategic movements within the total sector of domain, to derive five forces that determine the competitive intensity and therefore attractiveness of a market (Mouwen, 2004, p115). Attractiveness in this context refers to the overall industry profitability. An "unattractive" industry is one where the combination of forces acts to drive down overall profitability. A very unattractive industry would be one...
approaching "pure competition". In this analysis the following five competitive forces are analysed:

- The threat of substitute products
- The threat of the entry of new competitors
- The intensity of competitive rivalry
- The bargaining power of customers
- The bargaining power of suppliers


On the basis of such an analysis one gets thorough insight into the developments, chances and possible threats in their own domain (additional to the findings in the external analyses) on that basis the strategic position can be determined. And can function as input for the external analysis.

1.2.3 Decision trees

The decision tree method is used when step by step separation of choices is possible and for each step alternative options are possible. In the case of strategic stock management this possibility exists and therefore is used very often. Decision trees visualize and structure the decision making process. With the use of such decision trees alternative routes in the decision making process can be applied and analyzed. The internal and external analyses are subordinate to the route in the decision tree. Meaning that specifications concerning different themes, eg. Market perspective, lettablility etc. from the basis for route in the decision tree. These specifications derive from previously conducted analysis such as portfolio analysis and most importantly the internal and external analysis.

In figure 13 an example of a decision tree is provided, the decision tree was created for DelftWonen.

<table>
<thead>
<tr>
<th>Market perspective</th>
<th>Lettablility</th>
<th>‘Economic loss’</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>No risk</td>
<td>Good</td>
<td>Low</td>
<td>Grow</td>
</tr>
<tr>
<td></td>
<td></td>
<td>High</td>
<td>Milk</td>
</tr>
<tr>
<td></td>
<td>Bad</td>
<td>Low</td>
<td>Reinforce</td>
</tr>
<tr>
<td></td>
<td></td>
<td>High</td>
<td>Improve marketing, retreat</td>
</tr>
<tr>
<td>Risk</td>
<td>Good</td>
<td>Low</td>
<td>Maintain</td>
</tr>
<tr>
<td></td>
<td></td>
<td>High</td>
<td>Maintain (short term)</td>
</tr>
<tr>
<td></td>
<td>Bad</td>
<td>Low</td>
<td>Reinforce, retreat</td>
</tr>
<tr>
<td></td>
<td></td>
<td>High</td>
<td>Improve marketing, retreat</td>
</tr>
</tbody>
</table>


Note: the decision tree in this figure has been simplified, for DelftWonen distinguishes more categories. The assessments are made as follows:
- The risk of estates is assessed by the housing managers on the basis of their knowledge of the local housing market on the basis of the following question: “What if the housing market would relax on the long run, will these dwellings in this neighbourhood be in danger of becoming vacant?”;
- The current lettablility is determined on the basis of the current turnover rate and number of applicants for vacant dwellings.
- The ‘economic loss’ is measured as the ratio between the Net Present Value under continued social rent and the market value. Thus, it is an indicator of the economic opportunity costs of complying with social housing objectives. (Gruis and Nieboer, 2003, p. 14).
The basic strategies, that role out the decision tree, are not conclusive for the actual decision (Gruis and Nieboer, 2003, p. 14). The actual decision on the other can also be made with the use of a decision tree. Once the association has set its goals, it has to determine how to reach these goals by means of management of and investment in its housing stock. Heeger and Van der Haak (2001) suggest the use of a ‘decision tree’ with ‘labels’ to structure the decision making process (see Figure 14). ‘Labels’ indicate exploitation measures or related issues, like technical quality level and target group. ‘Labels’ are formulated per estate or dwelling. The choice of one label can depend on the choice of another label, as is the case in Figure 14. (Gruis and Nieboer, 2003, p. 20).

Figure 14 Related labels for housing management Heeger and Van der Haak (2001)

1.2.4 The perceived rationality of decision making

Interviews among Dutch housing associations indicate that few housing associations follow an (explicitly) formalised process to develop their business strategies (Gruis & Nieboer, 2003, p. 22). This does not necessarily mean that other (les or non-formal) processes don’t have a rational basis. The strong focus on objectives in SSM leads to the conclusion that strategic stock management of housing associations is placed in the rational planning perspective (Idenburg, 1993).

In this section the rationality of strategic stock management will be discussed. Important to note here is that SSM is for a part the result of formal or less formal processes but is also for another part due to choices, emergent strategies and day to day incidents. In the following section several views concerning rationality in decision making processes are discussed. The different views are:

- Rational decision making
- Bounded and limited rationality
- Intended rationality

Rational decision making

Classical theorists argue that at the top of organisation levels (portfolio management in the case of strategic stock management,) the decision making process is very rational. Meaning that the optimization of revenues and profit are leading in this process. A rational decision maker chooses from available options the one that yields the most benefit/ usefulness. This type of reasoning suggest the following predispositions: (Mouwen, 2006 p. 43)

- The problem at hand is defined perfectly clear
- All data relevant to the decision is known
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- Clear decision criteria are available
- Decision makers have ample time to review all relevant data
- All decision makers are competent enough to review and consider alternatives

It is perceived unrealistic to think that decision makers find themselves in a situation where all predispositions are met. This supposes that in reality decisions concerning strategic stock management are not made on a full rational basis because it is impossible too have access and time to interpret all relevant data.

Bounded and limited rationality

Because it is unrealistic to assume that decisions are made at a full rational basis, Herbert Simon (1957) as cited from Mouwen (2004) introduced the concept of bounded rationality. Bounded rationality is the notion that managers in organisations have the intention to act rationally but that due to circumstances they hardly ever can. In a latter stadium Herbert developed the concept of limited rationality. Limited rationality is the acknowledgement that in practice managers do not have access to all relevant information and do not always have the ambition to do so (ibid). They are used to deal with limited information and on this basis review a limited amount of options, the option that complies with several minimum demands is often selected. In general practice decision making generally follow the following guidelines.

- Decision making is a matter of solving problem on an ad hoc basis
- The solutions are situational and context dependant
- Progress in the solutions of problems are supplied via trial and error

Intended rationality

Bounded and intended rationality tone down the notion of full rationality. Intended rationality takes this even further. Intended rationality acknowledges the intention of managers to act rationally but states that they don't act in accordance with this intention. The concept of intended rationality supposes that

- Individual managers are limitedly able to look for alternative solutions for certain problems as well as envisioning what the consequences of chosen solutions are.
- Individual managers are limited or incapable to make unambiguous choices for alternatives on the basis of analysis.
- Problem solving happens on the basis of logical and personal approaches towards these processes.
- In the case of a high degree of complexity managers will try to reduce complexity by
  - Dividing complex problems in smaller problems
  - Dividing complex problems to the tone of cognitive manageability
- Managers strive towards practical useful realistic solutions and try to minimize costs and maximize efficiency.
- Managers will make use of incentive and control structures which have proven themselves effective in motivating people and keep control over the organisation.
- Managers presume that co-workers themselves also apply a sort of personal gain oriented rationality. Managers will try to form consensus between the personal rationality of the co-worker and the rationality of the organisation.

(Mouwen 2006 p. 46-47)

The previous has led to believe that at the top of organizations in this case (the portfolio management) decisions are not made fully rational but with a high level of intended rationality. This distinction is very important in the evaluation of policy afterwards. If after a period of time more information on a particular subject becomes available the decisions made before that time, might not be optimal. When evaluating policy these kinds of facts need to be considered to give an honest evaluation.

As stated before, additional analyses are conducted to relieve decisions from bias but full rationality in SSM can not be obtained because the decisions made in those analyses are subject to the same lack of full rationality as the prior SSM decisions. To conclude Mouwen (2004) states that there are 5 golden rules for strategic decision making. These golden rules are independent from any form of rationality and managers should try to utilize these rules:
1. Make a clear choice
2. Build on strengths
3. Utilize/exploit opportunities
4. Minimize weaknesses
5. Divert threats

1.3 Policy implementation

Strategic planning process models (Figures 6 through 10) clearly show that all strategic planning models end in the implementation of the formulated strategy. However the implementation itself is in fact its own process. This implementation process will be discussed here.

To answer the question what processes take place in the input, output, outcome model, the concept of policy implementation needs to be described further. The dictionary provides the following definition of the concept implementation.

*Implementation - the act of accomplishing some aim or executing some order; “the agency was created for the implementation of the policy” (Webster’s dictionary, accessed April 2010)*

In the case of strategic stock management, this definition presupposes several factors: an aim or objective, (described in the strategic plan) and the execution of this plan. This definition is very similar to what Glasbergen (1987) states in Policy execution as a problem. He states that the concept of policy implementation encompasses: execution, application or realisation of policy programs (Glasbergen, 1987, p.80).

In figure 15 Implementation (visualized by the arrow from output to outcome) entails a certain theory of change. De Kam and Deuten (2007) state that the theory of change bridges the gap between output and outcome, the gap between intentions and reality, the gap between what products and services are provided and the effects they have in reality. In this field theorists speak of the implementation gap (Glasbergen, 1987, p.81). A theory of change can be seen as the body of presumptions concerning the effects of the output. These presumptions can be expressed in: if X then Y sentences (de Kam, en, Deuten, 2007, p10) for example: If we offer office space under market value to starting entrepreneurs from the city district, then they keep connected with the city district and they contribute to the vitality of the city district. In general practice the theory of change appears to be fragile; discussions often cover the direct costs and means and the products rather than their effects in reality (ibid). In the following section we will take a closer look at the implementation process of strategic plans.

1.3.1 Implementation model

Problems with implementation of strategic plans (strategic stock policy) occur very often. Once strategic policy is determined the implementation of this policy shows difficulties, one of the reasons for this that the implementation structure is not equipped to successfully guide the implementation process. This happens because the large degree of fragmentation and complexity of the implementation process (Mouwen 2004, p.41).
In other words the organisation has not prepared itself so that implementation can occur. This supposes that an organisation must set up their divisions and different management levels: strategic, tactic operational (portfolio, asset and property) so that the policy can be executed. The organisational design can facilitate or hinder the implementation process. From this perspective come the mantra: “Structure follows strategy.”

In figure 16 the implementation model is provided. This model shows the relation between the two most important dimensions of the implementation process. The first dimension is the strategic planning side (as described previously) the second dimension is the organisation design side. In this model 5 different steps are used to illustrate the implementation process.

![Implementation Model](image-url)

1. **Strategy formulation**
   Strategy formulation, as described previously, consists of the process towards strategic plans examples are Kotler, Mouwen and Nieboer. The strategic planning is aimed at the development of long term objectives as well as short term objectives of the organisation.

2. **Basic structure**
   Basic structure consists of the division of the organisation in important basic units, including their bilateral relations. In short, the basic structures follows the principle of Chandler, (1962) that states that “structure follows strategy”. This means that the basic units are shaped around strategic parts of the organisation. So that the internal structure and culture are matched.

3. **Operational strategies**
   When the organisation is divided in basic units, the long term and short term objectives need to be formulated. In a “healthy” organisation there is unity in vision and policy. The operational strategies need to match the overall strategy of the organisation. This approach allows the basic units to strongly adapt to the environment of the organisation.

4. **Operational structure**
   The basic structure need to be refined further so that the effectively and rationality of the basic units increase. The operational level of the basic units must be optimized.
5. Incentives and control
Step 5 is the actual execution of the policy and consist of action that derive from the planning. It also encompasses the motivation of managers towards co-workers and their attempt to align the personal rationality of the co-worker to the rationality of the organisation. Managers try to replace the individual goals of their subordinates to the overall goals of the organisation. This can be done via an incentive structure where desired behaviour is rewarded so called positive reinforcement by introducing positive consequences when the desired behaviour occurs (Huczynski & Buchanan, 2007, p. 110).

The control aspect of this can be seen as structure that provides insight in the achievement of the basic units. (ibid)

Simonis (1983) states that during the implementation research the same mistakes are made as in the formulation of policy. Too much derives from the point of view of the policy developer and not from the point of view of those that undergo the policy (executioners and target groups). This is called the “top-down school of implementation”. In contrast to this school the “bottom-up school” exists, which states that implementation can only be researched adequately when policy and its activities are reviewed at the micro level, in the case of SSM this level is the property management level.

1.3.2 Execution
Another important aspect of policy implementation is the actual execution of the policy programme. Glasbergen (1987) identifies three preconditions for effective policy execution. These three preconditions are:

• The executioners must know what is expected from them
• The executioners must be able to execute the policy
• The executioners must be willing to execute the policy

The degree in which the preconditions are met is dependant on many factors. These factors relate to the policy program (strategic plan), the executioners and the target groups of the policy. From these three factors, (Glasbergen, 1987, p. 84-90) identifies 5 causes for either success or failure policy execution. The five causes are

• Specification of the policy programme
• Assumptions about the relationship between objectives and means
• Time and sequence of the of policy programs
• Alterations of existing/available procedures and routines
• Reactions of the target groups undergoing the policy (ibid)

All five causes will be considered in turn.

Specification of the policy programme
Policy programs need to be specified sufficiently. What sufficiently means in the case of SSM is hard to determine. Due to the nature of stock policy, stock policy relates to policy in the top of the pyramid and the actions that derive from the policy take place at the middle and low level (asset and property management). A detailed set of rules is difficult to produce and very time consuming. When policy is subject to intense and detailed supervision and control, the situation can occur that the department that formulated the policy could just as well execute the policy. A certain degree of policy freedom is therefore in many cases including SSM desirable. The functions of policy can be conflicting in nature. In addition, policy is often publically available. Due to both characteristics, policy is often written down in a reserved or cautious manner. This can diminish the instrumental value of the policy and lead to ineffectiveness of policy
Assumptions about the relationship between objectives and means
In the strategy formulation assumptions are made about the causality of goals and means. They assume a relation between an action or means and the objectives. This perceived relation between goals and means have to exist in the real world. Between the means and the goal the theory of change is visible. The presumption that if X then Y, for example if the housing association allows subsidies for those dwellings the preferred target group will be able to afford the dwellings and they will want to move there. A method to detect the perceived relationship is to construct a goal means scheme. The goal-means scheme divides the goals in sub goals and attributes means towards the realisation of these goals. A goal-means scheme provides insight to the relation and also points out that certain means don’t serve any objective and that some objectives have no means to reach them. In figure 17 an example of a goals-means scheme is provided the position of the theory of change is also shown in this figure.

Figure 17 Goal-means scheme

Time and sequence of the introduction of policy programs
The time and sequence of the introduction of policy programs often influences the policy execution. A first step of an implementation track sets precedent and is harder to realise than the sequential steps. Theorists call this the Domino-theory (Glasbergen, 1987, p.87). Once an implementation track is set in motion it is hard to divert from the chosen path. More on this subject in chapter 4 the role of path dependency). To further demonstrate the time dimension of the implementation process several definitions will be provided.

Strategic planning horizon: The time period starting from the present time (t=0) that stretches alongside the entire strategic planning process
Lead time: this is the longest preparation time possible to realise a strategic goal.
Implementation horizon: the time period (determined by external developments and preconditions) in which strategic problems need to be addressed if this is not the case then the activity must be by aborted ; the implementation horizon addresses the urgency of strategic problems.

Figure 18 shows the relation between the size of a strategic problem, implementation horizon and the type of strategic intervention that needs to take place in order to secure continuation of the intervention process. Alongside the axes the size of the strategic problem and implementation horizon are depicted. With this division 4 quadrants are defined Every quadrants represents a strategic intervention. Each intervention will be considered in turn.
### Theoretical Framework

#### Size of the strategic problem

<table>
<thead>
<tr>
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<th>LONG</th>
<th>SHORT</th>
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<tbody>
<tr>
<td>BIG</td>
<td>Sequential interventions/implementation</td>
<td>Complex interventions/implementation</td>
</tr>
<tr>
<td>SMALL</td>
<td>Evolutionary interventions/implementation</td>
<td>Management interventions/implementation</td>
</tr>
</tbody>
</table>

<table>
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<tr>
<th>Implementation horizon</th>
</tr>
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</table>

**Figure 18 strategic intervention typology Hrebiniak & Joyce (1984) cited from (Mouwen, 2006, p. 109)**

Evolutionary interventions / implementation (S-L)

Evolutionary interventions are used to deal with relatively small problems (usually connected to local or personal problems) when time is amply available. Usually there are little financial means necessary to address these problems often within budget and without the necessity to expand current capacity.

Sequential interventions / implementation (B-L)

In the case of sequential intervention the implementation horizon is long and therefore there is relatively long period of time to address the problems while the strategic aspects of the problems are rather high. This means that the required intervention will be large in size and will affect multiple aspects of the functioning of the organisation. For this reason the implementation process needs to be structured and steps need to be addresses sequentially. In SSM this type of implementation is most common.

Management interventions / implementation (S-S)

Management interventions are small strategic problems on a short period of time to address these problems. Therefore the evolutionary solutions can not be applied. Because of the fact that the problem is not big usually a directed action on precisely those functional areas concerned will be sufficient. This type of interventions relates closely to the previously mentioned intended rationality.

Complex interventions / implementation (B-S)

When strategic problems are large and there is little time to address these problems, there is no possibility to use long lasting time consuming implementation tracks. Problems need to be addressed no. In a short period of time successful actions need to happen. On the basis of a quick scan and the relative context an interventions needs to take place. This is very much in line with the idea of intended rationality. There is a saying that states that Wrong policy is better than no policy (Mouwen, 2006, p. 109-111).

The previous suggest that it is good practice to identify the size of strategic problems and the time horizon in an early stage of the strategic planning process. (ibid)

#### Alterations of existing/available procedures and routines

Organisations work with standard procedures. A change in policy often requires a change in attitude and a change of those procedures. The execution of policy is done by different departments, basic units or actors. These actors form a network the so called execution network. The following characteristics of the execution network are important.

- The spread of responsibilities for the execution
- The degree of freedom of different actors in these spread responsibilities

The implementation process of strategic stock policy is based on connections between actors. To realise progress in the SSM process continuous connections must be sought...
and successfully made between different actors on different strategic levels and themes. 
(Dankert, 2007, p. 35)

**Reactions of the target groups undergoing the policy**
The reactions of those that undergo the policy (the target groups) also influence the 
policy execution. The reactions can vary from passive resistance to outright sabotaging 
of the policy programme. The size of the target groups plays a great role. When the 
target group is small policy will be equipped more effectively to respond to resistance. 
Other important variables are:
- The internal organisation of the target group
- The characteristics of leadership
- Previous experiences with policy

In addition to the previously discussed five causes for success or failure of policy 
execution, Mouwen (2004) states in, Strategy implementation, steering and governance 
in the modern non profit organisation, the twelve most common implementation 
problems. These problems are all closely related to one of Glasbergens’ (1987) 
preconditions for successful policy execution. The problems also have strong connection 
with each other and share a relative context.

- The strategic plan is unclear (specification of the policy programme) and 
  therefore provides too little support for specific action.
- The strategic plan is de facto a disguised cut down cost operation. This is almost 
  always detected by the policy executioners and will often have a contrary result 
  as a result of that.
- During the preparation of the strategic plan too little general basis for the the 
  new plan is realized. Therefore many actors in the company do not agree with 
  the strategic plan.
- The strategic plan is insufficiently realistic in terms of marketchances, cost, 
  feasibility, proposed time planning and / or the desired results
- The overall process management falls short and the implementation track is 
  facilitated insufficiently
- The employees are prepared insufficiently prior to the implementation for the 
  new situation and insufficiently instructed concerning new tasks.
- Unexpected unforeseen problems occur.
- No incentive is created to make the implementation process appealing to co 
  workers.
- The culture and history of the organisation are neglected these factors can have 
  a slowing downs effect in the transition process.
- Interests of groups within the organisation show resistance towards changes.
- Events occur that need to be addressed and divert attention away from the 
  implementation process.
- There is insufficient stimulating leadership that focuses on the importance of the 
  implementation.
TF 2. What is the internal process quality of policy?

This chapter of the literature study will elaborate on the concept of internal process quality of policy. Furthermore the use and measurability of this concept will be provided. To elaborate on this concept a distinction should be made between the quality of the policy and the internal process quality of policy.

Quality of policy

The concept of quality of policy derives from the external logic of the model presented in figure 19. The concept of quality of policy relates to degree in which the outcome is a good representation of the input. In other words is the outcome in accordance with the policy and vision.

The quality of policy relates heavily to concept: “the proof of pudding is in the eating” (Cervantes, 1605). Question like: are the set goals reached? And does the outcome have the desired effect? answer the question whether the outcome is a good representation of the input and whether the policy is successful.

Internal process quality of policy differs from the quality of policy because it does not focus on the result of policy but on the level of quality of the processes that led to the policy and its implementation. The concept of quality of policy derives from the external logic of the model presented in figure 19. The concept of quality of policy relates to degree in which the outcome is a good representation of the input. In other words is the outcome in accordance with the policy and vision.

2.1 Internal process quality of policy

Internal process quality of policy is not a notion that is used in literature. Therefore a specific definition of the concept does not exist. In this chapter an attempt is made to provide a work-definition of the concept “internal process quality of policy” what the author perceives it to be and how it cal be used in a practise to describe and enhance the SSM process.

Internal process quality encompasses many themes. The process quality of policy can best be described as set of variables that allow policy to be formulated and implemented correctly and therefore allows for actions in accordance with goals.

This set of variables exist out of
- Strategic planning preconditions and processes
- Implementation preconditions and processes

To elaborate on the concept of internal process quality of policy the input, output outcome model including its internal processes is presented.
The concept of process quality derives from the internal processes of the model on both dimensions of the implementation process (preparation and execution) and the strategy formulation process. Focus point are whether or not the output is a good representation of the input: is the policy/strategic plan in accordance with the goals (the red arch) and whether or not the output (policy) offers ample room for outcome: are the right instruments provided through the policy for implementation and actions (the green arch). The process quality relates heavily to the instrumental value of the policy.

Below a descriptive definition of the concept is provided

<table>
<thead>
<tr>
<th>Work definition internal process quality of policy</th>
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<tr>
<td>Internal process quality is a distinctive quality characteristic of an SSM process. Internal process quality of policy is the quality of the internal processes that take place in the input output outcome model. It's the degree in which all “rational” steps towards output and outcome are taken.</td>
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</table>

The definition provided above deals with internal process quality on a high abstraction level. In the following section the concept will be made more tangible by linking the concept to specific themes of policy. The concept of internal process quality relates to ten quality indicators. For every housing association, the SSM process exist out of two, more or less formalized processes (figure 20), the policy formulation process and the policy implementation process. Both processes have distinct quality indicators. When these distinctive quality characteristics are combined they form the basis for the evaluation of the effectiveness of policy. To evaluate the internal process quality of the SSM process all quality indicators need to be assessed. Below for every process and stage of the SSM process the quality indicators are presented.

For the strategy formulation process the quality indicators are

- Internal and external analysis
- Synthesis, Choice (Mouwen, 2004)

For the preparation stage of the strategy implementation process the quality indicators which can be used are the three preconditions for effective policy execution as stated by Glasbergen (1987).

- Knowledge, The executioners must know what is expected from them
- Ability, The executioners must be able to execute the policy
- Willingness, The executioners must be willing to execute the policy

(Glasbergen, 1987)

For the execution stage of the implementation the 5 causes for success or failure are used as quality indicators. Each of these 5 have close a close relation to one of the previously mentioned preconditioned

- Specification of the policy programme
- Assumptions about the relationship between objectives and means
- Time and sequence of the of policy programs
- Alterations of existing/available procedures and routines
- Reactions of the target groups undergoing the policy (ibid)

In figure 21 the internal processes and their quality indicators (IPQ’s) are presented. Horizontally the SSM process (divided into input, output and outcome) is presented, vertically the quality indicators as stated above are placed under the process they belong to.
A high level of internal process quality means that structured formal processes towards policy formulation and implementation are used. It means that all 10 quality indicators are addressed and work in favour of the realisation of the goals of the housing association. A high level of process quality of policy ensures that the intentions are carried towards actions. And that the actions are in accordance with the intentions. The internal process quality establishes the level of transparency, consistency, completeness, general basis, realism, ambition level and measurability of the policy. It is more likely for a housing association with formal process towards policy formulation and implementation to have a high level of internal process quality. But the quality of the indicators determines the final level of internal process quality.

The notion of internal process quality can be used on two manners a proactive and descriptive manner. The proactive manner takes place during the formulation and implementation process. It uses the quality indicators as focus points. Activities should be conducted to reach a high level of quality on each quality indicator. If all 10 indicators are considered the policy will have great strategic precision and be in line with the intentions of the housing association. When the quality indicators are addressed adequately possible future problems will be detected, because each quality indicator embodies specific problems on that theme. A high level of process quality of policy can therefore prevent possible future problems from occurring because problems are detected in an early stage. The biggest advantage of early detection of problems is that they can be addressed in a timely manner. Even though a high level of internal process quality has great advantages it can not guarantee that problems will not occur or that all goals will be reached. The second manner to use the concept of internal process quality has a more descriptive character and takes place after implementation. The concept can then be used as a way to systematically evaluate the SSM process. Figure 21 would then function as the evaluation framework of the SSM process. A critical review and assessment of every quality indicator needs to be provided. To assess the level of quality of the indicators, specific questions for each indicator need to be answered. In table 9 the questions that should be used to evaluate the indicators are provided.

<table>
<thead>
<tr>
<th>Quality indicator</th>
<th>Assessment questions</th>
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<tbody>
<tr>
<td>1. Internal &amp; external analysis</td>
<td>Are the strengths weaknesses, opportunities and threats analyzed correctly?</td>
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<tr>
<td>2. Synthesis, choice</td>
<td>How did the housing association find synthesis in the abundance of possible strategies. Did complementary analyses help in the selection of</td>
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### 2. Theoretical Framework

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<tr>
<td>3. Knowledge, The executioners must know what is expected from them</td>
<td>Is the policy programme clear to all internal actors?</td>
</tr>
<tr>
<td>4. Ability, The executioners must be able to execute the policy</td>
<td>Where the executioners able to execute the policy? Was there ample time, information etc?</td>
</tr>
<tr>
<td>5. Willingness, The executioners must be willing to execute the policy</td>
<td>Where the executioners willing to execute the policy? Did the executioners agree with the intended strategy?</td>
</tr>
<tr>
<td>6. Specification of the policy programme</td>
<td>Was the policy programme specified sufficiently? Did the executioners know what was expected from them</td>
</tr>
<tr>
<td>7. Assumptions about the relationship between objectives and means</td>
<td>Are the instruments provided through the policy suitable/proficient to realise the goals? (goals means scheme)</td>
</tr>
<tr>
<td>8. Time and sequence of the policy programs</td>
<td>Is the implementation track sequential? In what pace did policy programmes follow one another?</td>
</tr>
<tr>
<td>9. Alterations of existing/available procedures and routines</td>
<td>Does the new policy ask for the use of new procedures? (close relation with indicator 5)</td>
</tr>
<tr>
<td>10. Reactions of the target groups undergoing the policy</td>
<td>Which internal and external target groups are involved, How did the target groups react to the policy?</td>
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| Table 9 Evaluation of the quality indicators |

By combining the 10 assessments a complete overview of the SSM process surfaces. the effectiveness of the policy can be determined by reviewing whether or not goals are reached and tracing the reason for that back to one of the quality indicators. This review can point out in which step or steps of the dependant path problems occur or what analyses or processes contain errors. However not all problems concerning SSM derive from internal processes. External events have a great influence on the result. Process quality can not fully shield an organisation against external factors. Internal process quality relates to the intended strategy (figure 12). The emergent strategy which is a part of the realized strategy often has a short implementation horizon which makes it difficult to address all quality indicators of the implementation track adequately.
The role of path dependency in SSM

This chapter will cover the following themes: what is path dependency, how does it affect strategic stock management and what is the role of paradigms in the decision making process.

What is path dependency, history matters

To illustrate the idea of path dependency the metaphor of the Polya urn will be used. A Polya urn is a large urn with two balls inside, one black and one red. You remove one ball, and then return it to the urn with an additional ball of the same colour. You repeat this process until the urn fills up. What does this process mean for the eventual distribution of coloured balls in the urn? Crucial in this Polya urn process is the sequence. Early draws have a powerful effect on the final distribution. (Pierson, 2004, p. 17). Once a red ball is drawn another red ball is added, which increases the likelihood that in the next draw another red ball is drawn.

Clear definitions of the term path dependency are rare. Pierson cites Sewell, (1966) and suggests that path dependency means: “That what happened at an earlier point in time will affect the possible outcomes of a sequence of events occurring at a later point in time” (Pierson, 2004, p. 20). Path dependency gives meaning and precision to the abstract claim that history matters. In the case of strategic stock management many internal processes and analyses guide the decision making process. These events don't take place at the same time. They are sequential and build further on previous decisions. Path dependence refers to dynamic processes involving positive feedback, which generate multiple possible outcomes depending on the particular sequence in which events unfold (Arthur, 1994) cited from Pierson (2004). A crucial feature of a historical process that generates path dependence is positive feedback or positive reinforcement. Because of this feature, each step in a particular direction makes it more difficult to reverse the course. In the presence of positive feedback the probability of moving along the same path increases with every move down that path.

Self reinforcing processes in SSM

As is shown in the process to formulate strategy (chapter 2.1,) the process is subject to self reinforcing/positive feedback processes. This is the case because decisions are consistent with previous decisions c.q. steps. Decisions made at the strategic level should influence decision on the asset level and those decisions influence decisions on the operational level. What is decided at the strategic level siphons down to lower levels of the organisational pyramid. Each level of the pyramid has its own decision criteria and therefore the strategic policy is diluted and complemented with processes and decisions on lower levels to eventually form the operational policy. Furthermore the outcome of one analysis influences the next analyses and therefore the entire process is dependant on the first step. The first step sets precedent. A first step of a implementation track as well as the strategy formulation track sets precedent and is harder to realise than the sequential steps. Theorists call this the Domino-theory (Glasbergen, 1987), p.87). Once an implementation track is set in motion it is hard to divert form the chosen path. Below several general characteristics of positive feedback/ self reinforcing processes are shown.

1. Unpredictability, Early events have a large effect and are partly random, many outcomes may be possible. We can not predict ahead of time which of the possible end states will be reached
2. Inflexibility, The farther into the process we are, the harder it becomes to shift from the path. Sufficient movement down a path may eventually “lock in” one solution
3. Non-ergodicity, Accidental events early in a sequence do not cancel out. They cannot be ignored because they feed back into future choices. C.Q. Small events are remembered
4. Potential path inefficiency, The outcome that becomes established may generate lower payoffs than a foregone alternative would have. The process may be path inefficient (Cited from, Pierson, 2004, p.18)
3.3 The role of the paradigm

Important to realise when evaluating decision making is that decisions derive from a certain perspective or paradigm. Below a definition of a paradigm is provided.

A set of assumptions, concepts, values, and practices that constitutes a way of viewing reality for the community that shares them, especially in an intellectual discipline. (Websters dictionary accessed December 2009)

The paradigm influences decision making and therefore it influences the potential path of the process. The paradigm is the notion that organisational acts come from a certain perspective, the paradigm is the pair of goggles that influences the perception and actions of the organisation. The frame of reference is shaped by history, culture and the development phase of the organisation. The paradigm itself is also under the influence of external factors. Figure 22 describes the role of the paradigm in a model.

![Figure 22 The role of the paradigm (Mouwen, 2004, p144)](image)

Figure 22 shows that after analysis of internal and external factors a particular strategy is chosen. The selection of this strategy is influenced by the paradigm. The paradigm itself is influenced by forces from within and outside the organisation. In both the analysis phase and the decision making phase the paradigm plays a big role. This in combination with the path dependence of the SSM process makes the process very complex and shows the necessity for a strong structure and high level of process quality.
Summary and Conclusion of the literature study

In this conclusion short answers will be provided for the sub questions raised in the literature study. On this basis and the other findings in this report the main research question will be discussed in detail.

4.1 Sub questions

Below each sub question the answer is provided briefly.

What is the purpose of strategic stock management of housing associations?

The purpose of SSM is aligning the dwelling profile to meet future demand (Gruis & Nieboer, 2003, p.3).

Where does SSM fall short where is room for improvement?

Strategic stock management falls short on the following themes

- Accountability
- Performance measurement
- The relation between SSM and investment decisions

Which processes take place in the input, output, outcome model?

![Figure 23 Adapted Input, output, outcome model](image)

Two processes take place in the figure above:

- policy formulation
- policy implementation

Which problems occur with the implementation of policy?

- Problems with the specification of the policy programme
- Problems concerning the assumptions about the relationship between objectives and means
- Problems with time and sequence of the of policy programs
- Problems with the alterations of existing/available procedures and routines
- Problems caused by the reactions of the target groups undergoing the policy (Glasbergen, 1987, P.85-90)
What is internal process quality of policy? How can it be measured

Internal process quality is a distinctive quality characteristic of an SSM process. Internal process quality of policy is the quality of the internal processes that take place in the input, output, outcome model measured on 10 quality indicators (IPQ’s). It’s the degree in which all “rational” steps towards outcome and output are taken.

The ten quality indicators are

1. Internal & external analysis
2. Synthesis, choice
3. Knowledge, The executioners must know what is expected from them
4. Ability, The executioners must be able to execute the policy
5. Willingness, The executioners must be willing to execute the policy
6. Specification of the policy programme
7. Assumptions about the relationship between objectives and means
8. Time and sequence of the of policy programs
9. Alterations of existing/available procedures and routines
10. Reactions of the target groups undergoing the policy

What is the importance of the path dependency in policy formation?

Due to sequential basis and consistency in decisions in the SSM processes domino effects occur. This makes it rather hard to divert form a path once it has chosen and causes possible path inefficiencies. This leads to conclusion that history matters.
4.2 Main research question of the literature study

In the following paragraph the main research question of this study will be answered on the basis of the previous findings. The main research question is:

What is the role of internal process quality in strategic stock management?

Strategic stock policy is used to align the current dwelling supply with expected future demand. This alignment supposes a difference between the current dwelling profile and the desired situation. To go from the current undesired situation to the future desired situation a strategy or policy is created and implemented. To formulate and implement the policy several internal processes have to take place. In essence the strategy or policy is the vessel that caries the intentions to actions. De Jong et al, (2009) state that:

*Strategy is about both contents and process: "(...) research into strategy relates to (...) the strategy's contents and the accompanying decision-making and implementation processes of Identifying and analysing alternatives, selecting the best alternative with a view to future developments and executing the strategy are considered integral part of strategic management*

(De Jong et al, 2009, p. 26)

On the process side of strategy the term internal process quality is coined. Internal process quality is a distinctive quality characteristic of an SSM process. Internal process quality of policy is the quality of the internal processes that take place in the input output outcome model measured on 10 quality indicators (IPQ's). It's the degree in which all "rational" steps towards outcome and output are taken. Figure 24 shows the evaluation framework of the internal processes and their quality indicators (yellow).

A high level of internal process quality means that structured formal processes towards policy formulation and implementation are used. It means that all 10 quality indicators are addressed and work in favour of the realisation of the goals of the housing association. A high level of process quality of policy ensures that the intentions are carried towards actions. And that the actions are in accordance with the intentions. The internal process quality establishes the level of transparency, consistency, completeness, general basis, realism, ambition level and measurability of the policy. It is more likely
for a housing association with formal process towards policy formulation and implementation to have a high level of internal process quality. But the quality of the indicators determines the final level of internal process quality. This means that even in the presence of formal processes the internal process quality of a housing association can be low. Important to note is that: concepts, models and theories are not goals but means that are used in the processes to create a satisfactory outcome. The goal is to formulate and implement policy that does justice to the goals of the housing association and the changing market conditions. Even though a high level of internal process quality has great advantages (early detection of problems, actions in accordance with intentions) it can not guarantee that problems will not occur or that all goals will be reached because not all problems concerning SSM derive from internal processes. External events have a great influence on the outcome. Process quality can not fully shield an organisation against external factors. In short the role of internal process quality in SSM is: A stimulator for policy implementation in accordance with goals, on the basis of rational strategy formulation and implementation.

In practice the realised strategy or policy is often different from the intended strategy (Mintzberg & Waters, 1985). Both authors have reviewed this phenomenon and found out that the strategy adopted in an organisation comes from two sources. Part of the intended strategy, (as a result of a deliberate strategy-making process such as the strategic planning models) can be retraced in the strategy which is ultimately realised. But the realised strategy is also partly derived from a spontaneous feeling of what the organisation’s strategy ought to be and from practical experience of day-to-day incidents (emergent strategy) (De Jonge et al, 2009, p.29). This phenomenon is visualized in figure 25.

![Diagram](image.png)

**Figure 25 The relation between rational and spontaneous strategies Mintzberg, 1994 cited from (De Jonge et al, 2009, p.29)**

Internal process quality relates to the intended strategy which flows into the deliberate strategy (figure 25). The realised strategy exists out both the intended and emergent strategy. The outcome (effect in reality) is determined by this realised strategy (the intended and emergent strategy combined). Internal process quality can therefore only explain a part of the outcome. Problems that are addressed with the use of the (spontaneous) emergent strategy often have a short implementation horizon. This makes it difficult to address the problem in accordance with all quality indicators of the implementation track. The types of interventions that derive from the emergent strategy are called complex or management interventions (Mouwen, 2006, p. 109) they are characterized by high level of intended rationality (Mouwen 2006 p. 46-47). To analyze the internal process quality of stock policy in general the intended strategy, deliberate strategy, unrealised strategy, emergent strategy and realised strategy need to be reviewed.
Final evaluation framework of the internal process quality

When we combine the evaluation framework with the findings of Mintzberg concerning the role of the emergent strategy the following evaluation framework comes to the surface:

![Evaluation Framework Diagram](image)

**Figure 26 adapted evaluation framework Mintzberg terminology included**

The terminology of Mintzberg (figure 25) is incorporated in the figure, in this manner the evaluation framework does justice to the practice of strategic stock management of housing associations in restructuring districts. The emergent strategy influences the outcome and predominantly manifest itself during the execution stage of the policy implementation phase. Between input and output the policy becomes increasingly more specific and flows from intended to deliberate policy/strategy.
3. Research design

In this chapter the research design of the empirical study will be provided.

3.1 Conceptual model

On the basis of the literature study the following conceptual model for the empirical research is created (figure 27). To conduct the research and evaluate whether or not strategic stock policy is effective, a way to measure effectiveness has to be constructed. I have chosen to measure the effectiveness of strategic stock policy by looking at the outcome of the policy and relating that to the quality indicators of the internal processes. The conceptual model presented in figure 27 shows the most important reasoning behind this research. Findings from the literature study are used to create a framework which conceptually shows what will be researched and how the research will be executed.

Because SSM takes place on different locations as well as management levels, constant factors need to be found for this research. Reducing the amount of variables facilitates the research and provides comparable data that might allow for generalisation afterwards. The first constant that needs to be found is location. I have chosen to look at the effectiveness of the policy in restructuring districts. Not solely because my personal interest lies there but predominantly because the context of restructuring districts is largely comparable between locations. In addition the interventions that are chosen by housing associations on those locations not only involve maintenance, but also refurbishment, demolitions and new constructions which are very interesting from the perspective of internal processes.
3. Research design

Figure 27 Conceptual model
Explanation to the conceptual model

On the left side of the model the SSM process model is presented vertically. This part represents the input, output and outcome of strategic stock management. The input is the vision and goals, the output is the strategy/policy to change the current situation to a desired future situation through interventions on the stock, and the outcome is the effect of the interventions in reality. The figure places the input and output within the organisational context and the outcome in the general context. The general context (White frame) represents the context of restructuring districts. To limit the amount of variables this research will treat the context of restructuring districts as constants. That means that all restructuring districts that will be researched share the same context. Variables like Dutch law, social developments and demographic developments that make up the general context and are considered to be the same among the different cases.

In the organisational context (grey frame) two variables influence the processes of SSM. The two variables are the culture of the organisation, which has great influences on the formulation and ambition level of the policy, and the structure of the organisation, which has great consequences for the implementation of the stock policy.

In light blue, the strategy formulation and strategy implementation process are presented (a detailed description of these processes is provided in chapter 3, TF 1). Alongside both processes yellow bars are shown. These bars represent the 10 quality indicators that will be used to evaluate the internal process quality. The goal of the research is to evaluate the effectiveness of the stock policy in restructuring districts. I tend to this by relating the outcome of the SSM process to these 10 indicators of process quality. By doing so I can pinpoint the origin of the outcome, and I will be able to explain why certain measures were taken and what level of success they had.

Important aspects of the conceptual model are

- The SSM process takes place on all three management levels: portfolio management, asset management and property management.
- The SSM process exists out of a policy formulation process and a policy implementation process.
- The policy implementation process exists out of two stages a preparatory phase and an execution phase.
- Between the outcome and output phase the theory of change comes to surface.
- The outcome (effect in reality) is not solely influenced by the internal processes of policy formulation and implementation, but also from the external emergent strategy
- The last quality indicator: Reaction of the target group undergoing the policy, is placed in both the general context of the restructuring district and the organisational context. This is because the target groups undergoing the policy are not only organisational stakeholders. The executioners can be viewed as target groups of the policy because they are responsible for the enforcing and executing of policy programmes formulated at higher management levels. The people living in the restructuring districts can also be seen as target groups of the policy. Because the actions that derive from the policy influence their living environment
3.2 Research design

In the empirical study of this thesis I will evaluate the outcome of policy of housing associations, active in restructuring districts, against a set of detailed (pre-determined) goals that arrive from the housing associations own vision and mission concerning SSM in restructuring districts. By relating the outcome to the internal process quality of policy I will be able to establish effectiveness of policy and identify which elements of policy and which IPO’s of the SSM process in restructuring districts contribute to effectiveness and success of the policy.

3.2.1 Research model

The research model, figure 28, takes the research through all steps of a “rational” process of strategic stock management. Vision, goals, means and interventions. In the figure on page 59, the design for the research activities is shown. On page 50 and further every step of the research model will be described in more detail.
3. Research design

Step 1: Case selection
- De Key Amsterdam/ Spaarnimmerbuurt
  - Analyze written documentation available material of Nico Nieboer
  - Interviews with policy writers
  - Identify goals on themes X*, Y, and Z
  - Operationalize goals in measurable terms
- Volkshuisvesting Amhems/ Malburgen West
  - Analyze written documentation available material of Nico Nieboer
  - Interviews with policy writers
  - Identify goals on themes X*, Y, and Z
  - Operationalize goals in measurable terms
- Waterweg Wonen/ Vlaardingen/ Hoofdstedenbuurt
  - Analyze written documentation available material of Nico Nieboer
  - Interviews with policy writers
  - Identify goals on themes X*, Y, and Z
  - Operationalize goals in measurable terms

Determine the degree of goal realization for the different case studies (Appendix 1)

Step 2: Goal identification
- Analyze quantitative data
  - Evaluate to which degree the goals are realized

Step 3: Analyze the outcome
- Internal process quality evaluation framework
  - Interviews with policy writers
  - Interviews with policy executors
  - Analyze available material of Nico Nieboer
  - Evaluation of the internal process quality of the policy

Step 4: Analyze the internal process quality of the policy
- Interviews with policy writers
- Interviews with policy executors
- Analyze available material of Nico Nieboer
- Evaluation of the internal process quality of the policy

Step 5: Relate the outcome to the internal process indicators
- Establish which IPGs were specifically addressed by the HA to work on the goals
- Define why the goals are or aren't reached based on the quality indicators of the evaluation framework

Step 6: Cross Case Analysis
- Look for similarities and differences between the three cases
- Provide an answer to the main research question

Step 7: Conclusions and recommendations
- Provide recommendations for the individual housing associations
- Provide recommendations concerning theory about strategy formulation and implementation
- Provide recommendations concerning further research
3.2.2 Research steps

Step 1 Case selection

An important aspect of the empirical research of the graduation project is that it will expand on previous research considering stock policy in restructuring districts. In September 2009, drs. N.E.T Nieboer successfully defended his dissertation called: The long cord between portfolio policies and investments of social landlords (in Dutch: Het lange koord tussen portefeuillebeleid en investeringen van woningcorporaties). In this dissertation Nieboer does extensive research in 6 cases about the relation between portfolio policy (stock policy) in restructuring districts and investment decisions. Table 10 shows which 6 cases he has researched and specifically in what restructuring district he has conducted research.

<table>
<thead>
<tr>
<th>Name of the housing association</th>
<th>Active in</th>
<th>Restructuring district where the investments are researched</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ymere Amsterdam Nieuwendam- Noord</td>
<td>Amsterdam</td>
<td>Nieuwendam-Noord</td>
</tr>
<tr>
<td>De key Amsterdam Spaarndammerbuurt</td>
<td>Amsterdam</td>
<td>Spaarndammerbuurt</td>
</tr>
<tr>
<td>Staedion The Hague Morgenstond</td>
<td>The Hague</td>
<td>Morgenstond</td>
</tr>
<tr>
<td>Trudo Eindhoven Lakerloopen</td>
<td>Eindhoven</td>
<td>Lakerloopen</td>
</tr>
<tr>
<td>Volkshuisvesting Arnhem Malburgen-West</td>
<td>Arnhem</td>
<td>Malburgen-West</td>
</tr>
<tr>
<td>Waterweg Wonen Vlaardingen Hoodsfstedenuurt</td>
<td>Vlaardingen</td>
<td>Hoodsfstedenuurt</td>
</tr>
</tbody>
</table>

Table 10 selected corporations and districts, own translation Nieboer, 2009, p.91

The research of Nieboer forms the basis for this graduation project. The 6 cases listed in table 10 form the short list of possible cases. From this pool of possible candidates three cases will be selected that will be researched for the empirical research of this graduation project. In five misunderstandings about case-study research Flyvbjerg (2004) provides a table on how to select cases in case study research based on the purpose of each type of selection. Table 11 provides that insight.

<table>
<thead>
<tr>
<th>Type of selection</th>
<th>purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Random selection</td>
<td>To avoid systematic biases in the sample. The sample’s size is decisive for generalization.</td>
</tr>
<tr>
<td>1 Random sample</td>
<td>To achieve a representative sample that allows for generalization for the entire population.</td>
</tr>
<tr>
<td>2 Stratified sample</td>
<td>To generalize for specially selected sub-groups within the population.</td>
</tr>
<tr>
<td>B. Information-oriented selection</td>
<td>To maximize the utility of information from small samples and single cases. Cases are selected on the basis of expectations about their information content.</td>
</tr>
<tr>
<td>1 Extreme/deviant cases</td>
<td>To obtain information on unusual cases, which can be especially problematic or especially good in a more closely defined sense.</td>
</tr>
<tr>
<td>2 Maximum variation cases</td>
<td>To obtain information about the significance of various circumstances for case process and outcome, e.g. three to four cases that are very different on one dimension: size, form of organization, location, budget, etc.</td>
</tr>
<tr>
<td>3 Critical cases</td>
<td>To achieve information that permits logical deductions of the type, ‘if this is (not) valid for this case, then it applies to all (no) cases’.</td>
</tr>
<tr>
<td>4 Paradigmatic cases</td>
<td>To develop a metaphor or establish a school for the domain that the case concerns.</td>
</tr>
</tbody>
</table>

Table 11 Strategies for the selection of samples and cases (Flyvbjerg, 2004)
For the empirical research of this graduation project the selection of critical cases is best practice because critical cases allow for logical deduction. A generalization of the sort, 'If it is valid for this case, it is valid for all (or many) cases'. In its negative form, the generalization would be, 'If it is not valid for this case, then it is not valid for any (or only few) cases' (Flyvbjerg, 2004, p7). By selecting critical cases generalization, for housing association active in the same context of restructuring districts, might be possible.

The problem arises how to identify critical cases in this research. Flyvbjerg states:

*How does one identify critical cases? This question is more difficult to answer than the question of what constitutes a critical case. Locating a critical case requires experience, and no universal methodological principles exist by which one can with certainty identify a critical case. The only general advice that can be given is that when looking for critical cases, it is a good idea to look for either ‘most likely’ or ‘least likely’ cases, that is, cases that are likely to either clearly confirm or irrefutably falsify propositions and hypotheses.*

*Flyvbjerg, 2004, p7*

From the pool of 6 candidates the most critical need to be selected. I assume that cases with strong processes towards strategy formulation and implementation are most likely to confirm or falsify my hypothesis. Therefore the most dominant selection criteria is:

- The housing association formulates and implements stock policy through formal processes

To further identify critical ("most likely") and suitable cases from the pool of eligible cases the following selection criteria where be used.

- The goals of the housing association are formulated in a tangible manner
- The housing association is active in restructuring districts (all possible cases comply)
- The housing association publishes their intentions through available policy documents
- In the restructuring districts measurable outcome must have taken place
- For the purpose of comparability All selected cases should have similar goals or goals that take place in a similar field of SSM for example
  - Social cohesion
  - Technical state
  - Future demand
  - Portfolio diversification
  - Target Group diversification

*For the purpose of this research it is not necessary to research all the fields listed above. A selection based on availability and measurability of the goals will be leading.*

In cooperation with drs. Nieboer the selection criteria were discussed in the light of possible cases and practical aspects such as accessibility of data, cooperation of the housing associations, willingness to be interviewed etcetera. The conclusion of this consultation was that the following three cases (table 12) are expected to be the most critical cases.
I have selected these three (most) critical cases for the empirical research of this graduation project. In the following section for every case a brief description of the organisation and the role of strategic stock management will be provided. After the short analysis contact persons that will be contacted in the following steps (2-6) of this research are provided.

**Waterweg Wonen, 14,000 dwellings**
Waterweg Wonen formulates annually a strategic policy plan, in which investment intentions for complexes are stated. The plan is formulated through a top down and bottom up structure. Top down through policy fundamentals and bottom up through account employees. Policy fundamentals derive from the ambitions of Waterweg Wonen supported through market research and complementary analysis. (Nieboer, 2009, p. 143)

**Volkshuisvesting Arnhem, 13,000 dwellings**
The organisation of Volkshuisvesting Arnhem exist out of the departments: Top management, Living, Corporate management, Real estate and Strategy and organisation. Policy development takes place in all departments but predominantly in the department of Strategy and organisation. The realisation of renovation and new constructions is conducted by the department Real estate. The stock policy is formulated by a permanent work-group called Strategic stock management. In this workgroup managers from technical, social and research disciplines are seated. The manager of the department of Strategy and organisation is the chairman of this work-group. (Nieboer, 2009, p. 132)

**De Key, 30,000 dwellings**
The policy of De Key is developed centrally. De Key uses departments with an own identity and policy responsibility. The policy formulation is conducted by the department of Strategy and Policy. New constructions and renovation projects are executed by the internal development company called the Principaal. (Nieboer, 2009, p. 103)

**Step 2 Goal identification**

In this step an important foundation for the empirical research will be established: the identification of goals. The empirical research consists of the evaluation of outcome against predetermined goals. In this step those goals will be retrieved.

The goals can be divided on different themes like mentioned in step 1. Goals and objectives can be formulated on the following fields

- Social cohesion
- Technical state
- Selling off dwellings
- Portfolio diversification
- Target Group diversification
- Future demand

Again for the purpose of this research it is not necessary to research all the fields listed above. But the themes selected to research must be the same across all three cases. I will select themes that are constant in all three cases and have a measurable element to them.
By analyzing the written policy documents as well as the transcripts of the interviews that Nieboer held and by holding interviews of my own with the policy writers I will try to identify strategic goals for the specific restructuring districts. The selected cases all have formulated tangible goals for the restructuring districts.

**Step 3 Analyze the outcome**

Based on the measurable goals formulated in the previous step, I will measure the outcome of the interventions for the corresponding themes. This will entail an analysis of quantitative data complemented with qualitative data (interviews) where possible. Outcome entails both intended and unintended effects in reality.

Important in this step is analyzing outcome which can be logically attributed to the policy. Outcome that has matured to long loses its direct linkage to the policy. And outcome that has not matured enough does not provide enough or useful measurable data. The rather arbitrary age level of the outcome is 2-5 years will be used for the research. This age level is established in cooperation with drs. Nieboer. It is expected that outcome with this age can still be logically attributed to the stock policy.

After the analysis of the outcome I will relate the outcome to the predetermined goals formulated in step 2. I will make a factual statement to which degree the goals are realised. I will use the labels

- Completely
- Predominantly
- Predominantly not
- Completely not

What the different labels mean for the different cases is provided in appendix 1 establishing the degree of goal realisations.

**Step 4 Analyze the internal process quality of policy**

Without thorough knowledge about how the policy came to existence and how it is implemented it is impossible to judge whether or not the policy is effective. Because the SSM process consists of sequential processes an evaluation of the policy formulation and implementation will be provided in this step. The course, how, why and when policy came to existence provides necessary insight imperative when one wants to evaluate the effectiveness of policy in a latter stage. This broadens the perspective on the policy and places it in its right context.

In step 4 the internal processes of the SSM process for the different housing associations will be reviewed. This step exists out of a description of the policy formulation and policy implementation process that took place in the specific cases. In the Policy formulation process the decision making and analysis of the housing association plays an important role. In the implementation process the structure of the housing association plays an important role. These two elements will be discussed in the evaluation of the internal process quality of policy.

In the literature study (chapter 2 TF4.2) an evaluation framework for internal process quality is presented. This framework is showed again in figure 29.
The internal processes that led to the stock policy for the restructuring districts and its implementation will be critically assessed on ten quality indicators (yellow bars). To guide the assessment the following lead questions need to be addressed (table 13)

<table>
<thead>
<tr>
<th>Quality indicator</th>
<th>Assessment questions</th>
</tr>
</thead>
<tbody>
<tr>
<td>11. Internal &amp; external analysis</td>
<td>Are the strengths weaknesses, opportunities and threats analyzed correctly?</td>
</tr>
<tr>
<td>12. Synthesis, choice</td>
<td>How did the housing association find synthesis in the abundance of possible strategies? Did complementary analyses help in the selection of possible strategies?</td>
</tr>
<tr>
<td>13. Knowledge, The executioners must know what is expected from them</td>
<td>Is the policy programme clear to all internal actors?</td>
</tr>
<tr>
<td>14. Ability, The executioners must be able to execute the policy</td>
<td>Where the executioners able to execute the policy? Was there ample time, information etc?</td>
</tr>
<tr>
<td>15. Willingness, The executioners must be willing to execute the policy</td>
<td>Where the executioners willing to execute the policy? Did the executioners agree with the intended strategy?</td>
</tr>
<tr>
<td>16. Specification of the policy programme</td>
<td>Was the policy programme specified sufficiently? Did the executioners know what was expected from them</td>
</tr>
<tr>
<td>17. Assumptions about the relationship between objectives and means</td>
<td>Are the instruments provided through the policy suitable/proficient to realise the goals? (goals means scheme)</td>
</tr>
<tr>
<td>18. Time and sequence of the of policy programs</td>
<td>Is the implementation track sequential? In what pace did policy programmes follow one another?</td>
</tr>
<tr>
<td>19. Alterations of existing/available procedures and routines</td>
<td>Does the new policy ask for the use of new procedures? (close relation with indicator 5)</td>
</tr>
<tr>
<td>20. Reactions of the target groups undergoing the policy</td>
<td>Which internal and external target groups are involved, How did the target groups react to the policy?</td>
</tr>
</tbody>
</table>

Table 13 Evaluation of the quality indicators
To answer the assessment question interviews with policy writers and policy executioners will be held. Complementary data gathered by Nieboer for his dissertation will also be available for this step of the research. From this extensive pool of information the 10 quality indicators will be reviewed. The interview questions that were asked can be found in appendix 2.

The manner through which I want to gain insight in the goals of the housing association and the assumptions between objectives and means (IPQ 7 is through a goal-means-scheme, which I tend to create in collaboration with the policy writers. Through the scheme, insight in the tools/instruments used to achieve goals will be acquired. Figure 28 shows the basis of a goal-means scheme. This analysis is also very useful in step 4 when analyzing the internal process quality of policy.

![Figure 30 example of a goal-means scheme. (Translated from: de Baas, 1995, p 37)](image)

**Step 5 Relate the outcome to the internal process quality of policy**

In step 5 the third objective of the master thesis will be addressed. In this step the outcome of the policy will be related to the internal process quality of policy.

Step 5 consist out of two sub steps

1. Establish which IPQ’s were specifically addressed by the HA to work on the goals
2. Define why the goals are or aren’t reached

Each sub step will be considered in turn.

1. Establish which IPQ’s were specifically addressed by the HA to work on the goals
   Through the interviews and logical deduction I will be able to explain which parts of the SSM process (the IPQ’s) were consciously deployed by the housing association to work on the different goals.

2. Define why the goals are or aren’t reached
   Through deduction I will be able to explain whether IPQ’s were responsible for the degree of goal realisation or that other emergent factors played a larger role. By combining the output from previous steps, I will try to relate the outcome of the cases to the 10 quality indicators of the SSM process. Per theme on which strategic goals were formulated (step 2), the question will be asked: What is the degree of goal realisation? Afterwards I will try to relate that fact to one of the ten quality indicators IPQ’s. In essence the indicators are preconditions for effective formulation and implementation and causes for either success or failure. The first two indicators are causes for success or failure in the formulation process (Mouwen, 2004) the last 8
indicators are causes for success or failure in the implementation process (Glasbergen (1987). It might be possible that more than one of the IPQ's is responsible for the level of success or that a cause other than incorporated in the model is responsible for the success or failure. If that is the case other external factors will be reviewed.

The assessment of the 10 quality indicators in step 4 facilitates the attribution of the degree of goal realisation. The assessment in step 4, interviews and logical deduction will be used to attribute the level of success to a cause. This establishes for all three cases on the different themes the most important success and failure factors of the policy.

**Step 6 Cross Case Analysis**

In step 6 the three cases will be compared with each other. This comparison is geared at finding generic elements of housing associations dealing with problems in restructuring districts. First the goals will be discussed and compared. Secondly the degree of goal realisation for the comparable themes will be elaborated on. This level of success will than be brought in relation with the IPQ's the housing associations have used. Furthermore an evaluation will be provided which IPQ's are important for realising a high level of goal realisation for the different themes and which IPQ's are less important.

**Step 7 Conclusions and recommendations**

In step 7 the main research question will be answered. The main research question reads

*How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?*

Furthermore recommendations on three levels will be offered.

- Recommendations for the researched individual housing associations
- Recommendation concerning theory formation on strategy formulation and implementation
- Recommendations for further research
4.

Case 1
Waterweg
Wonen
4.1 Introduction Waterweg Wonen and the Hoofdstedenbuurt

Waterweg Wonen is a housing association active in Vlaardingen. Water Wonen rents out almost 14.000 dwellings in Vlaardingen. Most dwellings are allocated for people with low incomes. A part of the stock is for sale and Waterweg Wonen wishes to shrink its stock by selling off large parts of the stock. Besides dwellings Waterweg Wonen also rents out office/business space and parking facilities. Waterweg Wonen is the largest social landlord in Vlaardingen.

Mission
Waterweg Wonen ensures – often in close collaboration with tenants and other actors – that our customers live pleasantly in the districts and neighbourhoods of Vlaardingen where Waterweg Wonen hold stock. People with low incomes and other groups with vulnerable positions on the housing market come first for Waterweg Wonen. To reach their goals Waterweg Wonen develops and maintains primarily dwellings. Additionally Waterweg Wonen supplies several living and societal services. (Waterweg Wonen website accessed: October 2010)

Vision
- Primary focus on low incomes vulnerable groups
- Investments in real estate as well as social measures
- Investments in (urban) amenities which contribute in the quality of lifes or tenants
- Working in collaboration with different actors

4.1.1 Situation analysis The Hoofdstedenbuurt

The Hoofdstedenbuurt (capital city district) is situated in Vlaardingen in the neighbourhood called Holy. The district consists of 9 middle-high and high rise arcade enclosed apartment buildings. The highest buildings are 16 floors. The buildings originate from sixties. The main features of the building are the large scale and anonymity which are characteristic for the second generation of the post-war high-rise buildings. In total, the district consists of 1104 dwellings. These dwellings are primarily large apartments in a green environment with much public space and in close proximity of amenities. The layout of the apartments are very versatile which means that they are able to carry multiple programs and target groups. This has resulted in a large diversification of target groups and lifestyles within the building.

The housing association Waterweg Wonen owns all 9 buildings in the districts. For maintenance purposes the buildings are grouped in 8 different complexes. In the strategic stock policy however Waterweg Wonen uses the street names of the buildings rather than the complex numbers. In figure 31 the urban layout of the district is presented as well as a small picture to illustrate the atmosphere of the Hoofdstedenbuurt. In the figure street names and complex numbers are added.
The dwellings in the Hoofdstedenbuurt vary in size from 1 to 4 bedrooms. The dwellings are spacious and have relatively good/efficient floor plans. The rents for the dwellings in the Hoofdstedenbuurt are in the affordable segment and lie between €237,- for a one bedroom apartment to €410,- for a 4 bedroom apartment (Waterweg Wonen, 2004 a, p5)

All dwellings (independent of future objectives) require a technical intervention. The equipment level of the dwellings lags behind to those of current demand. Almost all buildings must be entered via one central entrance. This is perceived as problematic due to large numbers of dwellings and people that need to use the central doorway. The large scale of the buildings and the possible confrontation between different lifestyles is one of the most important themes for the Hoofdstedenbuurt in the coming years.

Other characteristics of the neighbourhood

- Large, massive neighbourhood
- District lacks own image (not particularly bad or good)
- Deteriorating social control
- Poor infrastructure
- Residents have little affection/ show little involvement with the district
- Parking lays a big claim on the public space
- Parking is inefficient and creates a sense of insecurity due to its large scale
- Relatively green environment however with little user quality and partly ill maintained
- Silent neighbourhood, little activity, no businesses
- Sense of insecurity during evening and night hours
- Nuisance of the youth
- Clash of lifestyles
- Waterweg Wonen invest in maintenance
- Possibilities for future renting is considered good average mutation degree
- Relatively low to average incomes
- Apartment building on the edges of the districts are most popular, in the centre less popular
- 25% of the residents are elderly compared to 18% for the entire city of Vlaardingen (Gemeente Vlaardingen, 2009, p6) growing percentage, predominantly in the Bern and Wenenweg.
- Low percentage of foreign nationals (4.5%) relatively high percentage of families due to lack of alternatives.

Important developments for the Hoofdstedenbuurt

- Construction of the tramplus (fast connection between Vlaardingen and Rotterdam)
- Raising of the soil in de district (60-80 cm) by the municipality in 2006
- Intake function of the neighbourhood due to restructuring in other districts and surrounding municipalities
4.2 From intended to deliberate policy (step 2)

In the timeline presented below the development of the strategy is portrayed. From the Strategic stock policy (SVB 2002) published in 2002 derive two vision-document. The district vision of 2004 is a first step towards specific policy for the Capital city district. On the basis of the guidelines stated in the SVB a rough vision for the district is determined in cooperation with residents. This vision is later reviewed, adapted and specified in a definite vision document (visiedocument 2006). In this document more or less tangible goals are formulated. Complexes are given a label of what is to happen with that complex to be in line with the strategy. In the figure the different policy documents are shown furthermore the terminology of Mintzberg is incorporated.

In the figure below the document timeline for the housing association is presented. Over time the policy becomes increasingly more specific to finally become the deliberate strategy. In the section below the different policy documents will be discussed.

Figure 32 Document timeline

4.2.1 SVB (2002)

The strategic stock policy of Waterweg Wonen is used as a departure point for future policies. A great number of activities of Waterweg Wonen derive form the strategic stock policy. The stock policy gives direction to the processes of change of the two most important activities: maintenance and development of real estate (Waterweg Wonen, 2002, p3).

The activity maintenance can be characterized as the daily processes of renting, maintenance of the dwellings and social management. These activities are guided by the preconditions stated in the strategic stock policy.

The activities under the header development can be characterized as: new rent policy. New products and services, and the development of physical side of the dwelling stock like creating a vision voor urban reconstruction but also the entire process of the development of newly built dwellings. These activities are also guided by the preconditions stated in the strategic stock policy (ibid)

Waterweg Wonen formulates her strategic stock policy annually. The policy is fuelled both top down and bottom up. The top down section consist of a set of policy-preconditions which also function to test (current) investment plans. An example of a policy precondition is the preservation of a minimum amount of social rented dwellings. Other-preconditions are the fixed amounts of dwellings allocated for different target groups and the more general intention to only be active in Vlaardingen. The policy-preconditions derive from the Waterweg Wonen’s own ambitions (sometimes supported by market research and other analyses) and vision development with the municipality concerning the city, the neighbourhood and individual complexes. Waterweg Wonen pursues consensus with the municipal vision of development in Vlaardingen and adjusts and synchronizes their own ambitions to the tune of those of the municipality. This is
legally bounded in performance agreements. This has influence for example on demolition plans of the Waterweg Wonen.

The bottom down contribution to the stock policy consists of investment intentions for districts and individual complexes. For restructuring districts these intentions are provided by the different project organisations (Nieboer, 2007b, p1) As mentioned before the strategic stock policy of Waterweg Wonen is updated annually. The process in which this update is executed is presented below.

![Figure 33 Process model updating stock policy, (Waterweg Wonen, 2002, p5)](image)

The figure shows that the process is organised in a manner which is increasingly inclusive meaning that it works from broad to specific like a funnel. Another important aspect is the separation of two distinct stages: an analyses stage and a strategy stage. The first stage comprises the analysis of the housing market in Vlaardingen (external analysis) and the analysis of the stock (internal analyses). These two analyses combined form a complete SWOT analyses.

In the strategy stage the basic strategy outline is determined. On the basis of several management team conferences the outlines of the strategy for the entire stock is established. The basic strategy outlines will subsequently be translated for individual complexes. Finally the strategies for the individual complexes are tested for feasibility a dominant role is the financial feasibility (ibid, p.6).

In the strategic stock policy of 2002 three distinct living concepts for the stock where used: “Classic living” (with emphasis on basic quality en modest rent levels), Carefree living (with emphasis on living and care) and thirdly “room for freedom” (with emphasis on self activity/efforts required from the resident for improving the quality) These concept where abandoned by Waterweg Wonen because the showed to be not very successful in practise. Employees of Waterweg Wonen who had to work with the concepts found the high abstraction level difficult to work with. This led to the choice to leave the “lifestyle” approach. After abandoning the three concepts a division in 4 quality classes is established to label the stock. Below the four quality classes are provided.

0: Comparable to sealed for air and water (used for dwellings that are meant to be demolished in the near future)
1: Preservation level maintaining current quality level for example for dwellings which are meant to be demolished in 10-15 years
2: Standard quality level for existing stock
3: Quality level of new construction
(Nieboer, 2009, p. 143,144 own translation)

High rise complexes
High rise complexes are a part of the stock which are relatively easy to adapt for the different quality classes. The high rise complexes in the Hoofdstedenbuurt are technically relatively easy to transform to the different concepts. This provides much flexibility in the elaboration of the strategy. On the other hand Waterweg Wonen finds the high rise complexes to be a vulnerable way of living. The largest risks for this way of living concerns liveability. The current liveability is of a proficient level but Waterweg Wonen questions whether or nor they should continue renting out the high rises for the lower segment of the market. In the view of Waterweg Wonen it not desirable to utilize the high rises predominantly for reallocation of tenants from other parts of the stock. Especially in the high rises further differentiation in ownership situation, quality and image is desirable (Waterweg Wonen, 2002, p.29). This notion seems to divert from the relative simple division in quality levels.

Tenants speak out
The tenants of the Hoofdstedenbuurt are united in a tenant commission. After the update for 2002 of the strategic stock policy, the members of the tenant commission are issued a copy of the written policy document. After reading the document the commission addressed Waterweg Wonen and claimed that the Hoofdstedenbuurt was entitled and eligible for improvements. This claim was picked up by Waterweg Wonen who agreed that on the basis of the SVB 2002 a more in depth analyses of the Hoofdstedenbuurt was to take place. For this analysis Waterweg Wonen held a customer panel and a workshop in February 2004 with several participants in order to create a preliminary vision document for the Hoofdstedenbuurt. The participants for this workshop where

- Residents of the Hoofdstedenbuurt
- Waterweg wonen
- Era bouw (general contractor)
- Municipality
- VVKH architects H. Van Heeswijk architects, KAW architects, Landscape architectect
- Linc projectmanagement

During the workshop many exuberant solutions where explored, the most outrageous solutions was probably the possibility to park cars on top of the high-rise buildings. The preliminary vision for the neighbourhood consisted of a inventory and analyses, social vision, physical intervention vision and phasing. The vision on physical interventions can be summarized as 6 intervention levels: small, small +, medium, medium +, large and extra large. Each increasing in spatial and qualitative demands (Waterweg Wonen and ERA bouw, 2004, p.22-26).

This initiative towards a definitive vision for the neighbourhood could be seen as the bottom up fuelling of the strategic stock policy which is very much in line with the process as described in figure 33.

4.2.2 Neighbourhood vision Hoofdstedenbuurt (2004)
In December 2004 the Wijkvisie Hoofdstedenbuurt concept V02 Plan in hoofdlijnen (vision document 2004) is presented. The preliminary vision document of February of that year was used as a background study for its more definitive counterpart. However
the vision document is much less ambitious than the previous version. The exuberant options from the workshop have disappeared from this document and a more conservative ambition level is shown in the document.

In table 14 the strategic vision/consequences for the individual complexes are presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Strategic vision 2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brusselweg (1111)</td>
<td>Basic intervention started evaluation on costs, quality and process (2004/2005)</td>
</tr>
<tr>
<td>Madridweg (1104)</td>
<td>Basic intervention, First Floor: offices or special target groups (2005/2006)</td>
</tr>
<tr>
<td>Bonnweg laag</td>
<td></td>
</tr>
<tr>
<td>Wenenweg (1109)</td>
<td>Basic intervention, quality boost, adapt infrastructure (2008/2009)</td>
</tr>
<tr>
<td>Lissabonweg laag (1108)</td>
<td>Basic intervention, First Floor: limited mobility (2009/2010)</td>
</tr>
<tr>
<td>Lissabonweg hoog (1109)</td>
<td>Basic intervention Front view: eye catcher 2010/2011</td>
</tr>
</tbody>
</table>

Table 14 Strategic vision per complex (Waterweg Wonen, 2004b, p.36)

A basic intervention means that the equipment and comfort level is raised to meet the current demands. The intervention is basic but it improves the quality of the dwellings to the extend that is suitable for future tenants.

Collaboration
The renewal of the Hoofdstedenbuurt requires sequential approach per complex for the improvement of the dwellings, but it also requires an integral approach in collaboration with the municipality. The redesign of the public space needs top be in close collaboration with the municipality (Waterweg Wonen, 2004b, p.34). The municipality has taken the task to raise the soil in the Hoofdstedenbuurt as part of the redesign of the public space.

4.2.3 Vision document Hoofdstedenbuurt (2006)

After the publication of the vision document in 2004 it takes roughly 2 years to finalize the vision. In November of 2006 the definitive vision for the Hoofdstedenbuurt is presented. In this definitive document (Visie document Hoofdstedenbuurt) the strategic goals for the individual complexes are presented.

Under pressure from the tenants, Waterweg Wonen has decided to join the quality levels 1 and 2 and form 1 standard quality level. From that point onwards only 3 quality levels are distinguished: a minimum (Q1), a standard (Q2) and a newly built class (Q3). In 2017 all dwellings (besides dwellings eligible for demolition) should be at least of the standard quality level (Nieboer, 2007a, p1). This demonstrates the bottom up nature of stock policy and clearly shows that the emergent notion of what the policy ought to be influences the intended and deliberate policy.

In both the standard quality level (Q2) as well as the newly built quality level (Q3) dwellings can be divided in dwellings with or without a seniors package (amenities and adaptations for elderly people and people with limited mobility) This package is called the star approach (ibid). The label for a dwelling with quality level 2 and the star approach is Q2S. Waterweg Wonen yet again decided to expand the scope of quality
levels, not in term of an extra level but a possible supplement for the different levels. In the vision document of 2006 the new terminology concerning quality classes is adopted and a future per complex is established. In table 15 the strategic vision of 2004 is presented alongside the strategic goal as formulated in the definitive vision document of 2006.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Strategic vision 2004</th>
<th>Strategic goals 2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bonnweg laag</td>
<td></td>
<td>Q1</td>
</tr>
</tbody>
</table>

*Table 15 Strategic vision and subsequent goals (Visiedocument 2004 p36) Visiedocument 2006, appendix 1)*

In the strategic goals of complexes 1111 and 1110 (Brusselweg and Bernweg) the abbreviation MGE is presented. MGE stands for Maatschappelijk Gebonden Eigendom or Social Bound Property. This means that Waterweg Wonen wishes to sell the dwellings in those complexes at a price below market value. This would ensure that people who normally would not be able to buy a home can buy a home. As a part of MGE are so-called “Koopgarant” conditions are in place. Koopgarant is a type of contract used in MGE schemes. “Koopgarant” conditions are elaborate and many a striking condition is that buyers are required to first offer the dwelling to the housing association that sold them the property when the wish to sell their home.

Strategic goals for the different complexes
In the following section the strategic goals of 2006 (right column of table 4 will be elaborated on. It is important to realise that for the restructuring of the Hoofdstederbuurt Waterweg Wonen formulate several basic principles.

- No demolition
- Improve quality in dwellings, buildings and living environment
- More differentiation in design, price, ownership, target groups
Per complex a strategy and the year of completion is determined. In 2007 the first complex will be targeted. The expectation is that in 2013 the entire vision will be realised (Waterweg Wonen, 2007) This means that the current profile of a complex will be aligned with the desired profile (the strategy formulated in the Visiedocument 2006)

Below for every complex the strategic goals will be presented

- **Madridweg (complex 1104), Luxemburgweg (complex 1105), and Londenweg (complex 1106)**

  The three building are positioned behind one another the physical changes planned for these three building are identical. All building will receive a so-called quality class 2 intervention (K2) and a renewal of the painting. Due to the large size of the buildings, and the many users of the public spaces like the central hallway, the entrance hall will be improved. The access doors will be checked and if necessary replaced. The entrance halls will be painted in “fresh colours” and fitted with new tiling. Space and transparency should give the hallway a new identity of pride and responsibility for the current residents. The entrances of the building and the building itself will be lighted upon in a new manner so that they become once again a recognizable place in the neighbourhood. The Madridweg (complex 1104) will receive extra attention for insulation and noise reduction (Waterweg Wonen, 2006, p.2)

- **Lissabonweg hoog (complex 1109) and Lissabonweg laag (complex1108)**

  Both building on the Lissabonweg will receive a quality class 2 intervention. Furthermore the buildings will be improved via the star approach which targets the accessibility of the buildings. This intervention will make the building more suitable for elderly people. Included in the star approach is the replacing of the fences/ hoardings of the galleries. The balcony fences will also be renewed to improve the appearance and uniformity of the building. The high rise on the Lissabonweg will be fitted out with a new entrance hall. This intervention will offer a better enclosure of the area for the residents and improves the appearance of the building (which is positioned on a strategic place on the boarder of the neighbourhood. (Waterweg Wonen, 2006, p.3)

- **Wenenweg (complex 1109)**

  The building on the Wenenweg is in a direct sightline form the tramplus and is positioned in the same line as the building on the Lissabonweg. To ensure that both complexes look qualitatively equal to one another the building on the Wenenweg will receive a class 2 intervention. And the building will be fitted out with new gallery fences/hoardings and balcony fences. The Wenenweg will not receive a star approach intervention due to its relative large distance to relevant amenities for the elderly. (ibid)

- **Brusselweg (complex 1111)**

  The Brusselweg will receive a quality class 2 intervention. From 2008 and further the dwellings in the complex will be sold under MGE conditions. (ibid)

- **Bernweg (complex 1110)**

  The Bernweg complex will receive a quality class 2 intervention. All dwellings in this complex will be sold under MGE conditions (ibid).

- **Bonnweg (complex 1111)**

  The Bonnweg will receive a a quality class 2 intervention including a star approach intervention. This entails the renewal of both balcony and gallery
fencing. The possibilities of an addition to the building in the form of a meeting room will researched. This meeting room could be combined with a new entrance for the building. (ibid.)

- **Bonnweg laag (complex 1111)**

De Bonnweg laag complex will receive a quality class 1 intervention. This means that systematic maintenance (planmatig onderhoud) will be executed and were necessary quality investments will take place. A research will take place to identify the possibilities to house specific target groups in this complex on the basis of that research the intervention of the complex will be altered (ibid, p.4)

After careful consideration of the perceived workload based on prior experience with similar renovations a planning for the interventions was defined this has resulted in a statement for the proposed completion of the intervention In table 16 the goals and interventions for the different complexes in the Hoofdstedenbuurt are summarized after the strategic goal the proposed year of completion is provided between brackets.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Strategic goals from vision document 2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brusselweg (1111)</td>
<td>Q2-MGE selling off of all dwellings (2008)</td>
</tr>
<tr>
<td>Madridweg (1104)</td>
<td>Q2 + entrance + lighting of the façade (2007)</td>
</tr>
<tr>
<td>Bonnweg (1111) Bonnweg laag*</td>
<td>Q2S meeting room (2013)</td>
</tr>
<tr>
<td>Bernweg (1110)</td>
<td>Q2-MGE selling off of all dwellings (2009)</td>
</tr>
<tr>
<td>Luxemburgweg (1105)</td>
<td>Q2 + entrance + lighting of the façade (2008)</td>
</tr>
<tr>
<td>Londenweg (1106)</td>
<td>Q2 + entrance + lighting of the façade (2009)</td>
</tr>
<tr>
<td>Wenenweg (1109)</td>
<td>Q2 + gallery fences (2012)</td>
</tr>
<tr>
<td>Lissabonweg laag (1108)</td>
<td>Q2S (2011)</td>
</tr>
<tr>
<td>Lissabonweg hoog (1109)</td>
<td>Q2S + entrance + lighting of the façade (2010)</td>
</tr>
</tbody>
</table>

Table 16 Strategic goals according to vision document 2006 summary of goals (Waterweg Wonen, 2006, appendix 1)

Research conducted by Waterweg Wonen did not provide any reason for the allocation of specific target groups the strategic goal has changed for this complex and is now similar to the goal of the high rise: Q2S meeting room (2013)

The strategic goals from the vision document indicate that the goal to improve the image of a building is operationalized via different lighting and colouring of the façade. It could be argued that this intervention does not do justice to the ambitious goal. It is clear that Waterweg Wonen sought a physical intervention for a more or less social/esthetical goal. The goal of renewing the identity of the building for one of pride and responsibility is not operationalized in the vision document but it is understood that when the interventions have taken place this new identity will follow automatically.
In the table below the strategic goals as formulated by Waterweg Wonen are rewritten on the basis of the different themes the strategic goals relate to.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Goal theme: QUALITY</th>
<th>Goal theme: SALE</th>
<th>Goal theme: PLANNING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>In accordance with the PoR for Q2</td>
<td>Selling of all dwelling under “koopgarant” conditions</td>
<td>Work finished in 2008</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>In accordance with the PoR for Q2 entrance + lighting of the façade</td>
<td>N/A</td>
<td>Work finished in 2007</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>Q2S meeting room</td>
<td>N/A</td>
<td>Work finished in 2013</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>In accordance with the PoR for Q2</td>
<td>Selling of all dwelling under “koopgarant” conditions</td>
<td>Work finished in 2009</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>In accordance with the PoR for Q2 entrance + lighting of the façade</td>
<td>N/A</td>
<td>Work finished in 2008</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>In accordance with the PoR for Q2 + entrance + lighting of the façade</td>
<td>N/A</td>
<td>Work finished in 2009</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>In accordance with the PoR for Q2 + upgrading gallery fences</td>
<td>N/A</td>
<td>Work finished in 2012</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>In accordance with the PoR for Q2S</td>
<td>N/A</td>
<td>Work finished in 2011</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>In accordance with the PoR for Q2S+ entrance + lighting of the façade</td>
<td>N/A</td>
<td>Work finished in 2010</td>
</tr>
</tbody>
</table>

Table 17 summary of strategic goals Hoofdstedenbuurt
4.3 Degree of goal realisation (step 3)

In the following section the degree in which Waterweg Wonen was able to realise the strategic goals of table 6 will be discussed. In Appendix 1 the method to establish the degree of goal realisation for the strategic goals of Waterweg Wonen is presented. The goals formulated in the vision document of 2006 as presented in table 6 relate to three main themes: quality, sale and planning. The degree of goal realisation will be defined on the basis of a 4 point scale for each specific theme.

The degree of goal realisation for every theme will be defined as either:
- Completely
- Predominantly
- Predominantly not
- Completely not

4.3.1 Degree of goal realisation theme: Quality

In the table presented on the following page the different items of the programme of requirements are presented. If, after intervention, the individual items for dwellings, building and additional comply with the requirements stated in the programme of requirements that specific item will receive a checkmark. If for any reason the proposed quality is not in line with the PoR that item will receive a cross. If for any reason the proposed quality of an item is substantially higher than required from the strategic goals a checkmark plus will be given to that item. A checkmark plus is treated in the same manner as a checkmark.

**Note that**
Lighting of the façade, renewing of gallery fences and balcony fences is not included in the Programme of requirements of quality class 2 however in the table below those interventions are admitted in the items Quality requirements building, gallery and Additional requirements, building.
<table>
<thead>
<tr>
<th>Standard quality level</th>
<th>1111 Brusselweg</th>
<th>1104 Madridweg</th>
<th>1111 Bonnweg</th>
<th>1110 Bernweg</th>
<th>1105 Luxembourgweg</th>
<th>1106 Londenweg</th>
<th>1109 Wenenweg</th>
<th>1108 Lissabonweg laag</th>
<th>1109 Lissabonweg hoog</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality requirements individual dwelling</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Draft</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Electra</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Living room</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>bedroom 1</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Remaining bedrooms</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Toilet</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>kitchen</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Bathroom</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Public space</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Storage</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>General installations</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Quality requirements building</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Insulation</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Entrance</td>
<td>+ ✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>+ ✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Galery</td>
<td>+ ✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>Additional requirements</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>building</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>dwelling</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Total score</td>
<td>16/16</td>
<td>15/16</td>
<td>N/A</td>
<td>16/16</td>
<td>16/16</td>
<td>15/16</td>
<td>16/16</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Table 18 Degree of goal realisation on theme quality (Kunst, 2010),

Legend

- ✓: In line with standard quality based on the PoR of Q2
- ✕: Not in line with standard quality based on the PoR of Q2
- + ✓: Higher quality than the standard quality based on the PoR of Q2
The Brusselweg has received a checkmark plus for the item entrance. However the original strategic goal did not require improvement of the central entrance but still the entrance has been fully reconditioned. The reason why the scope of the goal was stretched is due to the tenants of the complex. Although the basic principle for the interventions in the Hoofdstedenbuurt was increasing the diversity in design the tenants demanded equal treatment. In a negotiation with Waterweg Wonen the residents asked for the improvement of the entrance and renewing of the gallery fences and balcony fences. After a negotiation with the tenants settlement was reached and the intervention for the complex was expanded. The entrance was to be renewed but the fences and hoarding remained. Waterweg Wonen could justify the extra investment because of the increased marketability and saleability of the complex. The change in scope is a clear example of the role of the emergent strategy.

The Madridweg has received a cross for the item general installations. The reason for this is that the dwellings in complex 1104 do not have individual heating but make use of central collective heating. This is not in line with the requirements and therefore that items receives a cross.

The reason for the deliberate diversion of the intended approach: Discussion concerning energy performance agreements. As a basic principle Waterweg Wonen want to increase the energy labels with 2 labels steps to a minimum of label C furthermore a 20% saving on energy in 10 year is demanded. Most important question: Do investment need to take place now or in the future? Tenants wanted collective heating. No actions were taken pending the discussion about energy performance.

The Bernweg has received a checkmark plus for the item entrance. However the original strategic goal did not require improvement of the central entrance but still the entrance has been fully reconditioned. The reason why the scope of the goal was stretched is due to the tenants of the complex. Although the basic principle for the interventions in the Hoofdstedenbuurt was increasing the diversity in design the tenants demanded equal treatment. In a negotiation with Waterweg Wonen the residents asked for the improvement of the entrance and renewing of the gallery fences and balcony fences. After a negotiation with the tenants settlement was reached and the intervention for the complex was expanded. The entrance was to be renewed but the fences and hoarding remained. Waterweg Wonen could justify the extra investment because of the increased marketability and saleability of the complex. The change in scope is a clear example of the role of the emergent strategy.

The Londenweg has received a cross for the item general installations. The reason for this is that the dwellings in complex 1106 do not have individual heating but make use of central collective heating. This is not in line with the requirements and therefore that items receives a cross.

The reason for the deliberate diversion of the intended approach: Discussion concerning energy performance agreements. As a basic principle Waterweg Wonen want to increase the energy labels with 2 labels steps to a minimum of label C furthermore a 20% saving on energy in 10 year is demanded. Most important question: Do investment need to take place now or in the future? Tenants wanted collective heating. No actions were taken pending the discussion about energy performance.

The Wenenweg has received a checkmark plus for the item building. However the original strategic goal did not require improvement of the balcony fences, the fences have been renewed. The reason why the scope of the goal was stretched is due to the tenants of the complex. Although the basic principle for the interventions in the Hoofdstedenbuurt was increasing the diversity in design the tenants demanded equal treatment with other complexes. In a negotiation with Waterweg Wonen the tenants asked for the improvement of the facade and renewing of the balcony fences. A
settlement was reached and the intervention for the complex was expanded. The request for renewing the lighting of the facade was denied but the request for balcony fences was granted. The goal for complex 1109 Lissabonweg hoog has been expanded for the same reason. The change in scope is a clear example of the role of the emergent strategy.

**Lissabonweg Hoog**

Lissabonweg Hoog was planned to be completed at this time. However no interventions have yet taken place for that reason the scale label for the theme quality, predominantly not was given for this complex. The intervention is aimed at improving many items in the dwelling those interventions have not taken place therefore the quality is not yet in line with the Programme of requirements.

---

**Bonnweg**

The strategic goal for the Bonnweg included realising a newly build meeting room. This meeting room could be combined with the renewed entrance (Waterweg Wonen, 2006, p.3) The ambition for an all new meeting room was dropped however, and replaced by a less ambition plan for a meeting room, that is: a coffee corner. In the former space of the janitor a new coffee corner is installed. This coffee corner has an important meeting function for residents of the Hoofdstedenbuurt. The meeting room is completed the other interventions for complex 1111 Bonnweg will be completed in 2012 (estimation according to planning in from vision document 2006).

---

In the following table the strategic labels for the individual complexes are presented.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation theme QUALITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>Predominantly</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>Completely</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>Predominantly</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>Predominantly not (no intervention have yet taken place)</td>
</tr>
</tbody>
</table>

Table 19 degree of goal realisation theme: quality

### 4.3.2 Degree of goal realisation theme: Sale

For 2 complexes a sale strategy is in place. These two complexes are: 1111 Brusselweg and 1110 bernweg. None of the dwellings in both complexes have been sold as of yet. For the Brusselweg the first year has expired and no dwellings have yet been sold nor are any of the current residents approached with the question whether or not they wish to buy their home. For the Bernweg the first year after completion has not expired yet (set date: October 2010) however none of the dwellings have yet been sold nor are any of the current residents approached with the question whether or not they wish to buy their home. Because cash flow could become an issue for Waterweg Wonen the possibility to sell the dwelling as a whole to an investor are explored. Selling under “koopgarant” preconditions means significantly lower revenues than selling under market conditions. For both complexes the intention to sell remains however the “koopgarant” preconditions have been lifted. In table 9 the degree of goal realisation of Waterweg Wonen for the theme sale is presented.
### 4.3.3 Degree of goal realisation theme: Planning

In the following table the proposed year of completion and the realised year of completion are presented. Furthermore the question whether or not the completion was in accordance with the planning. A checkmark indicates that the year of completion is in accordance with the planning, a cross indicates that the year of completion is not in accordance with the planning and that a certain delay has taken place, a checkmark plus indicates that the year of completion is before the proposed year of completion.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Year of completion (proposed)</th>
<th>Year of completion</th>
<th>In time?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>2008</td>
<td>2009</td>
<td>✗</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>2007</td>
<td>2008</td>
<td>✗</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>2013</td>
<td>2012 (expected)</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>2009</td>
<td>2010</td>
<td>✗</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>2008</td>
<td>2008</td>
<td>✓</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>2009</td>
<td>2009</td>
<td>✓</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>2012</td>
<td>2010</td>
<td>✓</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>2011</td>
<td>2012 (expected)</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>2010</td>
<td>2011(expected)</td>
<td>✗</td>
</tr>
</tbody>
</table>

Table 21 degree of goal realisation on theme planning (Kunst, 2010)

**Delay**

As mentioned in the development of the Hoofdstedenbuurt the soil will be raised. This process took place from the Wenenweg to the Lissabonweg (from east to west) where the proposed years of completion where based on the municipality working from west to east. Waterweg Wonen decided that a complex was to be targeted after the soil was raised there. Furthermore a internal discussion concerning energy performance agreements caused delay. This discussion ensured that the interventions in the Madridweg, and Londonweg took place later than proposes (Kunst, 2010) As a basic principle Waterweg Wonen want to increase the energy labels with 2 labels steps to a minimum of label C furthermore a 20% saving on energy in 10 year is demanded. Most important question: Do investment need to take place now or in the future?

**Wenenweg**

Wenenweg has received a checkmark plus indicating that the year of completion is significantly sooner than proposed in the planning. This is also due to the raising of the soil. The soil at the Wenenweg was raised first so interventions could take place there before other complexes. In table 11 the degree of goal realisation for the different complexes is provided.
### 4.3.4 Degree of goal realisation summary

In the table below for each complex each goal, dissected in themes the degree of goal realisation is presented.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Goal</th>
<th>Degree of goal realisation Theme: QUALITY</th>
<th>Degree of goal realisation Theme: SALE</th>
<th>Degree of goal realisation Theme: PLANNING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Q2-MGE selling off of all dwellings (2008)</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>Q2 + entrance + lighting of the façade (2007)</td>
<td>predominantly</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>Q25 meetingroom (2013)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Q2-MGE selling off of all dwellings (2009)</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>Q2 + entrance + lighting of the façade (2008)</td>
<td>completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>Q2 + entrance + lighting of the façade (2009)</td>
<td>predominantly</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>Q2 + gallery fences (2012)</td>
<td>completely</td>
<td>N/A</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>Q25 (2011)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>Q25 + entrance + lighting of the façade (2010)</td>
<td>Predominantly not / no intervention have yet taken place</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
</tbody>
</table>

Table 23 Summary degree of goal realisation
4.4 **Internal process Quality (step 4)**

In the following section the internal processes that Waterweg Wonen has used to formulate and implement the strategic stock policy will be discussed on the basis of the 10 internal process quality indicators. In the theoretical framework of this thesis a more detailed theoretical overlook of the different IPQ’s is provided. As a reminder of which IPQ’s belong to which part of the SSM process figure 34 is presented.

**Figure 34 Internal process quality framework**

**Internal external analysis**

During the analysis stage of the SSM process different studies took place. The most important studies where a social research called Hoofdstedenbuurt in verandering (Waterweg Wonen, 2006, appendix 1). Other studies/research of great value were conversations/interviews with current residents. This took place in the form of customer panels but also workshops held together with residents, architects, building contractors and landscape architects.

The analyses stage is formalized by a series of document (e.g. vision document 2004 and vision document 2006). The analysis itself was not this formal. The analyses of relevant data was described by the responsible process managers as: “a very loose structure with a laissez faire mentality” (Nieuwstraten, 2010). A high level of intuitive acting is displayed. It seems all rational steps towards outcome in this stage are taken only not formalized and the steps mainly take place in the heads of the different actors A SWOT analyses is not part of any of the vision documents but the notions of such an analyses are visible in the document. Also a formal stakeholders analysis has not taken place, although all actors and their wishes are known according to the process manager.

Although no formal SWOT analysis for the Hoofdstedenbuurt has taken place, both aspect of the analysis internal (strengths and weaknesses) and external (opportunities threats) found their way to the policy. It is hard to determine whether internal or external factors where more dominant in the decision making process. On the one hand the internal actors control the decision making process and rely heavily on organisational strengths and weaknesses where on the other hand the social component established by the workshops and customer panel fuelled the notion of opportunities and threats. Through dialogue priority was given certain aspects of the analysis. (Nieuwstraten, 2010)
Synthesis, choice
As mentioned before the translation between analyses and policy took place rather intuitively. Although structured through documents, the transition from analysis to policy can be qualified as a cyclical dialogue, whereas other more formally structured possibilities like the use of decision trees where not explored. The decisions were presented to the direct upper management who gave feedback. This feedback was used to adapt the vision and goals. This process took places several times which indicates that the decision-making has a strong cyclic character. The meetings between the process manager and upper management had the character of sounding boards. The process manager is primarily focused on the process and secondly on the substance. The substance is provided by other actors in the project team. This makes the sounding board function even more important. The process manager also had informal contact with members of the management team to create a general basis and request feedback for the policy formulation. Also multi-disciplinary conferences were held for this purpose.

Other strategic options for the Hoofdstedenbuurt where considered included demolition and new constructions, all options where kept open primarily because of things that happen in other districts in Vlaardingen. The CEO of Waterweg Wonen however decided that the intervention level was restricted to renovation/refurbishment because he did not want a third urban renewal project on his hand, like districts: Babberspolder and Holy Zuid-Oost. The reason for this are the large investment associated with urban renewal projects.

From the broad scale of remaining options the process manager single-handedly restrained the ambition level by rejected the more exuberant options from the document wijkwise Hoofdstedenbuurt toekomstvisie, 2004a). Waterweg Wonen considers itself a businesslike/realistic organisation. This is probably another reason (besides monetary reasons) for the not very ambitious goals on the theme quality.

Knowledge of the executioners
To ensure that the executioners of the policy know what is expected of them the policy is communicated to the policy executions during the process and after completion of the policy programme. Presentations were held before the management team, coworkers and the entire company. The vision document of 2006 was handed to the department projects who still use the document. The creation of the vision document was primarily done by the department of policy and development. The name itself hints at the fact that they have influence in both the formulation as well as the execution of the policy. The actual executioners (department projects) were involved in the formulation process to a small extend. They were asked input however task and responsibilities were strictly separated. After the policy formulation the department of projects is added in the process and together a project assignment is defined. If the project assignment deviates form the vision document the principal (opdrachtgever) in this case department of policy and development must approve. After the formulation of the project assignment, different decision documents are prepared for the CEO who ultimately approves the plans and frees up money to allocate for the different projects. After which a preliminary design and definitive design are created. The department projects managed by a project manager is responsible for the execution of the plans but also for finding a contractor, controlling cost and quality during the execution stage. During the entire process checks and balances (in the form of conferences between principal and project manager) are in place to ensure that the outcome is in line with the policy programme (Nieuwstraten, 2010). In figure 35 the transformation of the policy programme is portrayed.

Figure 35 transformation of the policy programme (Nieuwstraten, 2010)
**Ability of the executioners**

The executioners possessed ample capability to execute the policy programme. The following means were provided for the executioners: money, authorization to act. A very important part that contributed to the ability of the executioners is experience. The Hoofdstedenbuurt has profited to a very large degree from experiences of the executioners gained elsewhere. Due to the clear choices and specific project assignment everyone knew what was expected of them and had the possibility to do so. More tangible means for executing the policy was the possibility of the executioners to relocate families/tenants when interventions in their dwelling took place. Besides complete relocation shower dwellings were available, where tenants could wash up when their bathroom was being renovated. The experience in other districts ensured that the preconditions for executing the policy in the Hoofdstedenbuurt were optimal. These preconditions were of the utmost importance for the successful execution of the policy. Because the executioners had prior experience with this scale of intervention no new knowledge or new skills were required.

Waterweg Wonen adapts the structure of the organisation slightly on behalf of the selected strategy. This is in line with the adagium of “structure follows strategy”. A new project team is created especially to execute the policy. This new operational structure consist of a

- Process manager
- Project manager
- Policy staff member
- A communications staff member
- Line members

The selling of dwellings under “koopgarant” preconditions requires (legal) expertise and causes a large administrative workload. This particular expertise was not present in the organisation of Waterweg Wonen therefore the expertise was brought to the organisation from outside. A realtor with great experience of selling dwellings under these conditions was attracted and also Waterweg Wonen joined a foundation called Koopgarant to obtain the required expertise.

**Willingness of the executioners**

The executioners of the policy were to a large extend willing to execute the policy. From within Waterweg Wonen there was little resistance to the policy. The ambition level was criticized especially by the people who had worked on the workshops with the resident of the Hoofdstedenbuurt. But due to due numerous meetings held to receive feedback and create general basis no real resistance was articulated from within the organisation or the executioners of the policy. Nieuwstraten (2010) stated that if silence resistance existed, it did not influence the activities or level of success of the interventions.

From outside Waterweg Wonen the municipality offered critique to the policy. The area manager (gebiedsmanager) of the municipality criticized to lack of ambition. In a municipal document he stated that that the possibility for further and more ambitious plans in the future is still open. This is the in fact the case although the management team of Waterweg Wonen perceives it as very unlikely that the Hoofdstedenbuurt will receive further drastic intervention in the coming 15-20 years.

**Specification of the policy programme**

The policy programme for the Hoofdstedenbuurt was specified thoroughly. With the process of transformation of policy and its checks and balances the department of policy and development tries to ensure that the interventions and outcome are in line with the formulated goals of 2006. In figure 36 the transformation of the policy programme is presented once more.
A clear example of the high level of specification is the project assignment. This assignment is rather detailed and completely in line with the goals of the vision document. The level of quality that derives from the project assignment is determined by a programme of requirements (PoR of Q2) which is very detailed (high level of specification). The policy programme is very specific for this theme and leaves no room for different/alternative interpretation. If the project assignment is executed the desired quality level will be reached. The relatively easy adaptability of the floor plans of the dwellings in the Hoofdstedenbuurt simplified this process. Executioners had little policy freedom. This means that specific additional demands of tenants could be met but as long as it was not very expensive to execute and created a higher quality level than required from the strategic goals of 2006. A good example of this is the painting of the main stairwell.

Another strong specification of the policy programme were the time schemes that where used for individual complexes. Each tenant knew exactly at what date their dwelling was to be renovated. This part of the policy was also specified very thoroughly because tenants have the right to know what will happen and when it will happen. (Nieuwstraten, 2010)

Assumptions about the relationship between objectives and means
In figure 37 the relation between objectives and means for the restructuring of the Hoofdstedenbuurt is presented. The main goal is formulated as improving the overall quality of the Hoofdstedenbuurt. That goal is divided on goals for specific complexes on the themes Quality, Sale and Planning.
Figure 37 shows that for every goal formulated by Waterweg Wonen a means is in place. Most important question concerning the goal means scheme is: Are the means suitable for realising the goals? The means provided for the themes quality sale and planning appear to be sensible in the light of the objectives. It is remarkable that for the goal to improve the image of the building blocks 3 physical interventions are defined: different lighting of the façade, different colours of the facade and a meeting room. Via communication in a monthly magazine Waterweg Wonen tries to improve the image of the neighbourhood with its current tenants. Residents outside the Hoofdstedenbuurt are not targeted. The relation between the physical interventions and the image of the building blocks and the neighbourhood are hard to measure and are omitted in this research because it exceeds the scope of the thesis.

**Time and sequence of the policy programme**

The vision document of 2006 in which the strategic goals for the Hoofdstedenbuurt are presented was complementary to the overall strategic stock policy of 2002. According to Nieuwstraten (2010) it is a logical I response of the SVB (figure 31 document timeline). In two year time the vision was specified once the policy was established alterations of the assignment took place but these were all deliberate choices of Waterweg Wonen. The sequential nature of the policy documents (visions of 2004 and 2006) and the numerous presentations gave the executioners time to accept and identify with the policy programme.

**Alterations of existing/ available procedures and routines**

For the quality goals of the Hoofdstedenbuurt the policy document of 2006 did not require new knowledge or skills for the executioners. Maintenance and renovation are traditionally tasks of Waterweg Wonen. For sale objectives however the new knowledge concerning sales under “koopgarant” conditions altered the procedure slightly. As the administartive load of those types of sales are larger than regular sales.

**Reaction of the target group undergoing the policy**

A distinction need to be made between internal and external target groups. The internal target groups are the department of policy and development and the department of projects. Both were pleased with the outcome. AI deviations of the policy programme were deliberate. The external target groups are the municipality and the residents of the Hoofdstedenbuurt. The last groups was asked in a poll, about the their experiences and feelings towards the interventions in the neighbourhood. Over 76 percent of the residents that responded showed a very positive attitude towards the renovation. The level of information that was offered and the presence of “shower dwellings” were valued very highly. Besides this positive attitude towards the execution the ambition level of the interventions was still criticized by the tenants. Waterweg Wonen is to blame for this because the raised what appeared to be unrealistic high expectation in the workshop in 2004. The municipality represented by the area manager shared this critique. Contradictory to this is the mayor of Vlaardingen who stated that he was very pleased with the results and activities of Waterweg Wonen in the Hoofdstedenbuurt.
4.5  Degree of goal realisation and IPQ (step 5)

In the following section the degree of goal realisation as established in paragraph 2.3 will be brought in relation to the internal process quality indicators that were used by Waterweg Wonen to work on the strategic goals. This will take place on the basis of the three themes on which Waterweg Wonen formulated goals. Quality, Sale and Planning.

4.5.1 Degree of goal realisation and IPQ: Quality goals Waterweg Wonen

When we analyze the actions of Waterweg Wonen of how they worked on the goals related to dwelling quality we see that the following IPQ indicators are addressed:

- Synthesis choice,
- Ability of the executioners,
- Specification of the policy programme
- Reaction of the target group undergoing the policy.

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

![Figure 38 Use of IPQ indicators](image)

Below for every IPQ indicator specifically addressed a small description and evaluation will be offered.

Synthesis choice
To realise the quality goals, Waterweg Wonen made use of a standard programme of requirements. This programme was used as an instrument, as input for the interventions in de Hoofdstedenbuurt. The choice to use a standard programme of requirements is important to note. Without that decision the formulated goals would have been different. Waterweg chose to intervene in the Hoofdstedenbuurt and chose to this with use of a standard programme of requirements. Mentioning this is not arbitrary because a different choice here would/could have led to a completely different outcome.

The adjective standard is important to note because it describes a quality level that is desired for the entire stock of Waterweg Wonen. This programme is created without a specific complex of the Hoofdstedenbuurt in mind. It describes the minimum level of...
quality that any dwelling in the stock must possess. The choice for this type of unilateral approach towards quality narrows the possible outcome of the interventions. Due to the fact that the qualities of the dwellings must at least be as described in the PoR. The quality level as described in the programme of requirements is based on analysis of what is “universally” good for the residents. Independent of specific needs a set list of quality characteristics is formed.

**Ability of the executioners**

Very important for the successful renovation of the dwellings in the Hoofdstonenbuurt is the ability of the executioners. If they are not able to undertake the action necessary to address the problems in the Hoofdstonenbuurt the goals will never be realised. When we look at the ability of the executioners it is important to make a distinction between Preconditions and Capabilities. The people responsible for executing the policy were given authorization to act on behalf of Waterweg Wonen. They were allowed to spend money to hire contractors etcetera. This type of preconditions were in place to facilitate the executioners in obtaining the quality goals. The capabilities of the policy executioners relate more to the skill of the labourers. Experience is noted as the dominant driver for success. The ability of the executioners ensures that the work that will be delivered is in line with the expectations, form that perspective, the ability of the executioners contributed highly to the degree of goal realisation.

**Specification of the policy programme**

Waterweg Wonen specified what result they wanted out of the interventions in a standard programme of requirements. The programme of requirements was embedded in the process. As figure 39 clearly indicates the PoR is a part of the project assignments which functions as input for the design. The design has to be in line with the PoR otherwise the design will not be accepted. The high rise complexes in the Hoofdstonenbuurt are technically relatively easy to transform to the different concepts as described in the different programmes of requirements for the different quality levels. The Programme of requirements is specified very thoroughly. The PoR functions as a guidebook of what interventions need to take place, After the interventions the dwelling needs to offer all qualities described in the PoR. The high degree of speciation of the PoR is the main reason why the degree of goal realisation is so high.

**Reactions of the target group undergoing the policy**

Tenants were not ignored during the renovation process of the Hoofdstonenbuurt. Tenants played an active role as they in some occasions asked/demanded that they were treated equal to other tenants in other complexes. In a negotiation of sorts the residents settled on increasing the quality of certain aspects of the renovation like balconies and lighting of the facade with Waterweg Wonen. Waterweg Wonen showed policy flexibility and were able to digress from the chosen path if they felt that was necessary. This contributed to the tenants positive attitude towards the renovation and the realised quality level.
Degree of goal realisation theme: Quality

In the table below the degree of goal realisation for the theme quality is presented once more.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation theme QUALITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>Predominantly</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>Completely</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>Predominantly</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>Predominantly not (no intervention have yet taken place)</td>
</tr>
</tbody>
</table>

Table 24 degree of goal realisation theme quality

The overall high level of success can best be attributed to the specification of the policy programme. Because the PoR was given such a dominant role in the process, all other pieces fell in place. The executioners knew what was expected from them because of the strictly defined/specified programme. The proposed quality level almost became unavoidable when the aspects of the programme were translated into a design. The project assignment was clearly very specific.

The reaction of Waterweg Wonen to the wishes of the tenants could be seen as part of an emergent strategy. When Waterweg Wonen was faced with residents who demanded a higher level of quality for the building blocks where they lived, Waterweg Wonen deliberately altered course slightly. This took place after negotiations with representatives of the tenants. The alteration did not result lower dwelling but in equal or higher quality.
4.5.2 Degree of goal realisation and IPQ: Sale goals Waterweg Wonen

When we analyze the actions of Waterweg Wonen of how they worked on the goals related to selling of certain parts of the stock namely complex Brusselweg and Bernweg we see that the following IPQ indicators are addressed:

- Synthesis choice
- Knowledge of the executioners
- Ability of the executioners

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

![Figure 40 IPQ and goal realisation theme: Sale / Ownership situation](image)

Below for every IPQ indicator specifically addressed a short description and evaluation will be offered.

**Synthesis choice**
The decision to sell part of the stock in the Hoofdstedenbuurt is very much in line with a larger goal to sell of a large portion of the stock in total. However the choice to sell of the two complexes in whole seems more or less random. The two chosen complexes could easily be transferred with two other complexes in the Hoofdstedenbuurt. The reason why dwellings were sold could also be debated. At first the goal was to sell the dwellings under "koopgarant" conditions the reason for this is so that people with limited means can own a home. A goal in line with the school of thought that thinks that neighbourhoods benefit form a more diverse ownership situation. The credit crunch however caused problems for Waterweg Wonen with financial liquidity and therefore the possibility to sell of part of the stock to an investor (were proceeds are possibly a lot higher) are invested. The credit crunch caused Waterweg Wonen to re-evaluate the sale goals and decided to subtract the sale under "koopgarant" conditions. The ownership situation for the neighbourhood does not change in this case as tenants remain tenants only with a different landlord. The sale goal was still in place the motive has drastically changed. The choice for selling the dwellings was important to note when reviewing the Internal process quality. The motive for selling can

**Knowledge of the executioners/ Ability of the executioners**
Waterweg Wonen knew of the possibility to sell dwellings under market price in but did not posses the necessary knowledge to do so when they first formulated the goal to sell of part of the stock under those conditions. Koopgarant obligates both the selling as the buying parties to legally binding responsibilities. The koopgarant scheme consists of
very detailed rules. Waterweg Wonen at first did not possess the knowledge of these rules. Therefore they had to “pull” that knowledge to the organisation by attracting a realtor with vast experience in Koopgarant contracts. Furthermore Waterweg Wonen joined a foundation for Koopgarant to obtain the necessary knowledge. When the knowledge of koopgarant was in place the ability to sell the dwellings like that was guaranteed. Other things instrumental in selling dwellings like marketing were already known to Waterweg Wonen. Selling dwellings is common practice for Waterweg Wonen this makes it very strange that none of the residents were addressed to buy their dwelling also he joined

**Degree of goal realisation theme: Sale**

In the table below the degree of goal realisation for the theme quality is presented once more.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation theme SALE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Completely not</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Completely not</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Table 25 Degree of goal realisation theme sale

Overall we can conclude that the actions to realise the sale goals were very unsuccessful. This can obviously be contributed to the changing position of Waterweg Wonen towards selling the dwellings in the Hoofdstedenbuurt. The credit crunch changed the context completely. In a response to this Waterweg Wonen put the sale on hold and let the wish to sell the dwellings under koopgarant conditions slide completely. This is a clear example of the role of the emergent strategy. In this case the entire strategy to sell is put on hold.

The actions taken to sell the dwellings have not been completely in vain. Knowledge of koopgarant does not disappear and can be (and is) used in selling other parts of the stock. We can conclude that the emergent strategy played a big role for the degree of goal realisation on the theme Sale. As a reaction to changing conditions (the context) Waterweg Wonen decides to deviate from course and put actions on hold.
4.5.3 Degree of goal realisation and IPQ: Planning goals Waterweg Wonen

When we analyze the actions of Waterweg Wonen of how they worked on the goals related to planning we see that the following IPQ indicators are addressed:

- Synthesis choice
- Ability of the executioners
- Specification of the policy programme

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

![Diagram of IPQ and degree of goal realisation theme planning](image)

Below for every IPQ indicator specifically addressed a small description and evaluation will be offered.

**Synthesis, Choice**

From a very early stage in the strategy formulation goals related to the planning were formulated. The different complexes in the Hoofdstedenbuurt were to be targeted one at a time (some overlap was allowed) The decision to address certain complexes before others was based on geographical location. Waterweg Wonen decided that they were going to work from west to east. Although it was known for quite some time that the soil in area was going to be raised by the municipality. Waterweg did not hold this in account when formulating the goal in 2004 and 2006. Prior to the interventions Waterweg Wonen decided that interventions would take place after the soil was raised around a specific complex. This made the planning of the municipality leading and the goals as formulated in the different vision document less stringent.

**Ability of the executioners**

Waterweg Wonen relied on the skills of the executioners for the on time completion of the different complexes. The made sure the hired contractors they had confidence in. The experience of the executioners was very important.

**Specification of the policy programme**

On the theme planning the vision documents were very specific. When it became clear that the interventions would not take place from east to west individual plannings for complexes became much more important. For every complex, individual planning’s were
made which stipulated which dwelling in the complex were addressed first, when residents had to leave their home etcetera. These plannings were specified on a day-to-day sometimes hour-to-hour basis. In this research these complex specific plannings were not researched, according to policy executioners delays were very minimal (Kunst, 2010). The executioners showed to be able to follow planning schedules and deliver the proposed quality.

Degree of goal realisation theme: Planning

In the table below the degree of goal realisation for the theme planning is presented once more.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation theme PLANNING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>completely</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>completely</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>Predominantly not, Expected delay 1 year</td>
</tr>
</tbody>
</table>

Table 26 degree of goal realisation theme planning

The reason for the high variation in the degree of goal realisation can be found in the fact that the Waterweg Wonen did not uphold itself to the proposed sequence for intervention in the Hoofdstedenbuurt. The decision to alter the sequence could be called the emergent strategy. The proposed dates of completion were based on erroneous assumptions. The executioners showed to be able to reach the goals als very little delay occurred in the complex-specific planning’s.

Furthermore the willingness of the policy formulators has caused some delay. The discussion concerning energy performance caused that the interventions in the Madridweg, and Londonweg took place later than proposees (Kunst, 2010)
4.6 Summary Case 1 Waterweg Wonen

The first case that is researched for this thesis is Waterweg Wonen. Waterweg Wonen is a housing association active in Vlaardingen. The restructuring district that is researched for this case is the Hoofdstedenbuurt. In this summary an answer will be formulated to the two most important questions for this thesis.

Effectiveness is described as the degree in which Waterweg Wonen was able to reach their own goals they formulated on behalf of the interventions in the Hoofdstedenbuurt. To establish this first the strategic goals for the Hoofdstedenbuurt need to be reviewed. The formulation of the goals for the Hoofdstedenbuurt took place via a set of policy document which increasingly became more specific. In the figure below the document timeline for Waterweg Wonen is presented.

In the vision document of September 2006 the Waterweg Wonen formulated goals for the different complexes in the neighbourhood on the following themes:

- Quality
- Sale
- Planning

In the following table the degree of goal realisation of the actions of Waterweg Wonen for the different themes are presented.

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation Theme: QUALITY</th>
<th>Degree of goal realisation Theme: SALE</th>
<th>Degree of goal realisation Theme: PLANNING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>predominantly</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1106 Londonweg</td>
<td>predominantly</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>completely</td>
<td>N/A</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>Predominantly not / no intervention have yet taken place</td>
<td>N/A</td>
<td>Predominantly not Expected delay 1 year</td>
</tr>
</tbody>
</table>

How effective is the policy in the restructuring district?

Expected delay 1 year.
Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation?

By showing which parts of the SSM process Waterweg Wonen used to work on the different goals the internal process quality will be related to the degree of goal realisation.

Quality goals

The overall high level of success can best be attributed to the specification of the policy programme. Because the PoR was given such a dominant role in the process, all other pieces fell in place. The executioners knew what was expected from them because of the strictly defined programme. The proposed quality level almost became unavoidable when the aspects of the programme were translated into a design. The project assignment was clearly very specific.

The reaction of Waterweg Wonen to comply with the wishes of the tenants could be seen as part of an emergent strategy. When Waterweg Wonen was faced with the demands the altered course and policy programme slightly. This did not result lower dwelling quality but in equal or higher quality.

Sale goals
Overall we can conclude that the actions to realise the sale goals were very unsuccessful. This can obviously be contributed to the changing position of Waterweg Wonen towards selling the dwellings in the Hoofdstedenbuurt. The credit crunch changed the context completely. In a response to this Waterweg Wonen put the sale on hold and let the wish to sell the dwellings under koopgarant conditions slide completely. The actions taken to sell the dwellings have not be completely in vain. Knowledge of koopgarant does not disappear and can be (and is) used in selling other parts of the stock. We can conclude that the emergent strategy played a big role for the degree of goal realisation on the theme Sale. As a reaction to changing conditions (the context) Waterweg Wonen decides to deviate from course and put actions on hold.

Planning goals

The reason for the high variation in the degree of goal realisation can be found in the fact that the Waterweg Wonen did not uphold itself to the proposed sequence for intervention in the Hoofdstedenbuurt. The decision to alter the sequence could be called the emergent strategy. The proposed dates of completion were based on erroneous assumptions. The executioners showed to be able to reach the goals as very little delay occurred in the complex-specific planning’s.
5.

Case 2
Volkshuisvesting Arnhem
5.1 Introduction Volkshuisvesting Arnhem and Malburgen West

Volkshuisvesting Arnhem is a housing association active in Arnhem. VHV Arnhem rents out almost 14,000 dwellings in Arnhem. The mission of VHV Arnhem states:

“Volkshuisvesting Arnhem enables qualitative and affordable living in vital neighbourhoods in Arnhem”

This means that VHV Arnhem is a social entrepreneur with a strong focus on delivering both owner occupied and rental dwellings. Qualitative living means that the dwelling and the neighbourhood should be an enjoyable space and place. Affordable means that VHV Arnhem puts strong focus on those who suffer from material, physical or mental limitations. Vital neighbourhoods mean that VHV want to connect people in an open transparent and committed manner.

5.1.1 Situation analysis Malburgen West

Of all neighbourhoods in which Volkshuisvesting Arnhem is active Malburgen West will be transformed/restructured the most intense. The neighbourhood is positioned centrally in the municipality of Arnhem. With the arrival of the Gelredome soccer stadium the relation with the city centre and Arnhem North has increased. The neighbourhood is enclosed by busy traffic roads. Along the edges of the neighbourhood stretched hiking areas are present. The original Malburgen West can be divided in 4 zones

1. The pre war zone above the Gelderse Rooslaan predominantly in the owner occupied sector, this zone has a relatively good aesthetic quality. The public domain was recently redesigned.

2. The zone around the Hoefbladlaan with predominantly socially rented portico flats from the post-war period. In 1985 all dwellings were renovated to the current demands of that time. The image of this zone is relatively good also in the inner area.

3. A large midsection with many post war single family homes, most dwellings were renovated in 2000.

4. Post war portico apartment dwellings alongside the Nijmeegseweg these flats will, in time, make place for other housing (mid rise),
Amenities
The level of amenities in the Neighborhood is rather low. There is a school, children’s
day care centre and sports hall. At a larger scale the level of amenities is very good. A
large sport complex the city centre and a shopping centre are all within short distance
although it is outside Malburgen West.

Population
The population of Malburgen West contains a relatively large number of young adults
(20-24 years old). The amount of seniors is very low. The reason for this might be that
in Malburgen West there are no dwellings specifically designed to fit the needs of elders.
This means that there is a high degree of potential workforce in the neighbourhood. In
Malburgen West live relatively many non-western immigrants (41%). Malburgen West
has a large influx of immigrants from Marocco and Suriname.

In the table below a SWOT analysis of the neighbourhood is presented.
**Current situation (internal analysis)**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central positioning (city centre, roads, urban facilities nearby). Green neighbourhood, pleasant surroundings (uiterwaarden, Meinerswijk, Westerveld). Large portion of the post wasr stock was renovated. Possibilities for completing a housing lifecycle (wooncarrière) within the neighbourhood. Large involvement of residents in the neighbourhood.</td>
<td>Low level of neighbourhood amenities (Laag wijkvoorzieningenniveau). High degree of feeling of unsafety in the neighbourhood. Low aesthetic quality Dovenetellaan (pavement, dwellings, appartments). The ELdenseweg hindrance a better relation with the adjacent Meinersdistricts. High level of mutation and clashing lifestyles causes of irritation and conflicts in the porticos.</td>
</tr>
</tbody>
</table>

**Developments (external analysis)**

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Threats</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighbourhood has tremendous potential for enjoyment of living (woongenot). Integral restructuring of Malburgen West influences the quality of entire Malburgen. Increasing the population in Malburgen west enhances the economy in the neighbourhood. Centrum South enhances the level of amenities for the neighbourhood and the relation with shopping centre Kronenburg. Development of Stadsblokken/ Blauwe Rivier: possibility for stronger profilig Malburgen West.</td>
<td>Centre South Zuid (Highrise, density) could have negative effect on the living environment. Due to the concentration of carefunction in the Malburgen East no general practitioner of pharmacy will settle in Malburgen West. Limited (aesthetical) quality Dovenetellaan confirms old image of the neighbourhood which diminishes marketpotential.</td>
</tr>
</tbody>
</table>

Table 27 Swot analysis Malburgen West, (VHV Arnhem, 2006, p.2, own translation)
5.2 From intended to deliberate policy (step 2)

In the figure below the document timeline of VHV Arnhem is presented. The figure portrays the documented strategy formulation over time. Volkshuisvesting Arnhem becomes increasingly more specific about their intentions for Malburgen West. In the neighbourhood vision of 2006 the intended strategy of before becomes the deliberate strategy.

Strategic Stock management of VHV Arnhem
The strategic stock management model of VHV Arnhem consist of three distinct stages. In this model most attention is aimed at the formulation of policy. The three stages are:

- The diagnostics stage
- The objectives/goal setting stage
- The policy stage

Each stage will be considered in turn

Diagnostics stage
In the diagnostics stage VHV characterises and establishes the baseline (uitgangssituatie). In this stage the following activities are conducted on behalf of the strategy formulation.

- Segmentation: the division of dwellings and customers in different market segments
- Portfolio analysis: several reports are made which provide insight in the quality/price ratio for individual complexes. (example: by relating the interest for dwellings that recently became available with the degree of mutation.
- Market analyses: Provide insight in the development on the housing market National, regional, local
- Calculation of going concern value when policy is not altered

Figure 43 Document timeline
Objectives/goal setting stage
In the objective stage VHV formulates goals and describes them in measurable terms. These goals are predominantly focused on the entire stock.

Example of goals for the entire stock
75% of the stock should be reachable/affordable dwellings and

Policy stage
In the policy stage for every complex a strategy is determined and tested. VHV Arnhem uses strategic labels on different themes. These themes are

- Quality level
- Target group and allocation
- Ownership distribution (example: for sale, dwellings offered “te woon” and sale with or without the intention to buy back the dwelling in case of mutation

(Nieboer, 2009, p58 own translation)

The stock policy of VHV Arnhem rests on three important pillars: quality policy, rent policy and sale policy. Each distinct policy will be considered in turn.

Quality policy
VHV Arnhem distinguishes 4 different maintenance levels in their quality policy. The 4 levels are:

1. Basic quality: The regular maintenance quality
2. Wind and water tight quality: Self explanatory, this level is only selected for dwellings with a short remaining exploitation period
3. Basic minus quality: for dwellings that VHV want to keep affordable
4. Basic quality for non-independent (niet zelfstandige) units

Rent policy
In the rent policy VHV Arnhem distinguishes three different rent levels the levels are 68%, 73% and 78% of the maximal reasonable rent level (based on the WWS system. The choice for one of the different rent levels is made on the basis of the:

1. Valuation of Immovable Property (WOZ waarde)
2. Valuation of the neighbourhood in comparison to the average in Arnhem (established on the basis of municipal research)
3. The clients valuation of the complex (established on the basis of VHv Arnhems own research)

Sale policy
The sale policy that is place for VHV could also be called a “te woon” policy. VHV Arnhem is a strong believer that the resident should have freedom in choosing what type of ownership they want for their dwelling. In principle all dwellings are offered “te woon” which means that the future resident can decide between renting and outright owning the dwelling. Three exemptions are in place:

1. Dwellings with a short remaining exploitation period (less than 30 year
2. Dwellings for elderly or students
3. Dwellings with monument status
In practice 7200 dwellings of VHV Arnhem are eligible for sale. Of this number 1200 dwellings are previously offered for sale to the current residents. Between 2003 and 2006 the remaining 6000 dwellings are offered for sale in batches of 1500. (Nieboer, 2007c own translation)

In the section below the different policy documents as presented in the document timeline (figure 43) will be discussed.

5.2.1 Development plan Malburgen West (2001)

In 2001 SAB, a large urbanism firm from Arnhem, in cooperation with advisory firm Companen presented the Development plan Malburgen West. This plan was commissioned in a joint effort of VHV Arnhem and the municipality. The development plan was created over a period of 3-4 years. Important techniques that were performed and acted as input for the development plan were.

- Brainstorm sessions,
- Workshops, between the CEO and alderman’s of the municipality Arnhem but also internally to create general basis for the plans
- Calculation sessions
- Scenario planning.

The analysis for the development plan was performed by 2 external organisation one specialised in issues concerning urbanism called SAB and an advisory firm called Companen in 2000. SAB made use of a branding session together with residents of Malburgen West to get an idea of what specific items where important for the residents that need to be maintained or had to come back after the interventions. SAB presented a draft urban plan which was used as guide for further discussion making in Malburgen West.

5.2.2 Malburgen Renewed (2002)

Malburgen Renewed (Malburgen Vernieuwd) is a publically available document written by VHV Arnhem which stated the intentions of VHV Arnhem in the entire Neighbourhood of Malburgen. It gave people an impression of what aesthetic quality was to be expected in Malburgen, a draft of the urban layout was provided and the preconditions and starting points of VHV for the restructuring of Malburgen were provided.

Below the most important preconditions for the restructuring of Malburgen West are provided

- Architecture: Malburgen West will have three types of housing: traditional, modest modern and expressive. Dependant on the location one of the three types is chosen
- Urban layout: most important concepts that will be implemented in Malburgen West are “Vertuindorpen” and “Verparken”. Vertuindorpen means restoring the original “tuindorp” character of the neighbourhood. Verparken means improving the accessibility of the neighbourhood and improving the green in the neighbourhood. In some locations of the district urbanisation is the key concept, meaning the improvement of the relation with the inner-city.
- Ownership distribution: 80% of the newly build dwellings should be sold 20% is up destined for rent. These percentages are chosen to set the ratio owner occupied/rented for entire Malburgen at 50/50.
- Population composition: Goal is to have a more diverse population related to annual income. Returning of tenants to Malburgen west, who are relocated on
behalf of the restructuring is not a priority. Residents from outside Malburgen and outside Arnhem need to be attracted to achieve the more diverse population

- Amenities: VHV Arnhem does not solely contribute to the dwelling stock in Malburgen but also to some amenities like green and infrastructure will be provided

- Finance: the restructuring does not have to budget neutral. Investments are allowed to exceed the revenues. However unprofitable investments should take place in the context of the overall financial planning of VHV Arnhem. The investment decisions will be evaluated by the department of planning and control which is the advisory organ for the management team of Volkshuisvesting Arnhem

(Nieboer, 2007d)

5.2.3 Norms Basic quality (Normen basiskwaliteit 2005)

As mentioned before VHV uses 4 distinct quality levels for dwelling that are part of the existing stock. The four quality levels are

- Basic quality
- Wind and water tight
- Basic minus quality
- Basic quality for dependent units (niet zelfstandige units)

In 2005 VHV Arnhem specified the different quality levels. In the document “Normen basiskwaliteit, normen wind en waterdicht en normen onzelfstandige eenheden” the programme of requirements for the different quality levels are provided in that document. In table 2 the quality characteristics of the stock of VHV Arnhem in Malburgen West prior to the restructuring is provided

<table>
<thead>
<tr>
<th>Complex</th>
<th>Amount of dwellings and type</th>
<th>Current quality (2010)</th>
<th>Remaining exploitation period</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaar-straat)</td>
<td>49 Single Family dwellings</td>
<td>Basic</td>
<td>21 year</td>
</tr>
<tr>
<td>271 (Morgenster-straat)</td>
<td>76 Single Family dwellings</td>
<td>Basic</td>
<td>21 years</td>
</tr>
<tr>
<td>272 (Hoefblad-laan)</td>
<td>366 portico dwellings</td>
<td>Basic minus</td>
<td>21 years</td>
</tr>
<tr>
<td>273 (Ere prijslaan e.o.)</td>
<td>104 single family dwellings or Duplex dwellings</td>
<td>Basic</td>
<td>21 years</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>103 single family dwellings</td>
<td>Basic</td>
<td>27 years</td>
</tr>
</tbody>
</table>

Table 28 Quality characteristics of the stock of VHV prior to the interventions
5.2.4 Standard programme of requirements Newly build dwellings (2005)

Besides specification of the quality levels in the existing stock, VHV Arnhem formulated a standard quality level for newly build dwellings in 2005. This PoR is used as input for a project specific PoR for newly build dwellings. In the definition phase the executioners adapt the standard programme of requirements to match the needs of the specific project. The standard programme of requirements consists of two types of programmes a functional programme and a technical programme. Below the different aspect of the standard programme of requirements for newly build dwellings is presented

<table>
<thead>
<tr>
<th>Standard quality level for newly build dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Functional programme of requirements</strong></td>
</tr>
<tr>
<td>Adaptability</td>
</tr>
<tr>
<td>maintenance</td>
</tr>
<tr>
<td>washability</td>
</tr>
<tr>
<td>usability</td>
</tr>
<tr>
<td>Daylight admission</td>
</tr>
<tr>
<td>Energy</td>
</tr>
<tr>
<td><strong>Technical programme of requirements</strong></td>
</tr>
<tr>
<td>Storage room</td>
</tr>
<tr>
<td>Insurance</td>
</tr>
<tr>
<td>Terrain</td>
</tr>
<tr>
<td>groundwork</td>
</tr>
<tr>
<td>Locks and hinges</td>
</tr>
<tr>
<td>Materialisation</td>
</tr>
<tr>
<td>glazing</td>
</tr>
<tr>
<td>Safety</td>
</tr>
<tr>
<td>tiling</td>
</tr>
<tr>
<td>painting</td>
</tr>
</tbody>
</table>

| Adaptable functionality                        |
| maintenance Layout                             |
| washability Social maintenance                 |
| usability accessibility                        |
| Daylight admission Future value                |
| Energy                                         |
| Storage room Under sills                       |
| Insurance Kitchen layout                      |
| Terrain sanitary                               |
| groundwork Gas                                 |
| Locks and hinges Heating                      |
| Materialisation ventilation                   |
| glazing Electrics                              |
| Safety Doorbell                                |
| tiling Home automation                        |
| painting safety                                |

*Table 29 aspects of the standard PoR newly build dwellings*
5.2.5 Neighbourhood vision Malburgen West (2006)

Since 2006 VHV Arnhem states their intentions for the different neighbourhoods in which they are active in vision documents. These vision documents are concise and highly structured. The department Research and strategy of VHV Arnhem are responsible for the formulation of the neighbourhood visions. Through the use of statistical data, neighbourhood plans and the municipality Arnhem the vision is formulated. Important qualitative input is provided through conversations with the so called eyes and ears in the neighbourhood. These eyes and ears are employees of VHV but also the residents that are consulted regularly in other cases tenant associations play this role.

The neighbourhood vision provides answers to the following questions:
- What are the characteristics of the neighbourhood? (SWOT analysis)
- Which stakeholders are involved in the neighbourhood?
- What is the perspective of the neighbourhood?
- What effects does VHV Arnhem want to achieve?
- What are the goals to reach the desired effects?

For Malburgen west the desired effect that VHV want to achieve are listed below.

1. Improvement of the building quality and esthetical quality of the dwellings
2. Improvement in the physical liveability (cleanliness, esthetical quality, structure, level of amenities)
3. Improvement in the social liveability (safety, relationship between residents, personal perspectives)
4. Improvement of the image which will attract higher incomes to the neighbourhood as well as residents from outside Malburgen
5. A differentiated social economic structure of the population of the neighbourhood

(VHV, 2006, p.4)

To reach those effect VHV formulates goals on the following dimensions:
- Real estate position VHV
- Social perspective
- Ownership situation
- Price setting
- Dwelling type
- Dwelling quality

In the table below the SMART Goals for the stock of Malburgen West, the related strategies and the target for 2011 are provided. The goals in the table relate to desired effects listed earlier VHV operationalises the effects through the goals listed below.
<table>
<thead>
<tr>
<th>Dimension</th>
<th>GOALS</th>
<th>Strategies</th>
<th>Target for 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Real estate position VHV</td>
<td>Remain current land position on the long term (30+ years)</td>
<td>Obligation to offer to VHV when property is to be sold/intention to buy back property when offered</td>
<td>-</td>
</tr>
<tr>
<td>Social perspective</td>
<td>a) increase involvement/sense of responsibility for the residents</td>
<td>a) Participate in community Works/resident meetings, facilitate initiatives</td>
<td>a) grade 'mensen in de buurt': 6,0 → 6,4* (IBO)</td>
</tr>
<tr>
<td></td>
<td>b) Improve Verbeteren disadvantages of household/offer social perspective</td>
<td>b1) Active research for problems of the tenants (demolition, arrears) involving professionals</td>
<td>c) Grade safety: 5,7 → 6,2* (IBO)</td>
</tr>
<tr>
<td></td>
<td>c) Increase safety</td>
<td>b2) Start and stimulate employment projects en learning tracks</td>
<td>d) grade living environment (K2): 5,8 → 6,5</td>
</tr>
<tr>
<td></td>
<td>d) Clean and well maintained living environment</td>
<td>c) Physical intervention and informing</td>
<td>(Via USP)</td>
</tr>
<tr>
<td></td>
<td>e) less hindrance and clashing cultures/lifestyles within porticos</td>
<td>d) Regulate the influx of tenants for the yellow portico enclosed dwellings.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Labelling target groups with high tolerance level e.g. students</td>
<td></td>
</tr>
<tr>
<td>Ownership situation</td>
<td>Bringing balance in the ratio between rent and owner occupied dwellings in the neighbourhood</td>
<td>a) Sale of existing stock b) Newly build dwellings predominantly in the for sale category</td>
<td>b) newly build dwellings VHV: 20% rent-80% owner occupied</td>
</tr>
<tr>
<td>Price setting</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dwelling type</td>
<td>a) Restore “tuinwijk” principle in the inner area princip</td>
<td>a) Demolition of portico enclosed apartment buildings, newly build dwellings in the inner area of the neighbourhood predominantly single family dwellings</td>
<td>Share of single family homes in the neighbourhood: 60% ('05: 47%)</td>
</tr>
<tr>
<td></td>
<td>b) height accents on the borders of the neighborhood: landmark</td>
<td>b) Alongside the Nijmeegseweg mid rise buildings, alongside the dykes highrise</td>
<td></td>
</tr>
<tr>
<td>Dwelling quality</td>
<td>a) Improve quality and aesthetics of the entrances and main roads of the neighbourhood</td>
<td>a) Architecture of the newly constructed dwellings, improvement of existing stock</td>
<td>Grade dwelling valuation (K1): 6,0 → 7,2 (USP)</td>
</tr>
<tr>
<td></td>
<td>b) increase dwelling satisfaction</td>
<td>b) Stimulate so-called IVW-policy Integrale Vastgoedsturing Woningcorporaties (IVW; formerly: Integraal Besturingsmodel Woningcorporaties)</td>
<td></td>
</tr>
</tbody>
</table>

Table 30 SMART general goals for the stock of Malburgen West (ibid)

For the scope of this research we have narrowed the research to individual complexes on the dimensions

- Ownership
- Dwelling type
- Dwelling quality

When goals have a time constraint to them this will be evaluated against the planning.
In the table below the SMART goals per complex which will be evaluated in further chapters are presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme: Dwelling quality</th>
<th>Degree of goal realisation theme: Dwelling type</th>
<th>Degree of goal realisation theme: ownership situation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaar-straat)</td>
<td>N/A</td>
<td>N/A</td>
<td>Offer 49 dwellings “Te woon” Ratio owner occupied/rent 80/20 sale no goal related to the pace of sales</td>
</tr>
<tr>
<td>271 (Morgenster-straat e.o.)</td>
<td>N/A</td>
<td>Demolition of 2 dwellings when they become vacant (no time constraint)</td>
<td>Sale of 74 dwellings no goal related to the pace of sales</td>
</tr>
<tr>
<td>272 (Hoefblad-laan e.o.)</td>
<td>Improve quality from basic – to basic in the year 2013</td>
<td>N/A</td>
<td>consolidate</td>
</tr>
<tr>
<td>273 (Ereprijs laan e.o.)</td>
<td>Joined dwellings</td>
<td>In accordance with the PoR for basic quality</td>
<td>14 dwellings joined 100% vertically to form single family homes</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>Offer 72 dwellings “Te woon” Ratio owner occupied/rent 80/20 sale no goal related to the pace of sales</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
<td>Demolition of 18 in favour of newly build park</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>N/A</td>
<td>Demolition of 27 dwellings in 2004 Demolition of 25 dwellings in 2005</td>
<td>Offer 51 dwellings “Te woon” Ratio owner occupied/rent 80/20 sale no goal related to the pace of sales</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</td>
<td>Quality in accordance with programme of requirements for newly build dwellings</td>
<td>N/A</td>
<td>78 dwellings for sale</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b)</td>
<td>Quality in accordance with programme of requirements for newly build dwellings</td>
<td>N/A</td>
<td>99 dwellings for sale</td>
</tr>
<tr>
<td>Plantage Noord, deel 2</td>
<td>Quality in accordance with programme of requirements for newly build dwellings</td>
<td>N/A</td>
<td>47 dwellings for sale</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Quality in accordance with programme of requirements for newly build dwellings</td>
<td>N/A</td>
<td>52 dwellings for sale</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>Quality in accordance with programme of requirements for newly build dwellings</td>
<td>N/A</td>
<td>73 dwellings offered “te woon ” no goal related to the ownership distribution</td>
</tr>
<tr>
<td>Appartementen complex Robinia</td>
<td>Quality in accordance with programme of</td>
<td>N/A</td>
<td>20 dwellings for sale</td>
</tr>
<tr>
<td>(Plantage Zuid deel, 1b)</td>
<td>requirements for newly build dwellings</td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------</td>
<td>----------------------------------------</td>
<td>-----------------------------</td>
<td></td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Quality in accordance with programme of requirements for newly build dwellings</td>
<td>N/A</td>
<td>41 dwellings for market rent level</td>
</tr>
</tbody>
</table>

Table 31 Smart goals per complex Malburgen West (VHV Arnhem, 2006 & Alers 2010)
5.3 Degree of goal realisation (step 3)

In the following section the degree in which Volkshuisvesting Arnhem was able to realise the strategic goals as stated in table 19 will be discussed. In Appendix 1 the method to establish the degree of goal realisation for the strategic goals of VHV Arnhem is presented. The goals formulated in the vision document of 2006 as presented in table 19 relate to three main themes that are researched: dwelling quality, dwelling type and ownership situation. The degree of goal realisation will be defined on the basis of a 4 point scale for each specific theme. The degree of goal realisation for every theme will be defined as either: completely, predominantly, predominantly not or completely not.

5.3.1 Degree of goal realisation theme: Dwelling quality

In the table presented below and on the following pages the different items of the programme of requirements are presented. If, after intervention, the individual items for dwellings, building and additional comply with the requirements stated in the programme of requirements that specific item will receive a checkmark. If for any reason the proposed quality is not in line with the PoR that item will receive a cross. If for any reason the proposed quality of an item is substantially higher than required from the strategic goals a checkmark plus will be given to that item. A checkmark plus is treated in the same manner as a checkmark.

In complex 273 in total 14 single family dwellings will be build. This will happen by joining upper and lower dwellings. When one of the superposed (boven elkaar gelegen) dwellings becomes vacant the remaining tenant will be asked if he wants his dwelling to be joined together if so, the building will be joined 100% horizontally. In complex 273 6 single family homes are formed meaning 12 dwellings were joined. The remaining 8 dwellings will be formed when the dwellings become vacant. The quality level of the newly build single family homes will be basic quality.

<table>
<thead>
<tr>
<th>Standard quality level</th>
<th>Complex 272 Hoefbladlaan (renovated dwellings)</th>
<th>Complex 273 Ereprijslaan (100 vertically joined dwellings)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constructive parts</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Non constructive parts exterior</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Non constructive parts interior</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Facilities kitchen</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>bathroom</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>toilet</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Basement/storage room</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Technical installations</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Electrics</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>general</td>
<td>No actions has yet taken place</td>
<td>![checkmark]</td>
</tr>
<tr>
<td>Total score</td>
<td>0/10</td>
<td>10/10</td>
</tr>
<tr>
<td>Degree of goal realisation</td>
<td>N/A</td>
<td>completely</td>
</tr>
</tbody>
</table>

Table 32 Degree of goal realisation theme: dwelling quality for renovated/ 100 vertically joined dwellings.

On the next page the degree of goal relation for the newly build dwellings will be presented.
<table>
<thead>
<tr>
<th>Standard quality level for newly build dwellings</th>
<th>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</th>
<th>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b))</th>
<th>Plantage Noord, deel 2</th>
<th>281 (Plantage Zuid, deel 2b)</th>
<th>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</th>
<th>Appartementencomplex Robinia (Plantage Zuid deel, 1b)</th>
<th>281/283/284 (Plantage Zuid, deel 2b)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Functional programme of requirements</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adaptability</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>maintenance</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>washability</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>usability</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Daylight admission</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Energy</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>functionality</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Layout</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Social maintenance</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>accessibility</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Future value</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td><strong>Technical programme of requirements</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Storage room</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Insurance</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Terrain</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>groundwork</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Locks and hinges</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Materialisation</td>
<td>glazing</td>
<td>Safety</td>
<td>tiling</td>
<td>painting</td>
<td>Under sills</td>
<td>Kitchen layout</td>
<td>sanitary</td>
</tr>
<tr>
<td>-----------------</td>
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<td>--------</td>
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<td>------------</td>
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<tr>
<td>✔️</td>
<td>✔️</td>
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</tr>
<tr>
<td>Total score</td>
<td>31/31</td>
<td>31/31</td>
<td>31/31</td>
<td>31/31</td>
<td>31/31</td>
<td>31/31</td>
<td>31/31</td>
</tr>
</tbody>
</table>

Degree of goal realisation

| Completely | Completely | Completely | Completely | Completely | Completely | Completely | Completely |

Table 33 PoR and degree of goal realisation newly build dwellings

Legend

- In line with standard quality based on the PoR
- Not in line with standard quality based on the PoR
- Higher quality than the standard quality based on the PoR
### 5.3.2 Degree of goal realisation theme: Dwelling type

In the table below the degree of goal realisation for the theme dwelling quality is presented. Complexes 271 Morgensterstraat, 273 Erepijslaan and 276 Madelievenstraat were complexes where VHV Arnhem formulated goals on the theme: dwelling type. Goals on this theme are not identical. Under the common header dwelling type VHV formulated demolition objectives for all three complexes. Additionally for the Erepijslaan VHV also formulated the goal to join several dwellings.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Goal</th>
<th>Actually realised</th>
<th>delay</th>
<th>Degree of goal realisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>271 (Morgensterstraat e.o.)</td>
<td>Demolition of 2 dwellings when they become vacant (no time constraint)</td>
<td>2 dwellings demolished when they became vacant</td>
<td>none</td>
<td>Completely</td>
</tr>
<tr>
<td>273 (Erepijslaan e.o.)</td>
<td>Joined dwellings 14 dwellings</td>
<td>6 dwellings</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td></td>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>18 demolition dwellings</td>
<td>Demolition of 18 dwellings</td>
<td>none</td>
<td>Completely</td>
</tr>
<tr>
<td></td>
<td></td>
<td>18 dwellings demolished in favour of newly build park</td>
<td></td>
<td></td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>Demolition of 27 dwellings in 2004</td>
<td>Demolition of 27 dwellings in 2004</td>
<td>12 months</td>
<td>Predominantly not</td>
</tr>
</tbody>
</table>

Table 34 Degree of goal realisation theme: dwelling type, joined dwellings of complex 273
## 5.3.3 Degree of goal realisation theme: Ownership situation

In the table below for each complex the proposed ownership distribution is presented as well as the actual realised distribution. In the last column the degree of goal realisation is presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Proposed distribution</th>
<th>Actual distribution (10/12/2010)</th>
<th>Degree of Goal realisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaarstraat)</td>
<td>Ratio owner occupied/rent 80/20 Owner occupied: 39 dwellings Rented out: 10 dwellings</td>
<td>Ratio owner occupied/rent 12/88 Owner occupied: 6 dwellings Rented out: 43 dwellings</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>271 (Morgensterstraat e.o.)</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 72 dwellings Rented out: 0 dwellings</td>
<td>Ratio owner occupied/rent 50/50 Owner occupied: 36 dwellings Rented out: 36 dwellings</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>272 (Hoeﬀbladlaan e.o.)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ereprislaan e.o.)</td>
<td>Joined dwellings</td>
<td>Joined dwellings Ratio owner occupied/rent 100/0 (14 of 14) Owner occupied: 14 dwellings Rented out: 0 dwellings</td>
<td>Joined dwellings Ratio owner occupied/rent 100/0 (6of 6) Owner occupied: 6 dwellings Rented out: 0 dwellings</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>72 dwellings offered “te woon” Ratio owner occupied/rent 80/20 Owner occupied: 57 dwellings Rented out: 15 dwellings</td>
<td>72 dwellings offered “te woon” Ratio owner occupied/rent 0/100 Owner occupied: 0 dwellings Rented out: 72 dwellings</td>
<td>Completely not</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>Ratio owner occupied/rent 80/20 Owner occupied: 40 dwellings Rented out: 11 dwellings</td>
<td>Ratio owner occupied/rent 2/98 Owner occupied: 1 dwellings Rented out: 50 dwellings</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 78 dwellings Rented out: 0 dwellings</td>
<td>Ratio owner occupied/rent 54/46 Owner occupied: 42 dwellings Rented out: 36 dwellings</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b))</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 99 dwellings Rented out: 0 dwellings</td>
<td>Ratio owner occupied/rent 66/34 Owner occupied: 66 dwellings Rented out: 33 dwellings</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>Plantage Noord, deel 2</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 47 dwellings Rented out: 0 dwellings</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 47 dwellings Rented out: 0 dwellings</td>
<td>completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 52 dwellings Rented out: 0 dwellings</td>
<td>Ratio owner occupied/rent 80/20 Owner occupied: 42 dwellings Rented out: 10 dwellings</td>
<td>Predominantly</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>No preference</td>
<td>Ratio owner occupied/rent 61/39 Owner occupied: 45 dwellings Rented out: 28 dwellings</td>
<td>completely</td>
</tr>
<tr>
<td>Appartementencplex Robinia (Plantage Zuid deel, 1b)</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 20 dwellings Rented out: 0 dwellings</td>
<td>Ratio owner occupied/rent 85/15 Owner occupied: 17 dwellings Rented out: 3 dwellings</td>
<td>predominately</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Ratio owner occupied/rent 100/0 Owner occupied: 0 dwellings Rented out market rent: 41 dwellings</td>
<td>Ratio owner occupied/rent 100/0 Ratio market rent/ affordable rent 85/15 Owner occupied: 0 dwellings Rented out market rent: 35 dwellings</td>
<td>predominately</td>
</tr>
</tbody>
</table>

Table 35 Degree of goal realisation theme: dwelling ownership situation
### 5.3.4 Degree of goal realisation summary

In the table below for each complex each goal, dissected in themes the degree of goal realisation is presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme: Dwelling quality</th>
<th>Degree of goal realisation theme: Dwelling type</th>
<th>Degree of goal realisation theme: ownership situation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaarstraat)</td>
<td>N/A</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>271 (Morgensterstraat e.o.)</td>
<td>N/A</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>272 (Hoefbladlaan e.o.)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ereprijslaan e.o.)</td>
<td>Joined dwellings</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>Completely not</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
<td>completely</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>N/A</td>
<td>Predominantly not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>280 (Hoorntbladstraat e.o. (Plantage Noord, deel 1b))</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>Plantage Noord, deel 2</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>Appartementencomplex Robinia (Plantage Zuid deel 1b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
</tbody>
</table>

Table 36 Summary of the degree of goal realisation for the different complexes
5.4 **Internal process quality (step 4)**

In the following section the internal processes that Volkshuisvesting Arnhem has used to formulate and implement the strategic stock policy for Malburgen West will be discussed on the basis of the 10 internal process quality indicators. In the theoretical framework of this thesis a more detailed theoretical overlook of the different IPQ’s is provided. As a reminder of which IPQ’s belong to which part of the SSM process, figure 44 is presented.

![Internal process quality framework](image)

**Figure 44 Internal process quality framework**

**Internal external analysis**

The analysis stage of VHV Arnhem for the restructuring of Malburgen West was formalised by two separate documents. Therefore a distinction needs to be made between the analysis in favour of the strategic stock policy on neighbourhood level and the analysis in favour of the development plan.

**Strategic Stock Policy Neighbourhood**

The SSP for neighbourhood is created internally by the department of R&S (Research and Strategy) with help of the so-called eyes and ears in the neighbourhood. The process of creating the neighbourhood vision is highly structured and can be characterised as a thorough plan analysis (Alers, 2010).

**Development plan**

The analyse for the development plan was performed by 2 external organisation one specialised in issues concerning urbanism called SAB and an advisory firm called Companen in 2000. SAB made use of a branding session together with residents of Malburgen West to get an idea of what specific items where important for the residents and that need to be maintained or had to come back after the interventions. SAB presented a draft urban plan which was used as guide for further discussion. The development plan was created over a period of 3-4 years important techniques that were performed and acted as a basis for the analysis were.

- Brainstorm sessions,
- Workshops, between the CEO and alderman’s of the municipality Arnhem but also internally to create general basis for the plans
- Calculation sessions
- Scenario planning.
The most important tool that was used for the analysis of internal and external factors for the SSP as well as the development plan was a SWOT analysis. Although formally the different aspects of that analysis weren’t given a weight the external factors seemed to have more influence in later decisions. (Alers, 2010). The threats/problems for the neighbourhood became so pressing that interventions were deemed necessary. The (perceived) opportunities of the neighbourhood were the main focus for the interventions in Malburgen West

Synthesis, choice
To find synthesis in the abundance of data as a result of the analyses the draft urban plan created by SAB was used. This draft urban plan was a first translation of the problems in Malburgen into a (physical) solution; the translation of the analyses into policy. Based on the analyses strong emphasis was placed on the concepts of “vertuindorpen”, image improvement, dwelling quality and the large transition from rented dwellings to owner occupied dwellings. The design of the urban plan had practical consequences for the existing and new complexes. To determine the future for individual dwellings/complexes strategic labels were given to the complexes. The labelling of complexes was a very structured process. Decision trees were used to establish the future of the different complexes the most important factors in this decision for a strategic label were lettable/market position and quality. This process is cyclical, every two years the strategic labels are updated by the department of R&S. The biannual update of the labels is complemented with a periodic (every 2 two 4 years) update of the entire neighbourhood vision (since 2006). Additional analyses like financial and spatial analysis are used to facilitate and guide the policy formulation. Important to note here is that VHV Arnhem allowed for unprofitable investments in the neighbourhood. The choice to intervene in the neighbourhood was in collaboration with the municipality. However the position of VHV Arnhem in Malburgen West is very strong. VHV is by far the largest stakeholder in the neighbourhood which led to a very autonomous decision making in the neighbourhood.

Knowledge of the executioners
VHV uses a structure of principal and contractor (opdrachtgever en opdrachtnemer) for restructuring districts. The management team appoints one person within the organisation (often a member of the management team) as the principal. When the policy programme (project assignment) is accorded by the management team it is formally handed over to the project manager (the contractor/opdrachtnemer) who has to sign of to show that he accepts and fully understands the assignment. The project manager in turn empowers project leaders for the execution of different parts of the policy programme. This should ensure that all actors know what is expected of them. The different responsibilities for the different actors are formally published in the document: Notitie projectmatig werken. (Alers, 2010)

Although the executioners of the policy were not formally involved in formulating the policy programme their expertise was sometimes used to evaluate different options. To ensure that the executioners know what is expected of them they are briefed regularly. Furthermore 6 monthly meetings are held between project leaders of VHV and project leaders of the municipality to keep each other informed and to re-establish what was agreed upon earlier. (Maters,2010)
Ability of the executioners
For the execution of the policy VHV Arnhem established a project team which consisted of:

- A project manager big areas
- Project leader for Malburgen West
- Department living employee (strong focus on resident participation)
- Sales department employee
- Communication specialist
- Financial specialist

To execute the policy, the executioners had a budget which they could use to successfully execute the policy programme. The following means where provided for the executioners: money, authorization to act, experience and information. The executioners were relatively free to take actions and spend money on behalf of the project. The executioners were used to handle with these responsibilities. For Malburgen West the principal and municipality decided that the preparations of the land for building purposes (bouwrijp maken) would be conducted by VHV instead of the municipality which usually handles this responsibility in Arnhem. This again shows the proactive and leading position of VHV Arnhem in Malburgen West. VHV however did not have this specific knowledge of how to do this therefore knowledge concerning civil engineering had to be brought to the project team (maters, 2010) This was done by hiring a expert and including him in the project team.

The restructuring of Malburgen West did ask for new skills for the executioners like sensitivity of political processes. This showed to be very important especially due to the leading role of VHV Arnhem and the more controlling role of the municipality in Malburgen West furthermore negotiations skills for dealing with that municipality were important. These new skills were learned predominantly on the job, but the project manager acted as a coach for the different project leaders. In informal sessions coaching of sorts was provided. Also several project leaders followed the course Bouwregiseren (directing the building process) to acquire new knowledge and skills concerning the building process and how to successfully guide the process. This showed to be particularly useful because 5 different architects were used for the design of the new complexes in Malburgen West which caused problems with controlling the process. On another note, this also caused that the cohesion of the design of the neighbourhood diminished.

To steer the process planning’s and budgets were used. The executioners felt pressure to finish the project on time and on/under budget (Maters, 2010). VHV has a “apply or explain” policy which means that people are responsible for the successful execution of the policy but when it does not go according to planning or budget they have to explain why. The later complexes were perceived as more difficult to finish on time and in budget than the earlier complexes (Alers, 2010).

Willingness of the executioners
There was no resistance towards the policy programme from within the organisation. The silent involvement of policy executioners as “expert opinions” contributed to the general basis towards the policy programme. The clear preconditions and the focus on quality ensured that there was no discussion about the plan of approach concerning Malburgen West and the policy executioners all agreed with the plans (Maters, 2010). Residents did not speak out against the plans. The municipality closely monitored the developments in Malburgen West which ensured that the level of resistance against the plan from outside the organisation was very low. This leads to the conclusion that the willingness of the executioners for the restructuring of Malburgen West van very high.
Specification of the policy programme
The policy programme was sufficiently specified. Within the confines of the budget and
time planning executioners were relatively free to take actions. The process of this is
formally structured. A set of preconditions are described in the so-called “blauwe
boekje” this document states the financial preconditions as well as the dwelling program
(amounts of different dwelling types for different classes like social rent, mid rent,
expensive rent, social sale, mid sale and expensive sale. The next step is to create a
programme of requirements VHV uses a standard programme. On the basis of a
standard Programme of requirement and the preconditions stated in “het blauwe
boekje” a specific programme of requirements is formulated (Maters & Alers, 2010). In
the definition phase the executioners adapt the standard programme of requirements to
match the needs of the specific project. The PoR functions as input for the Preliminary
design. This shows the (full) extend of policy freedom for the executioners (Maters,
2010) Below the different project stages as well as the different documents that
formalise those stages are presented.

![Figure 45 Project stages for Malburgen West](image)

After every stage the principal and contractor sign of on the work and documents. Every
stage is discussed in the management team and agreed upon/validated by the CEO of
VHV Arnhem.

Assumptions about the relationship between objectives and means
In figure 46 the relation between objectives and means for the themes that are
researched are shown through a goal means scheme. The operationalisation of the other
themes like real estate position and social perspective can be found in table 18.

![Figure 46 goal means scheme VHV Arnhem (VHV, 2006 & Alers, 2010)](image)
Figure 46 shows that for every objective a means is in place. The most important question concerning the goal means scheme is: Are the means suitable for realizing the goals? I think that the means that are used for the realisation of objectives are logically chosen and positively contribute to the realisation of that specific objective. The amount of money that was initially reserved to reach a certain quality in newly build dwellings showed to be insufficient. Budgets needed to "stretched" to guarantee the required level of quality (Maters, 2010) Policy executioners sometimes were allowed to choose themselves what means to use. This was particularly true for the sale of dwellings. From the scale of possible means (techniques) executioners chose what they thought was best to stimulate sales in Malburgen. They decided to brand the neighbourhood via an online virtual 3d tour through Malburgen.

Time and sequence of the policy programme
The policy for Malburgen West can be considered as new policy. Prior to the year 2000 only management/maintenance policy was in place. The transformation policy started in 2000 and replaced the former policy. The use of neighbourhood visions started in late 2005 early 2006. (Alers, 2010). Before 2000 VHV Arnhem displayed a strong maintenance tradition and since then VHV started looking at their stock in a more strategic manner with the introduction of the neighbourhood visions. (Alers, 2010).

Alterations of existing/available procedures and routines
With the introduction of the more strategic approach to the stock several aspects changed. Development and maintenance become closer together. The project manager has to supervise whether or not the quality between new and existing dwellings match. This requires a more integral approach to restructuring districts. Another routine that drastically changed was the introduction of the structure of principle and contractor. This was a VHV Arnhem's first and showed difficulties in practice. The relation between project manager and project leader showed difficulties although a document was in place which stipulated different terrain responsibilities. Even with this document in place problems occurred because the document: Notitie projectmatig werken primarily focused on operational processes (Alers, 2010).

Reaction of the target group undergoing the policy
The residents are the target group that are most affected by the policy programme. Due to high level of involvement and the provision of information to the residents the responses of the residents are predominantly positive (Maters, 2010). They had influence in the formulation of policy through their direct voice in the development plan and the indirect voice (through the eyes and ears in the neighbourhood) in the Strategic vision for Malburgen (Alers, 2010). The residents are very satisfied with living in Malburgen West the average satisfaction for a dwelling and living environment rose from a 6.1 in 2002 to a 7.4 in 2009 (Letteboer, 2010, p79)
5.5 Degree of goal realisation and IPQ (step 5)

In the following section the degree of goal realisation as established in paragraph 3.3 will be brought in relation to the internal process quality indicators that were used by Volkshuisvesting Arnhem to work on the strategic goals. This will take place on the basis of the three themes which were researched Dwelling quality, dwelling type and ownership situation.

5.5.1 Degree of Goal realisation and IPQ: Dwelling quality VHV Arnhem

When we analyze the actions of VHV Arnhem of how they worked on the goals related to dwelling quality we see that the following IPQ indicators are addressed:

- Internal external analyses
- Synthesis choice
- Ability of the executioners
- Specification of the policy programme

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

![Figure 47 IPQ and degree of goal realisation theme dwelling quality](image)

**Internal external analyses**
Volkshuisvesting Arnhem established a standard programme of requirements for newly build dwellings. The most important basis of this standard programme is analysis. Not only general building regulations were reviewed also the demands of future residents for specific complexes was researched. Once VHV Arnhem established what kind of dwellings the different complexes would offer (for what type of target group) the standard programme of requirements was altered/ specified to meet the demands of the target groups.

**Synthesis choice**
Another internal process quality that was consciously deployed by VHV was choice. It is already described in the previous section but the choice to use a standard programme and adapt that in the execution phase to meet more specific demands of the target group and complex must be noted. This choice is not arbitrary and has great influence...
in the way VHV worked on reaching quality goals in the execution stage. The practice of using a development plan to gradually form policy for Malburgen West is noteworthy.

Ability of the executioners
VHV Arnhem insisted on training the executioners so that they would be fit to execute the tasks at hand. The project manager acted as a coach in informal sessions for the different project leaders to train them on different aspects of project management and organisational sensitivity. Furthermore several project leaders were sent out to follow the course on directing the building process this is exemplary of VHV Arnhem’s wish to have able and prepared executioners. The document: Notitie projectmatig werken would ensure that all executioners knew what was expected and what responsibilities and delegated authority they have. This knowledge was essential for the executioners and enabled them to work on the dwelling quality goals of VHV Arnhem.

Specification of the policy programme
The Programme of requirements is specified very thoroughly (tables 20 and 21). This detailed specification of the required qualities that the individual building blocks and dwellings need to provide functioned as the basis for the project assignment. VHV Arnhem was clear about their ambitions and the PoR helped to communicate these quality goals very effectively. The PoR has a strong position in the process of VHV working on quality goals. The PoR functions as input for the assignment and (re)design of the dwelling.

Degree of goal realisation theme: Dwelling quality
In the table below the degree of goal realisation on the theme dwelling quality is provided once more.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme: Dwelling quality</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaarstraat)</td>
<td>N/A</td>
</tr>
<tr>
<td>271 (Morgensterstraat e.o.)</td>
<td>N/A</td>
</tr>
<tr>
<td>272 (Hoefbladlaan e.o.)</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ereprijslaan e.o.)</td>
<td>Joined dwellings: Completely</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>N/A</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</td>
<td>Completely</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b) Plantage Noord, deel 2</td>
<td>Completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>Completely</td>
</tr>
<tr>
<td>Appartementencomplex Robinia (Plantage Zuid deel, 1b)</td>
<td>Completely</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
</tr>
</tbody>
</table>

Table 37 degree of goal realisation theme dwelling quality

The level of success of VHV Arnhem on the theme dwelling quality is very high. All Complexes fully comply with the specifications of the goals. The main reason for this success is the PoR and the dominant role it has in the execution phase. The executioners knew what was expected from them because of the strictly defined programme. The proposed quality level almost became unavoidable when the aspects of the programme were translated into a design. The PoR is adapted to meet specific needs. This adaptation takes place after the formulation stage (between input and output). Due to its formal character the measurability the level of goal realisation can be so high. Educating the executioners and experience with previous projects also contributed to the degree of goal realisation.
5.5.2 Degree of goal realisation and IPQ: Dwelling type VHV Arnhem

When we analyze the actions of VHV Arnhem of how they worked on the goals related to dwelling type we see that the following IPQ indicators are addressed:

- Synthesis choice
- Specification of the policy programme
- Reaction of the target group

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

**Synthesis choice**
Under the header dwelling type different activities are listed. The activities are:

- Joining of dwellings (which has strong ties to previously discussed quality goals)
- Demolition of certain structures

The basis for the decision to join dwellings was the notion to offer more qualitative dwellings and remove the socially undesirable duplex dwellings form the stock without demolishing them. Research of the floor plans showed the possibility of a redesign of the two superposed dwellings. Furthermore mutation patterns were reviewed. Analysis of willingness of residents was not researched prior to the choice to join the dwellings.

The basis for the decision to demolish several dwellings is analysis of the proposed urban layout which envisioned a park where currently homes were situated. The choice for the different interventions was a crucial part of the process for the theme dwelling type.

**Specification of the policy programme**
VHV Arnhem deliberately specified what the activities would be pursued on behalf of the (dwelling type) goals. For the joining of dwellings in de Erepijslaan the policy programme is specified clearly: joining of dwellings when one of them become vacant and the remaining tenant agrees the superposed dwellings are joined 100% vertically. The qualities the joined dwellings have to offer are described in the dwelling quality goals. Specification of the tasks on this theme comes down to an amount of dwellings
that need to be joined. For the demolition of dwellings VHV specifies the task with a year in which the job needs to be executed. The specification of both tasks increased the measurability of the goals and therefore the accountability of VHV Arnhem.

**Reaction of the target group**

Due to the specification of “joining dwellings if the current tenants consents”, residents of the duplex dwellings have a great level of influence over the degree of goal realisation of VHV Arnhem. The tenants are free to say no to VHV Arnhem’s wishes to join the dwellings. The Housing association actively pursued the tenants consent by offering them to join the dwelling which would result in a larger home. Rents however would be adjusted accordingly. A proposal in writing to join the dwellings was provided as was the possibility to speak about what the joining of dwellings would mean for the tenants.

**Degree of goal realisation theme: Dwelling type**

In the table below the degree of goal realisation for the theme dwelling quality is presented once more.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Goal</th>
<th>Actually realised</th>
<th>delay</th>
<th>Degree of goal realisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>271 (Morgenster-straat e.o.)</td>
<td>Demolition of 2 dwellings when they become vacant (no time constraint)</td>
<td>2 dwellings demolished when they became vacant</td>
<td>none</td>
<td>Completely</td>
</tr>
<tr>
<td>273 (Ereprijs-laan e.o.)</td>
<td>Joined dwellings</td>
<td>14 dwellings</td>
<td>6 dwellings</td>
<td>N/A</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>Demolition of 18 dwellings</td>
<td>18 dwellings demolished in favour of newly build park</td>
<td>none</td>
<td>Completely</td>
</tr>
</tbody>
</table>

**Table 38 Degree of goal realisation theme: dwelling type, joined dwellings of complex 273**

The degree of goal realisation is diverse, demolition is rather successful, only the Madelievenstraat experienced delay and only for the second tranche of demolitions. The joining of dwellings is less successful. This is due to the choice of VHV to give the tenants such big influence in the possibility to join dwellings. Technically VHV is more than capable of realising the joining of dwellings but they had very little influence whether or not they could even begin in the first place. First a dwelling needs to become vacant and secondly the remaining tenants have to consent to the proposed intervention to join his/her dwelling. The advantage for the tenant would be a more spacious home. Even though VHV specifically addressed the tenants (target group undergoing the policy) it was not very successful a different approach to manufacture consent with the tenants might have been more successful VHV could have provided more communication in an earlier stage, or offered financial incentives. VHV explicitly did not include a time aspect in this the objective to join dwellings. Omitting a time aspect from the goals makes sure that the goals can be realised later in time. The reaction of the target group undergoing the policy is very literally the biggest attribute for the degree of goal realisation.
5.5.3 Degree of goal realisation and IPQ: Ownership situation VHV Arnhem

When we analyze the actions of VHV Arnhem of how they worked on the goals related to ownership situation we see that the following IPQ indicators are addressed:

- Internal external analyses
- Synthesis choice,
- Ability of the executioners
- Specification of the policy programme
- Reaction of the target group

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

![Figure 49 IPQ and degree of goal realisation theme ownership situation](image)

Internal external analyses
Volkshuisvesting Arnhem allocated resources to research the market on behalf of the formulation of sale objectives. Research concerning market absorption was conducted. (the research also consisted of what home buyers find preferable that information was used for the project specific PoR as a part of the quality goals). The market research that was conducted on behalf of the sales goals provides a temporal view. VHV Arnhem takes a very specific role towards market demand as they have the “te woon” policy in place. The result of the research (analysis) was the foundation for the consecutive choice. The market research concluded that a sizeable amount of dwellings could be sold in Malburgen West. Furthermore it specified what target groups could be attracted and what type of dwellings they look for.

Synthesis choice/ specification of the policy programme
The choice for and the specification of the sales goals took place shortly after each other. One choice is particularly noteworthy. VHV decided to have a 80%/20% distribution of home owners and tenants in complexes that were labelled “te woon”. This is very peculiar as both intentions are clearly conflicting in nature. Te woon suggest an ambiguous attitude towards ownership distribution. The choice for labelling a complex “te woon” came from a notion what was good for the neighbourhood and not from thorough market research. If dwellings are not sold they stay in the pool of available rented dwellings.
therefore not selling the amount of dwellings is not endangering the continuity of VHV Arnhem. However the neighbourhood does not benefit from the influx of new residents with more purchase power if a dwelling is not sold.

The strictly formulated desired distribution of ownership in complexes makes the objectivise significantly more specific and the results more measurable, as for every complex the preferred number can easily be calculated.

Ability of the executioners
Selling of dwellings was not new to VHV. The “te woon” policy is proof of this. VHV already possessed the necessary skills to sell dwellings. In Malburgen West they targeted potential buyers. VHV informed the current tenants that dwellings could be bought in Malburgen West. Because of the size of the sales objectives (508 dwellings) several additional marketing techniques were used to sell the dwellings in Malburgen West. VHV hired an external marketing firm to create an online virtual tour through the, new and improved, neighbourhood by showing artist impressions of what the neighbourhood would look like after the interventions have taken place. In this way potential buyers could get a feeling of the neighbourhood. This marketing technique is especially practical to attract people from outside Malburgen and Arnhem who know little about the urban layout of the neighbourhood and do not have to leave their home to get an impression of the neighbourhood. This could also improve the image of the neighbourhood.

Reaction of the target group
With the use of marketing techniques VHV Arnhem tried to influence the public and ultimately get them to buy a dwelling in Malburgen west. The current tenants of VHV Arnhem were offered the chance to buy dwellings. Also the public outside Malburgen and even Arnhem were targeted. In the policy document Malburgen Renewed of 2002 the necessity to attract people from outside Arnhem is already acknowledged. The degree of success for the ownership situation can be measured by the amount of dwellings the target groups buy.

Degree of goal realisation theme: Ownership situation
In the table below the degree of goal realisation for the theme ownership situation is presented once more.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of Goal realisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaarstraat)</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>271 (Morgenster-straat e.o.)</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>272 (Hoefblad-laan e.o.)</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ere-prijls-laan e.o.)</td>
<td>Completely</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>Completely not</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madeleinestraat e.o.)</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b))</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>Plantage Noord, deel 2</td>
<td>completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Predominantly</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>completely</td>
</tr>
<tr>
<td>Appartementencomplex Robinia (Plantage Zuid deel, 1b)</td>
<td>predominantly</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>predominantly</td>
</tr>
</tbody>
</table>

Table 39 degree of goal realisation the ownership situation
The degree of goal realisation is rather diverse. Some complexes fully comply to the goals stated others completely don’t. Overall we can conclude that of the 518 dwellings up for sale 59% 308 were actually sold. For almost every complex with a sale objective a part of the dwellings up for sale were sold (only in the Erepijslaan no dwellings were sold) This means that the sale goal in itself is not without merit. The proposed volume of sales should be disputed. The volume of the sales is chosen on the basis of market research. This analysis painted a too optimistic picture of the sale potential of dwellings in the neighbourhood. Frankly the goals were too ambitious and the influence over the target group too small to completely fulfil the sales objectives. Because of the ambitious goal of VHV to attract residents outside the neighbourhood and Arnhem, Malburgen West suddenly competed with the supply of dwellings in other parts the region and the Netherlands. The changing market conditions which formed hindrance for the realisation of sale objectives can be seen as an emergent factor that needs to be addressed. Because dwellings that aren’t sold can easily be filled with tenant the dwellings do no stay vacant very long.
5.6 Summary Case 2 Volkshuisvesting Arnhem

The second case that is researched for this thesis is Volkshuisvesting Arnhem. Volkshuisvesting Arnhem is a housing association active in Arnhem. The restructuring district that is researched for this case is Malburgen West. In this summary an answer will be formulated to the two most important questions for this thesis:

**How effective is the policy in the restructuring district?**

Effectiveness is described as the degree in which Volkshuisvesting Arnhem was able to reach their own goals they formulated on behalf of the interventions in Malburgen West. To establish this first the strategic goals for Malburgen West need to be reviewed. The formulation of the goals for the neighbourhood took place via a set of policy documents which increasingly became more specific. In the figure below the document timeline for Waterweg Wonen is presented.

**Strategic goals**

In the final neighbourhood vision the following strategic goals for the different complexes in the neighbourhood is provided:

- Dwelling quality
- Dwelling type
- Ownership situation

In the following table the degree of goal realisation of the actions of VHV Arnhem for the different themes are presented.
<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme: Dwelling quality</th>
<th>Degree of goal realisation theme: Dwelling type</th>
<th>Degree of goal realisation theme: ownership situation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaar-straat)</td>
<td>N/A</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>271 (Morgenster-straat e.o.)</td>
<td>N/A</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>272 (Hoefblad-lane.o.)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ereprijslaan e.o.)</td>
<td>Joined dwellings</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>Completely not</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
<td>completely</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>N/A</td>
<td>Predominantly not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslindf (Plantage Noord, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b) Plantage Noord, deel 2</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>Appartementencomplex Robinia (Plantage Zuid deel, 1b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
</tbody>
</table>

Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation?

By showing which parts of the SSM process Waterweg Wonen used to work on the different goals the internal process quality will be related to the degree of goal realisation.

Dwelling quality
The level of success of VHV Arnhem on the theme dwelling quality is very high. All Complexes fully comply with the specifications of the goals. The main reason for this success is the PoR and the dominant role it has in the execution phase. The executioners knew what was expected from them because of the strictly defined programme. The proposed quality level almost became unavoidable when the aspects of the programme were translated into a design. The PoR is adapted to meet specific needs. This adaptation takes place after the formulation stage (between input and output). Due to its formal character the measurability the level of goal realisation can be so high. Educating the executioners and experience with previous projects also contributed to the degree of goal realisation.

**Dwelling type**

The degree of goal realisation is diverse, demolition is rather successful, only the Madelievenstraat experienced delay and only for the second tranche of demolitions. The joining of dwellings is less successful. This is due to the choice of VHV to give the tenants such big influence in the possibility to join dwellings. Technically VHV is more than capable of realising the joining of dwellings but they had very little influence whether or not they could even begin in the first place. First a dwelling needs to become vacant and secondly the remaining tenants have to consent to the proposed intervention to join his/her dwelling. The advantage for the tenant would be a more spacious home. Even though VHV specifically addressed the tenants (target group undergoing the policy) it was not very successful a different approach to manufacture consent with the tenants might have been more successful VHV could have provided more communication in an earlier stage, or offered financial incentives. VHV explicitly did not include a time aspect in this the objective to join dwellings. Omitting a time aspect from the goals makes sure that the goals can be realised later in time. The reaction of the target group undergoing the policy is very literally the biggest attribute for the degree of goal realisation.
Ownership situation

The degree of goal realisation is rather diverse. Some complexes fully comply to the goals stated others completely don’t. Overall we can conclude that of the 518 dwellings up for sale 59% (308) were actually sold. For almost every complex with a sale objective a part of the dwellings up for sale were sold (only in the Ereprijslaan no dwellings were sold) This means that the sale goal in itself is not without merit. The proposed volume of sales should be disputed. The volume of the sales is chosen on the basis of market research. This analysis painted a too optimistic picture of the sale potential of dwellings in the neighbourhood. Frankly the goals were too ambitious and the influence over the target group too small to completely fulfil the sales objectives. Because of the ambitious goal of VHV to attract residents outside the neighbourhood and Arnhem, Malburgen West suddenly competed with the supply of dwellings in other parts the region and the Netherlands.
6.

Case 3 De Key
6.1 Introduction De Key and the Spaarndammerbuurt

Woningstichting De Key is a housing association predominantly active in Amsterdam with over 33,000 rental units in stock. The stock consists of dwellings, shops, corporate real estate, garages, and parking places. The core business of De Key is: renting, maintaining and developing dwellings (both sale and rental).

The building of new dwellings and renovation activities of De Key are conducted by the (in-house) project developer of De Key called de Principaal. The dwellings owned by De Key are scattered all over Amsterdam, a small portion of the stock is located in the municipality of Diemen. The stock of De Key consist of dwellings in all price ranges. In the policy of De Key special attention is pointed towards differentiation, freedom of choice and specific target groups such as the elderly, people which need special care, (foreign) students and urban families.

Mission
As a leading real estate organisation De Key wants to commit resources for a good living condition. Within a professional and inspiring working environment De key works on innovating ideas for living in the city Amsterdam.

Vision
In general the vision of De Key can be described by four main pillars
- Differentiation of dwelling quality
- More variation in price levels of rental and owner occupied dwellings
- More freedom of choice for customers
- Specific attention for students, elderly and urban families.

Below the organisational structure for De Key is presented. Blue indicates the board of directors of De Key
6.1.1 Situation analysis Spaarndammerbuurt

The Spaarndammerbuurt is a neighbourhood located on the west side of Amsterdam adjacent to the old inner-city. The Spaarndammerbuurt is part of the city-district Westerpark. The Spaarndammerbuurt is adjacent to the IJ but does not have a direct view to the IJ. In the north of the neighbourhood a business area is situated. However the economical importance of this area deteriorated over the years. As a result the north part of the neighbourhood is scarcely used by the residents of the Spaarndammerbuurt. The accessibility of the neighbourhood via public transportation is limited. 2 busses stop in the neighbourhood but there are no trams or train stops.

In the following section 3 important aspects of the Spaarndammerbuurt will be elaborated on

- Dwellings
- Amenities
- Residents

The dwellings
The Spaarndammerbuurt consist of roughly 5000 dwelling. The ownership situation is mono diverse. 4000 dwellings have a rent level lower than fl. 695 (set date September 2001) another 800 dwellings have affordable rent (below fl. 895 (2001). 83% of the dwelling are owned by 4 housing associations (De Key, Woningbedrijf Amsterdam, Patrimonium and Olympus-Eigen Haard. The remaining dwellings are owned by private landlords (13%) and owner occupied consist of roughly 4% f the entire stock. De Key is the largest owner in the Spaarndammerbuurt with 2500 dwellings. The dwellings of De key are clustered in 16 complexes. The Spaarndammerbuurt is the neighbourhood best known for the architecture called the Amsterdamse School (Amsterdam School). The neighbourhood is home to beautiful monuments of Dutch housing. In the figure below the stock of De Key in the Spaarndammerbuurt is presented.

Figure 51 Situation analysis Spaarndammerbuurt
Amenities
The level of amenities in the Spaarndammerbuurt during the restructuring of the district is high. The Spaarndammerbuurt houses amongst others: a swimming pool, sports facility, a centre for the elderly, a public library, social-medical centre, playgrounds, child nurseries, a soccer team and theatre space. Besides this physical facilities the Spaarndammerbuurt also offers several projects/programmes, examples of these are: house visitation project (for the lonely elderly), a mentor programme for teens that leave elementary school, sports projects and an integration project for former psychiatric patients.

The Spaarndammerbuurt houses three elementary schools with different backgrounds (ecumenical, catholic and public). The image of these schools is not very good. As more than one third of the pupils in the Spaarndammerbuurt tend a school outside their own city district.

Overall the level of amenities in the Spaarndammerbuurt is relatively high. Most amenities are geared at improving the social structure of the neighbourhood. The municipality however worries about the reach of the current amenities. They fear that not all relevant target groups have access to the different facilities.

Residents
In 1930 over 22,000 people lived in the Spaarndammerbuurt since then many have left. In 2001 roughly 9500 people lived in the neighbourhood. The socio economical position of the residents is low. Of all 94 neighbourhoods in Amsterdam the Spaarndammerbuurt ranks 12th for most structurally unemployed residents. For the lowest income the neighbourhood finished 16th. The socio economical position of the residents has not changed much in the past decades the residents themselves did. Between 1970 and 1990 many residents left the neighbourhood and moved to Amsterdam North Purmerend or Almere. In the vacant dwellings they left behind many young immigrants and young 2 person households took residence. The ethnical diversity in the neighbourhood is large below the percentages of backgrounds in the neighbourhood are provided.

<table>
<thead>
<tr>
<th>Background</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dutch</td>
<td>48%</td>
</tr>
<tr>
<td>Suriname</td>
<td>12%</td>
</tr>
<tr>
<td>Moroccan</td>
<td>11%</td>
</tr>
<tr>
<td>Turkey</td>
<td>4%</td>
</tr>
<tr>
<td>Non industrial countries</td>
<td>12%</td>
</tr>
</tbody>
</table>

According to a study about the social structure in Amsterdam West, conducted by R Hortulanis in 1997. The three dominant ethnic groups have very little contact with each other. Contact seems limited to the extend of sharing some of the public amenities (Municipality Amsterdam, 2001). Another characterisation of the residents of the Spaarndammerbuurt can be made on the basis of household composition. 53% are single person household, families 13%. The amount of single parent families is 10%. The neighbourhood houses relatively more households with children than surrounding neighbourhoods. Due to the relative large number of single parent families the share of family households exceeds the average of Amsterdam.
6.2 From intended to deliberate policy (step 2)

In the figure below the document timeline for the strategy formulation of De Key in the Spaarndammerbuurt is presented. Over time the policy becomes increasingly more specific to finally become the deliberate strategy.

Below the different documents that are mentioned in the document timeline will be discussed. First the applicable stock policy of De Key for the period in which interventions in the Spaarndammerbuurt take place will be discussed.

6.2.1 An open eye for new circumstances (2002)

The strategic stock policy which applies to the period in which the Spaarndammerbuurt is targeted is described in the policy document ‘Een open oog voor nieuwe omstandigheden’ (translation an open eye for new circumstances). The document describes the policy vision for the period between 2002 and 2007. The document timeline clearly indicates that the policy plans for the restructuring of the Spaarndammerbuurt date from before the introduction of the stock policy for 2002-2007. However the approach for individual complexes and their corresponding interventions take place in a period where this particular stock policy is used by De Key. The stock policy for 2002-2007 is based on three pillars:

- Target groups
- Rent Policy
- Sale policy

Each pillar will be considered in turn.
Target Groups
The stock policy of De Key revolves around three main target groups: The elderly, Students and urban families.

1. Elderly
   De Key aspires to have 20% of the stock be dwellings allocated for the elderly. In the policy horizon (2002-2007) this comes down to a production of 3500 to 4000 dwellings for seniors to be realised in the current stock of De Key or by adding to the stock via newly constructed dwellings.

2. Students
   The policy plan indicates that the stock allocated for student housing needs to be expanded from 2000 to 6500. As of late the focus for temporary housing (less than 5 years) is added.

3. Urban families
   De Key describes urban families as households with at least one child, who want to live in the city because of the amenities that it offers and the “urban dynamics” related with living in a large city. In relation to urban families two goals are formulated:
   - Increase the number of dwellings suitable (minimum of 80 m² useful floor space) for urban families to 6500
   - Rent differentiation for dwellings allocated for urban families 25% affordable rent level 75% above liberalisation threshold.

Rent policy
In the policy vision ‘Een open oog...’ the desired rent differentiation for the entire stock is provided. The document states that the preferred distribution is as follows
   - 40% monthly rent below €500
   - 40% monthly rent between €500 and €1000
   - 20% monthly rent above €1000

Sale policy
In 2002 De Key aspired and expressed the intention to sell 450 dwellings annually. In 2002 a pool of dwellings was established that were eligible for sale. De Key could not create this pool autonomously because strict guidelines for sale of the city district council are in place. These guidelines stipulate the volume of sales, the amount of dwellings that need to be preserved for the core stock and qualitative demands for dwellings eligible for sale. De Key selects dwellings they wish to sell and later ask permission form the city district to put them on the market.

The translation of quantitative goals (for the entire stock) to lower geographical scales takes place through labelling of dwellings. At first an inventory is made which dwellings could be suitable for the different target groups or can be made suitable at reasonable costs. Afterwards the department of Policy and Stock Strategy (business unit of the department of Strategy and policy figure 50) and the department “Wonen” discuss the feasibility of upgrading the potentially suitable dwellings to meet the needs of the different target groups. (Nieboer, 2007e)
6.2.2 Vision document Social integration and segregation in Amsterdam Old West and the Spaarndammerbuurt (1997)

Several signals reached De Key that the Spaarndammerbuurt had pressing problems that needed to be addressed. The most important expression of this news was the report social integration and segregation in Amsterdam Old West and the Spaarndammerbuurt conducted by the university of Utrecht (also known as the Hortulanis report). This document ascertained that relatively a large number of residents in the Spaarndammerbuurt were in a vulnerable position. These residents were not reached by (welfare) facilities. Furthermore the neighbourhood lagged behind on socio-economic indicators in comparison with other neighbourhoods in Amsterdam. This document opened the eyes of De Key and formed the kickoff or starting point for policy formulation in the Spaarndammerbuurt. After the report of Hortulanis the management team of De Key could not ignore the necessity to intervene and restructure the neighbourhood.

6.2.3 SpaarndammerHout the joining of old and new (June 2001)

In June 2001 De Key published the document SpaarndammerHout Het samengaan van oud en nieuw. The policy plan came to existence by the advice group SpaarndammerHout. The document states: Discussions progressive insight and a feeling for possibilities have led to the policy plan, the target vision (streefbeeld) for the Spaarndammerbuurt and the corresponding ambitions and measures and interventions (De key, 2001, p.5)

A strong reason why the Spaarndammerbuurt was targeted was the planned new residential area called Houthavens. The realisation of this area could cause impoverishment of the Spaarndammerbuurt due to the withdrawal of (economic more sufficient) residents to the new residential area. This is the main reason why the dwelling quality in the Spaarndammerbuurt needed to be improved drastically. The policy document SpaarndammerHout het samengaan van oud en nieuw of june 2001, stresses the important of an integral approach for The Spaarndammerbuurt and the Houthavens. SpaarndammerHout is the combination of the words Spaarndammerbuurt and the Houthavens. De keys intentions are obvious. The policy documents stipulates a goal for SpaarndammerHout

"To create an optimal living condition for our customers" (De Key, 2001)

In the policy document De Key operationalises this goal via a set of tasks. To reach the general goal of optimal living conditions De Key formulated 4 sub goals or tasks. Each task is specified with a short list of means to work on that specific task.

- Task 1 Towards a diverse dwelling distribution, Differentiate dwelling supply (price and quality)
  - Target specific complexes and dwellings and improve quality
  - Choose to leave some dwellings “untouched” when quality and price are sufficient
  - Combining old and new image of the neighbourhood

- Task 2 Dwelling supply for different customers, Differentiate for target groups young-old new residents-current residents, large and small households.
  - Differentiate dwelling supply through renovation and joining of dwellings
  - Meet individual wishes of clients
- Additional attention for the elderly
- Create a stable neighbourhood with room for temporary residents

- Task 3 Towards a liveable community
  - Create a vibrant heart for the neighbourhood at the Spaarndammerstraat
  - Contribute to quality of life, through supervision, and redesign of the public areas
  - Mix the functions living and commerce
  - Contribute to ease the problems with parking

- Task 4 Invest at a societal acceptable price
  - Accept to a certain degree unprofitable peaks, and unprofitable investments
  - Invest in liveability
  - If possible conduct the interventions in the neighbourhood ecologically friendly

De key specifies different sub plans for their involvement in the Spaarndammerbuurt. 9 distinct projects are appointed to form the heart of the interventions in the neighbourhood approach. The 9 projects are:

1. Behouden Huys
2. Zaanstraat / zaandijkstraat
3. Spaarndammerstraat
4. Polanenstraat
5. Noordkop
6. Oostzaanstraat
7. Suikerplein
8. Tasmanstraat/ Nova Zemblastraat
   A. van Nesstraat/bontekoestraat
9. Houtriijkstraat

Other complexes owned by De key in the Spaarndammerbuurt like Zaanhof, Hoek Spaarndammerstraat/ Nova Zemblastraat, Kops blok Spaarndammerstraat/ Tasmanstraat, Lange blok Tasmanstraat/ Bontekoestraat/ Nova Zemblastraat, Pakhuis Houtmankade, TU terrein and "scattered" possession will not be included in the neighbourhood approach (De Key, 2001). This is perfectly in line with specification of task 1

Quality policy
There is a relatively large number of sub plans (partial plans) for the restructuring of the Spaarndammerbuurt. The reason for this is that the dwelling stock is geographically scattered over the neighbourhood (figure 51) and the large amount of dwellings selected for the proposed quality upgrade. The total of the investment decisions of De Key in the Spaarndammerbuurt can be characterized as “maintaining and recovering” (Nieboer, 2009, p.110) The reason for this strong emphasis on keeping the appearance of the neighbourhood as it is, is the monumental status of part of the stock and the specific architecture in the neighbourhood. Demolition and consolidation are scarcely used in the restructuring of the Spaarndammerbuurt. Within the principle of “maintaining and recovering” De Key can choose for three levels of renovation. Low level renovation, middle level renovation and high level renovation. Low level renovation is basically standard maintenance which will not reach the goals on the themes
differentiation and quality improvement. This only leaves mid level and high level renovations as a viable intervention level. The technical state of the building block is the most dominant reason for the selection of a specific intervention level. When dwellings will be joined the mid level renovation will be used because of financial reasons the high level interventions in that case is considered too expensive (ibid).

For the Spaarndammerbuurt, in fact for all projects in the existing stock of De Key, the Prinslaal (contractor) starts with the “Intake phase”. In this phase the technical qualities of the dwellings and building blocks are evaluated. Additionally a study to reveal the wishes of the current residents is conducted. A part of the study consists of questions whether the residents wish to return to the renovated building, if they want a larger or smaller dwelling. After this “intake phase” different scenarios are calculated to establish the feasibility of the options. The chosen intervention level for the complexes in the Spaarndammerbuurt was mainly based on the technical quality.

Below for different complexes in the Spaarndammerbuurt the intended strategy of De Key in 2001 is presented.

<table>
<thead>
<tr>
<th>Projects</th>
<th>Proposed intervention</th>
<th>Amount of dwellings prior to intervention</th>
<th>Dwellings after intervention</th>
<th>Total</th>
<th>Rent</th>
<th>Sale</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behouden Huys</td>
<td>High level renovation sale</td>
<td>72</td>
<td>72</td>
<td>0</td>
<td>72</td>
<td></td>
</tr>
<tr>
<td>Spaarndammerstraat</td>
<td>High level renovation/ joining of dwellings/sale</td>
<td>134</td>
<td>101</td>
<td>51</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>Noordkop</td>
<td>Joining of dwellings sale Demolition/newly build</td>
<td>19</td>
<td>12</td>
<td>0</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Suikerplein</td>
<td>Maintenance/ prepare for sale</td>
<td>480</td>
<td>480</td>
<td>260</td>
<td>Max 220</td>
<td></td>
</tr>
<tr>
<td>Hourtijkstraat</td>
<td>High level renovation Joining of dwellings</td>
<td>58</td>
<td>41</td>
<td>41</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Zaandijk</td>
<td>Demolition and newly build dwellings</td>
<td>44</td>
<td>22</td>
<td>11</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>High level renovation/ joining of dwellings sale</td>
<td>173</td>
<td>119</td>
<td>20</td>
<td>99</td>
<td></td>
</tr>
<tr>
<td>Oostzaantsraat</td>
<td>Possibly: High level renovation and sale</td>
<td>96</td>
<td>96</td>
<td>0</td>
<td>96</td>
<td></td>
</tr>
<tr>
<td>Tasmanstraat</td>
<td>Possibly joining and selling</td>
<td>208</td>
<td>104</td>
<td>0</td>
<td>104</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1284</strong></td>
<td><strong>1047</strong></td>
<td><strong>383</strong></td>
<td><strong>664</strong></td>
<td></td>
</tr>
</tbody>
</table>

*Table 40 Proposed intervention and dwelling distribution (De Key, 2001, appendix 4)*

The policy documents shows the intention of De Key to work in the Spaarndammerbuurt in two phases (tranches) the first phase consist of roughly 1250 dwellings and the second tranche would consist of 600 dwellings. Besides these intentions the document identifies possible threats for the successful completion of the neighbourhood approach the risks can be summarized as critical success factors namely:

- Resistance from the neighbourhood
- Setbacks and risks in projects
- Cooperation and decision making
- Internal cooperation
6.2.4 Policy plan SpaarndammerHout (September 2001)

Besides a document for the approach of the Saarndammerbuurt and Houthavens solely for De Key another policy document is in place. This document is the Beleidsplan Spaarndammerhout (policy plan for SpaarndammerHout) of September 2001. This policy plan is written by the city district Westerpark. In this document large stakeholders active in the Spaarndammerbuurt and Houthavens agree to a certain level of cooperation. The actors that signed of on the agreement to cooperate are:

- City district Westerpark
- De Key/De Principaal,
- Patrimonium/Delta RoA
- Woningbedrijf Amsterdam/bouwfonds

The cooperation between each actor and the city district is formalised through a cooperation agreement. In this agreement the individual responsibilities, division of tasks and the principles for performance agreements are stipulated (City district 2001, p.34). On the basis of these agreements De key and the city district agreed to actively participate in the revitalisation of the Spaarndammerbuurt.

The policy plan of the city district Westerpark for the Spaarndammerbuurt takes place within the framework defined by 1. The national and urban policies geared towards social, economic and physical renewal of urban areas. 2. The so-called “Grote Steden Beleid” GSB (big city policy) and 3. The polices concerning the investment budget of urban renewal. For the central city of Amsterdam this framework is formed by three decrees. These three decrees are

1. Amsterdam Complete Stad, stadsvisie tot 2010 (Amsterdam complete city Urban vision till 2010)
2. Nota Stedelijke vernieuwing; (Decree urban Renewal)
3. Actieprogramma economische structuur II. (Action programme economic structure II)

The decrees aim at three main pillars a social pillar, a physical pillar and an economic pillar. Below the different pillars are elaborated on

- Social pillar: the social pillar is geared at creating a socially strong city. This is done via 4 programmes: Healthcare, education, safety and sports.

- Physical pillar: the physical pillar has three central goal aimed at strengthening the city as a living area, working area and amenities area. The three goals are higher quality, more differentiation and optimal land use.

- Economic pillar: the economic pillar is geared towards business premises for the neighbourhoods; more space for starting entrepreneurs, new life for out-dated and obsolete business areas like the one in the north of the Spaarndammerbuurt.

The policy plan SpaarndammerHout of September 2001 stipulates the basic principles of the policy for the entire neighbourhood Spaarndammerbuurt. De Key agreed to these principles with the City District Westerpark. The principles in the policy document were the foundation for the performance agreements between De Key and the city district. Below the different principles are listed. Every theme starts off with a statement that
reflects the desired future situation which is followed by several intentions on how to reach that intended situation.

- General: A quiet neighbourhood with an urban dynamics
  - One neighbourhood Spaarndammerbuurt and Houthavens
  - More urban dynamics
  - Combination of living and working in a peaceful environment
  - A neighbourhood with a social character
- Living: Improve quality, offer diverse dwelling supply
  - Quality improvement gets priority
  - Qualitative living for people on small budgets
  - An attractive neighbourhood for current residents of the Spaarndammerbuurt and other residents of Amsterdam
  - Dwelling differentiation within social stock
- Social neighbourhood approach: Towards a strong social neighbourhood
  - Vulnerable groups get priority
  - Improve quality of exiting amenities (senior centre, youth centre and activity centre
  - Improve image of schools
  - Improve resident participation
- Economy and jobs: More commerce centrally located
  - An economical hotspot for the neighbourhood
  - Economic growth for the Houthavens
  - Long term unemployed people get priority
- Public spaces: Spending quality time near the IJ.
  - Connect the neighbourhood to the IJ
  - Make the Spaarndammerstraat the “heart” Of the neighbourhood
  - Pleasant, maintained and safe public spaces
  - Good and safe accessibility
6.2.5 Stock policy and plan development in the Spaarndammerbuurt

The two most important reasons for De Key for restructuring the Spaarndammerbuurt date back from the nineties the Hortulanis Report and the planned newly build dwellings in the Houthavens. The cause to take action in a neighbourhood for the Key is usually different than as it was for the Spaarndammerbuurt. In general the preparation for investment plans goes as follows. De department of policy and stock strategy formulates, on the basis of its own analyses and judgment, a project assignment (the framework) to tackle the problems in a neighbourhood. After approval of the board of directors of De Key the assignment is transferred to De principaal (the real estate development unit of De Key). The department Living acts as principal and the Principaal is the contractor.

In the case of the Spaarndammerbuurt and other large restructuring assignments the Principaal (contractor) is involved in a much earlier stage: the stage in which the assignment is formulated. To a certain degree the Principaal formulated its own assignment in association with other involved departments (Nieboer, 2009, p. 107-108).

Since the publication of the policy document SpaarndammerHout het samengaan van oud en nieuw June 2001 several projects have been added to the restructuring of the Spaarndammerbuurt. Also some projects were split up in more sub projects

For every complex/ project that will be targeted De Key forms a project team, each team consist of:
- Procesmanager
- Procesoffical (procesbegeleider)
- Projectmanager
- Plan economist (planeconoom)
- Staff employee
- Administrator
- Land lease expert/ Deed of division expert/ Association of owners consultant
- Communication liaison

The project teams were multidisciplinary, meaning that members came from all over the organisation of De Key and de Principaal. The division living, maintenance the principal were all represented in the project teams. Each project team operated independently with supervision of the project manager of De Key Rein van Zelst. These independent teams formulate goals for their projects. These goals and investment proposals are evaluated against the policy of De Key by the department Strategy and Policy who report back to different departments (Nieboer 2008, gespreksverslag P. Mannot). The department living established the outlines for revitalising the neighbourhood in 2001 (SpaarndammerHout het samengaan van oud en nieuw) and the project teams specified the policy programme. The formulation of goals (on planning, quality and sales) is a gradual process that takes place in the project teams. Each year a monitor is published (figure 52) which contains a summary of what is decided within the project teams and what goals are formulated for the different projects. These monitors are presented to the management team which decides whether the recommendations offered in the monitors are to be executed. After this validation of the monitors they become policy documents. The goals and the project assignment are continuously adapted to new insights. De Key becomes specific about their intentions in the execution stage.
In the table below for the different complexes the goals are presented. Note that these goals are based on the intentions from the policy document SpaarndammerHout het samengaan van oud en nieuw of June 2001 but were gradually altered within project teams.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Amount and type of dwelling</th>
<th>Goal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>72 portico enclosed dwellings</td>
<td>At First (1999) demolition; now High level renovation and sale of all dwellings when they become vacant</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>18 portico enclosed dwellings</td>
<td>High level renovation; joining of dwellings; sale of 10 joined dwellings; acquire number 115 and 117</td>
</tr>
<tr>
<td>Acquired dwellings Spaarndammerstraat</td>
<td>+/-30 portico enclosed dwellings</td>
<td>Mid level renovation afterwards sale</td>
</tr>
<tr>
<td>Noordkop</td>
<td>33 portico enclosed dwellings (after intervention)</td>
<td>High level renovation of 13 dwellings located on the Spaarndammerstraat and Spaarndammerdijk 13-15, Afterwards sale; demolition of dwellings 1-11 located on the Spaarndammerdijk</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>480 portico enclosed dwellings</td>
<td>Install HR kettles and mechanical ventilation, remove asbestos, all 480 dwellings will be “prepared for sale” afterwards sale of 220 dwellings</td>
</tr>
<tr>
<td>Houtrijskstraat/ Hembrug straatblok A</td>
<td>8 portico enclosed dwellings</td>
<td>High level renovation and sale of all dwellings when they become vacant</td>
</tr>
<tr>
<td>Houtrijskstraat/ Hembrug straat blokken B en C</td>
<td>50 portico enclosed dwellings</td>
<td>Hull maintenance (Casco-and renewal)</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat D</td>
<td>10 portico enclosed dwellings</td>
<td>High level renovation part joining of dwellings in favour of housing the elderly</td>
</tr>
<tr>
<td>Assendelftstraat/ Houtrijkstraat</td>
<td>12 portico enclosed dwellings</td>
<td>High level renovation; joining of dwellings</td>
</tr>
<tr>
<td>Zaanstraat/ Zaandijkstraat</td>
<td>59 portico enclosed dwellings</td>
<td>At First demolition and newly build dwellings; now for 15 dwellings mid level renovation afterwards sale; remaining dwellings high level renovation</td>
</tr>
<tr>
<td>Brediushal</td>
<td>(no dwellings)</td>
<td>New sport facility And 50 newly build dwellings</td>
</tr>
<tr>
<td>Spaarn dammer carré (voorheen De Groene Deuren)</td>
<td>173 portico enclosed dwellings (after intervention 143 dwellings)</td>
<td>High level renovation part joining of dwellings; realisation of dwellings suitable for the elderly by adding an elevator to the building block; afterwards sale of 69 dwelling</td>
</tr>
<tr>
<td>Van Noordtstraat</td>
<td>13 portico enclosed dwellings</td>
<td>High level renovation joining 13 dwellings to form 19 student dwellings</td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>28 portico enclosed dwellings</td>
<td>Mid level renovation afterwards sale</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>96 portico enclosed dwellings</td>
<td>Part mid level part high level renovation afterwards sale of 47 dwellings</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>114 dwellings with own front door and 440 portico enclosed dwellings</td>
<td>Sale of 104 dwellings; await the tunneling and developments in the Houthavens (2e Tranche neighbourhood renewal) 2013</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>± 320 dwellings</td>
<td>(Intentions not yet known; technical evaluation has taken place)</td>
</tr>
</tbody>
</table>

Table 41 Goals for the Spaarndammerbuurt
The goals for the individual complexes have not changed very drastically in comparison with the intended strategy of 2001 (see table 28). A striking feature of the goals for the complexes is that no specific quality level is determined. Only the severity of the quality upgrade (midlevel renovation or high level renovation) is specified. What this intervention means for the different complexes is decided within the (independently operating) project teams and specified through individual programmes of requirements.

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**Maatschappelijke jaarrekening 2006  Spaarndammerbuurt**

In October 2007 De Key reflects on their performance in the Hoofdstedenbuurt from the period between 2001 and 2006 (figure 29). The main conclusions of that report are summarized below

**Conclusion goal 1 Differentiation of dwelling supply**  
Clearly the goal of a more diverse dwelling differentiation has been obtained. 197 dwellings have been sold, 80 larger dwellings were added to the social stock, 35 dwellings were placed in the free sector and 106 dwellings for the elderly were realised. The current situation is much more diversified than it was in 2001.

**Conclusion goal 2 Differentiation of target groups**  
Much effort is put into diversifying the target groups in the Spaarndammerbuurt. De Key realised dwellings for specific target groups but it is hard to ascertain whether or not the target groups live in these dwellings. De Key expect that in 10 years’ time the proposed shift in demographics is realised. But because registration of age is not available this statement will be hard to check.

**Conclusion goal 3 Towards a liveable community**  
De Key has put much effort in improving the liveability. Predominantly geared at supporting amenities in the neighbourhood. Results of a questionnaire showed that the residents in the neighbourhood are becoming more positive at the themes hindrance and safety. The opinion about the level of amenities has not changed. Even though De Key did put effort in improving that.

**Conclusions goal 4 Invest at a societal acceptable price**  
Unprofitable investments were made. However investing unprofitably is not a goal in itself the goal is to increase the liveability of the neighbourhood. Several indicators point that the neighbourhood is performing better than before (increase in sales prices, high demand for dwellings. The question whether or not the investments took are at a societal acceptable price remain unanswered.

*(De Key, 2007, p.34-35)*
6.3 Degree of goal realisation (step 3)

In the following section the degree in which De Key was able to realise the strategic goals as stated in table 29 will be discussed. In Appendix 1 the method to establish the degree of goal realisation for the strategic goals of De Key is presented. The goals as presented in table 29 relate to the two main themes that are researched: quality upgrade and sale. The degree of goal realisation will be defined on the basis of a 4 point scale for each specific theme. The degree of goal realisation for every theme will be defined as either

- Completely
- Predominantly
- Predominantly not
- Completely not

6.3.1 Degree of goal realisation theme: Quality upgrade

As mentioned before the individual project teams formulate the project assignment for the complexes internally. De key does not work with a standard programme of requirements associated with the different intervention levels. E.g. High level renovation can mean different things in different complexes. The different project teams decide what interventions need to take place. On the basis of a desired future level of quality a specific programme of requirements is formulated for a specific complex. The current residents of the complexes have a voice in what type of interventions take place and the future level of quality. Furthermore the city district Westerpark had a level of influence in the interventions. In 2001 guidelines/principles were formulated for the quality level that had to be obtained. These principles, formulated by the city district and agreed upon by the different actors, had a general character, there were no specification provided for individual complexes but goals for the entire dwelling stock in the Spaarndammerbuurt and not solely for the stock of De Key. In the table below the different goals relating to the quality upgrade of the stock of De Key in the Spaarndammerbuurt are presented. Furthermore the year of completion and the degree of goal realisation is presented.

Important to note
The labels that are provided are determined on the basis of an interview with the R. van Zelst. Because of the practice for De Key to continuously alter goals for individual complexes as well as the programme of requirements and the project assignment all “outcome” is justifiable with intentions. This is the reason why for the quality objectives if interventions took place the label completely is provided.
<table>
<thead>
<tr>
<th>Complex</th>
<th>Quality upgrade goal</th>
<th>Year of completion</th>
<th>Degree of goal realisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>High level renovation, quality described in complex specific PoR</td>
<td>2005</td>
<td>Completely</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>High level renovation; joining of dwellings; quality in complex specific described in PoR</td>
<td>2005</td>
<td>Completely</td>
</tr>
<tr>
<td>Acquired dwellings</td>
<td>Mid level renovation quality described in complex specific PoR</td>
<td>2005</td>
<td>Completely</td>
</tr>
<tr>
<td>Spaarndammerstraat</td>
<td>High level renovation of 13 dwellings located on the Spaarndammerstraat and Spaarndammerdijk; quality described in complex specific PoR, demolition of dwellings 1-11 located on the Spaarndammerdijk</td>
<td>2005</td>
<td>Completely</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Install HR kettles and mechanical ventilation, remove asbestos,</td>
<td>2003</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat</td>
<td>High level renovation quality described in complex specific PoR</td>
<td>September 2009</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat</td>
<td>Hull maintenance (Casco-and renewal</td>
<td>December 2008</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat</td>
<td>High level renovation part joining of dwellings in favour of housing the elderly quality described in PoR</td>
<td>October 2009</td>
<td>Completely</td>
</tr>
<tr>
<td>Assendelfstraat/ Houtrijkstraat</td>
<td>High level renovation quality described in PoR; joining of dwellings quality described in PoR</td>
<td>October 2008</td>
<td>Completely</td>
</tr>
<tr>
<td>Zaanstraat/ Zaandijkstraat</td>
<td>15 dwellings mid level renovation quality described in PoR remaining dwellings high level renovation quality described in complex specific PoR</td>
<td>November 2009, April 2010</td>
<td>Completely</td>
</tr>
<tr>
<td>Brediuschal</td>
<td>New sport facility And 50 newly build dwellings</td>
<td>?</td>
<td>No intervention have yet taken place</td>
</tr>
<tr>
<td>Spaarn dammer carré (voorheen De Groene Deuren)</td>
<td>High level renovation part joining of dwellings adding an elevator to the building block, quality described in complex specific PoR</td>
<td>2006</td>
<td>Completely</td>
</tr>
<tr>
<td>Van Noordtstraat</td>
<td>High level renovation joining 13 dwellings to form 19 student dwellings</td>
<td>May 2011</td>
<td>Completely</td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>Mid level renovation afterwards sale</td>
<td>Mei 2009</td>
<td>Completely</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>Part mid level part high level renovation afterwards sale of 47 dwellings adding elevator and galleries</td>
<td>2011</td>
<td>Completely</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>Sale of 104 dwellings; await the tunneling and developments in the Houthavens (2e Tranche neighbourhood renewal</td>
<td>Proposed 2013</td>
<td>No intervention have yet taken place</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>Intentions not yet known; technical evaluation has taken place</td>
<td>unknown</td>
<td>No intervention have yet taken place</td>
</tr>
</tbody>
</table>

Table 42 Degree of goal realisation theme Quality upgrade
### 6.3.2 Degree of goal realisation theme: Sale

In the Spaarndammerbuurt a considerable amount of dwellings will be put on the market after a quality upgrade. In this manner De Key wishes to contribute to a bigger differentiation of ownership situation (rent and sale). The revenues that are generated with the sale are used to subsidize the quality upgrade. In the table below for the different complexes the sales objectives are presented and the amount of dwellings that are sold are provided. Unfortunately not all data was available. The annual monitors did not address specific sales figures per complex and a round of questions with De Key proved to be unsuccessful. Where possible the degree of goal realisation is specified.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Sale Goal</th>
<th>Number of dwellings sold</th>
<th>Degree of goal realisation theme Quality upgrade</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>Sale of 72 dwellings when the become vacant</td>
<td>Complex specific data not available</td>
<td>Insufficient data available *</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>Sale of 10 joined dwellings</td>
<td>10</td>
<td>completely</td>
</tr>
<tr>
<td>Acquired dwellings Spaarndammer straat</td>
<td>Sale of 11 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Noordkop</td>
<td>Sale of 13 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Sale of 220 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok A</td>
<td>Sale of 8 dwellings</td>
<td>8</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijksstraat/ Hembrugstraat blok B en C</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok D</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Assendelfstraat/ Houtrijkstraat</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Zaanstraat/ Zaandijkstraat</td>
<td>Sale of 15 dwellings</td>
<td>13</td>
<td>predominantly</td>
</tr>
<tr>
<td>Brediushal</td>
<td>unknown</td>
<td>unknown</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Spaarn dammer carré (voorheen De Groene Deuren)</td>
<td>Sale of 69 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Van Noordtstraat</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>Sale of 28 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>Sale of 47 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>Sale of 104 dwellings after completion</td>
<td>0</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>Not yet known</td>
<td>0</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
</tbody>
</table>

Table 43 Degree of goal realisation theme Sale
Fortunately results for the entire sales objective were available. In this section the sale results as totals will be discussed in more detail.

The sale projection of annually 450 dwellings for the entire stock de Key as described in the strategic stock policy called “Een open oog voor nieuwe omstandigheden,” showed not to be realistic. Therefore the pool of dwelling up for sale was expanded. Later the target for the annual sale of dwellings was reduced to 200 dwellings annually. This was due to the increase in sales prices which increased the cash flow and lowered the expected unprofitable peaks. This in turn decreased the investment needs. During the period 2002-2007 De Key decided that in building blocks with both owner occupied and rental dwellings De Key must hold more than 50% of the building block to secure the majority vote concerning the future of the estate.

In the policy programme of June 2001 the intention was to sell 664 dwellings. This goal has drastically decreased since then due to the desire to hold more than 50% of all individual complexes and the autonomy of the project teams that specified the policy programme for the individual complexes.

In total 493 dwellings were planned to be sold. In total 340 dwellings were sold (per August 2010). This comes down to a percentage of 70%. In the table below the sales results per year are provided

<table>
<thead>
<tr>
<th>Year</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007-2008-2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount of dwellings sold</td>
<td>26</td>
<td>49</td>
<td>58</td>
<td>63</td>
<td>144</td>
</tr>
</tbody>
</table>

Table 44 sales figures De key, Spaarndammerbuurt (de key 2010)

The housing market in Amsterdam during the period 2002-2007 can best be described as a sellers market. Demand is very high and supply is limited. The reason that “only” 70% of the eligible dwelling have been sold can be found in the return guarantee that was offered to the current residents of the complexes. These residents were offered to buy a dwelling but were allowed to refuse and return as tenants. The mutation degree for the renovated dwellings was lower than expected (De Key, 2005 monitor 2005) which made selling the dwellings after they become vacant, more difficult. Sale of dwellings contributes to the goal to diversify the ownership situation but has not contributed to level that De Key thought it would. (ibid)

Special attention goes out to result of the new policy to hold 51% of the dwellings in complexes. Because agreements between De Key and the city district were made prior to this policy sales objectives elsewhere will be expanded to meet the purposed sales figures. (ibid)
### 6.3.3 Degree of goal realisation summary

In the table below for each complex each goal, dissected in themes quality upgrade and sale the degree of goal realisation is presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme Quality upgrade</th>
<th>Degree of goal realisation theme Sale*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>Completely</td>
<td>completely</td>
</tr>
<tr>
<td>Acquired dwellings Sparndammerstraat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Noordkop</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok A</td>
<td>Completely</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok B en C</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok D</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Assendelftstraat/ Houtrijkstraat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Zaandijkstraat/ Zaanstraat</td>
<td>Completely</td>
<td>predominantly</td>
</tr>
<tr>
<td>Brediushal</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Spaarndammer carré (formerly De Groene Deuren)</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Van Noordstraat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
</tbody>
</table>

* overall sale objective degree of goal realisation (340/493) 70% (per august 2010)
6.4 **Internal process quality (step 4)**

In the following section the internal processes that De Key has used to formulate and implement the strategic stock policy will be discussed on the basis of the 10 internal process quality indicators. In the theoretical framework of this thesis a more detailed theoretical overlook of the different IPQ’s is provided. As a reminder of which IPQ’s belong to which part of the SSM process figure 53 is presented.

![Internal process quality framework](Image)

**Figure 53 Internal process quality framework**

**Internal external analysis**

The analyses that led to the policy for the Spaarndammerbuurt was conducted by: the head of strategy and policy, the rayon manager and the process manager. Technical quality of the existing stock was the most dominant reason for interventions. The analyses took place by questioning people with knowledge of the neighbourhood, mostly people active in the Spaarndammerbuurt. An analysis was made of the complaints that came out of the neighbourhood. For different complexes a pattern existed. This gave De Key insight in what (quality) aspects needed to be addressed. The analysis stage is formalised by the policy programme of June 2001. This document sets the outlines for the interventions in the Spaarndammerbuurt. For the formulation of the policy document residents were not addressed. In the execution stage where the project assignment is formulated residents played a much larger role.

The analyses did not stop after 2001. When the project teams for the individual complexes were formed the project teams analysed the desires of the current residents to formulate the project assignment. Furthermore feasibility studies were conducted to measure the financial viability of the different options (scenarios). In (annual) monitors the current state of the approach of the Spaarndammerbuurt is described and analysed further. These monitors became policy documents themselves. This phenomenon accurately exposed the gradual nature of policy formulation in the Spaarndammerbuurt in the project teams.

**Synthesis, choice**

The translation of analyses to a decision took place rather intuitively (Zelst 2011). Knowledge of employees was used as input for the policy programme. De Key did not make use of decision trees or other formal methods. After formulation the management team of De Key validated the policy by agreeing with the principles in the document. After the management signed off upon the policy programme of 2001 it in essence became the deliberate strategy.
As mentioned before De Key predominantly focused on the current dwelling quality in 2001. De Key predominantly started from the perspective of the technical possibilities and difficulties that the stock offered. The City district focused more on social structure in its policy document (Beleidsplan SpaarndammerHout September 2001). This strong emphasis on quality influenced the decisions tremendously. Market conditions were not explored very much at this early stage of policy formulation. The market conditions are very favourable as almost any dwelling can either be sold or “filled” with a tenant (ibid).

Another aspect that influenced the decision tremendously was the notion (paradigm) of maintaining and recovering. De Key always though within these confines. This made the option for newly build dwellings considerably less likely to be chosen.

As mentioned before in the execution stage project teams were formed to address specific complexes. The choice for allowing these teams degree autonomy is important. Decisions made within those teams however are evaluated by the department of strategy and policy to check whether or not they are in line with the intended strategy and overall stock policy.

**Knowledge of the executioners**
De Key uses a structure of principal and contractor. However the contractor (de Principaal) was involved at an early stage of the plan formulation to tune that it took part in formulation of the assignment. The executioners were very closely involved in the formulation of the policy programme. This close collaboration between the policy formulators and the executioners ensured that the policy executioners (the project teams) knew what was expected from them. The policy document was formally transferred to the executioners. After the validation of the document by the management team the executioners could start forming project teams. The responsibilities ultimately lay with project manager. Executioners of the policy had a general function description which states their responsibilities. These responsibilities transgress the interventions in the Spaarndammerbuurt but do apply to their actions there.

**Ability of the executioners**
After the validation of the policy programme in 2001 for all different projects project teams were formed. These project teams consisted of representatives of the department Wonen, Bedrijfs Onroerend Goed B.O.G Corporate real estate) and the Principaal (project developer). The Principaal was responsible for the interventions in the Spaarndammerbuurt but other departments were involved to ensure a “smooth” process. The formation of the multidisciplinary project teams fits well into the adagium of “structure follows strategy”. The most important means that was provided to the executioners was money. Each project team had a budget to operate and to let interventions take place in the complexes they were assigned to. The project teams consisted of experienced people who had previously worked similar projects. The executioners already possessed the ability to take action.

Besides the internal project teams there was also an external team active. In this external team representatives of the other actors active in the Spaarndammerbuurt were present as well. The city district instigated that an operational organisation was constructed in which the different actors were to meet regularly. These meetings were organised and chaired by the City district Westerpark in the person of Co Stork. The representatives of the different organisations all had delegated authority and were “free” to make decisions. The process manager of the city district had delegate authority and had a “direct line” to the alderman of the city district which made this external group rather powerful.

**Willingness of the executioners**
From within the operational organisation of De Key there was no resistance to execute the policy. The fact that the policy from 2001 was not very detailed yet and the large autonomy of the teams contributed to this fact. The policy document was formulated...
with involvement of the executioners and their opinions about the neighbourhood were expressed in the document.

However resistance from outside the organisation can influence the willingness to execute the policy. From outside the operational organisation there was resistance. The last time a renovation took place in the Spaarndammerbuurt was 1979 and the residents often laggards, (successful residents often moved to other parts of Amsterdam) felt neglected by the authorities and there was a lot of distrust towards professionals active in their neighbourhood (Van Zelst, 2010). The project teams used a bottom up approach which gave the residents a voice in the final plans and project assignment. By giving the residents time and informing them about the changes that were going to take place a relation of trust was build. This rather paternalistic approach resulted in conflicts at early stages but finally trust was restored. De key showed that they were serious about changes and did not shy away from conflict. Legal procedures were started to evict people from their homes (Spaarndammercarre). At first this action caused a negative attitude towards De Key but it also showed their determination to restructure the neighbourhood.

**Specification of the policy programme**
The policy document of 2001 is rather specific from a practical viewpoint with strong emphasis on quality upgrades. What these upgrades entail however is not specified at all in these documents. This specification came in a later stage. In the formulation phase general goals are formulated. The project groups are relatively free to form the assignment in the execution stage. There was a large degree of policy freedom. For example: the desired level of quality. The qualities that a dwelling needs to offer are not specified in a standard programme of requirements. For each individual complex a programme was established on the basis of current (prior to intervention) technical quality and the possibilities that that offers and input from the residents. In the figure below the process described above is visually presented.

![Figure 54 specification of the policy programme in later stages](image)

Furthermore the sales objectives as stated in the deliberate strategy of 2001 are abandoned. De key acknowledged the fact that the City District Westerpark has a great level of influence over the amount of dwellings that are allowed to be put on the market in the Spaarndammerbuurt. The statements of 2001 only show the intentions of De Key this intentions are altered within the project groups as new goals concerning sale are formulated there. In the external project team with representatives of the different actors active in the neighbourhood the new sale goals are discussed.
Assumptions about the relationship between objectives and means

In Figure 55 the relation between objectives and means are shown through a goal means scheme.

**Figure 55 Goal mean scheme**

Figure 55 shows that for every objective a means is in place. The means allocated are often budget and expertise/experience. This is due to the nature of the project groups which were experienced and had relatively a large degree of freedom. The most important question concerning the goal means tree is: Are the means suitable for realising the goals? I think that the means that are provided through the policy are ample to reach the goals. It is remarkable that the two goals that relate to differentiation (dwelling quality and target groups) use the same means. By changing the physical appearance of the dwellings De key thinks they can attract new target groups. The make dwellings suitable for a particular target group but is not clear how they will attract that specific target group.

**Time and sequence of the policy programme**

The practice of gradually forming the project assignment on the basis of the general objectives is in the Policy document of June 2001 can best be placed under the header time and sequence of the policy programme. The project teams produce progress reports of the individual complexes they work on. These reports give shape to the project assignment. The goals are initially used as input for the assignment but come back cyclically; the goals are adapted to the assignment and the assignment to the goals as presented in the figure below.

**Figure 56 time and sequence loop De Key**
Case 3: De Key

For De Key figure 56 was not an infinite loop, eventually the project team decides on both the goals and the project assignment simultaneously. This is the reason why the goals on sale and quality are specified at a very late stage. The total progress of all projects in the Spaarndammerbuurt are monitored in annual monitor documents. These documents include recommendation which are validated by the department of Strategy and the management team and ultimately become policy documents themselves.

Alterations of existing/available procedures and routines
The last renovation of the Spaarndammerbuurt dated back since 1979. This made the policy of 2001 new for the neighbourhood. The Key is a product of mergers in 2000. Across the different partners the realisation came that many projects did not come of the ground. This was the reason for the introduction of so-called “projectmatig creeren (PC)”. Projectmatig creeren is a method of project management in which commitment is of vital importance. It stresses the importance of an integral approach with a strong principal who acts as an ambassador for the project and a contractor. The neighbourhood approach of the Spaarndammerbuurt is conducted in line with the methods of “projectmatig creeren”. The process manager R. van Zelst held meetings with the different project teams on how to work within the school of thought of “PC”. The actual labour and the intervention established by the different project teams was not new. The teams were experienced and from the point of view of executing the policy now new knowledge nor new procedures and routines were necessary. The notion of “projectmatig creeren” was geared predominantly at the internal structure of project teams controlled by a process manager (who himself is part of an external project team) to ensure a “smooth” process and integral approach of the restructuring.

Reaction of the target group undergoing the policy
Both the policy formulators and the latter executioners were positive towards the new policy. There was a sense of necessity amongst the employees of De Key and The Principaal of the changes that needed to happen in the Spaarndammerbuurt. The conclusions of the document Social integration and segregation in Amsterdam Old West and the Spaarndammerbuurt made sure that the De Key could not overlook the problems in the neighbourhood anymore.

The resident on the other side were weary at first but they warmed up to the interventions eventually( Van Zelst, 2011). In 2007 De Key evaluated their performance in the document called Maatschappelijke jaarrekening 2006. Part of this performance analysis was a questionnaire send out to the residents. This questionnaire showed that the residents in the neighbourhood are getting a more positive attitude towards hindrance and safety in the Spaarndammerbuurt. On behalf of creating the Maatschappelijke jaarrekening a stakeholders analysis was conducted. Additionally for this evaluation 15 key-figures of the neighbourhood were thoroughly interviewed. These 15 people were selected in close collaboration with the head of Strategy and policy, the professional active in the restructuring district and with the help of an external bureau called “De verandering”. The reactions of the key figures are predominantly positive. The changes in the Spaarndammerbuurt are visible and the image of the neighbourhood is benefitting because of it (van Zlest, 2011).
6.5 Degree of goal realisation and IPQ (Step 5)

In the following section the degree of goal realisation as established in paragraph 5.3 will be brought in relation to the internal process quality indicators that were used by De Key to work on the strategic goals. This will take place on and sale.

6.5.1 Degree of goal realisation and IPQ: Quality upgrade De Key

When we analyze the actions of De Key of how they worked on the goals related to the quality upgrade we see that the following IPQ indicators are addressed:

- Synthesis choice,
- Ability of the executioners
- Specification of the policy programme
- Time and sequence of the policy programs
- Reaction of the target groups undergoing the policy

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

![Diagram of Internal Process Quality and Degree of Goal Realisation]

**Figure 57 IPQ and degree of goal realisation theme ownership situation quality upgrade**

Below for every IPQ indicator specifically addressed a small description and evaluation will be offered.

2 Synthesis choice/ 4 specification of the policy programme/ 7 time and sequence of the policy programme/ 10 reactions of the target group undergoing the policy

A very important IPQ that De Key deployed is the choice to only formulate an intervention level in formulation phase. The Specification of this intervention level takes place completely in the execution phase. The formulation and specification of the intervention level is conducted by the policy executioners (the project teams). Which are able to do so because of delegated authority, their experience from previous projects and input from the tenants (target group undergoing the policy). No standard programme of requirements is used. The current qualities of the dwellings and building blocks and the possibilities that they offered formed the basis of the project assignment. Goals and the project assignment were continuously altered to finally become almost the same entity. A programme is written to function as input for the (re)design, this...
programme of requirements is almost identical to the project assignment. The practice of continuously altering of the goals and project assignment is a good example of using timing and sequence of a policy programme in the execution phase. Every internal project progress report had its own merit and added to specification of the policy programme.

**Ability of the executioners**
In the preparation stage of the policy implementation phase De Key forms project teams. In order to increase coherence in these teams the project manager introduced the notion of “Projectmatig creeren”. This project management methodology ensures that all executioners are in line and helps the willingness of the executioners.

**Degree of goal realisation dwelling quality Volkshuisvesting Arnhem**
In the table below the degree of goal realisation for De Key on the theme quality is presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Quality upgrade goal</th>
<th>Degree of goal realisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>High level renovation; quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>High level renovation; joining of dwellings; quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Acquired dwellings Spaarndammerstraat</td>
<td>Mid level renovation; quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Noordkop</td>
<td>High level renovation of 13 dwellings located on the Spaarndammerstraat and Spaarndammerdijk 13-15; quality described in PoR, demolition of dwellings 1-11 located on the Spaarndammerdijk</td>
<td>Completely</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Install HR kettles and mechanical ventilation, remove asbestos.</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijsstraat/ Hembrugstraat blok A</td>
<td>High level renovation; quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijsstraat/ Hembrugstraat blokken B en C</td>
<td>Hull maintenance (Casco-and renewal)</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijsstraat/ Hembrugstraat blok D</td>
<td>High level renovation part joining of dwellings in favour of housing the elderly; quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Assendelftstraat/ Houtrijsstraat</td>
<td>High level renovation quality described in PoR; joining of dwellings quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Zaanstraat/ Zaanstraat</td>
<td>15 dwellings mid level renovation; quality described in PoR; remaining dwellings high level renovation quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Brediuschal</td>
<td>New sportt facility And 50 newly build dwellings</td>
<td>No intervention have yet taken place</td>
</tr>
<tr>
<td>Spaarndammer carré</td>
<td>High level renovation part joining of dwellings adding an elevator to the building block; quality described in PoR</td>
<td>Completely</td>
</tr>
<tr>
<td>Van Noordtstraat</td>
<td>High level renovation joining 13 dwellings to form 19 student dwellings</td>
<td>Completely</td>
</tr>
<tr>
<td>Polanenstraat</td>
<td>Mid level renovation afterwards sale</td>
<td>Completely</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>Part mid level part high level renovation afterwards sale of 47 dwellings adding elevator and galleries</td>
<td>Completely</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>Sale of 104 dwellings; await the tunneling and developments in the Houthavens (2e Tranche buurtvernieuwing)</td>
<td>No intervention have yet taken place</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>(Intentions not yet known; technical evaluation has taken place</td>
<td>No intervention have yet taken place</td>
</tr>
</tbody>
</table>

*Table 46 degree of goal realisation theme quality upgrade*
The degree of goal realisation on the theme quality is extremely high. This is due to the late stage in which the goals are formulated. And the timing and sequence of the policy documents at this theme (progress reports). In this late stage of the SSM process the goals and the project assignment have become almost the same entity which results that the outcome is always in line with the goals and therefore completely accomplished. The fact that the executioners had experience in dealing with these type of interventions makes sure that this process can be upheld. By allowing for late specification of the policy programme De Key shows that they acknowledge the role of emergent factors. By deliberately being vague/ unspecific in the formulation phase De Key becomes increasingly flexible for unexpected events.

It could be argued that giving the label “completely” for the degree of goal realisation of individual complexes in Spaarndammerbuurt is arbitrary because all outcome can be justified with the intentions because they gradually become the same entity.
6.5.2 Degree of goal realisation and IPQ: Sale De Key

When we analyze the actions of De Key of how they worked on the goals related to sale we see that the following IPQ indicators are addressed:

- Synthesis choice,
- Specification of the policy programme
- Time and sequence of the policy programme
- Reactions of the target group undergoing the policy

In the figure below indicators of the internal process quality that were specifically addressed to realise the goals relating quality are highlighted in blue.

**Synthesis choice**
The choice in the formulation stage to sell parts of the stock was based on what could be possible. The city district Westerpark (which ultimately decides how much dwellings are allowed to be put on the market) did not sign of on the proposed sales volumes at that point in time. Posing the numbers in that stage had the effect that the city district could review the proposal and come back to De Key with alterative proposals. The choice in 2001 can be characterised more as a first move or proposal than a definitive one. During the formulation stage De key decided deliberately to specify the goals later on in closer collaboration with the city district and the external project organisation in which representatives of other stakeholders active in the Spaarndammerbuurt are present.

**Specification of policy/ Time and sequence of the policy programme**
The gradual nature of policy formulating has already been discussed. De Key actively used this quality of their SSM process to formulate the goals and the assignment in the execution phase. Analysis for the specification was limited. The project teams decided what they thought was best and periodically checking back with the department of strategy and policy and the City District.

**Reactions of the target group**
De Key actively approached the residents of the Spaarndammerbuurt and more specific the residents of the different complexes with the statement that they could buy a dwelling. Furthermore they published on their website that dwellings were going to be sold in the Spaarndammerbuurt. On Building signs (bouwborden) in the neighbourhood and on the special website for the interventions in the Spaarndammerbuurt stood that dwellings were going to be sold. This actions encompass the entire scope of marketing.
activities and stimulation of the target group by De Key. The activities seem limited but Amsterdam has very favourable market conditions.

**Degree of goal realisation sale De Key**

In the table below the degree of goal realisation for De Key on the theme sale is presented.

<table>
<thead>
<tr>
<th>Complex</th>
<th>Sale Goal</th>
<th>Number of dwellings sold in</th>
<th>Degree of goal realisation theme Quality upgrade</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>Sale of 72 dwellings when the become vacant</td>
<td>Complex specific data not available</td>
<td>Insufficient data available *</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>Sale of 10 joined dwellings</td>
<td>10</td>
<td>completely</td>
</tr>
<tr>
<td>Acquired dwellings Spaarndammer straat</td>
<td>Sale of 11 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Noordkop</td>
<td>Sale of 13 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Sale of 220 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Houtrijk straat/ Hembrug straat blok A</td>
<td>Sale of 8 dwellings</td>
<td>8</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijks traat/ Hembrug straat blokken B en C</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Houtrijk straat/ Hembrug straat blok D</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Assendelftstraat/ Houtrijk straat</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Zaanstraat/ Zaandijk straat</td>
<td>Sale of 15 dwellings</td>
<td>13</td>
<td>predominantly</td>
</tr>
<tr>
<td>Brediushal</td>
<td>unknown</td>
<td>unknown</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Spaarn dammer carré (voorheen De Groene Deuren)</td>
<td>Sale of 69 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Van Noordt straat</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Polanen straat</td>
<td>Sale of 28 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Oostzaan straat</td>
<td>Sale of 47 dwellings</td>
<td>Complex specific data not available</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>Sale of 104 dwellings after completion</td>
<td>0</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>Not yet known</td>
<td>0</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
</tbody>
</table>

Table 47 Degree of goal realisation sale De Key
The degree of goal realisation is rather high. For the individual complexes much information is not known but the total figures suggest that the degree of goal realisation for those complexes ranges from predominantly not to completely. If the dwellings that are sold would be distributed equally among the complexes the complexes would receive the label predominantly (see appendix 1).

It should be mentioned that De Key experienced little hindrance form the credit crunch. The supply of dwellings in Amsterdam is smaller than the demand which makes selling of dwellings relatively easy (van Zelst, 2010). In general external effects are of great influence for the level of success on the theme sale. For De Key external circumstances were favourable. The city district has influence over the amount of dwellings that are allowed to be put on the market by housing associations. Because the housing associations are the predominant owner in the Spaarndammerbuurt the city district has great control over the market and sub sequentially over the specification of the policy programme for housing associations on this theme.

*overall sale objective degree of goal realisation (340/493) 70% (per august 2010)*
6.6 **Summary case 3 De Key**

The third case that is researched for this thesis is De Key. De Key is a housing association active in Amsterdam. The restructuring district that is researched for this case is the Spaarndammerbuurt. In this summary an answer will be formulated to the two most important questions for this thesis

*How effective is the policy in the restructuring district?*

Effectiveness is described as the degree in which De Key was able to reach their own goals they formulated on behalf of the interventions in the Spaarndammerbuurt. To establish this, first the strategic goals for the neighbourhood need to be reviewed. The formulation of the goals for the Spaarndammerbuurt took place via a set of policy document which increasingly became more specific. In the figure below the document timeline for De Key is presented.

After the Policy plan of 2001 De key formed project teams to intervene in the different complexes. Within these teams goals for the individual complexes were formulated. These themes were:

- Quality upgrade
- Sale

In the following table the degree of goal realisation of the actions of De Key for the different themes are presented.
<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme Quality upgrade</th>
<th>Degree of goal realisation theme Sale*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>Completely</td>
<td>completely</td>
</tr>
<tr>
<td>Acquired dwellings Spaarn dammer straat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Noordkop</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok A</td>
<td>Completely</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blokken B en C</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Houtrijkstraat/ Hembrugstraat blok D</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Assendelft straat/ Houtriek straat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Zaanstraat/ Zaanlijk straat</td>
<td>Completely</td>
<td>predominantly</td>
</tr>
<tr>
<td>Brediushal</td>
<td>No interventions have yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Spaarndammer carré (formerly De Groene Deuren)</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Van Noordstraat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Polanen straat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Oostzaanstraat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>No interventions have yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>No interventions have yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
</tbody>
</table>

Can the degree of goal realisation be related to the internal process quality? Or do other factors (emergent strategies) play a role in the degree of goal realisation?

By showing which parts of the SSM process De Key used to work on the different goals, the internal process quality will be related to the degree of goal realisation.
The degree of goal realisation on the theme quality is extremely high. This is due to the late stage in which the goals are formulated. And the timing and sequence of the policy documents at this theme (progress reports). In this late stage of the SSM process the goals and the project assignment have become almost the same entity which results that the outcome is always in line with the goals and therefore completely accomplished. The fact that the executioners had experience in dealing with these type of interventions makes sure that this process can be upheld. By allowing for late specification of the policy programme De Key shows that they acknowledge the role of emergent factors. By deliberately being vague/ unspecific in the formulation phase De Key becomes increasingly flexible for unexpected events.

The degree of goal realisation is rather high. For the individual complexes much information is not known but the total figures suggest that the degree of goal realisation for those complexes ranges from predominantly not to completely. If the dwellings that are sold would be distributed equally among the complexes the complexes would receive the label predominantly. It should be mentioned that De Key experienced little hindrance form the credit crunch. The supply of dwellings in Amsterdam is smaller than the demand which makes selling of dwellings relatively easy (van Zelst, 2010).In general external effects are of great influence for the level of success on the theme sale. For De Key external circumstances were favourable. The city district has influence over the amount of dwellings that are allowed to be put on the market by housing associations. Because the housing associations are the predominant owner in the Spaarndammerbuurt the city district has great control over the market and sub sequentially over the specification of the policy programme for housing associations on this theme.
Cross Case Analysis (step 6)
7. Cross Case Analysis (step 6)

Introduction to the cross case analysis

In this chapter the three cases that were researched will be cross examined. This means that an evaluation will take place on the basis of a relative comparison between the three cases. At first the strategic goals as formulated by the different housing associations will be introduced and evaluated. Furthermore the degree of goal realisation for the themes that are similar for the different organisations will be compared and elaborated on. Finally the degree of goal realisation will be reviewed in the light of the individual processes that led to the policy and its implementation. Figure 59 visually describes the practice in this chapter.

The questions that will be answered in this cross case analysis are

- Which goals are comparable between the three cases?
- What do the goals have in common?
- What is the degree of goal realisation for the goals?
- Which IPQ's are deployed by the housing associations to work on their goals for restructuring districts?
- Which IPQ's were important to realise the degree of goal realisation?
- Which IPQ's are of lesser importance to realise the degree of goal realisation?
7.1 Goals

In this section of the cross case analysis the goals of the housing associations will be reviewed to gain a broader perspective on the intentions of the researched housing associations. In tables 15, 28 and 38 the strategic goals for the housing association Waterweg Wonen, Volkshuisvesting Arnhem and De Key are presented.

7.1.1 Themes

In the table below the different themes on which all three organisations formulate goals on complex levels are presented.

<table>
<thead>
<tr>
<th>Theme</th>
<th>Waterweg Wonen</th>
<th>Volkshuisvesting Arnhem</th>
<th>De Key</th>
</tr>
</thead>
<tbody>
<tr>
<td>theme</td>
<td>Quality</td>
<td>Dwelling Quality</td>
<td>Quality upgrade</td>
</tr>
<tr>
<td>theme</td>
<td>Sale</td>
<td>Dwelling type</td>
<td>Sale</td>
</tr>
<tr>
<td>theme</td>
<td>Planning</td>
<td>Ownership situation</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Table 48 Themes on which goals are formulated

As the table above illustrates there are themes that have much in common and are highly comparable this is presented by matching colours. Below the different themes on which goals are formulated will be discussed briefly.

**Quality, dwelling quality, quality upgrade**

All housing associations formulate goals relating to the quality of the stock in the restructuring districts and individual dwellings. The different associations use different terminology but quality, dwelling quality and quality upgrade basically revolve around the same aspect: changing the current undesired level of quality that the dwellings or building blocks offer, to meet new levels of quality that are more preferable according to the housing association. Waterweg Wonen and VHV Arnhem already have a clear vision what the new level of quality ought to be. This vision is formalized in a standard programme of requirements. De Key expresses the wish for change by stating a quality upgrade in terms of mid level or high level renovation. What this entails for individual complexes and dwellings is determined inside project teams during the execution stage.

**Sale, ownership situation**

The themes ownership situation and Sale also have strong ties. However Waterweg Wonen purely formulates sale objectives for complete building blocks, Volkshuisvesting Arnhem and De Key aims at both owner occupied and rental dwellings within complexes. For VHV Arnhem there are clear conflicting aspects to their sale goals. They state that they are ambiguous towards a specific differentiation by labelling a complex “te woon” but still a 80%/20% owner occupied to rent ratio is stated as a goal. This is clearly contradictory but it helps increasing the measurability of the goals. With only the “te woon” policy all outcome would in accordance with the policy.

The goal of Waterweg Wonen to sell of two complexes of their stock in the Hoofdstedenbuurt changed. First it was planned to be sold under “koopgarant” conditions because the neighbourhood would benefit form a more diverse ownership situation. After financial uncertainty that part of the sale goal was lifted. Waterweg Wonen shows that they want to act socially responsible but only when it’s convenient. The practice of adopting goals to new insights will be described later on this chapter as well as in the discussion (chapter 8.2.2).

**Planning**

It is mentioned before but Waterweg Wonen is the only organisation researched that includes strict principles for planning the (quality upgrade) interventions. For VHV Arnhem and De Key the time aspects is deliberately kept vague to become more specific execution phase when more information is available.
Under the header dwelling type VHV Arnhem lists two activities: demolition and joining of dwellings. For the demolition aspect VHV includes a time aspect for the joining of dwellings they do not due to fact that interventions can only take place when one of the two superposed (duplex) dwellings becomes vacant. Other organisation would list these type of activities under different headers. De Key would list joining of dwellings under quality upgrade as that intervention is sometimes part of High level/mid level renovation.

### 7.1.2 SMART analysis

In this section we will take a closer look at the policy formulation of the different housing associations. This will take place by analysing different aspects of the goals (so-called smart aspects), the relation between those goals and the context in which the housing associations work and the consequences of this for the neighbourhood approach.

During step 2 of the research methodology (figure 28) for each individual case the goals are operationalized in measurable terms. In this section the goals of the different housing associations will be analysed on the basis of the SMART principle. SMART is an acronym for Specific, measurable, ambitious, realistic and time bound. For each aspect of the smart principle the researched housing association will be discussed to gain a broader insight in the goals for the different associations.

#### Specific

**Waterweg Wonen**

The goals as formulated by Waterweg Wonen are specified very thoroughly. On the theme quality the goals are specified through quality levels. Each quality level has its own written programme of requirements. Sales goals are also very specific. Not only are the amounts of dwellings to be sold determined also the conditions under which these sales need to place are specified. Thirdly the pace of sales is specified which makes the sales goal all around very tangible. The planning aspect is specified through a year in which the interventions need to be finished.

**Volkshuisvesting Arnhem**

VHV Arnhem specifies their goals thoroughly. On the theme dwelling quality, quality requirements are stated in a standard programme of requirement, this standard programme is adjusted to the tune of the specific demands for a complex. While maintaining the structure of the standard programme. On the theme ownership situation, sales goals are specified to the degree of amount of dwellings that are to be sold and under which conditions sales need to take place. The first aspect seems odd because of the general “te woon” policy of VHV Arnhem. The “Te woon” policy displays an ambiguous attitude towards ownership situation in a certain complex however VHV Arnhem still expresses the desire to have a differentiation of ownership of 80% home owners 20% rent in newly build complexes in Malburgen West. To deviate from the general “te woon” policy makes the goals for ownership situation much more specific. The goals related to dwelling type are specified by actions that need to take place.

**De Key**

The goals of De Key in the Spaarndammerbuurt are not specified very thoroughly. Only two themes can be distinguished on a complex level. In the formulation phase only the goals related to sale are specified and only an intention is provided. These sale goals are more a conversation starter, an instigator for further goal development then anything else. The actual goals are formulated in a later stage the execution stage. The goals related on quality are specified to the tune of a stated intervention level. What this level entails is not specified.

#### Conclusions Specific nature of the goals

Considering the three housing associations we can conclude that Waterweg Wonen is most specific when formulating their goals, closely followed by VHV Arnhem. De Key
lags behind in this aspect. For De Key the specification takes place in the execution stage rather than the formulation stage. The earlier and more specific a housing association expresses their goals the more accountable they become. Waterweg Wonen is accountable from an early stage. Being this clear about goals and informing the outside world results in being more accountable.

**Measurable**

**Waterweg Wonen**
The goals of Waterweg Wonen have a measurable element to them on each theme. The high level of specificity helps. The measurable element of all goals is specified in advance and is communicated to residents and the municipality. This practice greatly enhances Waterweg Wonen’s accountability as very many people can review whether they are successful.

**VHV Arnhem**
VHV Arnhem uses strategic neighbourhood vision documents which forces decision makers within VHV to operationalise their goals in measurable terms. These goals are formulated on a higher scale (neighbourhood level) and neglect goals for individual complexes. The measurable aspect for complexes is less strict. The standard programme of requirements which is adapted for specific complexes offers possibilities to measure the performance. The goal to have a differentiated ownership situation of 80%-20% between owner occupied and rent also increases the measurability of the performance.

**De Key**
The goals of De Key are specified in a late stage. In the formulation stage of the SSM process De Key is deliberately vague about goals for individual complexes. Because the goals and project assignment are continuously altered within the project teams a measurable element is hard to find. The lack of a standard programme of requirements or a definition what mid level and high level renovations entail make the goals of De Key difficult to measure. Furthermore it diminishes strict accountability as De Key is only accountable for an intervention, what the intervention actually entails is not clear.

**Conclusions Measurable nature of the goals**
Both Waterweg Wonen and VHV Arnhem formulate goals with a measurable element to them in the formulation phase of the SSM process. For VHV this measurable elements changes slightly in the execution phase. The goals of De Key become measurable only during the execution stage. The goals formulated by the project teams must be in line with the spirit of the more general goals as formulated in the formulation stage. One could argue that De Key follows the intention of the goals and Waterweg Wonen follows the letter of the goals. From a perspective of accountability and measurability for this research the method of Waterweg Wonen is preferable.

**Ambitious**

**Waterweg Wonen**
The ambition level of the goals for the Hoofdstedenbuurt of Waterweg Wonen are disputed by several parties. The municipality thinks that the goals lack ambition. The residents share this opinion especially those who took part in the workshops in the analysis stage. The workshops might have raised unrealistically high expectations for the residents as every possible option was explored and treated equally viable. Exemplary to the lack of ambition on the part of Waterweg Wonen is the proposed entrance hall that was to be constructed for the complex located on the Bonnweg. The meeting function of this entrance was replaced by a coffee corner in the former janitor’s office. The CEO of Waterweg Wonen can be held responsible for the ambition level as he singlehandedly chose not to implement more ambitious plans in the Hoofdstedenbuurt because of Waterweg Wonen’s involvement in other restructuring districts.
VHV Arnhem
The ambition level for Malburgen West is considerable. VHV Arnhem did not fear a big restructuring task and has taken on a extensive development operation. Producing newly build dwellings, joining of dwellings, demolitions were deployed as part of the neighbourhood interventions. VHV Arnhem aspired to attract people from outside Malburgen West (outside Arnhem even) to the new dwelling in the neighbourhood. This notion is exemplary for VHVs high ambition level. Without offering a very qualitative dwelling and living environment attracting outsiders to Malburgen West will be difficult.

De Key
The size and nature of the assignment in the Spaarndammerbuurt is considerable. De Key does not shy away from joining of dwellings, demolishing structures and producing newly build dwellings. The ambitions as formulated in 2001 of by De Key individually and the City District Westerpark jointly illustrate a high ambition level. Both documents describe extensive changes for the neighbourhood as a whole and aim at an integral approach for the neighbourhood.

Conclusions Ambitious nature of the goals
Overall we can conclude that VHV Arnhem and De key display the highest level of ambition. Waterweg Wonen is less ambition and aims at the “Low hanging fruit”. The ambition level in itself is not without ambition but due to the high expectations that were raised in the analysis stage and in comparison to other housing association active in different restructuring districts the ambitions are quite low. A strong assumption for ambitious goals is that they are harder to accomplish then less ambitious goals. Further on in this report this assumption will be evaluated against the degree of goal realisation.

Realistic
Waterweg Wonen
Waterweg Wonen calls itself a down to earth organisation. They take pride in the fact that they conduct realistic projects in the Hoofdstedenbuurt. This notion can be conflicting with the ambition level. In stead of saying they lack ambition the say that they are very realistic and down to earth. The aimed quality level is a prime example of this realistic goal setting. Furthermore the sale of dwellings was to take place under “Koopgarant conditions”. This means that dwellings would be sold at prices below market value. This would make the sale of all 241 dwellings besides socially empowering more realistic.

VHV Arnhem
Generally speaking the objectives of VHV Arnhem do not seem unreasonable. The volume of dwellings that will be put on the market is rather high. It appears that the goals concerning selling of the stock stem from the perspective of what is good for the neighbourhood, the wish to attract outsiders is proof of this. Market research is less of a basis of this formulated goal which makes the goals on this theme more ambitious but less realistic.

De Key
The goals of the Key are not specified thoroughly enough to give a complete evaluation of their sense of reality. The interventions levels as stated in the policy document do not seem unrealistic at all and the large sales goal, in a favourable market as Amsterdam is, also seem justifiable.

Conclusions Realistic nature of the goals
Overall we can conclude that the goals as formulated by the different housing associations are realistic of nature. The tension between ambition and sense of reality is clear in all three cases.
**Time bound**

**Waterweg Wonen**

The aspect concerning time is incorporated in the goals of Waterweg Wonen. They have a clear picture of when the work needs to be finished. The planning aspect is very important because most of the tenants will be staying in their apartments when the interventions take place. This illustrates the need for strictly abiding by the daily schedules that are made. For the pace of sales also a specification of what is desirable is presented. The time aspect is an integral part of the goals that Waterweg Wonen has for the Hoofdstedenbuurt.

**VHV Arnhem**

For VHV Arnhem the time aspect does come back for goals concerning the entire stock. However for the individual complexes the time aspect is neglected. Of course a planning was made but there is no pressure or concern to uphold or abide on strict planning. At the last moment the planning could change due to external factors such as market conditions. A far bigger constraint than time was the budget.

For goals related to selling of parts of the existing stock, Volkshuisvesting Arnhem explicitly does not formulate goals concerning pace of sales. This is due to their “te woon” policy.

**De Key**

The time aspect is loosely defined in the policy document of De Key. The implementation horizon for the interventions in the Spaarndammerbuurt is specified (2001-2008) but that is the full extend of the specification concerning time. A time aspect for individual projects is not mentioned. The sale objectives sometimes contain the prefix of “sale when they become vacant”. Although this does not enhance measurability.

**Conclusions time bound nature of the goals**

Only for Waterweg Wonen is the time aspect an integral part of goal formulation. Both VHV Arnhem and De Key don't really value the time constraint of goals. The time aspect could also be seen as part of the specification or measurability. Waterweg Wonen is more measurable due to the fact that the time aspect is included in the goals.

**Summary SMART analysis**

The table below offers a visual evaluation of the SMART nature of the goals as formulated by Waterweg Wonen, VHV Arnhem and De Key.

<table>
<thead>
<tr>
<th>Major term</th>
<th>Waterweg Wonen</th>
<th>Volkshuisvesting Arnhem</th>
<th>De Key</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️/ ✔️</td>
</tr>
<tr>
<td>Measurable</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Ambitious</td>
<td>✗</td>
<td>✔️</td>
<td>✗</td>
</tr>
<tr>
<td>Realistic</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Time bound</td>
<td>✔️</td>
<td>✗</td>
<td>✗</td>
</tr>
</tbody>
</table>

Table 49 summary of SMART Analysis
7.2 Degree of Goal Realisation

In the tables below the degree of goal realisation for the different housing associations is presented. (the colours in the three tables above indicate that those themes in matching colours are comparable)

<table>
<thead>
<tr>
<th>Number complex</th>
<th>Degree of goal realisation Theme: QUALITY</th>
<th>Degree of goal realisation Theme: SALE</th>
<th>Degree of goal realisation Theme: PLANNING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1111 Brusselweg</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1104 Madridweg</td>
<td>predominantly</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1111 Bonnweg</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1110 Bernweg</td>
<td>Completely +</td>
<td>Completely not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>1105 Luxemburgweg</td>
<td>completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1106 Londenweg</td>
<td>predominantly</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>1109 Wenenweg</td>
<td>completely</td>
<td>N/A</td>
<td>Completely +</td>
</tr>
<tr>
<td>1108 Lissabonweg laag</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>1109 Lissabonweg hoog</td>
<td>No intervention have yet taken place</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
</tbody>
</table>

Table 50 Degree of goal realisation Waterweg Wonen

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme: Dwelling quality</th>
<th>Degree of goal realisation theme: Dwelling type</th>
<th>Degree of goal realisation theme: ownership situation</th>
</tr>
</thead>
<tbody>
<tr>
<td>270 (Hazelaar-straat)</td>
<td>N/A</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>271 (Morgenster-straat e.o.)</td>
<td>N/A</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>272 (Hoefblad-laan e.o.)</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>273 (Ereprijslaan e.o.)</td>
<td>Joined dwellings</td>
<td>Completely</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>72 remaining dwellings</td>
<td>N/A</td>
<td>N/A</td>
<td>Completely not</td>
</tr>
<tr>
<td>18 demolition dwellings</td>
<td>N/A</td>
<td>completely</td>
<td>N/A</td>
</tr>
<tr>
<td>276 (Madelievenstraat e.o.)</td>
<td>N/A</td>
<td>Predominantly not</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>279 (appartementencomplex Koningslinde (Plantage Noord, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly not</td>
</tr>
<tr>
<td>280 (Hoornbladstraat e.o. (Plantage Noord, deel 1b) Plantage Noord, deel 2)</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>281 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>Predominantly</td>
</tr>
<tr>
<td>282 (appartementencomplex Nachtschade (Plantage Zuid, deel 1a))</td>
<td>Completely</td>
<td>N/A</td>
<td>completely</td>
</tr>
<tr>
<td>Appartementencomplex Robinia (Plantage Zuid deel, 1b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
<tr>
<td>281/283/284 (Plantage Zuid, deel 2b)</td>
<td>Completely</td>
<td>N/A</td>
<td>predominantly</td>
</tr>
</tbody>
</table>

Table 51 Degree of goal realisation VHV Arnhem
### Cross Case Analysis (step 6)

**Table 52 Degree of goal realisation De Key**

<table>
<thead>
<tr>
<th>Complex</th>
<th>Degree of goal realisation theme</th>
<th>Sale*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Het Behouden Huys</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Cederhof (voorheen non food)</td>
<td>Completely</td>
<td>completely</td>
</tr>
<tr>
<td>Acquired dwellings Spaarn dammer straat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Noordkop</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Suikerplein e.o.</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Houtrijk straat/ Hembrug straat blok A</td>
<td>Completely</td>
<td>Completely</td>
</tr>
<tr>
<td>Houtrijks traat/ Hembrug straat blokken B en C</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Houtrijk straat/ Hembrug straat blok D</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Assendelft straat/ Houtrijk straat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Zaanstraat/ Zaandijk straat</td>
<td>Completely</td>
<td>predominantly</td>
</tr>
<tr>
<td>Brediushal</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Spaarn dammer carré (voorheen De Groene Deuren)</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Van Noordt straat</td>
<td>Completely</td>
<td>N/A</td>
</tr>
<tr>
<td>Polanen straat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Oostzaan straat</td>
<td>Completely</td>
<td>Insufficient data available</td>
</tr>
<tr>
<td>Tasmanstraat/ Nova Zembla</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
<tr>
<td>Other dwellings in 2nd tranche</td>
<td>No interventions hve yet taken place</td>
<td>Dwellings have not been put on the market yet</td>
</tr>
</tbody>
</table>
Degree of Goal realisation Cross Cases & Conclusion

In this paragraph the degree of goal realisation for the two comparable themes among the different cases will be discussed. The two comparable themes are quality and ownership situation/sale.

7.2.1 Quality

In the table below for each housing association an overview is presented of their performance on the theme quality. Only complexes where interventions have taken place are taken into account.

<table>
<thead>
<tr>
<th></th>
<th>Waterweg Wonen</th>
<th>VHV Arnhem</th>
<th>De Key</th>
</tr>
</thead>
<tbody>
<tr>
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<tr>
<td>Degree of goal realisation Quality</td>
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</tr>
<tr>
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<td>14</td>
</tr>
<tr>
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</tr>
<tr>
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<td>0</td>
</tr>
<tr>
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<td>0</td>
</tr>
<tr>
<td>total</td>
<td>6</td>
<td>8</td>
<td>14</td>
</tr>
<tr>
<td>Reason for omissions</td>
<td>Remaining complex has not yet been targeted</td>
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<td>3 remaining complexes have not yet been targeted</td>
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<tr>
<td>Percentage completely</td>
<td>57%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 53 Performance on the theme quality

When we analyze the results we can conclude that the degree of goal realisation for all three organisations is rather high. Both VHV Arnhem and De Key score 100% complete goal realisation. For Waterweg Wonen the score is a bit lower but the results are still impressive. All goals are either completely or predominantly successful. The only reason why Waterweg Wonen scores the “predominately” label twice, is due to a slight deviation from the Programme of requirements. Individual heating was implemented rather than collective heating which was required form the Programme of requirements. An alteration like this would not even be noticed or measurable if the same process of De Key where the project assignments is continuously altered in the execution stage was used.

The results show that the higher ambition level of VHV Arnhem or De Key did not result in a lower degree of goal realisation which was expected. In fact the contrary is true. The least ambitious has the most difficulty to realise their quality goals. However this overlooks the fact that the methodology used for the research of the cases indicates a deviation from the PoR as not fulfilling the goals completely. Waterweg Wonen actually accepts this deviation as if it were planned all along. Furthermore Waterweg Wonen actually managed to realise a quality level that was sometimes higher than stated in the programme of requirements. This does not show up in the table. A lot comes down to against what the results are evaluated. In this case against goals dated back from 2006.
7.2.2 Ownership situation / sale

In the table below for each housing association an overview is presented which shows the housing associations performance on the theme sale.

<table>
<thead>
<tr>
<th></th>
<th>Waterweg Wonen</th>
<th>VHV Arnhem</th>
<th>De Key</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount of sale goals</td>
<td>2</td>
<td>12</td>
<td>13</td>
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<tr>
<td>Degree of goal realisation</td>
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<tr>
<td>Sale/ownership distribution</td>
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<td></td>
</tr>
<tr>
<td>complete</td>
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<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Predominantly</td>
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<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>0</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Completely not</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>total</td>
<td>2</td>
<td>12</td>
<td>3</td>
</tr>
<tr>
<td>Reason for omissions</td>
<td>N/A</td>
<td>N/A</td>
<td>For several complexes the amounts are not known For 3 complexes the dwellings have not put on the market</td>
</tr>
<tr>
<td>Total sale volume</td>
<td>0/241</td>
<td>308/518</td>
<td>340/493</td>
</tr>
<tr>
<td>percentage</td>
<td>0%</td>
<td>59%</td>
<td>70%</td>
</tr>
<tr>
<td>Label for complete sale</td>
<td>Completely not</td>
<td>Predominantly not predominantly</td>
<td></td>
</tr>
</tbody>
</table>

Table 54 performance on the them sale/ownership distribution

The degree of goal realisation for the theme Sale/ ownership situation is very diverse. Waterweg Wonen did not sell any of the dwellings that were selected to be sold. Volkshuisvesting Arnhem outperformed Waterweg Wonen in this area but still only managed to sell 308 dwellings of the proposed 518 which translates to the tune that only 25% of the goals on this theme were met completely. The overall conclusion for VHV Arnhem is that the sales objectives were predominantly not met. De Key did better in this respect and managed to sell 70% of the dwellings. For De Key it would be near impossible to sell all dwellings that were selected to be sold because the residents of the Spaarndammerbuurt were often offered to return back to dwelling as a tenant after intervention. Without offering this possibility they would not have been able to get consent for the interventions. Apparently quality objectives outweigh the sale objectives in Amsterdam.
7.3 Degree of goal realisation in relation to IPQ

7.3.1 Process and IPQ theme Quality, Cross Cases

In the figure below the internal process quality indicators that were actively deployed by the housing association to work on the goals related to quality are presented. (For a complete overview the case studies can be reviewed)

WATERWEG WONEN
57% completely

VHV ARNHEM
100% completely

DE KEY
100% completely

Figure 60 IPQ cross cases
First a short summary of the SSM process of the individual housing associations and how they worked on the quality goals will be provided. Furthermore the most noticeable features of the process for the different housing associations will be discussed.

**Waterweg Wonen**

- After a brainstorm session with the residents of the Hoofdstenbuurt in which many options were reviewed (including demolition of building blocks and building of new structures, the CEO of Waterweg Wonen singlehandedly decided on a not too ambitious level of intervention.
- Due to knowledge gained in previous assignments and the empowerment of the executioners by the management team the executioners were able and allowed to take actions to realise the quality goals.
- Specification of the policy programme almost exclusively too place in the formulation stage.
- Waterweg Wonen used a prescriptive, detailed specification of the work to be performed, a programme of requirements.
- Waterweg Wonen explicitly listed that communication was to be used to create general basis with the residents of the Hoofdstenbuurt.
- During the process of renovating the dwellings the residents still were still involved, which after negotiations lead to adaptation the quality level in the execution stage.
- Degree of goal realisation for quality goals is high. For some complexes (Brusselweg, Bernweg and Wenenweg) the realised quality is higher than prescribed considering the higher levels and the acceptance of the deviation in other complexes (Madridweg and Londenweg).

**Volkshuisvesting Arnhem**

- VHV Arnhem started of thinking from the perspective of what would benefit the neighbourhood and later gave an interpretation of what that would mean for individual complexes.
- Choice for ambitious plans In Malburgen West, renovation, joining of dwellings, demolition and newly build dwellings.
- Project managers were sent on courses on how to direct the building so that they would be able to carry out their tasks.
- VHV Arnhem used a prescriptive, detailed specification of the work to be performed this standard programme was later adapted to new insights in the execution phase.
- The Degree of goal realisation for quality goals in Malburgen West is extremely high.
In the policy formulation stage of the SSM process, De Key only states an intervention level (mid level/high level renovation) the specification of quality goals is done later in the execution phase.

The goals and project assignment are very intertwined almost to the point that they become the same entity. The specification of the goals and assignment takes place in the execution stage not in the formulation stage.

Project managers were brought up to speed on the practice of “projetcmanagement” (a project management technique) to ensure a “smooth” restructuring of the neighbourhood.

Tenants were given a voice in the formulation of the assignment during the execution phase.

Degree of goal realisation for quality goals in the Spaarndammerbuurt is extremely high.

Importance of the different IPQ’s

In the individual cases the IPQ’s that were deployed to realise the quality goals were reviewed. Figure 60 presents a visual summary. On the basis of what IPQ were deployed it is hard to establish which is most important. However when we look at the three housing associations it becomes clear that some IPQ’s are used by all three housing associations and others are not used at all. This would suggest that some are necessary and others aren’t some are important and others aren’t. This is especially true in the light of the very high degree of goal realisation on the theme quality. For the realisation of quality goals all housing associations use one or more IPQ’s in every sub stage of the SSM process.

- During the formulation stage all housing associations consciously use IPQ 2 Synthesis Choice
- During the preparation stage all housing associations consciously use IPQ 4 Ability of the executioners
- During the execution stage all housing associations consciously use IPQ 6 specification of the policy programme

Each mentioned IPQ will be considered in turn.

Synthesis, Choice
All housing associations purposefully deploy the IPQ synthesis Choice. For Waterweg Wonen the choice part of this most dominant. VHV Arnhem and De Key display some level of synthesis between the performed analyses. By deploying the IPQ synthesis choice, all housing associations state their intentions, Waterweg Wonen and VHV Arnhem in more detail than De Key. The choice the housing associations makes influences the remainder of the process. Because a certain choice is made the sequential IPQ’s are addressed in a certain way. This clearly shows the path dependency of the SSM process. All housing associations choose for a quality upgrade of the stock this has great consequences for the following IPQ’s.

Ability of the executioners
All housing associations undertake actions to increase the ability of the executioners in the preparation stage of the SSM process. Waterweg Wonen primarily relies on experience but empowers executioners to undertake actions in accordance with the
specified goals. VHV Arnhem and De Key train the executioners to either be a better principal (VHV Arnhem) or better process managers (De key).

**Specification of the policy programme**
The most visible IPQ that all housing associations deploy is the specification of the policy programme. When we compare the three cases we clearly see that for Waterweg Wonen and VHV Arnhem the programme of requirements is very important and quite possibly the strongest instrument to steer the level of quality in the dwellings. For De Key the project assignment takes/for fills this role. In the figures below the role of the programme of requirements ad the project assignment in the restructuring of the different neighbourhoods is presented. These prescriptive specifications have great “power” and appear to be enhancing the influence the individual housing associations hold over the degree of goal realisation. The programme of requirements (PoR) has a special place in the process for both VHV Arnhem and Waterweg Wonen. In the figure below we can see the role of the PoR within the operational process of the two housing associations. In figure 64 we see how the project assignment plays this role for De Key.

![Figure 62 Role of PoR in the process of Waterweg Wonen (case 1, 2010)](image1)

![Figure 63 Role of PoR in the process of VHV Arnhem (case 2, 2010)](image2)

![Figure 64 Role of the POR for De Key](image3)

A striking difference between Waterweg Wonen and De Key is that For Waterweg Wonen the programme of requirements is an integral part of the project assignment and that for De Key the assignments is used as input for the PoR. The reason for this is that Waterweg Wonen uses a standard programme of requirements. It does not matter what complex or where Waterweg Wonen wants to intervene in the quality, dwellings must comply with the specification of this standard programme. De Key does not use a standard and looks at the possibilities the stock offers to decide what type of refurbishment will take place. VHV Arnhem uses a standard programme of requirements and adapts it so it will fit and be useful for specific complexes.

The practice of gradually forming the assignment in the execution phase does not apply to Waterweg Wonen. Although they experienced a change in the scope of the assignment due to negotiations with residents during the execution stage. For Waterweg Wonen this is more a ad hoc decision. De Key embraces the fact that changes can occur and therefore it is deliberately vague in the formulation stage concerning quality levels. By timing and sequencing the policy programmes (however specific at that time) De Key deals with the uncertainties of the building practice.

The different methods of coping with changing circumstances in the environment the housing associations are active have merit. The environment were VHV Arnhem and
Waterweg Wonen are active in are much more stable. The position of VHV Arnhem in Malburgen West is not comparable with that of De Key in the Spaarndammerbuurt. VHV Arnhem is practically the only party with real influence there. The force field in which De Key is active in the Spaarndammerbuurt is much larger. They are however the largest owner of property in the Spaarndammerbuurt but the legitimate power (hierarchal power) of the municipality and the other Housing associations active in the neighbourhood make the environment in the Spaarndammerbuurt much more uncertain.

The three housing associations showed that with the use of IPQ’s 2, 4 and 6 the degree of goal realisation for quality goals can be very high. During the formulation phase the choice for a particular goal or intervention level is very important, however the result in reality is determined during the execution phase. (actions of the executioners are a result of and follow a choice made earlier) In other words results primarily take place in the execution stage, therefore the IPQ’s there seem to have more visible influence on the result than the IPQ’s in the earlier stages.

**IPQ’s that are not used by all housing associations**

In this section we will take a closer look at the the IPQ’s that weren’t deployed by all three housing associations. Each IPQ that is not used by all three housing associations will be discussed and evaluated whether or not they are important for working on quality goals and why.

**IPQ 1 Internal and external analysis**

During the policy formulation two of the three housing associations do not deploy the IPQ analysis. Waterweg Wonen’s CEO decides to neglect the very ambitions options that were analysed and decide to opt for renovation. De Key does analyse possibilities but this predominantly takes place outside the formulation stage. Analysis is not unimportant on the contrary. Analysis should be the basis of the decision, in many situations this is the case but the decision is sometimes in conflict with the analysis or the decision itself is much more dominant.

**IPQ 3 Knowledge of the executioners Ability of the executioners**

The knowledge of the executioners is an IPQ that shares great similarities with the IPQ ability of the executioners without certain types of information the execution of the policy is not possible. However when a Housing Association wants to train their executioners the do so with the intentions that they are more able to perform. This is the main reason why ability of the of executioners is highlighted blue and not IPQ 3 knowledge of the executioners. Both are important but from the perspective of the housing association ability trumps knowledge.

**IPQ 5 Willingness of the executioners**

Not one of the researched housing associations used the IPQ willingness of the executioners. This could indicate that for realising a high degree of goal realisation on quality goals housing associations don’t need to stimulate the willingness of the executioners. However this does not mean that by, not intentionally, taking actions to increase the willingness the executioners were unwilling to intervene in the neighbourhoods. Too some extend all executioners had a voice in the specification of the policy programme which could be viewed as an indirect way to create general basis within the organisation. For quality goals the IPQ willingness of the executioners is considerably less important than other IPQ’s. Furthermore neighbourhood approaches are not new for the housing associations. The executioners too a large extend know what is expected from them the policy does not require executioners to do things that are out of the executioners comfort zone. De Key went to court against the tenants of a complex this was instigated by the executioners so the willingness to intervene in the neighbourhood clearly was not affected by the reluctant attitude of the tenants.
IPQ 7 Time and sequence of the policy programs
The IPQ Time and sequence of the policy programme is very important for De Key but the other housing associations don’t deploy this IPQ at all. By actively deploying this IPQ De Key deals with changing circumstances. The other housing associations don’t use this IPQ. They deal with the changing circumstances and uncertainties by either accepting a deviation from the programme of requirements (Waterweg Wonen) or adapting the programme of requirements to match the new circumstances (VHV Arnhem).

IPQ 8 Assumptions about the relation between objectives and means.
None of the housing association seem to be using this IPQ when they work on realising the quality objectives. This is probably due to the very clear nature to determine success. The intervention is only successful if, after the intervention, a dwelling or building block meets a predetermined prescriptive quality. The relation between the means and the objective is very clear. All housing association have experience with upgrading dwelling quality or building new dwellings which ensures that the IPQ assumptions about relation between objectives and means does not have to addressed specifically for quality goals. For objectives with less clear goals like stronger coherence between tenants or better liveability the assumption between relations probably becomes more important. However those goals are not researched in the empirical research.

IPQ 9 Alterations of the existing/available procedures and routines
To work on the quality goals the housing association did not need to alter existing procedures and routines. The policy might be new or a additional to previous policy but executioners did not needed to drastically change the way they work. This stems from the traditional role of a housing association to offer qualitative dwellings.

IPQ 10 Reactions of the target group.
All three organisations communicate with their residents to form general basis. However they don’t all do this in the execution stage. VHV and Waterweg Wonen do this in an earlier stage of the SSM process. In the execution stage VHV does not consult residents. Waterweg Wonen intended to do the same but the residents united and expressed their desire to have a higher level of quality in the building blocks. After negotiations the interventions in some blocks were broadened. De Key deliberately includes tenants and their individual wishes in the formulation of the project assignment this formulation takes during the execution stage. In the formulation stage De Key does not involve residents.
7.3.2 Process and IPQ: Sale/ownership situation, Cross Cases

In the figure below the IPQ items that consciously were deployed to reach the goals on the theme Sale/ownership for the different housing associations are highlighted blue. (For a complete overview the case studies can be reviewed)

Figure 65 IPQ cross cases
First a short summary of the SSM process of the individual housing associations and how they worked on the sales goals will be provided. Furthermore the most noticeable features of the process for the different housing associations will be discussed.

**Waterweg Wonen**
- Intention to sell the dwellings in the two complexes had effects for the chosen quality level for those complexes
- Specification of the policy programme almost exclusively takes place in the formulation stage
- Very specific about sales goals, pace of sales is included in evaluating success
- The intention to sell the dwellings under “koopgarant” conditions created the need to attract external knowledge
- With the new knowledge the executioners were supposed to be able to sell the dwellings
- No residents were asked if they were interested in buying their homes
- Sales objectives were put on hold due to changing economic situation
- Degree of goal realisation is very low

**Volkshuisvesting Arnhem**
- Analysis was based on what would be good for the neighbourhood. This notion instigated the desire to sell a large part of the stock in Malburgen West
- The choice was made to offer dwelling “te woon” but also to include a desired distribution per complex (80/20 owner occupied rental)
- Mechanisms to sell dwellings were already in place
- External help was used for specific marketing techniques (virtual tour)
- Target group was less enthusiastic than VHV Arnhem would’ve hoped which resulted in lower market absorption
- Degree of goal realisation is relatively low

**De Key striking**
- Choice for amounts of dwellings in close consideration with city district Westerpark
- Specification of the sales objectives (including amounts) took place in a late stage
- No activities in the preparation stage of the implementation phase
- Mechanisms to sell dwellings were already in place
- De Key relies heavily on a favourable market and experience of the executioners
- De Key values quality goals higher than sales goals this is demonstrated by the fact that to gain general basis for the quality intervention the residents were offered to return to the complex as buyer or tenant.
- Degree of goal realisation is relatively the highest of the three researched cases
Importance of the different IPQ’s

The reason why the sales figures are so low for Waterweg Wonen and VHV Arnhem differ for both organisations. Volkshuisvesting Arnhem, did not conduct thorough (enough) market research which led to very ambitious goals. They experienced difficulty to attract people from outside Arnhem or even outside Malburgen, this would have been essential for completely meeting the sales objectives.

Waterweg Wonen did not sell any of the proposed dwellings due to a deliberate choice of the management team. At first the association intended to sell the dwellings below market price (koopgarant conditions) but when the credit crunch surfaced they did not know if selling the dwellings like that would yield enough liquidity. The option of selling the building blocks as a whole to an investor was investigated the decision to start selling the dwellings, on what way whatever, was put on hold.

Noteworthy is that both Waterweg Wonen and VHV Arnhem intended or sold dwellings in time of the financial crisis caused by the credit crunch. De Key started selling dwellings before the first cracks in the financial system emerged. This gives De Key great advantage over the other researched housing associations. This in combination with the sellers’ market which is characteristic for the sale of dwellings in Amsterdam at the time, make their results to be in line with expectations.

As previously concluded the degree of goal realisation for goals related to selling of part of the stock in Vlaardingen and Arnhem is rather low. For Waterweg Wonen the changing market conditions and a high level of uncertainty concerning the liquidity position of Waterweg Wonen made Waterweg Wonen hesitant to put the dwellings on the market. In IPQ terms this means a strong role for external factors or context. Waterweg Wonen did not foresee the credit crunch (as did no one) but drastically changed course when they were confronted with it. VHV Arnhem did not put the project on hold. It disregarded/ or failed to recognize the changing market conditions. Waterweg Wonen took the decision to postpone the sale of the two dwellings blocks VHV Arnhem could not simply postpone sale activities in mid race. The development in Malburgen West are of a lot larger scale compared to the Hoodstedenbuurt. The developments in the restructuring district gained momentum and the only thing that VHV could do was to continue as planned and “hope for the best”. Overall we can conclude that if a dwelling is not sold this dwelling will not stay vacant until a buyer is found. All housing associations have very little trouble to “fill” a dwelling with tenants. However VHV did encounter that market rents proved to be unrealistic for a newly build complex therefore they used “huurafslag” a price setting technique which lowers the rent level so that dwelling become accessible for people with a limited budget. During the formulation stage VHV Arnhem explicitly stated that they were not to use price setting techniques.

A striking difference between the three cases is that Waterweg Wonen focussed mainly on the ability of the executioners to sell dwellings, By learning them how to sell dwellings under “koopgarant” conditions. De Key and VHV focus mainly on reaching potential buyers. VHV hired an external party to help with the marketing of the neighbourhood in the preparation stage. De key relied heavily on the current experience of the executioners and the favourable market conditions in Amsterdam. For VHV Arnhem and De key we see that marketing techniques are deployed to sell dwellings. Marketing in the three cases can be seen as the process through which goods and services (in this case dwellings) move from concept (initiative phase) to the customer. The housing associations try to reach sometimes undefined target groups and make them enthusiastic about buying a dwelling in the restructuring districts. From an IPQ perspective marketing activities take place during the execution stage of the implementation phase. It enhances the ability of the executioners to sell a dwelling immensely.
The IPQ synthesis, choice is important for all three cases. The main reason for selling of dwellings in restructuring districts is twofold. The first reason is that of the perceived notion that neighbourhoods with predominantly low rent levels (social/affordable) benefit from the influx of new home owners. These home owners tend to have more purchase power which benefits the economy of the neighbourhood. Waterweg Wonen expressed the desire to sell dwellings below market prices. This would not ensure the influx of people with higher purchase power. The notion here is that home owners tend to take better care of their dwelling. And that home ownership empowers residents. Besides social motives the sale of dwellings is used to generate financial means which are used to subsidise unprofitable investments. Sale goals in the researched restructuring districts are formulated in the light of housing associations acting as social entrepreneurs. The social aspect quickly vanished for Waterweg Wonen when it became apparent that the sales would probably not yield enough revenues. VHV Arnhem decided to sell dwellings from the notion that the neighbourhood would benefit from a more diverse ownership situation. VHV displayed an attitude of: If we build they will come. This reasoning was not successful. Market absorption was considerably lower than was expected. The mixed signal of maintaining a “te woon” policy and wanting a 80% 20% ratio of Home owners to tenants could not have been motivational to try and sell more dwellings. Executioners knew that if sales did not take place the “te woon” policy would validate that outcome.

The research showed that all housing associations deployed the IPQ Synthesis choice. Only VHV Arnhem backs up this choice with market research (IPQ analysis). The other housing associations validate their sale intention with a perceived notion that the neighbourhood at large would benefit. Waterweg Wonen and VHV both wanted to increase the ability of the executioners. Waterweg Wonen did so by educating the executioners about “koopgarant” conditions. VHV Arnhem did so by attracting an external party to help with the marketing of the dwellings in Malburgen West. De Key did not undertake actions to prepare the executioners for their sale tasks.

The two housing association that actually sold dwellings both used IPQ 10 Reactions of the target group undergoing the policy. De key relied heavily on the favorable market conditions in Amsterdam. De Key contacted the current residents and informed them that they could buy dwellings in the refurbished complexes. VHV Arnhem did so to but because the market conditions in Malburgen West are less favourable their range of potential buyers needed to be considerably larger. Residents form outside Malburgen and Arnhem would be necessary to fulfill the sale goals. VHV tried to reach those target groups with an internet marketing campaign of which the virtual tour through Malburgen is a prime example.

Marketing seems to be the only tool at the disposal of housing associations to enhance sale figures. Marketing improves the ability of the executioners to sell dwellings. However marketing techniques are aimed at target groups. This is why marketing activities have the largest relation with the IPQ's 4 and 10 (Ability of the executioners and reaction of the target group undergoing the policy)

**IPQ's that are not used by all housing associations**

In this section we will take a closer look at the IPQ's that weren't deployed by the three housing associations. In contrary to the quality goals only one IPQ is used by all three housing association namely IPQ 2 Synthesis, Choice. For the sale goals The following IPQ's were not deployed by any of the housing associations to work on sales goals.

- IPQ 5 Willingness of the executioners
- IPQ 8 Assumptions about the relationship between objectives and means
- IPQ 9 Alterations of the existing/ available procedures and routines

Each IPQ will be considered in turn
IPQ 5 Willingness of the executioners
None of the housing association took actions to enhance the willingness of the executioners. The fact that dwellings will not stay vacant if they are not sold but immediately can be rented out might even be a disincentive to work hard on the sales goals. Maybe if dwellings must be sold and could not be filled with tenants the willingness of the executioners would rise.

IPQ 8 Assumptions about the relationship between objectives and means
For the executioners it was perfectly clear that the only means available to attract potential buyers other than the current tenants of the housing association is marketing. By trying to make the general public enthusiastic about living in the neighbourhood the housing association can increase demand. Because this is so clear for the executioners that the housing associations do not have to actively deploy this IPQ because it is inherent in the practice of selling dwellings. The executioners were given means at their disposal to actively work on the sales goals which ensured the ability to work on the goals.

IPQ 9 Alterations of the existing/available procedures and routines
To work on the sales goals the housing association did not need to alter existing procedures and routines. The policy might be new or additional to previous policy but executioners did not needed to drastically change the way they work. Selling under “koopgarant” conditions might have caused changes for Waterweg Wonen but sales never took place because the objectives were put on hold pending research to sell building blocks as a whole to an investor. The procedures and routines for selling of dwellings did not change for the housing associations that put dwellings on the market.
8. Conclusions (step 7)

This chapter provides the conclusions of the research. This chapter exists out of three parts. The first part of this chapter will provide an answer to the main research question. This will be on the basis of deductive analysis from what I have encountered in the cases complemented with findings from the literature study. The second part will be a discussion, this section will be more inductive and elaborate on the findings in the case studies and what lessons can be learn from combining the findings. The third part consists of recommendations for the researched housing associations, recommendations for the theory concerning strategy formulation and implementation and recommendations for further research.

8.1 Answer to the main research question

The main research question of this master thesis reads:

*How successful/effective is the policy of housing associations concerning Strategic Stock Management (SSM) in restructuring districts and can the level of success be related to the level of internal process quality?*

In this section the answer to this question will be provided. To do that first the questions needs be broken down to two distinct question. The first question reads:

*How successful/effective is the policy of housing associations concerning SSM in restructuring districts*

This is a very hard question on which a clear singular answer does not exist. On the basis of the research and evaluation of the three case studies the following answer has merit. In the research that was conducted 4 levels of success are determined, ranging from completely successful to predominantly successful to predominantly not successful and completely not successful. The levels of success of the policy for the different housing associations differ widely. As did the ambition levels and the methods the housing associations use to work on those ambitions. Generally speaking two major types of goals are formulated by housing associations active in restructuring districts.

1. Quality goals
2. Sales goals

The research shows that housing associations are very capable of realising high levels of goal realisation on the quality goals. In the table below the degree of goal realisation for the different researched housing association for quality goals is provided.

<table>
<thead>
<tr>
<th>Waterweg Wonen</th>
<th>VHV Arnhem</th>
<th>De Key</th>
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</thead>
<tbody>
<tr>
<td><strong>Amount of quality goals</strong></td>
<td>7</td>
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</tr>
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<td>Percentage completely</td>
<td>57%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 55 Performance on the theme quality
For sale goals the conclusion is that housing associations are considerably less successful. More often than not, goals are not met completely, only predominantly or completely not. In the table below the degree of goal realisation for the different researched housing associations is provided.

<table>
<thead>
<tr>
<th></th>
<th>Waterweg Wonen</th>
<th>VHV Arnhem</th>
<th>De Key</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount of sale goals</td>
<td>2</td>
<td>12</td>
<td>13</td>
</tr>
<tr>
<td>Degree of goal realisation Sales/ownership distribution</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Complete</td>
<td>0</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Predominantly</td>
<td>0</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>0</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Completely not</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>2</td>
<td>12</td>
<td>3</td>
</tr>
<tr>
<td>Reason for omissions</td>
<td>N/A</td>
<td>N/A</td>
<td>For several complexes the amounts are not known</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>For 3 complexes the dwellings have not put on the market</td>
</tr>
<tr>
<td>Total sale volume</td>
<td>0/241</td>
<td>308/518</td>
<td>340/493</td>
</tr>
<tr>
<td>Percentage</td>
<td>0%</td>
<td>59%</td>
<td>70%</td>
</tr>
<tr>
<td>Label for complete sale</td>
<td>Completely not</td>
<td>Predominantly not predominantly</td>
<td></td>
</tr>
</tbody>
</table>

Table 56 performance on the them sale/ownership distribution

The second part of the main research question reads

**Can the level of success be related to the level of internal process quality?**

In the theoretical framework the answer to the question: What is the role of internal process quality in strategic stock management? Is provided. The summarized findings of that literature review are presented below.

Strategic stock policy is used to align the current dwelling supply with expected future demand. This alignment supposes a difference between the current dwelling profile and the desired situation. To go from the current undesired situation to the future desired situation a strategy or policy is created and implemented. To formulate and implement the policy several internal processes have to take place. In essence the strategy or policy is the vessel that carries the intentions to actions. De Jong et al, (2009) state that:

*Strategy is about both contents and process: ‘(...) research into strategy relates to (...) the strategy's contents and the accompanying decision-making and implementation processes of identifying and analysing alternatives, selecting the best alternative with a view to future developments and executing the strategy are considered integral part of strategic management*  

(De Jong et al, 2009, p. 26)

On the process side of strategy the term internal process quality is coined. Internal process quality is a distinctive quality characteristic of an SSM process. Internal process quality of policy is the quality of the internal processes that take place in the input output outcome model (SSM process) measured on 10 quality indicators. It’s the degree in which all “rational” steps towards outcome and output are taken. Figure 66 shows the evaluation framework of the internal processes and their quality indicators (yellow).
8. Conclusions (step 7)

Policy formulation

Policy implementation

execution

preparation

Input

Output

Vision

CONTEXT

Emergent

Figure 66 Internal process quality framework

A high level of internal process quality means that structured formal processes towards policy formulation and implementation are used. It means that all 10 quality indicators are addressed and work in favour of the realisation of the goals of the housing association. A high level of process quality of policy ensures that the intentions are carried towards actions. And that the actions are in accordance with the intentions. The internal process quality establishes the level of transparency, consistency, completeness, general basis, realism, ambition level and measurability of the policy.

The findings of the literature study suggest that it is not completely possible to relate the level of success to the level of internal process quality because the internal process quality relates to the intended strategy which flows into the deliberate strategy. The realised strategy, that what actually takes place in the restructuring district exists out both the intended and emergent strategy. The outcome (effect in reality) is determined by this realised strategy (the intended and emergent strategy combined). This is visualised in figure 67. In figure 66 the terminology of Mintzberg is already incorporated in the SSM process.

Figure 67 The relation between rational and spontaneous strategies Mintzberg, 1994 cited from (De Jonge et al, 2009, p.29)
Internal process quality can therefore only explain a part of the outcome. The part that derives from the deliberate strategy. Problems that occur in the execution stage of the implementation phase are often addressed with the use of the (spontaneous) emergent strategy. These interventions often have a short implementation horizon. This makes it difficult to address the problem in accordance with all specified goals deriving form the formulation stage.

When we look at the SSM processes of the different housing associations we see that they do not always deploy all quality characteristics of the SSM process to work on different goals. In the figure below the indicators (IPQ’s) that were consciously deployed by the association to work on the quality goals are highlighted in blue.

**Figure 68 IPQ cross cases**
The housing associations use different IPQ’s for the different goals they work on. For the goals related to sales the research showed that the following IPQ’s were consciously deployed by the housing associations.

**Figure 69 IPQ cross cases**
8.1.2 The value of internal process quality and its indicators

The finding that it not completely possible to relate the level of success of housing associations active in restructuring districts to the quality of internal processes does not mean that this research less valuable. Internal process quality is a concept that is useful in the practice of restructuring districts. Internal process quality can be used to explain a part of the effect in reality however the role of the emergent strategy is a lot larger than expected.

The literature study concludes that IPQ’s can ensure that a housing association has done everything in their power to work on objectives. Strong focus of a housing association on internal process quality rationalises intentions and ensures that activities are in line with goals. The framework offered by the literature study ensured that systematic evaluation of the different cases was possible and the outcome out the cases could be cross examined.

When we review the literature and case studies we can conclude it is more likely for a housing association with formal process towards policy formulation and implementation to have a high level of internal process quality. But the quality of the indicators (IPQ’s) determines the final level of internal process quality. This means that even in the presence of formal processes the internal process quality of a housing association can be low. Important to note is that: concepts, models and theories are not goals but means that are used in the processes to create a satisfactory outcome. The goal is to formulate and implement policy that does justice to the goals of the housing association. Even though a high level of internal process quality has great advantages (early detection of problems, actions in accordance with intentions) it can not guarantee that problems will not occur or that all goals will be reached because not all problems concerning SSM derive from internal processes. External events have a great influence on the outcome and are the main reason for scope change in the practice of restructuring districts. Process quality can not fully shield an organisation against external factors. In short the role of internal process quality in SSM is: A stimulator for policy implementation in accordance with goals, on the basis of rational strategy formulation and implementation.

All researched housing associations use rational strategy formulation and implementation. In the interviews with policy writers and executioners it is clear that all three housing associations to some extend address the IPQ’s during the practice of restructuring a neighbourhood. Some IPQ’s are more relevant to the different goals than others. Overall we can conclude that all housing associations have a high degree of internal process quality. However the degree of goal realisation is very diverse. This leads to the question:

What do the findings concerning importance of the different IPQ’s tell us?

In the cross case analysis the following IPQ’s are mentioned as very important to reach the goals.

For quality goals the most important IPQ’s appear to be

- Synthesis Choice
- Ability of the executioners
- Specification of the policy programme

For sales goals the most important IPQ’s appear to be

- Synthesis Choice
- Ability of the executioners
Conclusions (step 7)

Reactions of the target group undergoing the policy

Considerably less important for both types of goals are

- IPQ 5 Willingness of the executioners
- IPQ 8 Assumptions about the relationship between objectives and means
- IPQ 9 Alterations of the existing/ available procedures and routines

The findings tell us that a housing association does not have to deploy all IPQ’s to realise a high degree of goal realisation for a distinct goal. It would be advisable if housing association predominantly focus on those aspects of the SSM process which has proven to be able to yield a high level of success. For quality goals the specification of the policy programme is most important. For the sale goals the level of success was not high across all three cases the ability of the executioners and the reaction of the target group appear to be most important in realising those goals.

Control and influence over goals

A strong assumption expressed earlier is that ambitious goals are harder to reach than less ambitious goals. The sale objectives of VHV Arnhem were most ambitious and the degree of goal realisation was lower than that of De Key whose sale objectives were relatively less ambitious. But the results also show that this is not always the case. Waterweg Wonen is least ambitious when it comes to quality objectives but has the lowest degree of goal realisation (the distorted image due to methodology acknowledged). The far more ambitious VHV Arnhem is at least equally successful.

It is not always the case that the lower level of ambition results in a higher degree of goal realisation. This would suggest that ambition is not the most important determinant for success. We see a big difference for the level of success between quality goals and sales goals. This difference can be explained using the terms influence and control. To explain the difference between influence and control we introduce the figure 70. In the figure the goals of the different researched housing associations are placed within circles. These circles represent the sphere of influence the housing association has over the goals. How closer to the core the more influence the housing association holds over it. The white core depicts the sphere of control. Within the sphere of control lay the area that is 100% affected by the housings associations’ actions. The sphere of influence is the area that is affected by the housing associations’ actions but is not 100% under their control. The green circles show that the further away from the core a housing associations holds increasing less influence over a goal. In the figure the different themes on which the researched housing associations formulate goals are placed within the different spheres. The further away a goal is placed form the core the less influence the association has over it. Outside the outer circle lies the sphere of concern. In that sphere the housing association has no influence what so ever.
When reviewing figure 70, the first thing that strikes out is that none of the objectives are placed outside the sphere of concern (in the sphere of no control). This indicates that the housing association can perform activities that would result in the achieving (part of) the goals. This ensures that the degree of goal realisation can be reasonably attributed to actions of the housing associations.

Furthermore, the fact that none of the goals lie in the sphere of control indicates that the degree of goal realisation is not entirely in the hand of the housing associations and therefore they need to use means that are at their disposal to influence their environment so they can achieve their goals.

For example, VHV Arnhem has formulated many goals (particularly sales-related) which are far away from the sphere of control and that lie far in the sphere of influence. They expressed the desire to sell a large part of their stock. However, they only have limited amounts of influence over the success of those objectives. They can put dwellings up for sale, they can actively pursue possible buyers (which in this particular was not very intensely done) but they cannot guarantee that dwellings will be sold. This is also the case for the other researched housing association.

Quality objectives
All quality objectives lie close to the core of the figure, close to the sphere of control. This means that the housing associations have great influence over the degree of success of these goals. They almost have full control. It is remarkable that the quality goals of De Key are placed little further of the core than those of the other two housing associations. This is due to uncertainty of those quality goals and what they in fact entail.

How is it possible that the degree of goal realisation for quality objectives is so high? This stems back to the traditional role of the housing association. As a social landlord
housing association were responsible for maintaining the quality of the stock by annual maintenance, large maintenance and renovation projects. Straub (2004) states that:

*Historically, the organisational structure of a housing association reflected the main three tasks of the organisation: the letting function, the financial function and the technical function. A technical department was responsible for the maintenance. The technical department also acted as the principal for refurbishment and new development. [...] Technical departments were responsible for the planning and the execution of planned maintenance. However, these departments fulfilled, as compared to the situation prevailing before, a more supportive role.* (straub, 2004, p.3.4)

The traditional process that is in place is tried and true to fully deliver quality in accordance with a prescriptive specification due to a final acceptance inspection. Koopman et al (2008) state:

*Housing associations tendering maintenance services use a prescriptive, detailed specification of the work to be performed. After the procurement process the work is executed by an external maintenance contractor or the housing association’s in-house maintenance department, followed by a final acceptance inspection. The process starts again with an inventory of the building components or with a condition assessment (Koopman et al, 2008 p.74-75)*

**Sale objectives**

The degree of goal realisation for sale objectives is significantly lower than for quality objectives. The lower level of influence is directly responsible for this. The tradition of selling dwellings is also much shorter than the tradition of offering qualitative dwelling stock. Gruis (2006) states

*Since the (late) nineties housing associations have responded to the abolition of direct financial support and the Balancing and Grossing Act of 1995 ("Wet balansverkorting geldelijke steun volkshuisvesting") by increasing their sales, developing more lucrative dwellings and by merging with other associations (Gruis, 2006, p.125-127)*

The tradition of selling dwellings is relatively new. The degree of familiarity with the process and the degree of influence the housing association has over it is smaller than for working on qualitative goals

It is important for housing association to acknowledge and understand how the formulation of goals on the different spheres, influences the degree of goal realisation. This would ensure that a housing association would never formulate goals that lie outside the sphere of influence. Inherent for the activities of a housing association in a restructuring district is that there is a wide scope of stakeholders. This makes it impossible to take on the task of restructuring a neighbourhood without formulating goals on themes that you have little control or influence over. For restructuring districts there will always be goals that lie (far) away from the sphere of control. When a housing associations realises that this is the case they should also realise that the formulation of those goals in policy documents should be different and other methods of implementing them are necessary. To improve the degree of goal realisation housing associations can do the following things

- Try to expand the sphere of control/influence by forming partnerships:
- Try to expand the sphere of control/influence by identifying critical factors for success of failure
- Draw goals closer to the sphere of control (more on this in the following section)
8. Conclusions (step 7)

In figure 70 the Sphere of control, influence and concern are used to show that not the ambition level but the degree in which a housing association has influence over a specific goal is more determinant for the degree of success. From this notion it is useful to evaluate in what way the internal processes of a housing association can contribute in pulling goals closer to the sphere of control. Guarantying a higher degree of goal realisation than when you would do nothing.

The most important IPQ indicator for the degree of goal realisation on the theme dwelling quality is the specification of the policy programme. In other words the specification contributes highly to the degree of success. The specification for De Key is the project assignment for VHV and Waterweg Wonen it is the programme of requirements. In figure 71 for the different goals the way the addressed IPQ’s pull them closer to the sphere of control is presented.

Figure 71 how to draw objectives closer to the sphere of control using internal process qualities
The two internal process qualities that can pull quality goals closer to the sphere of control are specification of the assignment and the ability of the executioners. The prescriptive nature of a specified programme or assignment drastically increases the degree of influence.

For VHV Arnhem’s goals relating to ownership situation, we see that tenants are much closer to the sphere of control than buyers are. The figure shows that the ability of the executioners is key to gain more influence over potential buyers. Marketing and communication are listed as the main activities which pull potential buyers closer to the sphere of control. Because of the quantitative shortage of affordable rental dwellings tenants are much closer to the sphere of control than buyers. Tenants find VHV Arnhem; where VHV Arnhem needs to find buyers. Another thing that is shown in the figure is that the potential buyers for De Key are closer to the sphere of control than the potential buyers if VHV Arnhem. This is due to the more favourable market conditions of Amsterdam compared to those of Arnhem.

VHV Arnhem’s goal to join dwellings after consent of the current tenants can be influenced by addressing the target group and using communication. VHV did this but was not very successful. Another type of approach might have been more successful.

For planning goals the way IPQ’s can be addressed to gain more influence is by either steering in the preparation stage or in the execution stage of the SSM process. You could increase the influence by specifying the policy programme through planning schedules. Similar to the quality goals specification helps in gaining more influence. Through targeting the willingness of the executioners the influence can also be increased. This can be done via an incentive structure where desired behaviour is rewarded so-called positive reinforcement by introducing positive consequences when the desired behaviour occurs (Huczynski & Buchanan, 2007, p. 110). Or the reverse where negative consequences are introduced when undesired behaviour (delay) occurs.

Concluding
The research shows that the degree of goal realisation is more dependent on the level of influence a housing association has than the level of ambition that is displayed in the goals. Furthermore, the theoretical framework showed that not all outcomes can be attributed to policy. From this perspective, it is important to review whether or not housing associations undertake “useful” activities, activities that benefit the neighbourhood and are in line with the goals.

This holds merit because every goal for individual complexes are based on a broader goal on a higher scale level. For example, the goal to sell 47 dwellings in complex “Plantage Noord” in restructuring district Malburgen West in Arnhem is part of the larger goal (higher scale level) to increase the differentiation between tenants and home owners in Malburgen West. Instead of asking how successful housing associations are, you could ask if housing undertake the right activities (activities in line with the goals). The answer to this question is clearly yes. Proof of this can be found in the goal means schemes that are presented for different housing association. Every goal is specified with one or more actions. There are no goals that are without means. Furthermore, the means allocated for the different goals are suitable to reach the goals. The fact that not all goals are completely realised does not in any way mean that actions did not take place in the spirit of higher objectives like upgrading the quality of the neighbourhood as a whole.

All housing associations acknowledge the necessity and existence of the emergent strategy and provide the possibility to incorporate this strategy in the deliberate strategy. This would ensure that the outcome as a result of the realised strategy would still be in line with the (adapted) deliberate strategy. Even though it is not completely possible to relate the degree of goal realisation to the internal process quality the research has shown that the individual IPQ aspects can be used to enhance the influence a housing association holds over strategic goals. By purposefully deploying the qualities of the SSM process the degree of influence can drastically improve.
8.2 Discussion

In this section several aspects of the research will be discussed. First the nature of the assignment and the rationality of decisions will be discussed. Secondly the changing project scope which all housing associations, that were researched experienced, will be reviewed. The role of the emergent strategy and the effect of a particular method of formulating and implementing strategies will be considered. Thirdly the time aspect of policy formulation and implementation will be discussed. The degree of goal realisation will be reviewed in the light of the duration of the neighbourhood approach.

8.2.1 Nature of the assignment and rationality

Table 45 shows the great diversity between the goals. The Goals of Waterweg Wonen and VHV Arnhem abide stronger to SMART principle than the goals of De Key. To understand the differences it is important to note that the nature of the assignment for the different parties differ. All three cases take place in restructuring districts however the level of intervention are not the same. In the Hoofdstedenbuurt, Waterweg Wonen has decided to intervene using (high end) renovation, whereas in Malburgen West VHV Arnhem has opted to improve dwellings, demolish parts of the stock, build new dwellings as well as a park, De Key intervenes mainly through high and mid level renovation. This shows the difference in ambition levels between the three associations for their respective neighbourhoods. It appears that Waterweg Wonen thought more from the perspective of how can we adapt the stock so it meets future demand; Volkshuisvesting Arnhem looks wider than their stock to the point of the neighbourhood at large and formulates strategic goals to improve her much more specifically as is the case for De Key. Market conditions and path dependency presumably play a big role here.

There exists an inverse relationship between ambition and realism. The tension that exists between both factors comes from the notion that more ambitious goals are harder to accomplish which makes them less likely to be realised. for example the SMART goal: In 5 years time I want to be able to run the 100 meter dash in under 25 seconds is harder to reach than the SMART goal: In 5 years time I want to be able to run the 100 meter dash in under 90 seconds. Realism from this perspective comes down the expected degree of success/goal realisation. This expectation comes from a feeling about the abilities of the party executing the goals. The previous illustrates the notion of Aiming at the stars versus aiming at the low hanging fruit. The general notion of the goals the three housing associations have formulated is that they are of a realistic nature, the ambition level varies widely and subsequently the expected level of success.

Pivotal in evaluating the decision making of the housing associations is the place where in the SSM process goals are formulated. Below the figure of the SSM process is presented.

The process of SSM as presented in figure 72 is linear in time. This means that over time increasingly more knowledge about the problem at hand and the results of action become available. The problems that cause the inability for full rational decision making apply to the SSM process. In the following section the rationality of decision making for the three housing associations will be discussed.
**Waterweg Wonen**

For Waterweg Wonen goal formulation takes place entirely in the policy formulation phase (from input to output). In the final vision document goals are stated and are communicated to the outside world. The goals are formulated after analysis but the amount of variables is too large to have all relevant data at hand. For the intervention level alternatives were reviewed but were denied by the highest decision maker (the CEO). Decision making for Waterweg Wonen takes place intuitively which suggest the acknowledgement of the impossibility of full rational decision making. For Waterweg Wonen, the thrive for practical, useful realistic solutions seems to the most important. However they formulate goals in an early stage as if all knowledge was present.

**VHV Arnhem**

VHV Arnhem formulates most of their policy in the formulation stage however they explicitly allow for further specification in the execution stage (between output and outcome) a clear example of this practice is the standard programme of requirements which is altered to meet specific demands of a complex in the execution stage. The use of decision trees in the analysis stage of the formulation phase suggests a very rational form of decision making. VHV intends to be rational about the decision making but acknowledges the imperfections in the system.

**De Key**

De key almost entirely formulates their goals in the execution phase as the goals and project assignment are constantly altered to new insights of the project teams. De Key does not make a clear choice in the formulation stage one could argue that De Key embraces the limited rationality and makes decisions for individual complexes on an ad hoc, highly context dependant basis. De Key allows a strong role of the emergent strategy. De Key makes decisions in a late stage so that much information is known. The decision criteria in this stage for the project teams are not formally specified in this stage. A test by the department of Strategy and policy to review whether the decisions (goals and project assignment) are in line with the overall intentions for the Spaarndammerbuurt will take place. This means that the principles as stated in the policy document of 2001 could be used as decision criteria.

### 8.2.2 Scope change and the emergent strategy

According to Mintzberg the realised strategy is the combination of the deliberate strategy and the emergent strategy. The emergent strategy is very defining for what actually takes place and what the results in restructuring districts will be. The emergent strategy often alters the scope of the assignment. For very unspecified projects (like those of De Key) the changes in the project scope are more likely than for more specific projects. In a master thesis on scope management during the initiative, design and construction phase of infrastructure projects in 2010, Dix offers 10 causes for scope change. The ten causes are presented below. Afterwards for each housing association the changes in scope will be discussed on the basis of the previously stated causes.

1. **New laws and regulations.** Unavoidable external demands on which no control can be exercised. Think of new legislation on safety and environment.

2. **Requirements of the client change.** Strategies of a client change over time, this may effect project scope.

3. **Risks taking place.** There is always the possibility that risks will take place causing scope changes to be needed to complete the project successfully.

4. **Effects of other projects.** Other projects may affect the project, which can result in scope changes.

5. **New insights.** During the process, information becoming available, for example soil composition, which can lead to scope changes.
6. Technological breakthroughs. New technologies come on the market that can be applied on a project.

7. Imposition by the State Council. One can think of individuals or groups (stakeholders) object against (a part) of the project and either receive compensation awarded by court. Think of the placement of additional noise barriers or a forced cancelation of a certain part of the project.

8. Scope definition is not complete. During the development there is scope missing for a successful completion.

9. New economic situation. New economic situations influence the financial feasibility of a project. Scope changes can then necessary to overcome these negative effects.

10. Negotiations with stakeholders. Instead of the intervening of the State Council it is also possible to negotiate proactive with stakeholders to come to a solution.

(Dix, 2010, p.30)

Waterweg Wonen
For Waterweg Wonen the most dominant reason for changing the scope of the assignment were new insights, a new economic situation and negotiations with stakeholders. Each cause will be considered in turn.

New insights
The scope of the planning aspect of the interventions in the Hoofdstedenbuurt changed. The scope as to what was to happen did not change but the time when the different complexes were targeted did. The reason for this was the raising of the soil in de Hoofdstedenbuurt. The municipality was responsible for this intervention. The process The raising of the soil took place from the Wenenweg to the Lissabonweg (from east to west) where the goals related to years of completion where based on the municipality working from west to east. Waterweg Wonen decided that a complex was to be targeted after the soil was raised there. The new insight changed the (planning) scope of the projects.

New economic situation
The credit crunch caused Waterweg Wonen to remove the sale objective to sell under koopgarant conditions from the sale goals. Because of the insecure position concerning liquidity as a result of the new economic situation Waterweg Wonen decided that higher sales revenues would be preferable.

Negotiations with stakeholders
Residents spoke out and demanded higher quality when they found out that residents in other complexes were offered a higher degree of quality. In direct negotiations with representatives of the residents the scope projects has been increased to get support of the residents.

VHV Arnhem
For VHV Arnhem the most dominant reason for changing the scope of the assignment was new insights

New insights.
As mentioned previously VHV Arnhem specified the programme of requirements in the execution stage. This is a clear example of changing the scope of the project based on specific knowledge gathered in a later stage of the neighbourhood approach. This practice was already taken into account at the stage of policy formulation.
For De Key the most dominant reason for changing the scope of the assignment was new laws and regulation, changing requirements of the client and the incomplete scope definition.

**New laws and regulations**
The case where new regulations changed the scope of the projects in the Spaarndammerbuurt was based on the sale convenant for De Key with the city district. The intended amounts of dwellings that were to be sold as described in the policy document of 2001 was not yet agreed upon with the city district Westerpark who has a large say in the volume of dwellings that are put on the market. The amount of dwellings that were to be sold changed drastically since then.

**Requirements of the client change**
The scope of the the assignment has also changed because of a changing position of the the client, the client in this case would be the department of strategy and policy which decided that for every complex more than 50 percent of the dwellings needed to stay in possession of De Key this changed the scope of the sale objectives to some extend.

**Scope definition is not complete**
As mentioned earlier De Key is not very specific till al late stage. Since 2001 several projects are added to the neighbourhood approach this is because of the incomplete definition in 2001. The scope of quality objectives is defined in a late stage and continuously altered.

**Scope creep**
A term used in project management to describe the situation where uncontrolled changes to the scope of a project occur is called scope creep or requirement creep. This phenomenon can occur when scope is poorly defined, documented and/or controlled. The risk of scope creep is that a project drifts further away from its initial goal and generates higher costs and delays. When we evaluate the changes in scope for the different associations the possibility of scoop creep exist. According to Dix (2010) the causes of scope creep can be:

- Poor process management. For example, not involving key stakeholders in the initiative and design phase, so changes have to be made at a late stage. Poor communication between stakeholders can also be a cause of scope creep.
- Poor project management. Project goals are not fully defined, the result is scope additions are needed for important non-defined goals.
- Deliberate actions of the principal. Deliberately vagueness of the scope of the project to ease the acceptance of the project. Later in the process scope additions are necessary to meet project goals. (Dix, 2010)

For all three housing associations that are reviewed we can conclude that the change in scope come from deliberate actions of the housing associations (not deliberate strategy). To deal with the complexity of the execution practice, deliberate alterations to the scope of the assignment and its goals were allowed. Would we call these scope changes: scope/ requirement creep? The most important question to answer in this respect is: did the changes take place in an uncontrolled environment. The answer to this is clearly no. Even though for De Key the goals are not fully defined, I would not call this poor project management on their part. The alteration /specification takes place in a controlled environment therefore the term scope creep does not apply.

The association who was most specific about their goals and policy in an early stage Waterweg Wonen encountered scope change on every theme they formulated goals on. Still every change was made deliberately. The fact that Waterweg Wonen experienced a large degree of scope change comes probably from the fact that they formulate their goals in an early stage. In that stage not all relevant data is known yet but still they
clearly define the assignment. De Key speculates at scope change occurring by deliberately staying vague in the formulation stage and specifying when more relevant data is available.

When we look at the three housing associations we clearly see that all organisations use different methods of strategy development and different methods of dealing with the emergent strategy and scope change.

- Waterweg Wonen works very autonomously and acts as if the emergent strategy does not exist. However when the are confronted with demands of residents or changing market condition they adapt policy in the execution stage.
- VHV Arnhem acknowledges the role of the emergent strategy and adapts standard PoR to the tune of specific needs.
- De Key anticipates it and becomes specific in a late stage with the sole purpose of dealing with changing circumstances and the lack of all relevant information.

The different methods of coping with changing circumstances in the environment the housing associations are active have merit. The environment were VHV Arnhem and Waterweg Wonen are active in are much more stable. The position of VHV Arnhem in Malburgen West is not comparable with that of De Key in the Spaarndammerbuurt. VHV Arnhem is practically the only party with real influence there. The force field in which De Key is active in the Spaarndammerbuurt is much larger. They are however the largest owner of property in the Spaarndammerbuurt but the legitimate power (hierarchal power) of the municipality and the other Housing associations active in the neighbourhood make the environment in the Spaarndammerbuurt much more uncertain.

8.2.3 Time aspect in policy formation and implementation

In this paragraph the time aspect over which policy is formulated and implemented will be discussed briefly. The neighbourhood interventions for the different housing association took years. The research does not indicate that because of longer or shorter duration the degree of goal realisation is influenced. Other factors are attributed to the degree of goal realisation. The exact role of time and duration was not researched specifically. This is an interesting theme to review therefore in the recommendations for further research this aspect is considered.

Waterweg Wonen started with a neighbourhood vision in 2004 and in 2011 the neighbourhood approach will come to an end. VHV started in 2001 with a development plan and today are still occupied with parts of the restructuring of Malburgen West. De Key wrote the first policy document for the Spaarndammerbuurt in 2001 and the physical interventions in the neighbourhood have still not been completed. The involvement of the housing associations in the restructuring district is long.

All organizations have formulated sale goals which have a long implementation horizon. Only Waterweg Wonen states that within 13 years all dwellings need to be sold. The other housing association do not worry about the time aspect. In that sense the neighborhood approach for those restructuring district could last indefinitely.
8.3 **Recommendations**

In this section on the basis of the literature study and the empirical study recommendations will be offered. These recommendations can be divided in three themes

- Recommendation for the housing associations that were researched in the empirical study
- Recommendations for the theory concerning strategy formulation and implementation (the use of internal process quality in those research fields)
- Recommendations for further research

Each type of recommendation will be considered in turn

8.3.1 **Recommendations for the housing associations**

After careful review of the cases and the cross case analysis we see two anomalies

- Decision making in the formulation stage is not very transparent, a lot takes place in the heads of decision makers
- Role of the emergent strategy is very strong which causes goals and project assignments to be altered during the execution stage which diminishes the accountability for the actions of the housing association

Based on the literature study and findings in the cases of how housing association cope with problems occurring during the SSM process the following recommendation are offered.

**Formulation stage**

The formulation of goals and strategies for restructuring districts is rather closed of. The formulation stage resembles a black box. It is very hard for outsiders to evaluate whether (or which) alternatives were reviewed. Only through interviews with the people responsible insight in this stage can be acquired. All parties analyse both internal and external data. VHV does this using the SWOT technique De Key uses this too. Waterweg Wonen uses SWOT analyses only for their entire stock but does not do a formal SWOT for the neighbourhood (although both internal and external aspects are reviewed). The analysis and synthesis for the three cases predominantly takes place in the heads of the decision makers. The recommendation for housing associations here is to act more systematically. This could be done by using a SWOT analysis and complementing that analysis with a reverse SWOT or TOWS analysis this would make the process of formulating goals and strategies a lot more transparent. Mouwen (2004) says the following about using a TOWS analysis to find synthesis in the abundance of strategic possibilities.

One of this improvements or additional tasks in the process of strategy formulation is the reversed SWOT or TOWS analysis. The purpose of the TOWS analysis is to find synthesis in the abundance of possible strategies (Mouwen, 2006, p18). The TOWS analysis works as follows: The departure point for this are the strategic factors determined in the SWOT analysis. Subsequently some of these factors are placed in a matrix and are consistently confronted against each other. Every combination or confrontation results in a potential strategy

*(Mouwen, 2004, P104)*
Table 35 shows an example of a confrontation matrix or TOWS matrix.

<table>
<thead>
<tr>
<th></th>
<th>Internal</th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Opportunities</strong></td>
<td></td>
<td>(S-O) strategies / Offensive strategies</td>
<td>(W-O) strategies / supportive strategies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Uses strength to utilize/exploit opportunities</td>
<td>Uses opportunities to conquer weaknesses</td>
</tr>
<tr>
<td><strong>Threats</strong></td>
<td></td>
<td>(S-T) strategies / supportive strategies</td>
<td>(W-T) strategies / Defensive strategies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Uses strengths to divert threats</td>
<td>Minimalize weaknesses to divert threats</td>
</tr>
</tbody>
</table>

Table 57 TOWS or Confrontation matrix translation from (Mouwen, 2004, p. 105)

The use of the TOWS analysis will result in a large sample of possible strategies. Nevertheless a large portion of the matrix elements have no real meaning because they do not correspond with an appropriate strategic relation (ibid). With the use of several practical context parameters like finances, legislation and execution capacity, the most adequate strategies can be selected. The transparency and consistency of the TOWS analysis makes it that I think its recommendable for all housing associations to use this method to choose what strategies will be used in a restructuring district.

Other sound advice in the formulation stage is: to identify critical factors that could cause success or failure for an objective furthermore a description should be offered how these factors can be controlled/steered. This is most important for goals that take place in the sphere of influence. By realising at an early stage how these goals can be “pulled” closer to the sphere of control a higher degree of goal realisation is more probable. Furthermore it is important to sanity check all strategic goals. Goals should find a balance between reality and ambition.

**Execution stage**

Recommendations in the execution stage boil down to the question would the use of other internal processes would have resulted in a higher degree of goal realisation. Additionally we must look at what can we learn form the experiences of the other housing associations. Below for the three housing association this will be discussed.

**Quality**

*Waterweg Wonen*

The degree of goal realisation for Waterweg Wonen in the Hoofdstedenbuurt is sufficient. All realised deviation of the PoR is considered acceptable by Waterweg Wonen. In every stage of the SSM process they deployed an aspect of internal process quality. What they did not do which could have led to a higher goal realisation is the timing and sequencing of policy programmes. Waterweg Wonen was very static and evaluated (quality) outcome against the latest vision document of 2006. If the assignment would have been formulated in a phase where more information is known, information about the residents who speak up against the policy the degree of goal realisation could have been incorporated in the project assignment which would render the final degree of goal realisation even higher. Scope change would then be accepted and not be qualified as not reaching objectives.

*VHV Arnhem*

The degree of goal realisation for VHV Arnhem could not be higher. Their processes are evidently sufficient to reach very ambitious quality goals. It is remarkable that VHV did not involve the target group in the execution phase. Only in the formulation phase were the future residents consulted. Even though higher degree of goal realisation would not be possible feedback of the group that will ultimately live in the upgraded or newly build dwellings can not harm the degree of goal realisation.
De Key
The key is very successful on the theme quality. This can be brought back to the way the process is designed and the choices that are made for the quality goals. De Key deliberately left out time constraints and let the project assignment be formed gradually over time. The IPQ's they used proved to be very successful. One could question whether this type process does justice to the increasing demand for accountability of housing association. The fact that residents are consulted in the execution stage prohibits this from becoming a major concern. De Key acts accountable towards the neighbourhoods. Performance agreements with the city district can not be very specific, general objectives will be used in stead.

Sale

Waterweg Wonen
Waterweg Wonen decided not to put any dwellings on the market after the goals were formulated. This resulted in a very low level of success. The IPQ's they had used could be sufficient to reach the goals no one can be certain. However due to the high level of specification in an early stage makes sure that Waterweg Wonen has increasingly less influence over it. Success is defined very narrowly. Both organisation that actually sold dwellings used (De Key and VHV Arnhem) deployed analysis. Waterweg Wonen did not. This analysis could have resulted in detecting the difficulties of sale early on which would have resulted in different choices. Furthermore a decision based on thorough analysis is more accountable and presumably more realistic than one based solely on what would be good for the neighbourhood.

VHV Arnhem
The IPQ's that VHV Arnhem used seem very reasonable to work on the goals related to ownership situation. Activities in every stage of the SSM process are accounted for. However maybe VHV should not use different IPQ's but should use the IPQ's differently. Better analysis would have resulted in more realistic goals. VHV clearly overestimated the sale potential of the stock in Malburgen. Marketing activities were less successful than VHV would have hoped. Furthermore the choice to uphold both the "te woon" policy and a specified dwelling differentiation seem to be sending mixed signals.

De Key
De Key is most successful of the three researched housing associations on the theme sale. The results could have been higher if, De Key would not have allowed residents to return as tenants to the upgraded dwellings. This generous offer to the current tenants made it practically impossible to sell the proposed amount of dwellings. However it remains to be seen if the quality upgrade would have been able to take place if De Key did not offer this option. General basis was key for the refurbishments.

It is striking that De Key did not perform any activities in the preparation phase. De Key finds comfort in the good market conditions in Amsterdam especially for qualitative dwellings. De Key relies heavily on the experience of the executioners. However it can’t hurt to improve the willingness or ability or knowledge of the executioners. Even if it would not result in a higher degree of goal realisation in the Spaarndammerbuurt it still might be valuable for projects in the future in other districts where De Key is active.

Emergent strategy
Every researched housing association experienced scope change to some extent. Scope change is inherent for neighbourhood approaches in restructuring districts. We see that (a lot of) scope change is caused by external effects. It is advisable to design an execution process in such a way that allows for adaptation based on these new insights. Instead of being very specific and retroactively be accountable a housing association could circumvent strict performance measurement by formulating general ambitions for the restructuring district.
For example an housing association active in a restructuring district formulates the following general objectives:

1. Better differentiation between home owners and tenants or
2. Higher qualitative dwellings.

The goal/ambition on this higher abstraction level can then be specified with a controllable commitment (inspanningsverplichting) such as: sell dwellings or upgrade dwelling quality. The housing association then becomes accountable for their commitment and intention and not for the result/ effect in reality. The reasoning behind this comes from the question whether the community at large really benefit more from the influx of 75 home owners than 74 home owners.

Success is defined very narrow in this research. A housing association is not incompetent when they never completely fulfil their goals. It matters more that a housing associations actions are in accordance with their social intentions and the results of those actions are beneficial to the residents of a restructuring district than that they always have a 100% degree of goal realisation.

De Key and VHV Arnhem appear to have done something similar as what is described above. De key specified the quality goal with an intervention level instead of a prescriptive specification (PoR); VHV Arnhem adapts the PoR to meet specific demands. This increases the flexibility of the housing association and shows that they acknowledge the possibility of scope change in the execution phase. The changes in scope do however need to be in line with general goals and ambitions for the restructuring districts at large.

8.3.2 Recommendations for the theory

The Cross Case Analysis showed that not all IPQ's are equally important and that some IPQ's are covered by others. For the different stages of the SSM process recommendations concerning the IPQ's and the evaluation framework will be provided.

Policy formulation stage
During the formulation stage the decision making is not very transparent, a lot takes place in the heads of decision makers. By adding a quality indicator concerning transparency or methodology the policy formulators are forced to pay attention to transparency and act more systematically when they keep the SSM process and the evaluation framework in mind whilst they formulate and implement policy in restructuring districts.

Preparation stage
In the preparation phase, 3 indicators are maybe too much. IPQ's 3 and 4 (knowledge and ability) are very similar. Without certain knowledge you can't be able to execute certain tasks. Housing associations want their executioner to be able to do something and therefore they teach them new skills and knowledge. The two indicators can be combined in 1 IPQ knowledge and ability of the executioners.

Willingness of the executioners has not proven to be problematic in any of the three researched cases it could be argued that the willingness is not important and should be removed as a quality indicator of the SSM process. However Glasbertgen (1987) suggest that the willingness of the executioners plays a very important in policy implementation. The role of willingness of the executioners for the quality goals and sale goals showed not to cause problems and appears to be insignificant. This is probably because the goals itself are not of putting for executioners. When goals would be in conflict with the morals of the executioners the willingness might cause problems and possibly a lower degree of goal realisation. For now the IPQ Willingness of the executioners can still be part of the evaluation framework. Only if empirical evidence shows that willingness of the executioners does not or has never negatively influenced the degree of goal realisation in restructuring district it should be removed.
Execution stage
It seems that housing associations are not able to prevent scope change from occurring. The only IPQ the evaluation framework offers to deal with this is IPQ 7 the time and sequence of policy programme. To deal with the complexity of changing context in restructuring districts it could be advisable to incorporate flexibility as a quality indicator for the SSM process. This IPQ could be placed in the execution stage of the process as this is where contextual influences cause scope change. By incorporating flexibility in the IPQ’s housing association show that they acknowledge the role of the emergent strategy. Housing associations should keep in mind that scope change primarily influences IPQ’s 2 and 6 (Synthesis Choice and Specification of the policy programme). The emergent strategy either causes a different choice for goals or a different specification of those goals.

8.3.3 Recommendations for further research
Looking back on the research and in particular the research framework that was used to research the internal processes of housing associations we can conclude that the IPQ’s are helpful in systematically analysing the processes that led to the formulation and implementation of strategies for restructuring districts. When all recommendations concerning the use of IPQ’s (mentioned in chapter 8.2.2) would be incorporated in the evaluation framework, the framework would look like presented in figure 73.

The evaluation framework would now have 11 IPQ’s in stead of 10. This evaluation framework does more justice to the practice of housing associations active in restructuring districts. If I were to research another case I would use the new adapted evaluation framework. Housing association in turn could benefit form this new evaluation framework if they would keep this figure in mind when they start with policy formulation and implementation in restructuring districts.

Although the research into the cases was thorough some aspects received less attention than others. A clear decision that influenced the scope of this thesis was the limited amount of goals that were reviewed in the case studies. For the goals on the themes quality and sales the research shows interesting results. The role of the IPQ’s for the other goals that were formulated in the cases are not reviewed. Further research of those goals could expand the knowledge of role of internal process quality in restructuring districts.
During the empirical research sometimes a question relating to the subject popped up in my mind. Below several of those questions are provided. If the scope of the research and time would allow it I would have liked to research the following aspects in more detail.

- Can internal processes prevent scope change without doing harm to the level of success?
- Are there examples of restructuring districts were the willingness of the executioners negatively influenced the degree of goal realisation
- What other goals can be drawn closer to the sphere of control by deploying the indicators of internal process quality
- How do time aspects and duration play a role in interventions in restructuring districts?
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Interviewed persons
Rob. Kunst, beleidsmedewerker (Department of Policy and development)
Allard Nieuwwstraten, procesmanager (Department of Policy and development)

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Interviewed persons
J. Alers Head Department research and strategy VHV Arnhem
R. Maters project manager Malburgen West VHV Arnhem

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Interviewed persons

R van Zelst process manager The Principaal
Appendix 1  Determining the degree of goal realisation for the three cases

A1.1 Waterweg Wonen

To determine the degree of goal realisation a 4 point scale is used. Each strategic goal will be dissected on different themes. The degree of goal realisation will be defined on the basis of a 4 point scale for each specific theme.

The degree of goal realisation for every theme will be defined as either:

- Completely;
- Predominantly;
- Predominantly not;
- Completely not

The goals formulated in the vision document of 2006 as presented in table 4 relate to three main themes: quality, sale and planning. Below for each theme a guideline is provided how the degree of goal realisation and corresponding scale-labels are implemented on that specific theme.

Quality

After quality classes 1 and 2 where combined in to the standard quality level to the Programme of requirement of class 2 became the leading programme for the standard quality. In appendix 1 the full programme of requirements is admitted. The programme of requirements is dominant in determining the level of succes/degree of goal realisation for the theme quality. The Programme of requirements consist of 16 items on three distinct types of requirements: Quality requirements of the individual dwelling: size, and amenities, Quality requirements of the building: insulation, spatial relations and the entrance and Additional requirement: privacy, safety. In table 5 the different items are presented.

<table>
<thead>
<tr>
<th>Standard quality level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality requirements f the individual dwelling</td>
</tr>
<tr>
<td>1. Draft</td>
</tr>
<tr>
<td>2. Electra</td>
</tr>
<tr>
<td>3. Living room</td>
</tr>
<tr>
<td>4. bedroom 1</td>
</tr>
<tr>
<td>5. Remaining bedrooms</td>
</tr>
<tr>
<td>6. Toilet</td>
</tr>
<tr>
<td>7. kitchen</td>
</tr>
<tr>
<td>8. Bathroom</td>
</tr>
<tr>
<td>9. Public space</td>
</tr>
<tr>
<td>10. Storage</td>
</tr>
<tr>
<td>11. General installations</td>
</tr>
<tr>
<td>Quality requirements of the building</td>
</tr>
<tr>
<td>12. Insulation</td>
</tr>
<tr>
<td>13. Entrance</td>
</tr>
<tr>
<td>14. Gallery</td>
</tr>
<tr>
<td>Additional requirement</td>
</tr>
<tr>
<td>15. building</td>
</tr>
<tr>
<td>16. dwelling</td>
</tr>
</tbody>
</table>

Items of the programme of requirements (Waterweg Wonen, 2006, appendix 7)

In the following chapter the degree of goal realisation will be determined. The individual dwellings and buildings will be tested whether or not they comply with the items in the programme of requirements. If a specific item is in line with the PoR it will receive a
check mark if an item is not in line with PoR it will receive a cross. Each item in the programme of requirements is treated equally. This means that all items in the programme of requirements are given the same weight. Below for each scale label the amount of items that need to be in line with the programme of requirements (visualised by check marks) is presented.

<table>
<thead>
<tr>
<th>Scale Label</th>
<th>Percentage of Items</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely</td>
<td>16 out of 16 items need to comply with the PoR</td>
</tr>
<tr>
<td>Predominantly</td>
<td>10-15 out of 16) items need to comply with the PoR</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>1-9 out of 16) items need to comply with the PoR</td>
</tr>
<tr>
<td>Completely not</td>
<td>(0) out of 16 items need to comply with the PoR</td>
</tr>
</tbody>
</table>

**Sale**

To determine the degree of goal realisation for the theme sale, the number of dwellings or percentage of the dwellings that need to be sold must be specified. In the strategic stock policy of 2002 the following guidelines are presented.

*The sale of high-rise dwellings is dependent of the moment of investment because the sale takes place after the investment. The estimated pace of sales (verkoopsnelheid) for high-rise dwellings is set at 15% for the first year and after the first year 8 percent annually (Waterweg Wonen, 2002, p34 own translation). This means that in approximately 13 years all dwelling will be sold.*

Below for each scale label the percentages of the sales for the appropriate years are presented.

<table>
<thead>
<tr>
<th>Scale Label</th>
<th>Percentage of Items</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely</td>
<td>(100% of estimated sale in the appropriate years</td>
</tr>
<tr>
<td>Predominantly</td>
<td>(70%-99%) of estimated sale in the appropriate years</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>(1%-69%) of estimated sale in the appropriate years</td>
</tr>
<tr>
<td>Completely not</td>
<td>(0% of estimated sale in the appropriate years</td>
</tr>
</tbody>
</table>

In the case of the Brusselweg and the Bernweg the following amount of dwellings need to sold for the different scale labels.

**Brusselweg total 91 dwellings**

<table>
<thead>
<tr>
<th>Scale Label</th>
<th>Number of Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely</td>
<td>first year 14 dwellings subsequent years 7 dwellings sold</td>
</tr>
<tr>
<td>Predominantly</td>
<td>first year between 7 and 14 dwellings subsequent years between 4 and 7 dwellings sold</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>first year between 1 and 6 dwellings subsequent years between 1 and 3 dwelling sold</td>
</tr>
<tr>
<td>Completely not</td>
<td>first year 0 dwellings subsequent years 0 dwellings sold</td>
</tr>
</tbody>
</table>

**Bernweg total 91 dwellings**

<table>
<thead>
<tr>
<th>Scale Label</th>
<th>Number of Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely</td>
<td>first year 14 dwellings subsequent years 7 dwellings sold</td>
</tr>
<tr>
<td>Predominantly</td>
<td>first year between 7 and 14 dwellings subsequent years between 4 and 7 dwellings sold</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>first year between 1 and 6 dwellings subsequent years between 1 and 3 dwellings sold</td>
</tr>
<tr>
<td>Completely not</td>
<td>first year 0 dwellings subsequent years 0 dwellings sold</td>
</tr>
</tbody>
</table>

**Planning**

To determine the degree of goal realisation on the theme planning the year of completion needs to be reviewed against the proposed year of completion. A distinction should be made between no delay, short delay, long delay and very long delay. Below for each scale label the allowed delay is presented.

<table>
<thead>
<tr>
<th>Scale Label</th>
<th>Allowed Delay</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely</td>
<td>(no delay)</td>
</tr>
<tr>
<td>Predominantly</td>
<td>(1 months - 6 months) delay</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>(6 months -24 months) delay</td>
</tr>
<tr>
<td>Completely not</td>
<td>(24 months or more) delay</td>
</tr>
</tbody>
</table>
Appendix 1 Determining the degree of goal realisation for the three cases

A1.2 Volkshuisvesting Arnhem

To determine the degree of goal realisation a 4 point scale is used. Each strategic goal will be dissected on different themes. The degree of goal realisation will be defined on the basis of a 4 point scale for each specific theme.

The degree of goal realisation for every theme will be defined as either:
- Completely;
- Predominantly;
- Predominantly not;
- Completely not

The goals formulated in the vision document of 2006 as presented in table x relate to three main themes chosen for this research: dwelling quality, dwelling type and ownership situation. Below for each theme a guideline is provided how the degree of goal realisation and corresponding scale-labels are implemented on that specific theme.

Dwelling Quality

The programme of requirements is dominant in determining the level of succes/ degree of goal realisation for the theme dwelling quality. VHV works with two different programmes of requirements. The first one is used for newly constructed dwellings, the second one is used for the renovation of dwellings in the stock of VHV. The Programme of requirements for newly constructed dwellings consist of 31 items on two distinct types of requirements: functional requirements like adaptability, maintenance and usability and technical requirements like size, electrics and heating. In the table below a complete overview of the different items in the programme of requirements for newly build dwellings is provided.

<table>
<thead>
<tr>
<th>Standard quality level for newly build dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Functional programme of requirements</td>
</tr>
<tr>
<td>Adaptability</td>
</tr>
<tr>
<td>maintenance</td>
</tr>
<tr>
<td>washability</td>
</tr>
<tr>
<td>usability</td>
</tr>
<tr>
<td>Daylight admission</td>
</tr>
<tr>
<td>Energy</td>
</tr>
<tr>
<td>Technical programme of requirements</td>
</tr>
<tr>
<td>Storage room</td>
</tr>
<tr>
<td>Insurance</td>
</tr>
<tr>
<td>Terrain</td>
</tr>
<tr>
<td>groundwork</td>
</tr>
<tr>
<td>Locks and hinges</td>
</tr>
<tr>
<td>Materialisation</td>
</tr>
<tr>
<td>glazing</td>
</tr>
<tr>
<td>Safety</td>
</tr>
<tr>
<td>tiling</td>
</tr>
<tr>
<td>painting</td>
</tr>
</tbody>
</table>

Items of the PoR for newly build dwellings (VHV, 2005)

For dwellings that need to be renovated a different programme of requirements exist. Below the main items for renovation dwellings is presented.

<table>
<thead>
<tr>
<th>Standard quality level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constructive parts</td>
</tr>
<tr>
<td>Non constructive parts exterior</td>
</tr>
<tr>
<td>Non constructive parts interior</td>
</tr>
<tr>
<td>Facilities kitchen</td>
</tr>
<tr>
<td>bathroom</td>
</tr>
</tbody>
</table>

Themes of the programme of requirements for the basic quality standard (VHV, 2005)
In chapter X the degree of goal realisation is determined. The individual dwellings and buildings will be tested whether or not they comply with the items in the programme of requirements. If a specific item is in line with the PoR it will receive a check mark if an item is not in line with PoR it will receive a cross. Each item in the programme of requirements is treated equally. This means that all items in the programme of requirements are given the same weight. Below for each scale label the amount of items that need to be in line with the programme of requirements (visualised by check marks) is presented.

**For newly build dwellings**
- Completely: 31 out of 31 items need to comply with the PoR
- Predominantly: (20-30) out of 31) items need to comply with the PoR
- Predominantly not: (1-19) out of 31) items need to comply with the PoR
- Completely not: (0) out of 31 items need to comply with the PoR

**For renovation**
- Completely: 10 out of 10 items need to comply with the PoR
- Predominantly: (6-9) out of 10) items need to comply with the PoR
- Predominantly not: (1-5) out of 10) items need to comply with the PoR
- Completely not: (0) out of 10 items need to comply with the PoR

**Dwelling Type**
All activities which are aimed at demolishing dwellings to enhance the relative share of single family homes in the neighbourhood are placed under the header dwelling type. Below for each scale label the allowed delay is presented.

Demolition
- Completely: (no delay)
- Predominantly: (1 months - 6 months) delay
- Predominantly not: (6 months -24 months) delay
- Completely not: (24 months or more) delay

For complex 273 Ereprijslaan the strategic goal is to join 28 dwellings 100% vertically thus creating 14 single family homes. Below for each scale label the amount of dwellings that need to be joined is presented

- Completely: (14 out of 14)
- Predominantly: (7-13 out of 14)
- Predominantly not: (1-6 out of 14)
- Completely not: (0 out of 14)

**Ownership situation**
To determine the degree of goal realisation for the theme ownership situation, the number of dwellings or percentage of the dwellings that need to be sold to achieve the goals must be specified. Below for each scale label the percentages of the sales are presented.

- Completely: (100% of the proposed sales)
- Predominantly: (70%-99%) of the proposed sale
- Predominantly not: (1%-69%) of the proposed sale
- Completely not: (0% of the proposed sale
A1.3 De Key
To determine the degree of goal realisation a 4 point scale is used. Each strategic goal will be dissected on different themes. The degree of goal realisation will be defined on the basis of a 4 point scale for each specific theme.

The degree of goal realisation for every theme will be defined as either:

- Completely;
- Predominantly;
- Predominantly not;
- Completely not

The goals formulated in project teams as presented in table 38 relate to two main themes chosen for this research: quality upgrade and Sale. Below for each theme a guideline is provided how the degree of goal realisation and corresponding scale-labels are implemented on that specific theme.

Quality upgrade
The gradual process of altering the goals and the project assignment simultaneously ensures that the outcome is always in line with expectation because expectations are continuously altered.

Sale
To determine the degree of goal realisation for the theme sale, the number of dwellings or percentage of the dwellings that need to be sold to achieve the goals must be specified. Below for each scale label the percentages of the sales are presented.

<table>
<thead>
<tr>
<th>Scale Label</th>
<th>Percentage of Proposed Sales</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely</td>
<td>100%</td>
</tr>
<tr>
<td>Predominantly</td>
<td>70%-99%</td>
</tr>
<tr>
<td>Predominantly not</td>
<td>1%-69%</td>
</tr>
<tr>
<td>Completely not</td>
<td>0%</td>
</tr>
</tbody>
</table>
Appendix 2 Interview questions

Het interview bestaat uit vragen op 2 verschillende thema’s. Deze thema’s zijn:

1. Strategievorming
2. Proces en IPQ (internal process quality)

1. Strategievorming

- **Intended strategy** (Voorgenomen strategie)
- **Deliberate strategy** (opzettelijk)
- **Emergent strategy** (opkomend/ spontaan Bottom up praktijk/ uitvoerders)
- **Realised strategy** (Gerealiseerde strategie)

1. Kunt u een processchets tekenen van de strategievorming in de Spaarndammerbuurt?
   Welke partijen waren betrokken?
   Waar lag beslissingsbevoegdheid?, wat waren beslismomenten? Wat waren beslis documenten?
   Tijdslijn
   Cyclisch karakter ja/nee?
   Hoe zijn de beleidsmaker en beleidsuitvoerder gescheiden (is er sprake van multidisciplinaire teams?)
   Karakterisering: top down/ bottom up/ hybide

- Omtrent de “emergent” strategy?

2. Welke partijen hebben bijgedragen aan de strategievorming?
3. Zijn er zaken spontaan opgekomen die direct aandacht vroegen
4. Hoe is hier mee omgegaan
5. Heeft deze aanpak invloed gehad op de strategie/ het beleid?
6. Was er sprake van een “spontane” strategie/beleid?
• Omtrent de “realized” strategy?

7. In welke mate wijkt de gerealiseerde strategie af van de “intended” strategie?
8. In welke mate wijkt de gerealiseerde strategie af van de “deliberate” strategie?
9. Hoe groot was de rol van de emergent strategy in the realized strategy?

2. PROCES EN IPQ (internal process quality)

Work definition internal process quality of policy

Internal process quality is a distinctive quality characteristic of an SSM process. Internal process quality of policy is the quality of the internal processes that take place in the input-output-outcome model. It’s the degree in which all “rational” steps towards output and outcome are taken.

<table>
<thead>
<tr>
<th>Quality indicator</th>
<th>Assessment question</th>
</tr>
</thead>
</table>
| 1. Internal & external analysis | 1. Welke partijen voerden de analyse uit?  
2. Hoe vond de analyse plaats die heeft geleid tot het beleidsplan?  
3. Welke methode/instrumenten (vb. SWOT) zijn er gebruikt voor het maken van het beleid?  
4. Welke bronnen zijn aangehaald ter ondersteuning/onderbouwing van het beleid?  
5. Op welke manier is de analyse van interne en externe factoren uitgevoerd?  
6. Is er gewicht/belang gegeven aan de verschillende geanalyseerde zaken?  
7. Waren interne of externe factoren doorslaggevender? |
| 2. Synthesis, choice | 1. Hoe vond de vertaling van analyse naar beleid plaats? (gevoelsmatig, beslisboom etc)  
2. Welke aanvullende analyses zijn gebruikt?  
3. Zijn andere strategieën overwogen?  
4. in retrospect, zou u voor dezelfde strategie hebben gekozen? |
| 3. Knowledge | 1. Wie waren de uitvoerders, welke afdelingen? |
### Appendix 2 Interview questions

<table>
<thead>
<tr>
<th>The executioners must know what is expected from them</th>
<th>4. Ability, The executioners must be able to execute the policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Zijn de uitvoerders betrokken bij het opstellen van het beleid?</td>
<td>2. Waren de middelen bekend bij de uitvoerders, hadden zij eerder met deze middelen gewerkt?</td>
</tr>
<tr>
<td>4. weten de uitvoerders wat de doelstellingen waren, hebben zij de doelstellingen begrepen?</td>
<td>3. Vroeg het nieuwe beleid om nieuwe kennis bij de uitvoerders? Welke?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>4. Ability, The executioners must be able to execute the policy</th>
<th>5. Willingness, The executioners must be willing to execute the policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Welke middelen werd de uitvoerders van het beleid ter beschikking gesteld? Vb. geld informatie/kennis, bevoegdheden</td>
<td>1. Was er weerstand tegen het beleid vanuit uw eigen organisatie</td>
</tr>
<tr>
<td>2. Waren de middelen bekend bij de uitvoerders, hadden zij eerder met deze middelen gewerkt?</td>
<td>2. Was er weerstand tegen het beleid van buiten uw organisatie</td>
</tr>
<tr>
<td>3. Vroeg het nieuwe beleid om nieuwe kennis bij de uitvoerders? Welke?</td>
<td>3. Zijn er/ Welke stappen zijn ondernomen om organisational structure (design) aan te laten sluiten op de strategie “structure follows strategy”? werkgroepen, teams, zo ja welke functies waren daarin vertegenwoordigt? Was het werken met dit soort groepen nieuw voor de organisatie</td>
</tr>
<tr>
<td>5. Was iedereen op de hoogte van zijn/haar verantwoordelijkheden?</td>
<td></td>
</tr>
<tr>
<td>2. Zijn beleidsprogramma’s schriftelijk overgedragen aan de uitvoerders?</td>
<td>2. Zijn beleidsprogramma’s schriftelijk overgedragen aan de uitvoerders?</td>
</tr>
<tr>
<td>3. Was er sprake van enige beleidsvrijheid bij het uitvoerende orgaan?</td>
<td>3. Was er sprake van enige beleidsvrijheid bij het uitvoerende orgaan?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>7. Assumptions about the relationship between objectives and means</th>
<th>7. Assumptions about the relationship between objectives and means</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Zijn de middelen die ter beschikking waren om het beleid uit te voeren geschikt om het doel te bereiken?</td>
<td>1. Zijn de middelen die ter beschikking waren om het beleid uit te voeren geschikt om het doel te bereiken?</td>
</tr>
<tr>
<td>2. hadden andere middelen ingezet kunnen worden?</td>
<td>2. hadden andere middelen ingezet kunnen worden?</td>
</tr>
<tr>
<td>3. Was er voor elk doel een specifiek middel/instrument voor handen?</td>
<td>3. Was er voor elk doel een specifiek middel/instrument voor handen?</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>8. Time and sequence of the policy programs</th>
<th>8. Time and sequence of the policy programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Was het beleid nieuw, aanvullend of vervangend van vorig beleid?</td>
<td>1. Was het beleid nieuw, aanvullend of vervangend van vorig beleid?</td>
</tr>
<tr>
<td>2. Wanneer was dit vorig beleid in werking getreden?</td>
<td>2. Wanneer was dit vorig beleid in werking getreden?</td>
</tr>
<tr>
<td>3. Vonden er veranderingen plaats in de manier van werken/uitvoering?</td>
<td>3. Vonden er veranderingen plaats in de manier van werken/uitvoering?</td>
</tr>
</tbody>
</table>

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<tbody>
<tr>
<td>Te herleiden uit de antwoorden bij III IV V</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>10. Reactions of the target groups undergoing the policy</th>
<th>10. Reactions of the target groups undergoing the policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Wie is de doelgroep die werd beïnvloed door de uitvoering van het beleid?</td>
<td>1. Wie is de doelgroep die werd beïnvloed door de uitvoering van het beleid?</td>
</tr>
<tr>
<td>2. Waren zij betrokken bij het opstellen van het beleid?</td>
<td>2. Waren zij betrokken bij het opstellen van het beleid?</td>
</tr>
<tr>
<td>3. Hoe reageerde de doelgroep op het beleid?</td>
<td>3. Hoe reageerde de doelgroep op het beleid?</td>
</tr>
<tr>
<td>4. hoe hadden de ingrepen invloed op de doelgroep? In termen van overlast, verhuizen, tijdelijke woningen etcetera?</td>
<td>4. hoe hadden de ingrepen invloed op de doelgroep? In termen van overlast, verhuizen, tijdelijke woningen etcetera?</td>
</tr>
</tbody>
</table>